

Disclaimer: This report is specific to the 2010 gathering. It is intended to be used as a 'lessons learned' document and discussion tool available for future planning efforts. Its content does not portray Agency policy or direction.

**2010 National Rainbow Family Gathering
Allegheny National Forest
Bradford Ranger District**



**National Incident Management Team
Final Incident Summary
September 2, 2010**

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**Incident Summary
2010 National Rainbow Gathering
Bradford Ranger District
Allegheny National Forest
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2010 NATIONAL GATHERING OF THE RAINBOW FAMILY OF LIVING LIGHT EXECUTIVE SUMMARY

Introduction

The National Rainbow Family of Living Light (RFL) held their spring council meeting on the Marienville Ranger District, Allegheny National Forest (ANF) in early June 2010. The actual site location, Queens Creek, Bradford Ranger District, was determined and announced by the RFL the third week of June. The gathering culminated with approximately 10,000 participants partaking in a prayer circle on July 4, 2010.

Incident Management Team Organization

A National Incident Management Team (NIMT), led by Gene Smithson, Incident Commander, managed the incident as a Unified Command with Co-Incident Commander Tony Scardina and Agency Administrator Leanne Marten. The NIMT worked over the course of the gathering with numerous agencies and organizations to ensure the efficient use of available resources. Participants included federal, state, county and local law enforcement agencies, emergency management services, Pennsylvania State Department of Environmental Protection, and representatives from state and local public health organizations. The team consisted of 9 core members: Incident Commander, Investigator, Operations Section Chief, Administration Officer, Resources/Special Uses Unit Leader, Information Officer, Safety Officer, Planning Section Chief, and a Communications Unit Leader. Funding for core members of the NIMT came from the Washington Office, Law Enforcement and Investigations and from Region 9.

Training for NIMT Law Enforcement Officers was held the week of June 7th in West Virginia. Official team operations began on June 14, 2010. The Incident Command Post (ICP) for team operations was based at the ANF Headquarters in Warren, Pennsylvania, approximately 20 miles from the gathering site. In addition, a field ICP was co-located with the Pennsylvania State Police ICP at the Cherry Grove Fire Hall, approximately 12 miles from the gathering site. The command trailer used as the field ICP was loaned to the Forest Service, at no cost, by the regional response organization.

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On July 6, 2010, the NIMT transitioned management of the RFLG gathering back to the ANF.

Successes

1. **WO/Regional/Forest/NIMT Coordination:** Coordination early on between the Washington Office, Region(s), Forest(s) and NIMT IC were helpful in strategizing and preparing for the possible hosting of the RFLG gathering. This coordination assisted in building internal working relationships that led to managing a successful gathering.
2. **Unified Command:** The NIMT succeeded in strengthening relationships within the community including, but not limited to, state and local law enforcement agencies, public health and safety services, local residents, government officials, and local forest managers. The Unified Command within the Forest Service worked extremely well. Forest Supervisor Leanne Marten and District Ranger Tony Scardina integrated very well with the members of the NIMT. The group quickly formed a great working relationship that reflected a mutual respect of each other's area of expertise. This mutual respect and understanding led to the managing of a safe, healthy gathering with resource issues and needs being addressed in a cooperative, positive manner.
3. **Interagency Support.** The NIMT received tremendous support from the Pennsylvania State Police, Warren County Sheriff's Office, Warren County Drug Task Force, US Marshal's Service, and local emergency management organizations. Dispatch Services for enforcement operations were provided by the Warren County Emergency Management Agency (EMA). Region 9 helped provide funding to enable the EMA to supplement their regular dispatching staff during the height of the gathering. The impact on the dispatch center was significant and their services to our officers were outstanding.

The Pennsylvania Department of Health was very active in helping to manage the gathering. They had two or more people down at the gathering nearly each day and others working with local health care providers to monitor local needs.

Topics Needing Further Discussion

- **NIMT Team Skill Set and Consistency:** Unlike a fire assignment, there is no training available to receive the necessary "qualifications" to work as a team member at the RFLG gathering. It requires confidence, flexibility, adaptability, acceptance, assertiveness, situational awareness and a good feel for which battles to pick to fight. Members must have excellent people skills when dealing with

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rainbow participants, local and state cooperators, media and other Forest Service employees. Not everyone could or should do this job. Internally, participants of the RFLI often seek to divide the Forest Service personnel. The participants try to turn National Forest System (NFS) employees against law enforcement. NFS personnel selected to integrate with the NIMT should have a respect for the advice of law enforcement and support them as much as possible. The same is true with law enforcement. Law enforcement personnel working the event should have a respect for the advice of the resource/land managers. Each member has their own area of expertise to lend to the successful management of this event.

- a. **Recommendation:** Seek out individuals with the skill set and personality traits listed above, and use them for more than one year so as to provide a transition to the next forest. Having a Forest Supervisor and District ranger that understands how to effectively work as one with law enforcement is the key to a successful Unified Command for this event. It is recommended that consideration be given to having the Forest Supervisor and District Ranger travel to next year's gathering and provide a "mentor-type" role to the next Forest. Although the next Forest may feel adequately prepared, the unique understanding of successfully working with law enforcement, as well as on an event of this type, is best portrayed from colleague to colleague.

Health and Safety

Early in the event the use of the State of Pennsylvania Police helicopter raised some concern due to the level of anxiety it seemed to cause with participants at the gathering while Forest Service personnel were working. This was addressed with the State and they willingly adjusted their flights.

Two helicopter medical evacuations were made from the main meadow area of the gathering. In both instances, Law Enforcement Officers assisted local Emergency Medical Services personnel to secure a landing zone in the main meadow and safely transport the patients to the helicopter. Participants of the RFLI also assisted in helping emergency personnel efficiently transport the patients.

No other reports of emergency medical assistance were received. The RFLI C.A.L.M. units reported treating minor injuries (ie cuts, bruises) throughout the event with no outbreaks of contagious diseases or illnesses.

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Successes

1. Objectives of a safe and healthy event were met. The incident was completed without any medical injuries to Forest Service employees or other supporting agencies within the Unified Command.

Topics Needing Further Discussion

- **Recommendation:** have a safety officer as a permanent member of the NIMT paid for out of National funds allocated to the Region hosting the gathering.

Resources/Special Uses

The Forest Supervisor and local District Rangers started meeting with participants of the RFLI during their spring council in early June. Discussions held revolved around potential sites on the ANF that met both the RFLI objectives as well as the ANFs. In addition, discussions also held components of items that would, depending on the site location chosen by the RFLI participants, be included in an operating plan. Line Officer focus at this time was assisting participants of the RFLI to find an appropriate location for the event. This requires: 1) knowledge of the type of sites participants of the RFLI desire; 2) knowledge of sites that the Forest feels are appropriate and, more importantly, sites the Forest feels are *not* appropriate; and 3) ability to provide good information (pros and cons) and maps for these areas. It is more productive at this stage to communicate regarding the selection of a location and appropriate mitigation measures that best meets mutual objectives, rather than try to force the discussion of who will sign a permit for the RFLI .

Once a site was announced, the responsible federal official worked with participants of the RFLI on how to best meet mutual objectives of having a safe, healthy gathering with mitigated resource impacts. Discussions included the signing of a noncommercial group use permit as well as the use of a mutually agreed upon operating plan. Following several days and hours of discussions, the responsible official, working within her delegated authority, finalized and approved a mutually agreed upon operating plan that outlined the sideboards established to ensure objectives were met for this specific gathering. The establishment of a positive and cooperative relationship for the 2010 RFLI gathering resulted in resource and safety objectives being met at the gathering. These objectives continued to be met during cleanup and rehabilitation efforts.

Having early and consistent interaction between the Forest Supervisor (Agency Administrator), local District Ranger, Incident Commander, and participants of the RFLI was integral to the success of establishing a cooperative relationship.

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ANF personnel continued to work with participants of the RFL on cleanup and rehabilitation efforts pursuant to the operating plan.

Successes

1. The NIMT received excellent natural resource support from the ANF. The Forest provided four experienced individuals who had the skill sets required for the unique experience of working with the RFL. They were all Forest Protection Officers (FPOs) who actively patrol and were comfortable with the setting, people and issues, and also set the correct tone as Forest Service employees. Their work was outstanding and created a consistent and firm, but open, approach that successfully reduced the amount of resource damage, parking issues, and therefore, potential causes for conflict.

The resource team was led by a two-person team who shared the Resource Advisor and Resource Team Leader positions on the NIMT. These two individuals have been with the NIMT since 2006. Their experience and the consistency they offered proved highly valuable to the Forest in averting many of the pitfalls inherent with any large gathering, and most particularly the RFL gathering. They were able to train and mentor the Forest team of resource advisors with the idea that these individuals would continue with the NIMT next year and pass on their experience.

Topics Needing Further Discussion

- **Enforcing resource protection:** Two options for enforcing resource protection, should the need arise, available to Agency personnel include: (1) implementation of terms and conditions of the Special Use Permit/Noncommercial Group Use Regulations under 36 CFR 251; and (2) implementation of prohibitions under 36 CFR 261 to prevent resource damage. It is understood that Agency regulations require a Special Use Permit for groups of more than 75 people and every effort to obtain a permit should be made. The permit provides the basis for requiring an operating plan which is very useful to address safety and resource impacts when mutually agreed upon. Forcing the issue of a signature on the permit remains a point of contention that potentially impacts on-the-ground efforts to manage a healthy, safe event. The special use permit regulations were written with the intent of giving Agency personnel a tool to use when working with members of the public, prior to a large event, to help reach agreement on terms and conditions to ensure overall resource protection and the health and safety of event participants. The RFL includes 10,000-20,000 participants annually. The site-specific location is unknown until just before the July 4th weekend and is only known once the RFL announces the location and by then there may already be thousands of participants on site. Furthermore, the RFL are a self proclaimed unorganized group without any formal leadership. Generally, the person who signs the permit

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is responsible for compliance with its terms and conditions. When no one is willing to step forth to take responsibility for the gathering and yet thousands of participants start to arrive, the agency is left with a practical problem of needing to communicate, establish a point of contact within the group, and obtain whatever voluntary compliance is possible from the group. The unfolding of the RFLI annual event is not expected to change, nor is the overall number of participants. As such, the questions and challenges revolving around communicating with the group and obtaining voluntary compliance to achieve safety and resource protection goals in the absence of cooperation on obtaining a permit remain. Advice is needed on what to do in cases of dissent. Trying to enforce a signature on a special use permit will continue to be a challenge and has the potential to cause problems for personnel on the ground when working with participants of the RFLI, Forest Service employees at all levels, and local communities.

- a. **Recommendation:** Review what to do in case of dissent from compliance with the noncommercial group use permit regulations and the merits of a mutually agreed to operating plan even without obtaining a permit.
- **Resource Team Skill Set and Consistency:** Resource management is an integral part of the management of the RFLI, and as such, the NIMT should include permanent members that are identified early in the process. There are significant resource issues with ALL gatherings, and this should be covered as part of the team expenses to alleviate the impacts to local Forests and Districts. Unlike a fire assignment, there is no training available to receive the necessary "qualifications" to work as a resource advisor in the gathering. However, there is definitely a set of skills needed, which includes being an experienced FPO, a working knowledge of natural resources, ease with the law enforcement community, good people skills, and acceptance of the RFLI. It has proven highly effective to retain resource advisors for more than one gathering, as they are more effective and can bring a better consistency to the event. Participants of the RFLI often try to say that past resource personnel gave them trash bags, came into the gathering off-hours, and participated/ ate the food, etc. Personnel with previous gathering experience are invaluable in sharing accurate information. This allows them to be more effective in enforcing the operating plan and other resource issues, and allows the law enforcement officers to be comfortable with how the resource team is showing a united front.
 - a. **Recommendation :** Seek out individuals with the skill sets and personality traits listed above, and use them for more than one year. We recommend that the host Forest provide at least four individuals for the gathering, who are trained and mentored by experienced resource advisors. Two of the host forest resource advisors would then go to the following year's gathering to train and mentor that host forest's advisors,

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and so on. This would allow for consistency, the opportunity for the experience, and ultimately a larger pool of experienced resource advisors for any year's event. We recommend that funds be allocated nationally to distribute to the Region where the annual RFLI will be held. These funds are recommended to cover resource personnel assigned to the NIMT. Identification of these team members should be secured by February of each year. In addition, it is recommended that guidelines and/or lessons learned be documented by previous resource team members and conveyed as new training occurs.

Law Enforcement Operations/Investigations

As of July 12, 2010, there were 17 arrests made by US Forest Service Law Enforcement Officers. These arrests ranged from a couple of felony drug related offenses to arrests for DUI, disorderly conduct, resisting/interfering with an officer, aggravated assault, and warrants. Over 350 pieces of evidence were collected at this year's gathering. A quantitative summary of the drugs seized is not included in this report at this time due to the volume of narcotics seized and cases made and subsequent large amount of evidence that is still awaiting being weighed and processed.

In total, there were 956 incidents. Approximately 50% were warnings and paperwork (no tickets issued), and 50% were violation notices. Out of the violation notices, an estimated 47% were drug related and 34% traffic related. The remaining offences included such things as officer interferences, DUI/Alcohol, and public nudity.

Cumulative state, county, and local law enforcement statistics are scheduled to be provided to the Incident Commander and will be added to this report upon availability.

Successes

1. Early coordination with the Department of Justice US Attorney's Office and the Office of General Counsel enabled the NIMT to process judicial issues as well as administrative issues in a timely and efficient manner.

Topics Needing Further Discussion

- **Officer Training.** As with past gatherings, training was held during the week of June 7th. It was held this year at Martinsburg, WV. On the first day of training, officers completed the morning incoming briefing that included sexual harassment/civil rights and other necessary instructions. Officers also completed Pepperball certification, a use of force and electronic control device refresher, and K-9 training. The second and third days of training were classroom and field sessions of crowd control training, taught by the United States Park Police. The NIMT still believes this training is critical to prepare officers to handle a variety

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of situations that routinely occur at RFLI gatherings and should be continued in future years.

- The NIMT believes that at a minimum the number of law enforcement officers is 30 for future gatherings. Additional officers would be needed if the gathering is to be managed as an illegal gathering. These resources are needed to continue to respond to displays of civil disobedience by participants at the RFLI that place officers at high risk of injury and personal safety. The NIMT feels that the original premise for this gathering and overall demographics continue to change, which can and does change the overall dynamics of the event.

Information

Objectives of the gathering and communication plan were met.

Successes

1. The NIMT and Forest were successful in keeping media interest in the RFLI relatively low and involving mainly local coverage. Except for one article after the first court date, articles about the RFLI in the media were factual, well-balanced, and often portrayed Forest Service management efforts in a good light. Distribution of information reached many internal and external audiences in a timely manner. Relationships within the local communities were strengthened by running a 'trap line' on a regular basis as well as sending updates out daily. Members of the communities and local business owners greatly appreciated these contacts and sharing of information.

Topics Needing Further Discussion

- **Recommendation:** Consider having at least half of the information cadre from the local/hosting unit. Doing so helps to ensure positive media and community relations.

Communication

Challenges with radio and cell phone coverage, due to the location of the gathering, were present throughout the event. No major incidents, however, were reported to have occurred due to communications.

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Successes

1. Challenges were addressed immediately with excellent cooperation and assistance from local and state agencies and emergency management organizations.

Topics Needing Further Discussion

- Due to the variety of radios in use across the agency, it is recommended that future COMLs request a list of the types of radios coming to the event and acquire the needed software and cables. When ordering radios, it is recommended that DPH's be requested because of the larger channel banks and the fact that future gatherings will probably include utilization of digital channels.

Administration

Administrative duties were covered throughout the event with the necessary support and information available as needed.

Successes

1. Early coordination with the local unit helps lay the foundation for a smooth working relationship. Similar to operations/investigation, coordination with DOJ and the Office of General Counsel assisted in preparation for court cases and the associated paperwork.

Topics Needing Further Discussion

- **Fiscal.** Establish a system to accurately track and reflect total incident costs, including base and overtime salaries; Forest costs and other federal, state, and local agencies' costs; resource mitigation; and rehabilitation costs, etc.
 - a. "Provide additional funding for the IC and AO to start when they begin preparing/figuring the budget for the gathering (many hours of "Free Time" is given in the initial beginning stages of preparation of the budget, as well as the closing and wrap-up of the event). There is no funding allocated for the AO or IC to finalize and close out all the paperwork of the event once they return to their home units and their regular jobs.
 - b. Establish adequate funding for the NIMT to cover base and overtime costs for their ordered personnel and for the site Forest. Current budgeting does not allow for the true cost of the event to be appropriately accounted for fiscally. The actual costs of the event will be nearly impossible to capture as many items were borrowed or used at no cost, and many salary costs

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are not charged directly to the event. All base time for LE&I employees were charged to home units. A system needs to be developed to properly capture all true costs associated with the event.

- c. It is recommended that an administrative briefing package be developed for future gatherings. This package would include historical administrative processes of the NIMT and would be provided to the host Region/Forest before team arrival. This will assist in the initial staging phase of the event by providing the past practices and roles of the team and eliminate some of the confusion regarding the NIMT and Forest responsibilities
- d. Bring on one additional administrative support position for the Administrative Section during the last two weeks of the detail. It is difficult for the LEIMARS person to keep up with all the duties expected of the position. Getting all documents ready for court takes an enormous amount of time and causes a back log in the other responsibilities of the position. Also, it is recommended that all administrative support personnel have purchasing authority.

Planning

Planning section needs and duties were covered throughout the event. GIS support was available from the local unit. Due to a change of planning section chief personnel some of the mapping was delayed. Critical information requests, however, were covered and information made available to NIMT members and local and state cooperators as requested.

Successes

1. Strengthening of local relationships occurred due to the cross sharing of information and attendance at daily briefings.

Topics Needing Further Discussion

- GIS services have come from the specialists on the Forest or other cooperating agencies wherever the gathering may be. This can work well with good GIS specialists and equipment; however, it has proven inconsistent and difficult at times. Mapping of the gathering is necessary for navigating the complexity of the gathering, and more importantly for the rehab team afterwards.

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- a. **Recommendation:** Add a GIS specialist to the NIMT (paid for out of national funds allocated to Region hosting the gathering) and purchase two Trimble GPS units that would be in the NIMT cache. It is much easier to map when you have been at the site and collected the information yourself.

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Health & Safety

Introduction

The first and primary objective for the NIMT, and the primary duty of the Safety Officer on this incident was to ensure the safety and health of employees, assigned personnel, the public, and event participants..

The Safety Officer also provided support to the NIMT in meetings, and where applicable to the following three Incident Objectives:

- Establish and maintain internal and external communications and relationships with cooperating agencies, federal, state, county, and local government officials, private landowners, local businesses, communities, and the rainbow family CALM units (Rainbow Family medical stations).
- Protect resources and coordinate rehabilitation.
- Manage the event proactively in compliance with the established operating plan..

Issues & Concerns

The major health and safety issues and concerns that were identified during this incident have been summarized into nine general categories:

- Overall Public Safety.
- Safety of all Incident Personnel- Law Enforcement Officer's and Resource Incident Workers.
- Public Health - Infectious Diseases.
- Emergency Medical Service.
- Potable Water Quality.
- Solid and Human Waste Disposal.
- Food Preparation and Storage.
- Site Specific Environmental Factors, such as Forest Service access roads and wild land fire potential.
- Travel issues related to vehicles and driving.

Strategy

Several means were used to mitigate the safety and health issues and concerns. These included:

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- Identification of site-specific hazards and concerns associated with the event. As applicable, these hazards and concerns were communicated to incident and agency personnel, cooperators, affected community members and gathering participants
- The Safety Officer and other team members identified and maintained contacts with state and local health management agencies as well as emergency medical services, including ambulance crews and area hospitals. Special emphasis was paid to those counties closest to the gathering site but the team also reached out to Pennsylvania Health Department officials and emergency management officials within the Pennsylvania Department of Homeland Security.
- Meetings, phone conversations with participating agency personnel and health care providers were conducted on a regular basis.
- Site visits were done by health and safety personnel to survey, monitor and identify risks and hazards with follow-up to propose appropriate mitigation measures.
- Incident personnel were debriefed to determine near misses or accident reports for applicable information from prior shifts.
- Safety briefings for assigned personnel were included at the daily operations shift briefings.
- Incident personnel and cooperators were provided with information about health and safety issues daily.
- Contacts and interaction were made with personnel from Pennsylvania Department of Health, Pennsylvania Department of Environmental Protection, Pennsylvania Department of Emergency Services (Homeland Security) Warren County Emergency Management Services (EMS), area fire departments, County Public Health Department, Warren General Hospital and veterinary clinics.

Appropriate procedures and actions to mitigate or minimize exposure to identified concerns were discussed with personnel at briefings. Cooperation with local health and EMS personnel allowed those groups to provide input and suggestions for mitigation measures during the incident. The NIMT recognized that we were visitors to the host forest and surrounding communities and worked with them to minimize impacts and interference with their daily operations to the best of our ability.

Biohazard bags were provided to each patrol unit for use in the event for potentially infectious material. Sharps containers were provided to all patrol units for disposal of

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needles or other sharp objects. Trauma kits are not assigned to incident personnel but were part of individual Law Enforcement Officer EMT's equipment and were carried in their vehicles. Five law enforcement officers assigned to the incident were EMTs. The Safety Officer, as well as other personal at the ICP in Warren, PA, had access to and provided to incident assigned personnel equipment related to their personal protection such as latex gloves, hand sanitizers, insect repellent, and other items as deemed / identified as necessary for their personal protection.

Biohazard generated at the RFLC gathering was the responsibility of the participants of the RFLC and they were made aware that it was to be disposed of through local hospitals or appropriate medical waste disposal facilities. If not transferred to local hospitals and health clinics the RFLC CALM units agreed to dispose of biohazard waste in Warren, PA, which is the closest facility in this area to accept such waste.

Pre-located helicopter air ambulance landing zones were identified by the Pennsylvania State Police and locations given to local Emergency Management Services and RFLC CALM participants.

Water Quality

Water sources were developed by the rainbow gathering participants and piped through PVC pipe and water lines to various locations. Water samples were collected by the Pennsylvania Department of Health at communal water areas and several kitchens on June 30, 2010. The preliminary results were received on July 6, 2010 and the results are as follows:

Sample Site		<i>Giardia</i>	<i>Cryptococcus</i>	<i>Salmonella</i>	<i>Shigella</i>	<i>E.coli</i>
Musical Veggie	communal	Negative	Negative	Negative	Negative	Pending
Kid Village	communal	Negative	Negative	Negative	Negative	Pending
Lovin Ovens	communal	Negative	Negative	Negative	Negative	Pending
Magic Bean	communal	Negative	Negative	Negative	Negative	Pending
Piney Run	communal	Negative	Negative	Negative	Negative	Pending
Info A	unfiltered	Negative	Negative	Negative	Negative	Pending
Info B	filtered	Negative	Negative	Negative	Negative	Pending

The Forest Service collected samples from the streams and tested for *Escherichia coli*, no findings are available but once available they will be provided to the IC. The local Forest Service will also sample water quality during rehabilitation and develop a monitoring plan based on their test results.

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The Rainbow participants were advised that water is non-potable and needs to be chemically treated, properly filtered and boiled for consumption. Participants were also encouraged to bring their own potable water from known safe sources.

Wildfire and Potential Evacuation Situations

General fire weather / wildfire conditions were evaluated in the area that the gathering took place and the fire level was low during the first part of the gathering. This had risen to moderate by the end of the gathering. At the 2010 RFLLGathering site there was a great deal of dead wood creating both the potential for fire hazards and for the safety of anyone at the gathering site from falling snags and limbs. Assigned personnel were warned of these dangers, as well as RFLL participants. RFLL participants told the incident Safety Officer that they would spread the word of these dangers to other gathering participants.

Trash And Human Waste

Accumulation of solid (garbage, paper, cans and bottles), dog and human waste, (feces and urine) were identified as a concern to all parties involved in the gathering. Issues regarding solid waste accumulation include odors, insects and animal attraction and possible potential spread of disease.

Long-term environmental effects of such volumes of concentrated human and animal waste should remain a concern to resource managers involved with post activity work at this gathering site. Actual impacts are largely unknown at this time and may be based on local environmental factors which the ANF may be better prepared to address.

The final operation plan identified recommended / preferred locations to build slit trenches, pit toilets, locations for kitchens and fire and waste pits. Resource personnel assigned to the team identified and / or approved / disapproved these locations. Latrines or slit trenches, and waste pits were allowed on upland sites. These latrines and waste pits were placed at least 300 feet away from running waters and located outside of riparian and sensitive vegetation areas. The latrines and waste pits locations were inspected and approved by designated F.S. resource workers.

Use of lime and ash was encouraged to RFLL participants at latrine locations to breakdown waste and discourage the presence of flies within the pits. Once the pits are filled, waste was to be covered by topsoil and a new pit was dug near the old pit.

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Food Preparation and Kitchens

Approximately 30 kitchens were identified at the RFLI gathering site. Food preparation is under the control of the RFLI participants. Numerous soup, coffee and tea kitchens as well as bakeries are part of the food service facilities constructed on site. A number of RFLI participants prepared their own meals at individual campsites.

The operation plan identified and recommends preferred locations to build the kitchens and waste pits. Resource staff assisted in identifying these locations. Kitchens, wash water and food waste (gray water) disposal areas were at least 300 feet from running waters or was approved based on site specifics.

In an attempt to prevent a potential outbreak of food borne illness, Public Health Departments personnel visited some of the kitchens and spoke with RFLI cooks and food handlers, CALM units and the RFLI information center, to advise them on safe food handling, preparation and kitchen utensil sanitation.

Public Health

Due to the nomadic lifestyles and personal hygiene practices of a number of the gathering participants, outbreaks of communicable diseases were a possibility and a major concern. Potential risk areas included blood borne pathogens, viral hepatitis, acute diarrhea, sexually transmitted diseases, food borne and animal related diseases. For protection of incident personnel involved in contact activities, such as medical assistance or law enforcement, personal protective equipment including medical gloves (both latex and non-latex), CPR facial shields and antiseptic chemical barrier products were provided. Safety briefings addressed prevention measures for reducing exposure to these diseases. Biohazard bags and sharp containers were supplied to each patrol unit.

Information regarding the availability of emergency medical services and local environmental health hazards were provided to the workers at the CALM units and RFLI information center.

The Safety Officer, Pennsylvania Department of Public Health, Pennsylvania Department of Environmental Protection, and County EMS services made periodic visits to the CALM units in the gathering area. Information was exchanged between the incident Safety Officer, the local EMS and County and State officials regarding areas of concern and how we could work together in pre-planning our actions in case we needed to respond to an emergency. No major incidents occurred. No medical supplies were provided to gathering participants by the US Forest Service. Pennsylvania Department of Health did provide condoms, hand sanitizer, biohazard bags, and sharps containers. Warren County Public Health Department also provided handouts with information about general health and safety issues such as insects, rabies, and PARVO. These handouts

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were given to CALM units during visits to the encampment with the incident Safety Officer. The local EMS provided an oxygen tank and a stretcher to CALM.

Surveillance

The following surveillance was completed by the PA Department of Health team: Aimee Palumbo (CSTE Fellow), Parvathy Pillai (Epi-Aid), and Jennifer Quammen (Epi-Aid)

Emergency Department (ED) Surveillance

Participating ED: Warren General Hospital, Kane Community Hospital, Elk Regional Health Systems, Med Express Clinic Ridgeway Health Campus, Titusville Area Hospital

Results/Surveillance Summary:

- Overall not many persons were seen by local EDs during the gathering
- 11 individuals were identified with ED surveillance form
 - 1 assault with a head injury
 - 4 dog bites (to the hands and legs)
 - 1 asthma exacerbation
 - 1 abrasion (child)
 - 1 sore throat with ear pain
 - 1 ankle fracture
 - 1 injury with rib fracture and lip laceration
 - 1 injury related to falling from a truck (child)

EMS Surveillance

Participating EMS: Warren County, EEMCO West

Results/Surveillance Summary:

- At least 7 EMS dispatches associated with rainbow gathering
- 3 of 7 were identified via electronic surveillance system (knowledge center)
- 1 seizure, 1 assault, 1 fall from tree

Animal Surveillance

Participating Clinics/Shelters: Kinzua Veterinary Clinic, Warren Veterinary Clinic, Russell Veterinary Hospital, Warren County Humane Society

Results/Surveillance Summary:

- Verbal reports from local clinics of many walk-in rainbows with ill dogs
- One parvo positive dog admitted to Warren Vet; died in hospital short time later (no payment
 - received)

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- One dog with a broken toenail presented as a walk-in at Kinzua; dog owner advised to call another hospital since Kinzua not accepting any new clients
- One dog requiring enucleation (eye removed) was seen at Erie Emergency Center, transferred to Russell Vet for surgery
- One dog dropped off at humane society as a stray; the dog had fleas and some minor skin issues but likely placed for adoption
- One dog with possible heat stroke was reported to Russell Vet Hospital and advised to come in for treatment; this dog was not brought in to the hospital for treatment
- One parvo suspected dog walk-in at Warren Vet, this dog was not examined or treated
- At least one suspected parvo dog walk-in at Kinzua; dog owner advised to call another hospital since Kinzua not accepting any new clients

CALM

The RFLC CALM units are their version of a First Aid / Medical unit. The CALM units were well staffed. At this gathering there were several physicians, registered and licensed nurses, mid wives and emergency medical technicians assisting with the CALM units. A RFLC vehicle was used for patient transport although on several occasions the local EMS ambulances were dispatched to respond to emergency calls. There was also two air medical transport.

Participants of the RFLC did provide their own medical care to injured and sick individuals through the CALM units to the best of their ability but also relied on Warren County EMS, Pennsylvania Public Health and Warren General hospital, for medical assistance.

CALM/Site Visit Surveillance

The following surveillance was completed by the PA Department of Health team: Aimee Palumbo (CSTE Fellow), Parvathy Pillai (Epi-Aid), and Jennifer Quammen (Epi-Aid)

Participating Camps/Rainbows: CALM, Kid Village, Seven-song, Kelly, Jeff, Jimbo, Dr J, Tigger, Jacob, Hawker

Results/Surveillance Summary:

1. Human

- Report of person with tooth abscess; wanting dental care
- One individual removed from site for psychiatric issues, later returned to gathering
- One person taken to ED because of traumatic injury to eardrum

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- One person wanting to go to ED for infected pilonidal cyst
- Reports of multiple cases (at least 2) of head lice
- Initial reports of human scabies
- not identified by team
- team did see probable dog scabies
- Many foot injuries observed by team and reported from CALM
- Report from CALM of people going off of psychiatric medications during gathering
- Handful of cases of diarrhea (non-bloody)
- Insect bites reported and observed
- Few reports of urinary tract infections
- Report of rainbow with pancreatic cancer who went to hospital for care
- Reports of fractures/trauma
- Report of child with an animal bite on the hand
- Team observed at least one drug overdose; person taken to hospital, treated then released
- Report of individual tattooing multiple Hepatitis C positive individuals; team met and educated this individual on the dangers associated with sharing tattoo needles on multiple individuals; recommended no tattooing at gathering
- One woman gave birth during the gathering; birth was attended by midwife (team spoke to midwife, never to mother/child)

2. Animal

- Population estimated 1 dog per 3-4 people; peak dog population = 2,500-3,000 on July 4
- Many dogs observed running loose, thin body condition, most dogs intact (non-neutered)
- Several dog fights (variable severity) witnessed during site visitation
- Numerous requests for parvovirus vaccination of dogs at rainbow gathering
- Many dogs (estimated 40%) less than 8 months of age with variable or no vaccination history
- Several dogs near trade circle with probable *Sarcoptes* (aka scabies, red mange)
- Probable parvo cases (at least 2) observed at A-camp
- Flea allergic dermatitis (at least 4) observed at A-camp
- Limping dog with burned foot pad (stepped into campfire) observed near Tea Time
- Allergic conjunctivitis observed multiple times (related to environment, smoke, dust)
- Dog with interdigital (toe) abscess observed at CALM
- Dog with bite wound on shoulder observed at CALM

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- At least 2-3 dogs with insect bite reactions observed (Trade Circle, Tea Time)
- One litter of 9 pups whelped during gathering
- Other animals: 3-5 kittens, 1 adult cat, 1 ferret, report of fox kit (not observed by team)

Environmental Factors

The primary access routes into the gathering area were private and Forest Service roads. These routes were also subject to local traffic. In addition, there was recreational use such as motorcycle and ATV riders, mountain bike trail riders, hikers, fisherman, equestrians and other forest visitors. Concerns related to the significant increase of traffic on these roads included congestion on the roadways, visibility, the narrow segments of the road and the temporary mixing of different user groups, some of which are not familiar with mountain driving techniques. This can create a variety of road/ traffic related safety hazards. Resource workers identified specific parking and "No" parking areas to help control traffic.

Additional environmental concerns included the potential for adverse weather issues, related to thunderstorms, high winds, and rain. Weather forecasts were given to incident personnel at daily briefings.

Ticks, mosquitoes, and bears were within the area. Black bear were seen on several occasions and garbage was torn into several times. Mosquitoes are not known to carry West Nile virus in this area. Deer ticks in this area may carry Lyme disease. Information was provided to incident personnel in safety briefing and health alerts.

Safety of Incident Personnel

The personal health and safety of all personnel assigned to and supporting this incident are the first priority for the NIMT..

At this gathering the Safety Officer focused on twenty-three primary areas of concern to incident personnel. These were:

- Travel issues related to vehicles and driving.
- Vehicle maintenance.
- Law Enforcement Officer Safety.
- Law Enforcement and Police K-9 Officer Safety.
- Safety for Resource Incident workers & other personnel assigned to the team / incident.
- County Public Health workers safety.
- Local public visitation safety.

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- Unsafe Situations.
- Threatening behavior.
- Physical Contacts, Assaults.
- Blood Borne Pathogens.
- Needles and Sharp Objects.
- Over all health issues.
- Environmental and Situational Hazards.
- Infectious Diseases.
- Availability of Emergency Medical Services.
- Animal Bites.
- Mental Alertness.
- Body Lice/Fleas.
- Stress and Fatigue.
- Radio Communications.
- Sources of Food & Drink.
- Other “site specific” issues as identified. These issues could be based on an individual’s actions or an environmental concern.

Primary methods used to distribute information about health and safety concerns were; (1) daily briefing, (2) written safety messages and alerts (3) safety meeting with the personnel, (4) one on one conversations with personnel by the safety officer, and (5) meetings with local and county public health and safety and EMS workers.

Verbal and written safety messages for incident personnel were developed by using direct observation, discussion and consultation with state, county and local officials, and background information from prior RFLG gatherings.

The Incident Commander, L.E. Operations Section Chief and Division Supervisors, as well as all other operational personnel were encouraged to supplement the general safety messages with specific Officer safety messages related to daily activities.

Safety visitation guidelines for resource incident workers were developed for site visits, conduct and general safety. These guidelines provided a resource for incident personnel and other visitors prior to their visit to the gathering site. Employees, incident personnel and co-operating agency personnel were given a verbal safety briefing prior to visiting the site.

Because we are dealing with a non-typical event it may be difficult to follow standard operating procedures as outlined in the Forest Service Health and Safety Code. Situations may occur or change rapidly where employees or other assigned personnel deviate from accepted safety practices and / or equipment for their health and safety needs or concerns. Where possible these situations were identified in the Job Hazard Analysis and are at the discretion of the IC if they are acceptable. It should be noted that an incident could occur

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in the field which is not expected or predictable that may require immediate action by the employee who deviates from accepted policy to remain safe. All personnel will maintain the highest safety standards and accepted Health and Safety Code procedures to the best of their ability.

There were no reportable accidents or injuries at the 2010 RFLG gathering.

Medical Plan and EMS

A Medical and an Evacuation Plan was developed for the incident with input from local Forest Service employees, Warren County EMS Services, Pennsylvania Public Health Dept. Ground and air ambulance services were identified along with Medical Centers, and Hospitals. This information was shared with the main CALM unit at the gathering site.

Statistical Reporting

Precise tracking of the effect of the national RFLG gathering on the area medical facilities can be difficult to obtain. Health care facilities or clinics often require payment at time of non-emergency services. Contact with Hospitals in areas surrounding previous gatherings indicated an increase of indigent care cases.

Specific request for public assistance (welfare) resulting from the RFLG gathering is not known. There could be significant impacts to local social services, medical services, local food banks, and veterinary clinics.

The Incident Safety Officer will attempt to contact area providers after all gathering participants are gone to see if they can provide an idea about what impact the 2010 gathering had on local health care services.

Incident personnel were informed of proper procedures to fill out a CA-1's (Traumatic Injury and Claim for Continuation of Pay Compensation), CA-2's (Notice of Occupational Disease and Claim for Compensation), CA-16's (Authorization for Examination and/or Treatment), R5-6700-9 (Occupational Exposure) depending on nature of claim.

There were no known injuries reported or claim forms filed during the 2010 gathering.

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Resources/Special Uses

Introduction

In 1995, a revision of regulations at 36 CFR 251 and 261 requiring noncommercial groups of 75 or more persons to have a Special Use Permit to gather on National Forest System land was implemented. The first permit for a National RFLG gathering was issued in 2003. Permits were issued for 2003-2005. No permit was issued for 2006 and it was considered an illegal gathering on the National Forest. In 2007 and 2008, in lieu of issuing a permit, an operating plan was developed in cooperation between the Forest Service and the RFLG. In 2009, a permit was again signed with an operating plan attached.

2010 Special Use Permit Application

The Forest Supervisor and local District Rangers started meeting with participants of the RFLG during their spring council in early June. Discussions held revolved around potential sites on the ANF that met both the RFLG objectives as well as the ANFs. In addition, discussions also held components of items that would, depending on the site location chosen by the RFLG participants, be included in an operating plan. Line Officer focus at this time was assisting participants of the RFLG to find an appropriate location for the event. This requires: 1) knowledge of the type of sites participants of the RFLG desire; 2) knowledge of sites that the Forest feels are appropriate and, more importantly, sites the Forest feels are *not* appropriate; and 3) ability to provide good information (pros and cons) and maps for these areas. It is more productive at this stage to communicate regarding the selection of a location and appropriate mitigation measures that best meets mutual objectives, rather than try to force the discussion of who will sign a permit for the RFLG.

Once a site was announced, the responsible federal official worked with participants of the RFLG on how to best meet mutual objectives of having a safe, healthy gathering with mitigated resource impacts. Discussions included the signing of a noncommercial group use permit as well as the use of a mutually agreed upon operating plan. Following several days and hours of discussions, the responsible official, working within her delegated authority, finalized and approved a mutually agreed upon operating plan that outlined the sideboards established to ensure objectives were met for this specific gathering. The establishment of a positive and cooperative relationship for the 2010 RFLG gathering resulted in resource and safety objectives being met at the gathering. These objectives continued to be met during cleanup and rehabilitation efforts.

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Forest Special Orders

Two Special Orders were enacted in response to the gathering; 1) Dog on Leash and 2) Parking or Leaving a Vehicle in Violation of Posted Instructions.

Those orders are listed in Section J of the Incident Final Package binder.

Operating Plan Implementation

Because of the RFL's unique makeup and culture, it is sometimes overwhelming for a Permit Administrator or Resource Advisor to enter the area and try to ensure everyone is staying in compliance with the operating plan provisions. The Family's gathering is not the typical noncommercial group use event, and a large amount of controlled substance use occurs. Most alcohol use occurs near "A-camp" and has generally not spread throughout the gathering. However, there was visible alcohol use within the gathering in the "gutterpunk" portions (Dirty Kids, Shut Up and Eat It, Death Camp, River Rats, etc.) Aggressive and abusive behavior occurs, and it is important that law enforcement and Resource Advisors continue to communicate with each other and work together as a team. The constant communication and cooperation between the resource team and law enforcement is a key component in ensuring that the operating plan provisions were adhered to and conflicts averted, and the resource team could not accomplish this task without the support of the law enforcement.

Numerous sensitive areas were identified early in the gathering with the help of the forest hydrologist, botanist, archaeologist and wildlife biologist. These included many riparian areas as the site had two major creeks running through it, as well as many wet meadows. Purple fringed orchid was discovered at the edge of the meadow and was fenced and flagged. Although the orchid is not sensitive, it is rare and worth protecting. The site had many historic sites and one important prehistoric site. The prehistoric site was flagged, and although the participants of the gathering ended up using the meadow on top of the site as their drum circle, they did not disturb the subsurface, so the site remained intact and undisturbed.

Of most concern was the discovery of an active goshawk nest, which is a sensitive species. The Forest Plan requires a 330 foot no disturbance area around an active nest, and this was flagged off immediately after discovering the nest, which was at the edge of the main meadow. A chick which had fledged was seen, as well as the adults. The RFL Information Center was allowed to set up shop at the edge of the flagged area, which proved useful in keeping campers out of the flagged area. It was later discovered that there may have been two chicks. As of this writing, the goshawk family has remained and seems to be doing well.

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Parking and ingress/egress did not become a major issue until the last few days before July 4th when the large influx occurred. Up until June 30th, the gathering remained slow and small, with fewer than 3000 people. The resource team had planned ahead for many more so key roads were signed for no parking on one side of the road. With the help of law enforcement and some cooperative agencies, this proved hugely successful when the numbers exploded and tripled in just a few short days. Although there were trouble spots, most of the parking was safe and allowed for ingress and egress. Administrative parking was blocked off, signed and flagged early at each entrance location. The following signs were created by the Resource Team ahead of time: "NO PARKING", "DO NOT ENTER", "ADMINISTRATIVE PARKING ONLY" and "NO CAMPING."

The gathering was in a cross shape with each piece of the cross covering approximately 1.25 miles. Queen Creek and Piney Run Creek were on three of the pieces of the cross, with a lanky horseshoe shaped meadow in the middle of the cross. Access to the site was primarily from the NFS road 552, which was considered the main gate. The back gate was accessed from NFS road 209, which also provided a supply trail. There were approximately 50 large camps and kitchens identified and mapped.

Resource Concerns

Environmental and resource issues that were of concern during the event:

- The active goshawk nest.
- Garbage accumulation; not bagged or disposed of adequately. The area is in black bear habitat.
- Kitchens/camps/tents/slit trenches located in wet meadows and near water sources.
- Hundreds and hundreds of large holes being dug at the site, including slit trenches, compost pits, fire pits, and oven building locations.
- Dogs off leash.
- Illegal parking creating ingress/egress problems.
- Prehistoric heritage site

Resource protection is the primary concern regardless of how the gathering is managed by the Forest Service; therefore, once the location has been determined, it is imperative that the resource team and district/forest staff immediately begin work on-the-ground to flag and post needed areas. It would also be useful to develop and produce standard signs with a cache of carsonite posts to be stored in the NIMT trailer for immediate use by the affected district/forest next year. Delay in production of signs can result in resource damage and noncompliance issues. Suggestions for standard signs to have made and available in the NIMT cache are:

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- “No Parking” and “No Parking This Side of Road”
- “Parking in Designated Areas Only”
- “Designated Parking Area”
- “Road Closed”
- “Do Not Enter This Area”
- “Administrative Use Only”
- “No Camping Within _____ Feet of Water Source”
- “This Location/Fire Pit/etc. is Approved by Forest Service Resource Advisors”

The cost for the carsonites would be approximately \$700 for 100 posts, and the signs would be an additional \$300.

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Law Enforcement Operations

Introduction

The NIMT Operation Section is headed by the Operations Chief. Four Division Supervisors work for the Operations Section Chief. Three Division Supervisors are responsible for the management of approximately eight to nine officers over a twelve hour shift. The fourth Division Supervisor is responsible for managing 3 to 5 officers in the mounted unit.

The Operations Section is responsible for developing plans for enforcement and investigative actions throughout the incident with safety and compliance being the main emphasis with all operations.

Operation Objectives

The primary objective for the 2010 RFLN was to provide a safe and healthy environment for officers, Forest Service personnel, cooperators and participants, while minimizing the environmental impacts from the event. This objective was met..

The exact location of the gathering was not determined until well into the third week of June. The RFLN had chosen the ANF in NW Pennsylvania as the location of their spring council. The distance from the Allegheny to any other National Forest indicated that the gathering would likely occur there. After completing initial orientation and training off-site, the assigned Law Enforcement personnel and the NIMT began operations on the Allegheny on June 14, 2010. Because numbers at the gathering site were small, enforcement officers were initially utilized across the ANF, including the area of the announced gathering location. The final location of the gathering was the same area used for the 1986 RFLN national gathering.

Numerous incidents occurred that involved participants interfering with officers. In several instances participants were detained while interference violation notices were issued and the situation was diffused. Participant's response to officer's presence was mixed from welcoming them and thanking them for their work to aggressive verbal abuse and sometimes physical interference and refusal to obey lawful commands.

For the last several years, the demographics of the gathering have changed. A large number of participants are younger homeless drifters that have been described by the Rainbows themselves as "gutter punks." During previous gatherings, mob incidents have occurred in which officers have been assaulted and/or interfered with. All of these events may have worsened had the officers not assumed a command presence and the Pepper ball projectile launchers not been deployed. Due to leadership, professionalism, and

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common sense of the officers on scene, the potential for these incidents turning into deadly force situations were avoided. None of these types of situations or incidents occurred during the 2010 gathering.

Seven canine units were assigned to the NIMT this year. Two canines were assigned to the day and night shifts and three were assigned to the evening shift. They were used extensively during vehicles stops. The canine teams were an essential part of enforcement operations and were very successful in detecting narcotics throughout the gathering. Several felony distribution drug cases were opened, due to the use of these teams.

An ICP was established at the ANF Headquarters in Warren PA approximately 20 miles from the gathering site. A field command post was established on private property utilizing a command trailer loaned to the Forest Service, at no cost, by a regional emergency response organization. This field ICP was later moved to the same location as the Pennsylvania State Police ICP, Cherry Grove Fire Hall. A constant law enforcement presence was established throughout the gathering. Officers enforced violations of law and conducted many traffic stops and contacts for these violations.

Other Agency Involvement

Law enforcement agencies that participated in the incident Unified Command included the Forest Service, Pennsylvania State Police (PSP), Warren County Sheriff's Office, Warren County Drug Task Force, and the US Marshal's Service.

Dispatch Services for enforcement operations were provided by the Warren County Emergency Management Agency (EMA). The ANF and Region 9 provided \$10,000 to enable the EMA to supplement their regular dispatching staff during the height of the gathering. The impact on the dispatch center was significant and their service to our officers was outstanding.

The PSP set up an ICP at the Cherry Grove Fire Hall approximately 12 miles from the gathering site. The PSP committed significant resources to the incident including mobile communications, helicopter, intelligence unit, mounted unit, and their Special Response Team. The PSP's primary emphasis was in patrolling the roadways and communities surrounding the gathering 24/7. Their high visibility presence was welcomed by many in the community, especially the local businesses. The PSP also patrolled the areas around the gathering but deferred most enforcement actions on the Forest to the Forest Service. Total statistics for the State Police are not available as of this writing

The NIMT worked with the United States Attorney's office, United States Marshal's Service, and the United States Magistrate to set three court dates prior to the end of the gathering. A policy was developed to issue all citations as mandatory appearances if the

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offense took place prior to the court dates. These hearings were set to occur at the United States Court House in Erie, PA, approximately 65 miles from the gathering site. Magistrate Susan Paradise- Baxter held court on June 24rd, June 29th, and July 1st. The court sessions ran very smoothly and proved to be very successful, allowing many cases to be cleared. The Magistrate Judge and the U.S. Attorney's Office had high praise for the professionalism and patience the officers showed at the gathering and in the courtroom.

A search for a missing person occurred during this year's gathering. On July 3rd, two 18 year old males called 911 from their cell phone and reported they had been at the gathering and been somehow drugged and when they awoke they were scared and took off running from the gathering. The individuals were unable to provide any information as to their location but dispatchers were able determine an approximate latitude and longitude using the intermittent cell phone signal. State Police launched their helicopter to assist in the search and Law Enforcement Officers (LEOs) began walking into the reported coordinates in the Hickory Creek Wilderness Area. After an approximately two hour search the individuals were located by the LEOs and escorted out of the Wilderness. The subjects declined medical treatment and were released to their parents..

LE&I Staffing

Forest Service law enforcement personnel operated within the Incident Command System under the direction of Incident Commander Gene Smithson.

All patrol shifts were 12-hour shifts. Patrol Division Supervisors were responsible for assigning meal breaks. Time for patrol officers begins upon their departure from the housing area to complete travel to the ICP. Law enforcement emergencies or special assignments which occurred outside of scheduled shift time on the employee's home regularly scheduled workdays were recorded as Administratively Uncontrolled Overtime (AUO) for LEO's or Law Enforcement Availability Pay (LEAP) for Special Agents. The first two hours past the scheduled 8 hour regular work day were recorded as LEAP for Special Agents, the rest of the scheduled tour is scheduled overtime. All scheduled hours past 8 were recorded as overtime for Law Enforcement Officers.

Day Shift Division:	0800 to 2000 hours.
Evening Shift Division:	1200 to 2400 hours
Night Shift Division:	2400 to 1200 hours
Mounted Division	0800 to 1900 hours
Command Staff	0700 to 1930 hours

Field Operations Staff:
One Operations Section Chief

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Special Agents (Investigators)
Shift (Division/Group) Supervisors
K-9 Officers
Patrol Officers (mounted)
Patrol Officers (vehicle)

Supervisory Personnel

Four Division Supervisors were assigned to the incident. They were responsible for daily supervision of their respective day, evening, night and mounted shifts. Their work was critical to the success of the operation. They did an outstanding job and took on the responsibilities with great enthusiasm and professional dedication. On more than one occasion their quick thinking and calm demeanor, coupled with their skills and abilities, helped prevent or reduce conflict and confrontation in arrest situations. Positive comments were made by many officers on the incident. Their ability to lead was made evident during those highly intense moments during which the officers were making arrests within the gathering.

Mounted Resources

Mounted officers (to include a supervisor) were assigned to the incident. Two of the mounts and one mounted officer were sent back to their home unit early because of health/fitness issues with the horses. The fourth mounted officer was transferred to the afternoon patrol shift. A review of the mounted unit's activities with the division supervisor indicated that the unit was not used to the fullest extent possible. It is recommended that as part of the pre-incident training the mounted unit be provided with the opportunity to explain/demonstrate to the other assigned law enforcement personnel the types of situations that the mounted unit can be utilized to assist. This is particularly important as many of our officers do not have regular access to mounted resources and are unfamiliar with their capabilities.

Medical Evacuations

Two helicopter medical evacuations had to be made from the main meadow area of the gathering. In both instances LEOs assisted local Emergency Medical Services personnel secure a landing zone in the main meadow and get the patients to the helicopter.

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Investigations

Introduction

Two Special Agents were assigned as the Incident Investigators. They served as the primary liaisons with affected law enforcement agencies and supported LEOs by coordinating arrest and prosecution procedures with the U.S. Attorney's Office, U.S. District Court, and U.S. Marshal Service within the Western District of Pennsylvania.

The Incident Investigators performed as evidence custodians for this event. Evidence was stored in a secure cargo trailer located at the ICP, ANF Headquarters in Warren, PA. Over 350 pieces of evidence was collected at this year's gathering.

The Incident Investigators also coordinated with federal, state, and local investigators, including the Warren County Sheriff's Office, Pennsylvania State Police, Warren Police Department, Conewango Township Police Department, Warren County District Attorney's Office, U.S. Marshals Service (Pittsburgh/Erie, PA), and agents from the Federal Bureau of Investigation (FBI).

Seventeen physical arrests were made by U.S. Forest Service LEO's and Special Agents. Five arrests were made for drug related offenses. The remaining arrests were for DUI, disorderly conduct, resisting/interfering, aggravated assault, and warrant arrests.

Three incidents of possession of narcotics with the intent to distribute cases were investigated during this year's gathering. One case is pending indictment before the federal grand jury in the Western District of Pennsylvania. A criminal complaint has been filed with the U.S. District Court, Western District of Pennsylvania, on the second case. Two felony arrest warrants are active for the two suspects involved. The third case consists of a joint investigation with the Warren County Drug Task Force utilizing a confidential informant. The confidential informant provided information of a large amount (5-10 lbs) of marijuana being delivered via UPS to a Warren, PA address. This shipment was in route to the gathering site when it was interdicted by U.S. Forest Service Special Agents, LEO's/K9's, and Warren County Drug Taskforce personnel. One suspect was arrested and subsequently charged by the Warren County District Attorney's Office.

One incident of aggravated assault and robbery was investigated by the Incident Investigators. This investigation resulted in the arrest of two individuals and is pending indictment before the federal grand jury in the Western District of Pennsylvania. This incident was charged under Title 18, United States Code, Section 13 (Assimilative Crimes Act).

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One incident of possession of a concealed weapon was also investigated by U.S. Forest Service LEO's and Special Agents. One individual was charged in federal court, Western District of Pennsylvania, and is pending a judicial outcome. This incident was also charged under Title 18, United States Code, Section 13 (Assimilative Crimes Act).

Typically, a quantitative summary of the drugs seized is included in this report. Due to the high volume of narcotics seized and cases made during this year's gathering a large amount of evidence has not been weighed and processed.

The following list is a summary of the types of narcotics and other evidence seized during the Gathering and transferred to the Incident Investigators for storage:

Marijuana
DMT (Dimethyltryptamine)
LSD
Hashish
Methamphetamine
Amphetamine
Heroin
Psilocybin Mushrooms
Many Types of Controlled Prescription Narcotics
Hundreds of Pieces of Drug Paraphernalia
\$5,014 Cash
1 Firearm

A supplement with the final quantities of narcotics seized will be forwarded at a later date. Likewise the Cumulative Incident Statistics are not available at this time and will be compiled at a later date.

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Information

Introduction

The objectives of the Rainbow Incident Information Office, outlined in the Delegation of Authority, are typical incident information tasks. Some of the objectives of the Information Office include:

Provide for internal and external information exchange through a Communication Plan.

Manage media contacts within the framework of established agency policy.

Ensure agency cooperators, congressional staff, local officials, and the public are kept informed as to the progress of the event.

Accomplishments

The team arrived in Warren, Pennsylvania June 13, 2010. The information office was set up at the ICP.

Staffing: Incident staffing consisted of the lead Information Officer (IO) an assistant (IO) the Public Affairs Specialist (PAS) from the ANF and several other ANF employees that helped run trap lines and staff a field information station.

Communication Plan: The Region 9 Reional Office took the lead on preparing the communication plan. The plan was comprehensive and included coordination of internal and external information as well as numerous appendices with key contacts throughout the Forest. The plan was shared with other staff on the forest that helped with information.

Internal Communication: The team IOs provided a daily internal update to contacts in the Washington Office, Regional Office and ANF Supervisor's Office. Information included the approximate number of people on-site, quantity and type of violation notices, and assessments of resource conditions provided by law enforcement and Resource advisors. The information also included notable changes in gathering set-up from day to day such as the number of kitchens constructed, medical emergencies, and tours provided to state health department and emergency responders. The internal update, distributed from June 15 through July 5, 2010 was intended to be of limited distribution and was approved by the Incident Commander or his acting before forwarding. The ANF provided forest employees with a RFLG gathering question and answer sheet and other written material about the RFLG and national gathering approximately two weeks prior to

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the gathering. The team IOs attended daily morning and evening briefings to update the entire team on expected media visiting the gathering and information gained from contacts along the trap line visits. All employees were reminded early in the gathering to direct all media questions to the team IOs who were given Departmental clearance to speak to the media.

External Communication: The team IOs prepared an external update for distribution every other day. It was also sent to all employees on the ANF and to an external mailing list. The ANF PAS distributed this update. A trap line to distribute this update was established and the full route was run every other day in the communities of Warren, Clarendon, Sheffield, Kane, Tidioute, Tionesta, Leeper, and Marienville. Forest employees assisted with external communication by staffing a main road to the gathering providing directions and information on resource protection to those entering the area. Negative experiences between RFLP participants and local businesses were minimal and included panhandling, shoplifting, dumpster diving, begging, and bathing in bathrooms. At the same time, an increase in business was experienced, especially for local grocery stores.

One news release was distributed to key media contacts, chambers of commerce, businesses, media and various agencies in the surrounding communities. Communication with the media was handled by the IOs once the team was in place. The coordination between the forest PAS and IOs was constant. Most of the phone calls the IOs received were from the media and concerned citizens or parents. The Forest PAS handled calls predominantly from public and directed media calls to the team IO.

Media: Media interest began to increase three weeks prior to the actual week of the main RFLP gathering, July 1-4. All interviews relating to the Rainbows and Incident team were coordinated through the team IOs. Over the course of the incident one radio station, five newspapers including the Associated Press, and two television stations all contacted the IO with questions for articles or coverage. One newspaper prepared an article on the gathering, but did not contact the IOs for input.

The first Media day was arranged for June 22. WICU TV 12 (Erie) and two print reporters participated (Warren Times Observer and Dubois Courier Express). A reporter from the Warren Times Observer covered the drug bust on June 29, 2010 and then did two additional articles on the gathering that were printed on July 3, 2010. An Erie Times news reporter attended the court proceedings on June 30 and July 1, 2010, resulting in two articles. WICU-TV attended the court proceedings on July 1, 2010, but no coverage aired. Very little cell phone coverage was available near the gathering site and made it difficult to communicate with media while on-site.

The media coverage was quite fair, accurate and well-balanced. The entire information cadre maintained a good working relationship with all media representatives. WICU-TV

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and the Titusville Herald expressed interest in preparing post-gathering stories. The Forest will coordinate those visits in the coming weeks.

VIP Visits – There were a few visitors from the WO, RO and other forests that took a tour of the gathering including:

Kent Connaughton, R9 Regional Forester

Joseph Alexander, Acting Director of R9 Public and Legislative Affairs

Rich Glodowski, Special Agent in Charge, Region 9

David Ferrell, WO Director of Law Enforcement

Tracy Perry, WO Deputy Director of Law Enforcement

Clyde Thompson, Monongahela Forest Supervisor

Local Officials, Agency Cooperators, and the Public: Ensuring that local officials, agency cooperators, and various publics were kept informed about the progress of the event was vital.

Contacts with city county commissioners, township supervisors and federal congressional staffers were established prior to the gathering by the forest. All of these contacts received external updates through a mailing list established from the initial contacts. Information about the gathering was distributed routinely to businesses beginning June 17, 2010. These information sheets were distributed along a pre-selected "trap line" of contacts every other day until July 1 when the information was distributed daily on July 1st, 2nd, and 3rd.

Recommendations/Observations

1. Consider having at least half of the information cadre from the local/hosting unit. Doing so helps to ensure positive media and community relations.

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Communication

Introduction

I was available and in Warren, Pennsylvania on June 10, 2010. At that time the actual site location for the 2010 RFLI gathering was still unknown. Potential sites were narrowed down to a couple of the counties so I immediately began to meet with those potentially impacted counties 911 Centers. As soon as the site was announced by participants of the RFLI, I met with Terry Carlson (the Warren County Communication Supervisor). It was determined that the Law Enforcement Officers (LEO's) would dispatch through the Warren County 911 Center.

Once the site was determined and all of the LEO's had arrived I developed a channel list which included the forest channels, surrounding counties, state police, and local police departments and subsequently programmed all radios. Due to the variety of radios in use across the agency, it is recommended that future COMLs should request a list of the types of radios coming to the event and acquire the needed software and cables. At this gathering there were Kenwoods, Motorolas, and Bendix Kings (with many different models which require different cables and/or software). All of the handhelds were BK's. Cases of command radios from NIFC were ordered to sign out to people without radios. I would recommend requesting DPH's because of the larger channel banks and I'm sure at future gatherings digital channels will be utilized.

The terrain for the site for the 2010 RFLI gathering made communications very difficult. Radio communication was nonexistent in the gathering. Neither the county or forest repeaters could be used from the gathering. Warren County wanted a separate network to be used for the gathering. A repeater was placed in the fire tower at the Heart's Content Campground. The repeater was acquired by the county with a national frequency that the county gave us to use. This still did not satisfy communications in the gathering itself but covered communication from the roads. To assist, the local county task force brought in a portable communications tower. We placed it on FR 209A. Due to lack of shore power at the site, a generator was used. This presented an extra cost. A local Forest Service truck was borrowed that had a 50 gallon tank and pump in the bed to fill the generator tank. This was difficult because the nearest gas station was about an hour away. The portable tower contained 2 VHF radios that we were able to be bridged together. This allowed our Interagency frequency to be tied together with the repeater. This provided significant coverage throughout the gathering. The resource people also had these frequencies to contact law enforcement if needed. Traffic was limited to resources over these channels because the 911 center was conducting all LE traffic over these channels and traffic was very heavy at times.

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The local county communication departments were very helpful. We were fortunate to have dedicated county employees with many resources available. An incident trailer was also borrowed and used as a field ICP.

Overall, the 2010 gathering went well from a communications standpoint with many challenges that were able to be met due to the cooperation and assistance from local cooperators.

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Administration

Administration

The Administration Section includes Finance, Logistics and LEIMARS. This section is responsible for providing administrative support and service to the NIMT and personnel ordered for the NIMT. Specific areas include: budget preparation and expenditure monitoring; lodging; transportation; supplies; timekeeping; arranging command post and shift briefing facilities and ensuring all Incidents and Violations are entered in the Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS).

Operations/ Accomplishments

The team's strategy was to minimize costs by utilizing existing systems such as computers, equipment, operating from the local Forest Service Supervisor's Office.

The "Rainbow Incident" is funded at the Washington Office level. The funds provided for this operation are intended to support the costs of the NIMT and their ordered personnel. This year's NIMT budget was \$450,000. All Law Enforcement and Investigation (LE&I) personnel including LE&I administrative staff assigned to the incident are paid for overtime only from the NIMT. One Law Enforcement Officer (LEO) trainee was paid for by their home unit. The Safety Officer, Public Information Officer and Resource personnel were paid for by regional funding. The current funding level does not allow the team to cover the true costs of all personnel assigned to the NIMT.

The Incident Commander (IC) and Administrative Officer (AO) prepared a draft budget in April and a review of the NIMT cache trailer inventory was performed and necessary supplies for safety and LE&I needs were ordered. Team members arrived on site with adequate supplies for their functional area enabling them to begin work immediately in the event the gathering was in a remote location where procurement of supplies would be difficult.

Incident personnel were located in two different motels: one in Martinsburg, WV during the week of June 12 for training and one in Warren, PA for the remainder of the detail. A remote court was not needed this year. All mandatory appearance violations were held in Magistrate Court in Erie, PA.

The treatment of AUO for Law Enforcement Officers and LEAP for Special Agents was addressed at the National level.

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This year, Region 4, 8 and 9 each provided an administrative assistant. LEIMARS support is also assigned to the administrative area to enter all incidents, warnings and violation notices into the LEIMARS system. The admin area provided all documentation related to statistics gathering and prepared court dockets for three court dates.

Recommendations/ Observations

Provide additional funding for the IC and AO to start when they begin preparing/figuring the budget for the incident, many hours of "Free Time" is given in the initial beginning stages of preparation of the budget; as well as the closing and wrap-up of the incident. There is no funding allocated for the AO or IC to finalize and close out all the paperwork of the incident once they return to their home units and their regular jobs.

Establish adequate funding for the NIMT to cover base and overtime costs for their ordered personnel and for the site Forest. Current budgeting does not allow for the true cost of the incident to be appropriately accounted for fiscally. The actual costs of the incident will be nearly impossible to capture as many items were borrowed or used at no cost, and many salary costs are not charged directly to the incident. All base time for LE&I employees were charged to home units. A system needs to be developed to properly capture all true costs associated with the incident.

It is recommended that an administrative briefing package be developed for future gatherings. This package would include historical administrative processes of the NIMT and would be provided to the host Region/Forest before team arrival. This will assist in the initial staging phase of the incident by providing the past practices and roles of the team and eliminate some of the confusion regarding the NIMT and Forest responsibilities.

Bring on one additional administrative support position for the Administrative Section during the last two weeks of the detail. It is difficult for the LEIMARS person to keep up with all the duties expected of the position. Getting all documents ready for court takes an enormous amount of time and causes a back log in the other responsibilities of the position. Also, it is recommended that all administrative support personnel have purchasing authority.

Conclusion

The assistance provided by the ANF was instrumental in creating a smooth transition into the community for the NIMT. The ANF arranged for their conference room to be used as ICP and arranged for the use of all office equipment needed (copier, fax, etc) all free of charge. The administrative section is appreciative to the individuals that contributed

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their time and expertise to the operation. This year's success would not have been possible if it wasn't for the employees of the ANF.

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Planning

Introduction

Due to scheduling conflicts, the planning section chief position was not filled until June 17th. One planning section chief, with experience on the NIMT, came in for 3 days to set up the plans shop. There was a 3-4 day gap until the second planning section chief could check in with no chance for a transition.

The planning section was responsible for four primary areas surrounding the management of the 2010 RFLG gathering. These areas included (1) incident planning (IAPs), (2) incident mapping, (3) briefing, strategy, and unified command meeting facilitation, and (4) incident documentation and final report coordination. The following is a summary of the planning section operations and accomplishments.

Planning Operations/Accomplishments

Plan and develop agendas, facilitate Command and staffing meetings, daily (2 daily) strategy/information meetings, incident action planning, and unified command and team meetings. The incident briefing schedule was as follows:

Meeting	Objective/ Comments	Attendees	Time
Division Briefing 1. Day Shift/ Mounted Unit 2. Resources Unit 3. Evening Shift 4. Night Shift	Daily assignments, objectives, safety, etc	1. Field ICP 2. Junction 119/115 3. Field ICP 4. Field ICP	Daily In-Brief/ De-Brief 0830 1930 1000 1730 1200 2400 2400 1200
Command and Staff Morning Briefing	Daily operations, information sharing by section and IC/ AA Leaders Intent	Warren ICP	0800
Command and Staff Evening Briefing	Assessment of Objectives, Strategy, Tactics and information updates by section	Warren ICP	1900

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Note: The Division daily shift briefings were conducted by operation personnel at the field command post.

Incident Action Planning

Developed and updated the incident action plans as needed (10 IAPs completed). Divisions included Day, Evening, Night, Mounted, and Resource Advisor Shifts. It should be noted that officers were given a notebook at the beginning of the assignment with an original IAP. Only updated information was passed out at daily briefings for inclusion into the officer notebook. Resource Advisors were also provided updates. The following information was included in the IAP:

- Incident Cover Sheet
- Incident Objectives (ICS-202)
- Organizational Assignment List (ICS-203)
- Division Assignment list (ICS-204)
- Safety Messages
- Communication Plan
- Site Visitation Guidelines for Resource Incident Workers
- Contact List
- Incident Maps

Note: Copies of all of the Incident Action Planning information is located in the Incident Final Package. A copy of this package is located at the ANF Headquarters' Office.

Incident Mapping

Due to the gap in tours for the planning section chiefs, and the ICP being located at the ANF Headquarters, the resource section coordinated directly with the Forest's GIS shop. The planning and resources section worked with and received good support from the ANF GIS personnel.. A variety of maps were produced for the incident and were revised as needed to add information which was primarily the identification and GPS location of kitchens, information areas, primary camps, CALM, springs and waterlines, slit trenches, compost pits, gray water pits, primary camps and trails. All maps were produced in color including Display Maps (28"x36" and 16" by 24") and Incident Action Plan Maps (8 1/2"x11"). The following is a list of maps produced for the incident:

- a. General vicinity and location map (8 1/2"x11"),
- b. Area Topographic Map,
- c. Ortho and Topographic IAP and Display Maps,
- d. Resource Ortho and Geographic Maps,
- e. Forest Visitor and Wyoming Highway maps were also provided to patrols and resource specialists.

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GPS

The Resource Section (including local Resource Advisors) began to identify, map, and take pictures of improvements at the RFLG gathering at the start of the incident. NIMT personnel used Trimble GPS units supplied by the ANF. . There were software problems between the units and local GIS which resulted in delayed production of maps.

Unified Command

The Unified Command process and agenda was very successful this year. Some items to keep in mind for future successes include:

- Encourage early interaction between local hospitals and members of the NIMT to gain a clear understanding of potential impacts created by the gathering,
- Encourage early (and often) interaction between all cooperating agencies and members of the NIMT to establish a clear understanding of the incident objectives so a consistent message may be heard by gathering participants, media, and affected communities, Early communication between State public health agencies and the NIMT were extremely beneficial and resulted in our agency being well prepared for the incident rather than reactive,
- Provide missing persons and BOLO's to all field going incident workers rather than just Law Enforcement; resource advisors working at the site may see individuals that avoid being identified by law enforcement officers.
- Encourage the local unit to host and invite all potentially impacted cooperating agencies to early briefings, even prior to the actual site being announced by participants of the RFLG. Narrow down participants of the briefings once the actual site is announced and the county/townships potentially impacted known.
- Encourage cooperating agencies and local services to document information and their experiences/lessons learned so it is available for future gatherings as a potential tool and resource.

The Unified Command System was definitely instrumental in bringing a variety of interested and affected agencies together to meet common goals. This system did increase the positive relationships between the Forest Service and the affected local communities.

Preparation/Coordination of the Final Incident Summary and Final Package

The planning section was responsible for the coordination and completion of the Final Incident Summary and Final Incident Package.

The incident summary (this document) is an overview of all of the incident operations by section which includes an executive summary, introduction, incident objectives,

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operations, accomplishments, recommendations, observations, and conclusions. This year the document is available to unified command and local agencies on a CD rather than hard copy as in previous years. This change is based on input from Unified Command members in the past who indicated that they could print out hard copies from the CD if desired.

The Incident Final Package is a comprehensive document which is tabbed and indexed and includes all planning implementation and managerial documents associated with the incident operations. Two copies of this document were completed. One each will be given to the (1) Allegheny National Forest and (2) Incident Commander/Washington Office. This document is an excellent reference for compiling information needed for the operation of large noncommercial group events in the future.