

**United States  
Department of  
Agriculture**

**Forest Service  
Northern Region  
September, 2013**



# **EVENT SUMMARY**

## **2013 Rainbow Family of Living Light National Gathering**

**Beaverhead-Deerlodge National Forest  
Wisdom Ranger District  
Beaverhead County, Montana**



### **INCIDENT COMMANDERS**

Tim Walther, Forest Service  
Jay Hansen, Beaverhead County

### **AGENCY ADMINISTRATOR**

Dave Myers, Forest Supervisor

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## INTRODUCTION

The 2013 National Rainbow Family of Living Light (RFL) Gathering was held on the Wisdom Ranger District on the Beaverhead-Deerlodge National Forest (BDNF) in Beaverhead County, Montana. The RFL held their spring council meeting near Racetrack Campground on the BDNF June 7 - 9, 2013. The council could not come to a consensus as to where the annual gathering should be held so they sent scouts back out and reconvened the council on June 14. On June 16 they announced that the gathering would be held at Saginaw Meadows, located 10 miles southwest of Jackson and Highway 278 in Beaverhead County, the same location as the gathering in 2000. The gathering began that day and culminated with approximately 9,800 RFL participants on July 4, 2013.

Region 1 LEI employees began meeting with local RFL organizers months prior to the event. These meetings served to begin building a working relationship with the organizers. Some organizers openly shared information as to possible sites for the gathering and it served as a way for the agency to provide feedback to the RFL as to problems or concerns with the sites being considered. Local organizers were opposed to going back to the site of the 2000 gathering, feeling that the land still needed more time to heal.

Initial estimates were that the 2013 gathering would have 20,000 plus participants. The much lower turnout than expected was probably due to multiple factors including: dissention about going back to Saginaw Meadows, late snowfall and much colder than normal temperatures at the start of the gathering, the delay in selecting the site, and an early influx of a younger and aggressive crowd who were responsible for several assaults early in the gathering. The higher altitude at which the gathering was held also prevented some older RFL participants who are in poor health from participating.

The Gathering was managed under unified command, consisting of a Forest Service National Incident Management Team (NIMT) and local jurisdictional agency representatives (Beaverhead County, City of Dillon, Montana Highway Patrol, Montana Department of Emergency Services, Montana Department of Justice, and Montana Fish, Wildlife and Parks).

### **Agency Direction**

Members of the Regional Forester's Leadership Team and Resource Specialists met with Special Agent in Charge (SAC) Jonathan Herrick and USFS Incident Commander Tim Walther on several occasions leading up to the event. The purpose of these meetings was to ensure that the event was managed according to the objectives identified by the SAC and Regional Forester and to help ensure that any agency representatives to the event spoke with "one voice" on how the event was going to be managed.

Northern Region Regional Forester Faye L. Krueger and Regional Special Agent in Charge Jonathan L. Herrick identified objectives to manage the event in a manner that ensures:

1. Actions are consistent with public access
2. First amendment rights are preserved
3. Health and safety risks are addressed

4. Maximum participation of and coordination with affected agencies
5. Impacts on natural and community resources are minimized
6. Impacted lands and resources are restored
7. Enforcement activities are commensurate with capability and effectiveness
8. Timely information is provided
9. Proper records management and cost containment.

The delegation of authority can be found in Appendix A.

### *Special Uses*

A noncommercial group use permit was not considered for the event. The Forest Service met numerous times with members of the RFLC Council to discuss how to best meet mutual objectives of having a safe, healthy gathering while mitigating resource impacts. Negotiating the operating plan was difficult and time consuming with negotiations regarding the wording of the plan going well into the gathering. From these discussions, an operating plan was developed, although full agreement was never reached. (see Appendix B). The operating plan was not signed, but was posted at the gathering site information booths and passed out to participants at various meetings with organizers.

Early coordination occurred between the Washington Office, Regional Office and LEI to provide for strategy development and event preparation. A National Incident Management Team (NIMT) was established that included the LEI positions of Incident Commander, Operations Section Chief, Investigator and Administrative Officer. The Northern Region solicited a list of interested Forest Service personnel to fill other positions on the NIMT: Public Information Officer; Planning Section Chief; Safety Officer; and Public Health Liaison. The Beaverhead-Deerlodge Forest provided Resource Advisors and other personnel to assist as needed.

The Beaverhead-Deerlodge Forest Supervisor served as the Agency Administrator.

While the number of participants was less than in previous gatherings, and substantially less than occurred on the same site in 2003, the impacts to the community was significant. On June 17, 2013 Beaverhead County Commissioners signed a Declaration of Emergency Resolution to implement the County Emergency Operations Plan to help manage and mitigate the growing effect of the Rainbow population. On June 24, 2013 the County Commissioners formally requested a State Declaration from the Office of the Governor. Beaverhead County completed their declaration process with a 2-mil levy on July 1, 2013, and the Governor subsequently issued an Executive Order to make State assistance available.

On July 9, the IMT transitioned management of the RFLC gathering back to the BDNF.

# AGENCY ADMINISTRATION

## Introduction

The Forest Supervisor served as the agency administrator with the Wisdom District Ranger as his representative. Both participated in planning meetings, briefings and site visits. The Forest Supervisor provided direction to Forest employees limiting sight-seeing at the gathering.

## Successes

- Use of local resources (Federal, State, County, City, and private) was excellent and helped reduce travel costs.
- Training opportunities in ICS was provided for cooperating agencies and was a valuable by-product.
- Parking restrictions and directions were established early for the event and worked well.
- Designation of a primary Resource Advisor along with a cadre of Resource Specialists that paired up and maintained a presence at the event.
- Negotiated Operating Plan was cooperatively implemented.
- Gathering participants expressed gratitude for cooperative relations, and had positive feedback overall on law enforcement presence and response.

## Topics Needing Further Discussion

- Trash disposal was delayed until long after the event was over. There was continued debate on who was arranging for the dumpster and paying for trash disposal. While the Rainbows finally did fund the cleanup, the delay impacted the site as well as relationships.
- The transition of the NIMT into Dillon hampered prompt information flow to the outlying offices dealing with both Rainbows and locals. Receptionists and others working to disseminate info throughout the effected communities had to direct even simple requests back to one person because of delays in outputs such as FAQ's and other similar outputs requiring WO review and feedback.
- Clear guidelines for how to code for days off and R&R days after the event needs to be provided to non-LEI employees assigned to the event.
- The delegation of authority took more than a week.

## Recommendations

- The Host unit should require formal in-briefing of all personnel assigned to the incident, with Leader's intent conveyed to all IMT members.

- The Delegation of Authority should be developed and be conveyed to the Agency Administrator and IC within 24 hours of site selection.
- A communications center should be established to track all incoming and outgoing resources managing the event via radio.
- An in-brief with leaders' intent is needed early in the incident.
- Lodging logistics can be problematic, given short notice and advance booking needs of local motels. Consider alternative lodging arrangements. Reduce driving time, exposure and expense and consider this an important priority for overall event management.
- Use ICS-qualified personnel in key Command & General Staff positions, and establish formal (job shadow) trainees to be mentored by this cadre.
- Pre-plan recycling; Have recycling receptacles available, add this element as a requirement in the Operating Plan.
- Set up meetings where VTC or conference lines can be utilized to include outlying staffs for prompt and efficient info-sharing.
- Control speeds of ALL vehicles along the perimeter of the event.
- Manage all personnel work schedules adhering to work/rest guidelines, assure R&R days are provided and that adequate back-up coverage is available for key personnel.
- Establish a common use frequency for communication with designated Rainbow entities (Fire Control, CALM).

## UNIFIED COMMAND

### Introduction

The Forest Service, Beaverhead County and Montana Department of Emergency Services managed the incident under a Unified Command (see Appendix C). Various Federal, State and local partners provided the Unified Command with tremendous support and cooperation (see Appendix D).

### Successes

- Unified Command included good communication and excellent relationships between partners.
- Participating agencies and unified command meetings were established early during the event.

### Topics Needing Further Discussion

- Impacts due to the medical needs is up even though the number of participants is down. It would be helpful to know epidemics, impacts, and trends for those communities near future events.
- It's best to have all resources in one place at one time for unified command briefings. The location of facilities and the gathering resulted in three separate command posts.

- Having ICPs in three locations was challenging.

## Recommendations

- Information on recent gatherings needs to be shared. Knowing the changing dynamics of the gathering can provide situational awareness. Agencies should contact units involved in previous year(s) for information that will be useful for planning for anticipated impacts. Knowing trends would help prepare for what they might face. It's important to understand how the event can affect a rural community

## INCIDENT COMMANDER

### Introduction

Training for NIMT Law Enforcement Officers (LEOs) took place the week of June 10, 2013 in Helena, Montana at the Montana Law Enforcement Academy. The Incident Command Post (ICP) for team operations was based at the Forest Supervisors Office in Dillon, Montana, approximately 50 miles from the gathering site. The local government ICP was also located in Dillon at the Beaverhead County Search and Rescue Building. In addition, a field ICP was co-located with Montana Highway Patrol at the Jackson School, less than ten miles from the gathering.

### Significant Events

- Verizon cell phone coverage in the area of the gathering was lost for several days when the contract between AT&T and Verizon expired. Contact was made with Verizon and several days later, a cell-on-wheels (COW) was installed in Jackson, MT and Verizon coverage was re-initiated. While coverage was down, coordination between the ICP and personnel at the gathering site was difficult. Radio technicians installed a repeater and a radio in the ICP to help provide communications between the ICP and on site personnel.
- Radio coverage in the area of the gathering was spotty. It took several days to get the paperwork completed to get radios and repeaters ordered from the NIFC cache in Boise, causing a delay in providing better radio coverage for the incident.
- Resources and public health employees were not always able to check in or out with the shift supervisors at the site.
- The site was selected about a week later than normal and had higher than normal numbers of participants within a few days of the announcement. This left little time to get the NIMT on scene and provide briefings and training to the affected forest and other agency cooperators.
- MHP had a helicopter and fixed wing aircraft that were able to overfly the event for multiple purposes. However, the USFS had issues with getting the pilot and aircraft carded so that agency employees could fly on it.

### Successes

- Maintaining good vehicle access along FR 918, which goes thru the gathering site, was identified as being extremely important for public safety and health. A parking implementation plan was

coordinated with the Forest and closure orders put into place prior to many participants getting to the site. Officers also made participant adherence to these regulations a priority. Good vehicle access was maintained throughout the event.

- Law enforcement met on a daily basis to share information, BOLO's, and intelligence. The continued coordination among the involved agencies led to fantastic cooperation and a unified approach to managing this event.
- The presence of a MATIC Intelligence Analyst proved very beneficial to take pressure off of Beaverhead County Dispatch as well as coordinating the gathering and dissemination of information, intelligence, and records checks on suspects.
- Coordination early on between the Washington Office, Northern Region, and LEI were helpful in strategizing and preparing for the possible hosting of the RFLG gathering.
- The Unified Command worked well. This mutual respect and understanding led to the management of a safe, healthy gathering with resource issues and needs being addressed in a cooperative, positive manner.
- The NIMT received tremendous support from various Federal, State and local agencies and organizations (see Appendix C) that included Beaverhead County and State of Montana.

## **Recommendations**

- The Washington Office should ensure that a set of Standard Operating Procedures and a companion PowerPoint presentation is developed for the RFLG National Gathering to provide to the Forest hosting the event. This will help guide the agency's response to this event.
- Initiate paperwork for radios and repeaters earlier. Either have them shipped and staged somewhere in the area that the gathering is going to be, or have the paperwork completed so that they can ship as soon as a site is determined.
- Set up secondary check-in/check-out procedures for use by resources and public health for when they cannot contact law enforcement on scene. Possibly set up a dispatch system or a manned check-in/check-out station for just resources/public health/safety employees, if the situation warrants it.
- Ensure that a briefing and training session occurs with the NIMT and forest personnel who will be working the event.

## **HEALTH AND SAFETY**

### **Introduction**

Efforts were made to identify and maintain contacts with federal, state, and local health management agencies, EMS including ambulance crews and area hospital administrators, and local veterinarians. Daily site visits were conducted by health and safety personnel to survey, monitor, and identify risks and hazards, with follow up to propose appropriate mitigation measures. Contacts and interaction were made with personnel from Montana Department of Health and Human Resources (DHHR), County

Public Health Department, County Environmental Services, Area Fire Departments, Local Hospitals and Medical Centers, and veterinary clinics.

Appropriate procedures and actions to mitigate or minimize exposure to identified concerns were discussed with personnel at daily and/or scheduled briefings. All personnel were provided with equipment and supplies necessary for their personal safety (latex gloves, disinfectant spray, hand sanitizer, insect repellent, sunscreen/sunblock, etc.). Biohazard bags were made available to each patrol unit for use with potentially infectious material. Sharps containers were made available to all patrol units and the Centers for Alternative Living Medicine (CALM) Unit for disposal of needles or other sharp objects. Biohazards generated were properly identified, handled, and disposed of through local hospitals and DHHR, EMS System to the appropriate medical waste disposal facility. Pre-located helicopter air ambulance landing zones were identified and GPS coordinate locations given to DHHR, EMS System and air ambulance services.

Water sources were developed by the Rainbow Family and piped through PVC pipe and water lines to various locations within the gathering site. No infrastructure was provided by the Forest Service. The Rainbow Family was continually advised that water on the site was non-potable and that it needed to be chemically treated, properly filtered, and/or boiled prior to human consumption. Approximately 20 kitchens were identified at this gathering. In addition, a number of Gathering participants prepared their own meals at individual campsites. The County Public Health Department provided handouts with information about Drinking Water Safety, Dishwashing Set-Up, Hand Washing Set-Up, Kitchen Set-Up and Food Preparation, as well as other general health and safety issues such as Insects, Snakes, Sun Exposure, Dehydration, and Heat Exhaustion/Sunstroke.

At the 2013 Rainbow Gathering site there was a great deal of standing dead and down trees and wood creating both the potential for fire hazards and for the safety of anyone at the gathering site. Assigned personnel and Gathering participants were warned of these dangers, and were provided with "Killer Tree" flagging to discourage activity in areas of danger.

Accumulation of solid (garbage, paper, cans and bottles), dog/pet, and human waste (feces and urine) were identified as a primary health concern to all parties involved in the gathering. Latrines or slit trenches, and waste pits were allowed on dry upland sites.

## **Wildfire**

General fire weather and wildfire conditions were evaluated in the area of the gathering and were reported to the Gathering participants. In the event of situations requiring evacuation, the gathering attendees were directed to leave the area and or gather in the large meadows. This was of particular concern at Unified Command because there was only one narrow road providing ingress/egress from the gathering site. Law Enforcement did an exemplary job in keeping the access road clear of parked vehicles and other obstacles.

## Significant Events

Barrett Hospital & Health Care experienced a significant increase in utilization of the healthcare services as well as an increase in numbers of visitors, especially in the emergency department, by people self-identified as being connected to the Rainbow Gathering. Barrett Hospital treated 105 Rainbow visits to the emergency room. The cost to the local hospital was \$193,192, all of but \$5,000 was unpaid. There was a tremendous financial impact to the local community from the gathering.

## Medical Emergencies

During the event, local ambulance services responded several times to medical emergencies at the site. Rainbow Family volunteers also transported several other individuals directly to the hospital instead of calling an ambulance. The NIMT was concerned over the response time it would take for an ambulance to get to the site if an employee or a cooperator was severely injured. Helicopter landing sites were identified and coordinates for those locations were given to the nearest hospitals with air ambulance services. Additionally, from June 28 thru July 4, an ambulance was contracted to standby at the Jackson School ICP from noon to midnight.

## Successes

- Gathering participants were kept updated on water quality/safety issues, and were well advised regarding public health issues. It was a pleasure working with this group.
- Objectives of a safe and healthy event were met.
- The incident was completed without any medical injuries to employees of the Forest Service or other supporting agencies and cooperators.

## Topics Needing Further Discussion

- Visitors did not always follow safety guidelines with regard to dress, radio communication, and parking in administrative sites. One group included folks wearing capris pants, and it was not uncommon for visiting groups to be without radio communication while walking throughout the gathering. It is strongly recommended that all visitors read and follow the Safety Action Plan for their safety.
- Local residents and services reported experiencing vandalism, blocking of ambulance access to the gathering site, loitering, and overuse of business restrooms and facilities from some participants of the gathering. As a result local cooperation can become limited and created unique logistical challenges.
- The nearest hospital was over 50 miles away in Dillon, Montana. Many of the visits did not require emergency response, and the local community will be responsible for unpaid services exceeding \$188,775. Establishment of the CALM Unit was delayed until well into the gathering, and Rainbow Family participants were not provided with direction to take all medical concerns to the CALM Unit first before calling 911 or going to the Emergency Room.

- At times State Public Health was duplicating activities that local public health had already done. A clear objective regarding state and public health would have been useful and would have eliminated duplication of practices.
- Some individuals from outside agencies did not know how to use radios; it was important to pair them up with members who did.
- Local administrators were concerned about the driving time, exposure and expense of lodging officers more than an hour away from the gathering and from the ICP. If possible, local accommodations should be considered to reduce driving time and exposure as well as potential complaints about excessive driving speed and lack of financial support to the local community.

## Recommendations

- All members of Unified Command, as well as coworkers and friends visiting the gathering site need to make sure everyone follows the basic safety recommendations of the Safety Action Plan (proper dress, administrative parking, radio check-in, etc.). Radio use amongst resource and visiting personnel was lacking or non-existent in some cases; in other cases, personnel were unable to reach anyone on the radios.
- Identify and establish communications access as soon as the gathering site is identified. This includes installation of radio repeaters if necessary, which will present an administrative delay in arranging for permission, delivery, installation, and programming.
- Encourage gathering elders to arrange for installation of portable toilets and to get the word out about their “welcoming” committee and local impacts of trouble makers as early as possible.
- Encourage gathering organizers to identify their in-house medical professionals and put them in contact with local medical professionals so they can establish communications. Encourage CALM Unit(s) to process all medical issues before gatherers automatically self-diagnose and drive to emergency rooms unnecessarily.
- Professional medical personnel at the gathering voiced concern that they needed to be able to speak directly with local medical personnel to make decisions about possible evacuation. It was recommended that LEI Shift Supervisors be provided with a Rainbow GMRS radio to monitor for emergency activity, particularly at night. As of this writing, this was never accomplished, however it would be encouraged for future gatherings.

## LAW ENFORCEMENT OPERATIONS

### Introduction

After completing initial orientation and training, the assigned Law Enforcement personnel began operations on the Forest on June 19, 2013. Law Enforcement operations focused on containment along the perimeter of the event and community style policing of the event participants.

Over 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 “the

Dirty Kids” or “Street Punks.” There was a noticeable influx of this demographic throughout the event and they became more prominent as the number of participants grew. LEO’s observed a growing division between the traditional family members and the new generation of Rainbows. “A Camp” set up at the entrance and had an overt presence at the gathering.

One major concern with the site selected was parking and maintaining a clear roadway for vehicle traffic. There was only one road into the site and it ends at private property. LEI worked with this landowner to get keys to his gate, which would allow for access to another road system, in case an emergency situation made it impossible leave thru the gathering site. A closure order was put in place to make it illegal to park within a car length of the drivable portion of the roadway, including pullouts, to maintain clear vehicle traffic. Designated parking areas were established in several meadows that could each hold hundreds of vehicles. Administrative parking areas were also designated and signed to ensure parking was available for agency vehicles at strategic locations around the gathering. Additionally, Shift Supervisors worked with representatives of the Rainbow Family CALM units to identify specific parking places and specially marked vehicles to be used for medical situations. Due to the diligent efforts of the LEO’s, the roadway remained clear throughout the event.

Cooperation and coordination between LEO’s, USFS resource staff and partner agencies led to a successfully managed event.

(b) (7) Canine units were assigned to the IMT and were used extensively during vehicle stops and camp searches after probable cause was developed. These canine teams were an essential part of law enforcement operations and were very successful in detecting narcotics throughout the gathering. (b) (7) (E)

They were responsible for the majority of the 130 drug incidents that occurred during the event. The mere presence of canines helped to maintain control over any potential civil unrest.

The field ICP located at Jackson School was approximately 10 miles from the event site. This was also the location that MHP utilized for their ICP, which allowed for information sharing throughout the shifts. A phone line was installed in this ICP to allow for landline communications if necessary. The ICP was also stocked with extra water, decontamination supplies, PPE, and LE forms. Lockers were provided for secure storage of evidence and other items that may be seized.

### Other Agency Involvement

Law enforcement agencies that participated in the incident Unified Command included the USFS, Beaverhead County Sheriff’s Office, Montana Fish, Wildlife and Parks, Montana Department of Justice, Montana Department of Emergency Services, and Montana Highway Patrol (MHP). Washington Office LEI provided approximately \$10,000 to Beaverhead County to supplement their cooperative law enforcement agreement due to the impacts of the gathering. MHP actively patrolled state roads leading into the gathering site.

The IMT met with representatives of the U.S. Attorney’s office on several occasions prior to the gathering as well as the Beaverhead County Attorney once the site was selected. Both directed that no citations be issued for personal use amounts of marijuana. LEI was directed to seize the drugs and issue

warnings or complete an incident report. Simple possession of other types of drugs would be handled with a collateral forfeiture citation. Working with the U. S. Attorney's Office and the U. S. Magistrates a special court date of July 8 was set up at the federal courthouse in Butte, MT.

Montana All Threats Intelligence Center (MATIC) helped organize planning meetings leading up to the event and also staffed the ICP with an Intelligence Analyst. A daily intelligence briefing was conducted every morning at the command post in order to share criminal intelligence information, identify potential safety issues, and collect statistical data. MATIC was also utilized to conduct over 40 background investigations on criminal cases.

MHP had air resources that were available for overflights for photographs of the gathering site as well as for use in emergency situations. However, the IMT was not able to get the aircraft and pilot carded in time for the gathering and was unable to fly in the MHP aircraft.

There was a significant workload for the County Sheriff's Office to provide public safety throughout the County because of multiple events occurring at the same time.

### LEI Staffing

Twelve hour patrol shifts began on June 21, 2013, with Patrol Division Supervisors responsible for assigning breaks. Patrol officers began their time upon departing their lodging area, which was a 90 minute drive to the gathering. Law enforcement emergencies or special assignments that occurred outside of scheduled shift time on the employee's regularly scheduled workdays were recorded as Administratively Uncontrolled Overtime (AUO) for LEOs or Law Enforcement Availability Pay (LEAP) for Special Agents. For Special Agents the first two hours past the scheduled eight-hour regular work day were recorded as LEAP and the remainder of the tour was scheduled overtime. For LEOs all scheduled hours past eight were recorded as overtime.

Shift schedules were designed to allow for maximum coverage during the timeframes when activities around the gathering were at their highest.

### Shift Schedule

- Day Shift Division: 0700 to 1900 hours.
- Evening Shift Division: 1500 to 0300 hours
- Night Shift Division: 2100 to 0900 hours
- Command Staff 0700 to 1930 hours

### Field Operations Staff

- (b) Operations Section Chief
- (b) Special Agent (Investigator)
- (b) (7) Shift (Division/Group) Supervisors
- (b) K-9 Officers
- (b) (7) Patrol Officers (vehicle)
- (b) (7) Mounted Patrol Officers

## Supervisory Personnel

(b) (7) Division Supervisors, a Mounted Unit lead, and K-9 Unit lead were critical to the success of the operations. The (b) (7) Division Supervisors were assigned to the incident to supervise day, evening, and night shifts. They did an outstanding job, taking on responsibilities with enthusiasm and professional dedication. All (b) (7) supervisors had previous experience working national Rainbow Gatherings. Their strong leadership (b) (7) was affirmed during many fluid situations when they used their calm demeanor and people skills to resolve conflicts with Gathering participants.

## Mounted Resources

A mounted patrol unit was also utilized for this gathering. (b) (7) mounted LEOs were assigned to the team. The mounted unit was able to access the more remote (b) (7) areas of the gathering that were more difficult for LEOs on foot to get to. They also helped greatly with mapping the locations of the various camps, kitchens, CALM, and other points of interest. Extra horses were brought by the mounted LEOs, enabling them to rest horses. Having both riders and horses with strong mounted patrol skills was critical. Horses and riders were evaluated prior to the gathering by the Region 1 and Region 2 mounted patrol coordinators. The mounted unit spent several days training together leading up to the event and during the week of training for the event in order to get both the LEOs and horses used to working as a team. The ability of the mounted unit to get to locations quickly, assist with controlling onlookers during arrests, and to access locations that were difficult to get to by vehicle made the use of the unit a success.

The mounted patrol was also very effective in dealing with issues of crowd control and dogs off leash inside the gathering. The mobility of the mounted patrol along with communications with the foot patrols conducted in the gathering resulted in a very effective program and should be considered for future events.

Pasture for the horses was located near the gathering site to minimize the time that the horses would need to be trailered. The mounted unit varied their schedules so that gathering participants did not know their exact schedule.

## Successes

- The primary objective was met by providing a safe and healthy environment for LEOs, Forest Service personnel, cooperators and participants, while minimizing environmental impacts from the event.
- Relationships between Federal, State and local agencies were invaluable; the gathering would not have been as successful without their support and cooperation.
- Parking issues were identified and controlled as soon as the location of the event was announced, which was instrumental in the successful and continued use of the roadway by both the participants and emergency vehicles.
- LE intelligence gathering and dissemination was excellent.

- Holding planning and informational meetings prior to the event facilitated the sharing of information between federal, state, and local agencies. These meetings helped to educate and identify available resources to be utilized for the event. The relationships created during the planning phase contributed to the success of the unified command.
- One officer per patrol team was designated to issue Violation Notices in order to minimize the need to pull officers from the field for court, minimize the need to adjust work schedules, and not disrupt sleep cycles.
- Having MATIC Intel Analysts at the ICP helped facilitate the compiling and sharing of information. Their ability to conduct background investigations freed up Beaverhead County dispatchers to focus on dispatching.

### **Topics Needing Further Discussion**

- Parking is an issue that will remain constant throughout and needs to be addressed in the very early stages of the event.
- Radio communications between cooperating agencies was a challenge. Beaverhead County Sheriff's Department and the USFS dispatched off of Beaverhead County while MHP utilized their own frequencies and dispatchers. A common mutual aid channel was programmed into all cooperators radios, but many times officers were not monitoring all the frequencies. Communications is critical; if at all possible, dispatching should be in one location only.

### **Recommendations**

- Maintain a cohesive unified command and complete communications within that command, which is essential to presenting a singular message from the Forest Service as a whole to the gathering participants prior, during, and after the event.
- Build the unified command earlier in the event (based on the availability of the location of the event) so that all of the command structure is aware of their roles and responsibilities and can be prepared for the challenges.
- LE agencies should share operations plans so they all understand each other's jurisdiction, goals for managing the event, and the coordination of resources.
- If possible, a common radio frequency on a repeater system should be utilized for all agencies manning the event. A unified dispatch should also be considered.
- Evaluate the need and benefit of utilizing a Mounted Unit. Terrain, environment, and availability of certified horses and riders should be taken into consideration.
- Court dates and locations should be identified and addressed before the gathering begins.

- The affected national forest should identify and clearly delineate acceptable parking areas prior to the beginning of the gathering. Heavy signage, strict enforcement, and physical barriers should be utilized.
- If the need for air resources are a possibility, coordination needs to take place well in advance of the event to ensure all pilots and aircraft are properly authorized prior to the event.
- Consider having an Intelligence Analyst at the ICP to assist in dissemination of information and conducting background investigations on suspects.
- Radio needs should be identified and addressed before the gathering begins. Delays in getting radios ordered occurred due to availability of people to get the paperwork signed.
- Understand the challenges of the area that the event occurs in and mitigate the problems early through special closures, coordinated law enforcement patrols, and clear and concise communication. Maintain the same communication throughout the event and update as needed based on issues that arise.

## INVESTIGATIONS

### Introduction

One Special Agent was assigned to the incident as the Incident Investigator. During the incident, the Incident Investigator coordinated investigations and intelligence with the Federal Bureau of Investigations (FBI), Drug Enforcement Administration (DEA), Bureau of Alcohol, Tobacco, and Firearms (ATF), U.S. Marshal's Service, Montana Department of Fish Wildlife and Parks (MT FWP), Montana Highway Patrol (MHP), Beaverhead County Sheriff and County Attorney, Montana All Threat Intelligence Center (MATIC) and the U.S. Attorney's Office in the Judicial District of Montana.

Prior to and during the Gathering, the Incident Investigator worked with FBI Special Agents to address threats against Rainbow participants. Warrants were issued in an attempt to identify suspects associated with threats on social media sites. Agents worked with Rainbow leaders on safety and protection of those that attended.

The Incident Investigator served as the evidence custodian for all pieces of evidence seized by the LEOs. The LEOs seized more than 200 pieces of evidence; the majority of seizures were drugs and drug paraphernalia. Three firearms were seized from local individuals in possession of drugs and drug paraphernalia.

The LEOs conducted 7 physical arrests or arrest assists for motor vehicle operations, drug offenses, assault on police officers, failure to register as a sex offender and the execution of arrest warrants for subjects who failed to appear in court on previous criminal charges.

Currently one incident for possession of narcotics with the intent to distribute is being investigated by the Southwest Drug Task Force and the FBI. LEOs conducted a vehicle stop and search which yielded methamphetamine, marijuana, paraphernalia and multiple firearms. Another incident of prohibited

possession of a firearm while in possession of a controlled substance is currently under investigation. The United States Attorney's office is reviewing potential charges for the attempted assault of officer's during a drug arrest.

Prior to the 2013 National Rainbow Gathering, Forest Service Law Enforcement & Investigations had worked with the United States Attorney's Office (Montana) to develop policy and procedures in which there is a delegation of authority to resolve petty offense tickets with agency delegated Law Enforcement Legal Specialists (LELS). A Forest Service Law Enforcement Representative and the Incident Investigator worked with the Officers and defendant to attempt a pretrial resolution. A total of 49 Violation Notices were issued by the officer's with 22 being resolved through the LELS System. All defendants not utilizing LELS were required to appear in U. S. Magistrate Court on July 8, 2013. The U.S. Magistrate Judge fined one defendant and no further action was taken by the courts.

The following narcotics and evidence was seized during the 2013 National Rainbow Gathering; marijuana, hash, LSD, methamphetamine, mushrooms, non-prescription pills, drug paraphernalia, firearms and fireworks.

### **Successes**

- The Incident Investigator worked with other federal, state and local law enforcement cooperators in an attempt to overcome known issues that would be an encumbrance within the Federal legal system. Throughout the event, law enforcement cooperators worked together to focus on the safety of officers, event officials and the public.
- With this cooperation the Incident Investigator successfully worked with the Beaverhead County Sheriff and Attorney's Office to prosecute multiple individuals for misdemeanor drug and resisting arrest charges. Additionally, the two agencies worked cooperatively to investigate multiple assault reports which lead to the arrest of a male individual in "A Camp". The Incident Investigator and Beaverhead County Sheriff's Office continued to investigate multiple assault reports after the event.

### **Topics Needing Further Discussion**

- The United States Attorney's Office (Montana) direction for Forest Service LEO's enforcement of personal use marijuana was to seize and document. No citations were to be issued for personal use marijuana.
- The U.S. Magistrate (Western District of Montana) ruled at the Mandatory Appearance hearing on July 8, 2013, that the USFS did not have the authority to issue mandatory court appearance citations in this situation and therefore no arrest warrants have been issued for those defendants that didn't resolve their citations through the LELS system.

### **Recommendations**

- Due to prosecutorial limitations addressed throughout the 2013 National Rainbow Gathering, the Incident Investigator spent most of the time explaining/directing officers on enforcement

protocol for marijuana drug offences. All employees (LE and Staff) that participate in large event gatherings need to have a firm understanding of the political climate and respect protocol developed with the local officials.

- Region 1 LEI personnel are seeking clarification regarding the Magistrate's ruling on mandatory court appearance citations.

## INFORMATION

### Introduction

Early engagement of internal and external information dissemination began as scouts for the Rainbow Family searched for an appropriate location on various National Forests in Montana in May. The Rainbow Family chose to return to the 2000 National Gathering site, which created unique challenges in messaging and communications. Community members and business owners who experienced negative impacts during the 2000 National Gathering expressed a strong resentment towards the Forest Service. Communities already knew much of what to expect so information focused on participant numbers, management of impacts on natural resources, and health and safety concerns.

Review of all talking points occurred through the WO Assistant Director for Enforcement, WO Communications, Northern Region Regional Forester, the NIMT Incident Commander, BDNF Forest Supervisor, Forest Public Affairs Officer, and the Wisdom-Wise River District Ranger. The Plan included coordination of internal and external information sharing, target audiences, key contacts, communication roles and responsibilities, overall objectives, and key messages.

Recruitment of support PIOs began prior to the arrival of the NIMT on June 18, 2013 proved difficult to fill. The first PIO reported for duty on June 25 and a second reported on June 29. Local District personnel provided support in the distribution of informational materials to local businesses. The Wisdom-Wise River District Ranger provided a presence in the Wisdom and Jackson communities to address residents and business owner's concerns until the assignment of the PIO to fill in behind those duties.

External communications was established and maintained with a variety of local, State and Federal cooperators, individuals, general Forest Service personnel, elected officials and community leaders to provide basic information, answer questions and dispel rumors. Cooperators, elected officials, media, FS employees (WO, Regional, and Forest), and key contacts, and interested parties received the daily update electronically between June 22 and July 6, 2013. Outreach routes were established and maintained in the communities of Dillon, Wisdom and Jackson.

Community meetings were held in Dillon on the evening of June 25 and Wisdom on the evening of June 26 to provide the opportunity to address community concerns and dispel rumors. Audience members at both meetings included local community members, business owners, representation from the Rainbow Family, Butte TV news stations, and Butte and Dillon newspaper reporters.

The Northern Region webmaster created a webpage dedicated to the 2013 National Rainbow Family Gathering as InciWeb was not an option for this event. The webpage provided the Daily Update, maps, Forest Special Orders, Frequently Asked Questions, and the initial news release. Utilization of the Region 1 Twitter account provided the ability to alert the public of available Daily Updates.

Media interviews occurred daily from local and regional TV and newspaper news sources. Interviews were conducted on-camera, over the phone and one-on-one in person. Media entered the Gathering unescorted and were advised that no Forest Service personnel on site would participate in interviews.

The Deputy Regional Forester toured the Gathering site escorted by the NIMT IC on Monday, July 1 followed by the Regional Forester, and the Administrator and Director of Communications for the MT Department of Justice on Wednesday, July 3.

## **Successes**

- Information worked with the IC and Agency Administrator to exchange information and proactively answer questions and quell rumors. Information also worked closely with the Forest PAO throughout the Gathering period to prevent compromising messaging on sensitive issues, ensure the Forest PAO would not get blindsided by community members or media, and ensure all legislative affairs was handled by the PAO.
- Assigning a PIO, who is also a local District Ranger, to communicate directly with local residents and business owners in the towns of Jackson and Wisdom provided a local face and voice on behalf of the Forest. It also provided locals an accessible venue to vent frustrations and concerns.
- News of the Gathering remained localized and not picked up by national media outlets.

## **Topics Needing Further Discussion**

- The Rainbow Family Gathering is a law enforcement-based event. A full in-briefing between the NIMT IC, Unified Command IC and PIO is needed to ensure clarification on appropriate information dissemination.
- Finding a way to streamline the information sharing process that included approval by WO LEI and WO Office of Communications.
- Developing a package of information to share with local community government. The impact of an event of this size can be tremendous, particularly for smaller communities. For example, the Dillon Hospital reported 94 visits by gathering participants that cost the hospital over \$188,000.
- The Forest Service needs a Q&A that directly addresses non-commercial Special Use Permits and the process used for the Rainbow Family Gathering.
- A need exists for Web development and posting capabilities that can occur in a timely manner without a multi-contact coordination.
- The timing of the Gathering makes recruitment of PIOs difficult. If a significant incident occurred during this event the number of PIO support would not have been sufficient.
- Coordination within unified command is critical. The hospital was inundated with calls, the county did not feel completely involved during public meetings and rumor control within the community got ahead of things quite often.

## Recommendations

- A standardized communication plan with USDA and WO vetted talking points, frequently asked questions, and communication protocols to address potential law enforcement issues would eliminate an annual time-consuming vetting process, allow for customization relative to the receiving Region and National Forest without the need to start from scratch, and provide consistency in messaging as long as the Gathering continues to occur.
- Establish an action plan timeline that clearly defines individual roles and responsibilities at the WO, Regional Office, and National Forest levels.
- A pre-briefing presentation is beneficial for each National Forest where Rainbow Family volunteers are scouting for potential sites to hold the National Gathering.
- Allow the use of InciWeb as the centralized web source for information dissemination. Forest Service based web templates have little flexibility for modifications and do not provide an appropriate layout for sharing links to cooperating agencies and other informational resources. InciWeb automatically ties into multiple social media programs and simultaneously generates messages through those programs with each updated information posting.
- Commit a lead PIO for the same time period as the IC. A committed IC and PIO provide experienced leadership, a knowledgeable source of key issues and sensitivities relative to law enforcement, and established communication functionality in an LE-based NIMT
- Include a Forest Service PIO Liaison on the NIMT assigned to work with other law enforcement agencies under the Unified Command. A PIO liaison working with other agencies can create a uniform package. Most law enforcement agency PIOs have other duties that does not allow them to focus on a single incident such as the Rainbow Gathering. This position can provide continuity in messaging and the ability to address law enforcement as a whole rather than by separate entities.

## LE ADMINISTRATION

### Introduction

The LE Administration Section includes Finance, Logistics and the Law Enforcement and Investigations Management Attainment Reporting System (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 LEIMARS.

The Washington Office funds the LEI response to the National Rainbow Gathering. This year's LEI budget was \$450,000. The Northern Rockies Region Office provided base funding for most of the NFS response to the gathering. This year's NFS budget was \$300,000. The funds provided for this operation are intended to support the costs of the NIMT and their ordered personnel.

The LEI IC and LEI Administrative Officer (AO) prepared a draft budget in April, performed a review of the NIMT cache trailer inventory and ordered necessary supplies for safety and LEI needs. 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.

With the limited number of hotel rooms available in some areas of Montana and the high tourism visitation that the state gets in the summer time, administrative staff reserved blocks of hotel rooms in various locations around the state well in advance of the event. Command staff was very concerned that if reservations were not made until after a site was selected, hotel rooms would be difficult if not impossible to get within a reasonable distance of the site. Rooms had been reserved in Butte, MT approximately a 90 minute drive from the selected site. Once the site selection was announced, Administrative Staff attempted to find enough rooms in Dillon, MT, the closest town to the site with the hotel capacity for the team. Several events already had all the hotel rooms booked up for several weekends during the timeframe that they were needed. The decision was made to lodge the majority of the team in Butte with a few members of the NIMT staying in Dillon.

Dillon Police Department reported several instances of individuals breaking into vehicles, breaking into hotel rooms, and causing other issues nearby these hotels. These individuals were self-described as Rainbow Gathering participants.

## Successes

- The team minimized costs by using the local Beaverhead-Deerlodge Supervisor's Office conference room to house ICP and the field ICP at Jackson School. The team used their computers and existing hardware and equipment to save on costs. The NIMT is appreciative of the Beaverhead-Deerlodge providing free of charge use of all needed office equipment (copiers, fax, printers, VTC, etc.). The Administration Section is very appreciative to the individuals who provided radio and computer support throughout the detail.
- A declaration approving an exception to the biweekly earnings maximum limitation was requested and approved well before the event began so there was no disruption for event personnel.

## Recommendations

- It is recommended that all administrative support personnel have purchasing authority.
- WO LEI staff questioned the logistics of housing the team in Butte and the NIMT spent time at the start of the event trying to explain the lodging situation and lack of available lodging closer to the event site to the WO. Allow the people with local knowledge to handle the logistics of locations and reservations for hotel rooms without WO involvement.

- Lodging should ideally be located a reasonable drive away from the site, but far enough away to minimize the likelihood of issues with event participants at the hotel. Logistics for laundry, food, gas, and meals should also be considered with 24 hour coverage at the event creating issues for some officers having access to these services.

## PLANNING

### Introduction

The Planning Section was responsible for four primary areas:

- Incident planning (Incident Action Plans or IAPs)
- Incident mapping
- Briefing, strategy and Unified Command meeting facilitation and
- Incident documentation

In addition, because there was not a Finance Section Chief or a Logistics Section Chief assigned to the NIMT, these duties were left to the planning section to track from NFS. The Northern Rockies Region Office provided base funding for the NFS response to the gathering. This year's NFS budget was \$300,000. A summary of expenses is found in Appendix F.

### Planning Operations/Accomplishments

The Planning Section developed the agenda and facilitated the Unified Command meetings and the operational/informational meetings. The incident briefing schedule was as follows:

- 0900 Health and Safety briefing
- 0900 Law Enforcement briefing
- 1000 Unified Command meeting
- 1200 Operational/information meeting

Forest Special orders were enacted in response to the gathering. These included parking restrictions, road closures, nudity restriction and requirement for leashing dogs. The Planning section was also responsible for preparing the operating plan.

### Incident Action Planning

The Planning Section developed and updated the IAPs as needed. Incident objectives were developed and approved by the Unified Command. Divisions included day, evening, night, and resource advisor shifts. The IAP included shifts for LEI, county law enforcement, county emergency medical services, and NFS resources. The Planning Section provided IAPs to USFS and cooperating incident personnel. The IAPs covered more than one day.

The following information was included in the IAP:

- Incident Cover Sheet
- Incident Objectives (ICS-201)
- Organizational Assignment List (ICS-203)
- Division Assignment List (ICS-204)
- Safety Messages
- Communication Plan (ICS-205)
- Site Visitation Guidelines
- Medical Plan (ICS-206)
- Organization Chart (ICS-207)
- Incident Maps

Copies of all IAPs are located in the Incident Final Package and the SharePoint site. The package includes an electronic copy of all documents and maps.

### Incident Mapping

GIS personnel produced and revised various maps as needed. This included general vicinity and location map, topographic display map, travel route map, closure maps, and incident maps with identification and GPS locations of kitchens, information areas, primary camps, CALM, and trails. GIS personnel produced all maps in color including IAP maps (11"x17").

### Successes

- The use of DropBox was effective medium for sharing across unified command team members.
- Cost management was effective.

An After Action Review was conducted on July 10. A review of the incident objectives was conducted:

- *Ensure safety of employees, assigned personnel, Forest visitors and event participants throughout the course of the event:* Met as well as could be expected, considering resource availability.
- *Establish and maintain external and internal communications and relationship with cooperating agencies, landowners, permittees, local businesses, communities and event participants:* Good lines of communication throughout the event.
- *Minimize impacts of the event on the natural and community resources:* Clean-up of the site occurred, but it took a long time. Financial impacts to the community, predominantly the hospital, were not minimized.
- *Ensure law enforcement activities are commensurate with law enforcement capability for safety and effectiveness and are consistent with current standards set by affected judicial districts:* Meeting with county attorney in advance was beneficial. Impacts to county jail system and increases in thefts and traffic stops increased throughout the incident.
- *Preserve first amendment rights of free speech, assembly and religion:* Achieved

- *Contain costs of management the event:* All expenditures were closely monitored.

### **Topics Needing Further Discussion**

There is a definite hole in the organization that needs to be filled by a liaison officer on the incident management team to work between the NIMT, the LEI organization and the host unit, as well as to provide facilitation for the agency administrator with other agencies. Because the NIMT is led by a law enforcement officer, the local National Forest System unit can unintentionally be left out. The liaison officer would help bridge LEI and NFS.

If the NIMT is to be managed as an IMT, it should function as such. Planning and strategy meetings, attended briefings, pre-orders and adequate trained staffing should all occur.

### **Recommendations**

- There should be an accurate way to track and reflect total costs. Without this, it is difficult to determine if cost containment direction is being met.
- People assigned to the event should have training in incident management. This could best be achieved by a unified NIMT from NFS and LEI. Agreed-upon expectations on meetings, products, and records would benefit all involved. Early integration and sharing of information would be beneficial.
- Establish position mentoring/training so that there is a cadre of team members who know what to expect with this type of event.

## **RESOURCES**

### **Introduction**

Resource assessments began on June 20, 2013. John Ericson was assigned as the lead resource advisor. Resource concerns included:

- Water quality, damage to riparian areas and compacted soils
- User created trails
- Wildlife impacts from lack of proper containment of attractants
- Fire pits
- Introduction of noxious weeds
- Road damage
- Waste disposal (trash, feces, grey water and compost)

Impacts were almost impossible to manage or control. Parking, camps and people were setting up prior to the operating plan being discussed and before any areas could be marked. Once camps and kitchens were in place, it was impractical to move them.

Gathering participants created many new trails, some of which are well imprinted. Fire pits, stoves, ovens and grills were prevalent at each kitchen. The majority were made from localized material mortared together with mud. Fire rings are scattered throughout the gathering. Along with cooking infrastructure, numerous other user-created items existed such as tables, theaters, stages, zip-lines, poly-piping and watering stations, tents, teepees, rock art, cardboard signage, steps, rock dams and various poles lashed together.

Requirements for proper disposal of human waste were not followed. In addition, food attractants were burned or buried. It's anticipated that future wildlife issues will occur in the gathering area.

### **Monitoring and Future Action**

Resource advisors were involved for many weeks post-gathering monitoring impacts. This included resource damage from user-created trails. Resource Advisors monitored sites of kitchens, and structures, and slit trenches to ensure they are properly covered and rehabilitated. There were concerns regarding how long significant amounts of trash were left after the gathering.

Resource advisors conducted post-gathering inspections in conjunction with Roads and Engineering Staff. There were a few areas of damaged roads that required reclamation work.

### **Successes**

- Having a lead resource advisor integrated with the team was successful

### **Topics Needing Further Discussion**

- Garbage and cleanup continued longer than anticipated and required extensive coordination and prodding from the Forest Service to be completed.
- Establish an agreement for garbage removal very early in the negotiations
- Establish clear check in / check out procedures between resource and law enforcement personnel.

### **Recommendations**

- Continue to assign a lead resource advisor.
- Develop and have available standard signs with a cache of carsonite posts for immediate use by the affected Forest. Suggestions include: Road Closed; No Camping within \_\_ Feet; This Location (Camp/Fire/Pit) approved by USFS; No Parking
- A training/orientation meeting for forest and resource staffs that might be assigned to the incident should be planned prior to the start of the gathering. In addition, there should be a complete and thorough briefing with the local host unit.
- Preplan recycling; work with the family to make sure recycling receptacles are provided ahead of time.

## APPENDIX A – DELEGATION OF AUTHORITY



United States Forest  
Department of Service  
Agriculture

Region One

200 East Broadway  
P.O. Box 7669  
Missoula, MT 59807

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File Code: 1200/2700/5300

Date: June 21, 2013

Route

To:

Subject: Delegation of Authority - 2013 Rainbow family National Gathering- Montana

To: Dave Myers, Beaverhead-Deerlodge National forest Supervisor and Tim Walther  
Incident Commander

The 2013 Rainbow Family Gathering will be held on the Beaverhead-Deerlodge National Forest. We expect this event to be fully integrated and operated under a unified command. Forest Supervisor Dave Myers will serve as the Agency Administrator and Tim Walther will serve as the Incident Commander. You will work together to manage this event in a manner that ensures:

- actions are consistent with long-standing policy of providing public access for the enjoyment of the National Forests;
- first amendment rights of free speech, assembly, and religion are preserved;
- health and safety risks to the public, area residents, agency employees, and event participants are sensitively and responsibly addressed;
- maximum participation of and coordination with affected federal, state, and local agencies and elected officials;
- impacts of the events on natural and community resources are minimized and impacted lands and resources are restored;
- use of discretion in enforcement of applicable laws and regulations throughout event areas in a manner that is fair, consistent and constitutional;
- enforcement activities are commensurate with law enforcement capability for safety and effectiveness, and are consistent with current standards set by affected judicial districts;
- timely information is provided to all interested agencies and the public, elected officials, the community. Media relations are managed in coordination with all cooperating organizations and in compliance with Agency standards;
- anticipation of, and minimal impacts from, conflicting land uses;
- proper records management and;
- cost containment.

We recommend you document a mutually-agreed upon operating plan the Rainbow Family will follow to assure participant and community health and safety. Work with the Rainbow Family to allow them to manage

participant activities to the maximum extent possible. The final decision to document authorization will be made by you.

If you consider any type administration or enforcement action, be mindful of employee and public safety and assess the availability of adequate resources. Please consult with the Office of the General Counsel and obtain concurrence from the local U.S. Attorney's Office.

We expect you to fulfill your responsibilities to provide participant access to the National Forest while assuring public health, safety, and resource protection.

### **Budget Planning**

You are authorized up to \$450,000 in NFLE funds to cover costs associated with the Rainbow Gathering. The job code to charge for positions covered under LEI is **NFLE50**, override **1360**. These funds are for pre-event planning and event management, with the exception of LEI employee base salary costs. In addition you are authorized up to \$300,000.00 of NFRR and NFRW funds for resource protection and information. All salary and overtime must be preapproved by Agency Administrator. Post-event rehabilitation of the site will be charged to the appropriate primary purpose code as supplied by the RO. We will work with you to fund final costs in excess of your program of work. WorkPlan should be the database of record to plan and track costs.

### **Financial Management Guidance**

The following financial management guidance should be adhered to during the incident:

Finance Chief/Administrative Officer, Trudi Olson has responsibility for tracking costs and overseeing procurement for both LE&I and NFS.

- Procurement staff on the Incident Management Team will be responsible for all purchasing related to the incident and will look for the most cost-effective and expedient way to obtain resources. They may question a purchase and ask that the Finance Chief, IC, or Forest Supervisor authorize the purchase.
- Time will be documented on a Crew Time Report and submitted daily to the Finance Chief.
- Shifts will be limited to 12 hours unless authorized by the IC and documented on a Crew Time Report. Work/Rest Guidelines will be followed.
- All LE&I charges will be against the LE&I job code including animal care (dogs/horses) costs.
- RO Staff, Line Officers and other NFS staff providing support to the incident will charge their base 8 to their regular job code and Overtime to the NFRRRG or NFRWRG with override code 0156.

Please contact us at any time. We are committed to ensuring you have all the support and resources necessary.

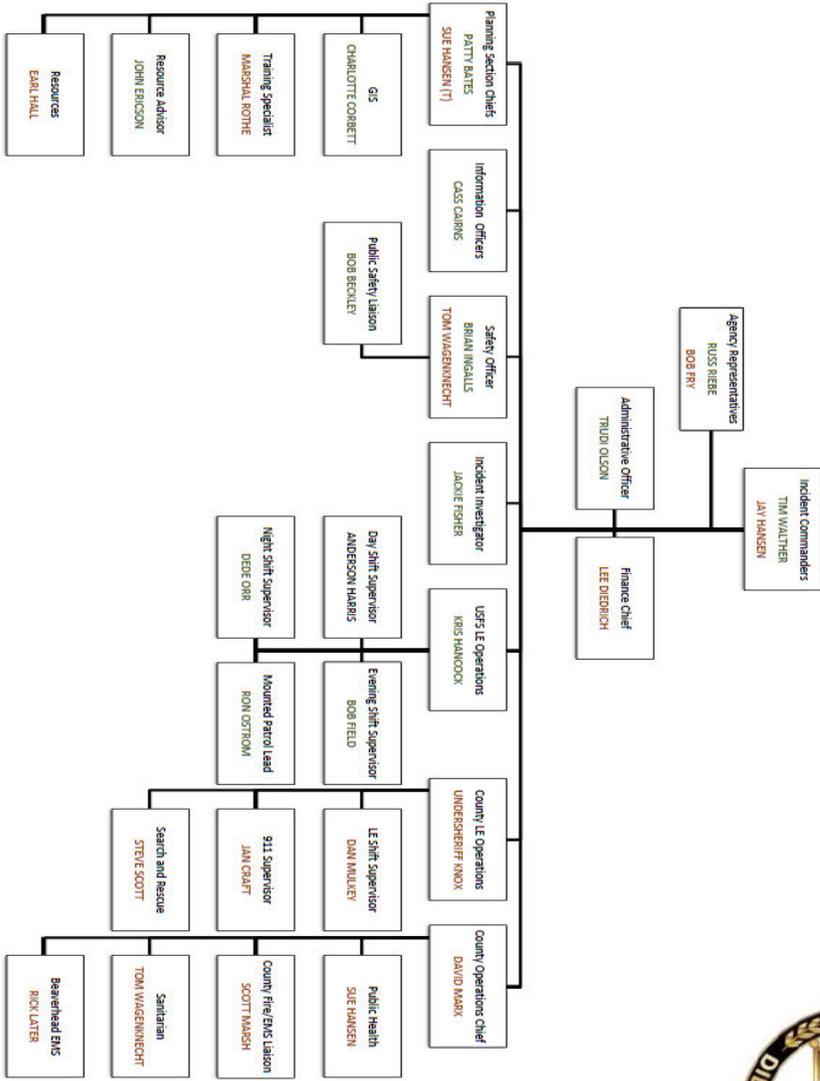
*/s/ Faye L. Krueger*  
FAYE L. KRUEGER  
Regional Forester

*/s/ Jonathan L. Herrick*  
JONATHAN L. HERRICK  
Special Agent in Charge

## APPENDIX B – UNIFIED COMMAND ORGANIZATION CHART



## 2013 Rainbow Family Gathering Unified Command Beaverhead-Deerlodge National Forest Beaverhead County, Montana



v. 6/25/13

- Cooperating Agencies:**
- ❖ Barnett Hospital and Healthcare
  - ❖ Beaverhead County Disaster & Emergency Services
  - ❖ Beaverhead County EMS
  - ❖ Beaverhead County Public Health
  - ❖ Beaverhead County Sanitation
  - ❖ Beaverhead County Sheriff's Office
  - ❖ Beaverhead County Solid Waste
  - ❖ City of Dillon
  - ❖ City of Dillon Police Department
  - ❖ Montana Department of Transportation
  - ❖ Montana Fish, Wildlife and Parks
  - ❖ Montana Department of Public Health and Human Services: Office of Public Assistance, Public Health, and EMS
  - ❖ Montana Disaster & Emergency Services
  - ❖ Montana Division of Criminal Investigation
  - ❖ Montana Highway Patrol
  - ❖ U. S. Forest Service

## APPENDIX C – OPERATING PLAN

### **2013 Operating Plan**

For the

Rainbow Family of Living Light World Peace and Healing Gathering, at a Peaceable Assembly  
and Free Speech Event at Saginaw

USDA Forest Service

Beaverhead-Deerlodge National Forest

*Copies of the Operating Plan will be available at the gathering information center and at other  
locations*

This Operating Plan has been developed cooperatively by gathering participants and the Forest Service, to mitigate potential resource impacts associated with the Gathering Event on the Beaverhead-Deerlodge National Forest. It is designed to follow the Standards and Guidelines of the Forest Plan and the Code of Federal Regulations applicable to National Forest System lands. Copies of existing applicable Forest-wide and local closure orders are included.

Regularly scheduled meetings between the Forest Service and those involved in the above-stated Event (gathering participants) will occur to address concerns that arise.

The primary goals of this Operating Plan are:

- Public health and safety
- Minimize impacts to the resources and leave site at or near pre-gathering conditions
- Minimize impacts and disruptions to local communities

### **HEALTH and SAFETY**

- Individuals are responsible for their own health and safety.

- The Forest Service and CALM (Center for Alternative Living Medicine) will be notified of any contagious outbreaks.
- Biological hazards generated at the CALM tent or elsewhere, will be disposed of at an appropriate medical waste disposal facility. No biological waste will be buried, remain on the site, or disposed of with other trash.
- Gathering participants will establish contacts with appropriate local or regional agencies, businesses, and organizations to arrange services (i.e. garbage, recycling, medical) and supplies as needed.
- Gathering participants will be responsible for emergency medical coordination and evacuation with area medical facilities. A detailed plan for medical transport and emergency evacuations will be cooperatively developed, shared with EMS and law enforcement, and cooperatively implemented.

### **PARKING/TRAVEL**

- Parking areas have been designated by the Forest Service. Parking is prohibited on or within 5 feet of any portion of the road, including wide spots or pullouts. Follow posted instructions on the roads. Gathering participants are solely responsible to provide personnel to organize, direct and provide attendants for the parking areas. Site specific needs will be addressed on location to provide for shuttle, handicapped parking, supply, route closures, etc. Vehicles parked in areas specifically closed for parking or parked in a manner that interferes with ingress/egress of emergency vehicles will be towed at the owner's expense. Local travel management restrictions will be adhered to and followed at all times.
- Administrative parking areas are identified by the Forest Service. These areas will be signed and marked. If the area markings are removed, anything stored in that area will be confiscated and any vehicles parked in that area will be towed. It is the responsibility of gathering participants to insure those areas remains accessible to the Forest Service.

### **CAMPING**

- Sensitive areas (wetlands, sensitive species, archeological sites, etc.) will be noted by the Forest Service, and flagged off-limits if necessary. Gathering participants are responsible for not camping or congregating within these areas and for not removing items from these areas (plants, items over 50 years old such as bottles, cans, etc.).
- There will be no camping within 50 feet of surface water, or where posted. Where it is not possible to meet this, camps must be on dry or hardened sites that are not creating resource damage such as mud bogs or trampling of plants, particularly in riparian zones.
- Do not cut any green trees or boughs for use at the event. Do not cut dead branches from live trees.
- Be aware of hazard potential, especially snags, when selecting campsites.

### **KITCHENS**

- All bear attractants should be stored or attended in the area whenever possible. Attractants are all edible or odorous items, including sealed cans, alcohol, toothpaste, deodorant, pet and livestock feed, game meat, carcass parts, and partially burned or unburned garbage. It is especially important to inform and patrol remote camps, and also report any bear sightings.

- Gray water and compost pits should be at least 150 feet from surface water (unless otherwise agreed upon by the Forest Service resource advisors) and should not be located in areas that contain riparian vegetation. Compost pits should be deep, and covered when filled to approximately 10 inches from the surface.
- If ground water appears while digging any holes (slit trenches, gray water, compost pits, bliss pits, etc.) the site should be immediately refilled, abandoned and moved to a different location, generally uphill.
- Gathering participants will monitor all activities to ensure that soap, disinfectants, medical waste, or any other foreign material will not be introduced into lakes, streams, or other surface waters.
- Excavating or digging out around drinking water sources is discouraged. Work with Forest Service representatives prior to any activities. Use temporary collection techniques (such as rocks, logs, or tarps) to collect drinking water at the source.
- Kitchen washing procedures are recommended to be a three bucket system. A hand washing station is recommended for each kitchen area.
- Drinking water should be filtered, boiled, and/or treated.

### **SLIT TRENCHES**

- Gathering participants are advised to maintain approximately one functioning latrine per 100 people.
- Slit trenches or earth pit privies should be constructed on upland, dry sites. They should be located at least 300 feet from surface waters, kitchens and down slope from any drinking water sources unless agreed upon with Forest Service resource advisors. Trenches should be approximately 12-18 inches wide (i.e. shovel width or better) and of an adequate length for the anticipated number of people. Buckets of lime or wood ash will be available at all trenches or privy sites. Trenches or pits shall be closed (mounded) when they fill to approximately 15 inches of the surface. A hand wash station should be provided at each location.

### **TRASH**

- All trash will be removed from the site. Only wood trash will be burned on site to reduce any bear attractants. Avoid burning trash with food residue
- Gathering participants are cautioned that there is a possibility of bear (grizzly and/or black bear) activity in the area. Gathering participants should minimize food odors to minimize bear encounters and follow the attached "Be Bear Aware" recommendations.

### **CAMPFIRES/FUEL WOOD**

- Fires will be attended to at all times. All community fire hearths/pits will be no larger than approximately 10 feet in diameter unless agreed upon. It is recommended that a shovel and access to at least 5 gallons of water be on hand at each campfire location.
- Fire rings will utilize rock or mud linings to prevent spread. Avoid digging out fire pits in meadows. In other areas, the immediate surface material should just be removed.
- Only downed woody material or standing dead trees may be used for firewood. No cutting of green trees will be allowed without prior approval by Forest Service personnel.
- Fires should not be located near any red and dead trees or areas of downed material.

### **ANIMALS**

- In order to ensure wildlife safety, protect natural resources and minimize negative impacts to public health, animals must be under leash or control at all times.
- Animal waste will be cleaned up immediately and disposed of in slit trenches, compost pits or other environmentally responsible manner.
- Horses need to be contained/controlled at all times. Horses will not be allowed in the kitchen area.
- All domestic animals will be removed by gathering participants upon departure from the event.

### **SITE REHABILITATION**

- All parking areas, bus villages, trails, and areas of concentrated use will be rehabilitated following Forest Service resource advisor directions. Site specific rehabilitation needs will be identified at a walk through with gathering participants and the Forest Service resource advisors.
- Slit trenches, latrines and fire/ bliss pits will be filled and covered with native material from the area or native material originally removed from the pit and mounded with excess material to allow for settling. Rocks will be scattered to give a natural appearance except within fields/meadows where they must be scattered outside of the field/ meadow area.
- All trash will be removed and disposed of at recognized sanitary landfills, transfer stations, or trash hauling companies.
- All human made structures not previously existing at the gathering location (bridges, swings, lean-to's, ovens, "art" etc.) will be dismantled, removed, or scattered to achieve a natural appearance.
- Any user created trails will be obliterated.
- All water lines will be removed from the gathering site.
- All vehicles abandoned by gathering participants will be removed from the National Forest at the owner's expense and at no cost to the Forest Service.

### **GENERAL**

- Gathering participants will establish contact with local agencies, businesses and organizations to arrange services (i.e., garbage, recycling) and supplies as needed.
- Nudity on public roads is not allowed.
- Fireworks are not allowed on the National Forest. Gathering participants must abide by Beaverhead County ordinances regarding fireworks.
- State regulations regarding fish and game will be followed.
- Private property will be respected. Orange marked posts on fence lines indicate private property boundaries.
- Structural improvements on public and private lands will not be used or damaged-
  - a. Fences
  - b. Ditches
  - c. Signs
  - d. Water developments – troughs, pipelines

## APPENDIX D – UNIFIED COMMAND COORDINATION GROUP

Beaverhead County Sheriff  
2 South Pacific St., STE #16  
Dillon, MT 59725

Jackson Volunteer Fire Department  
207 Spring Road  
Jackson, MT 59736

Beaverhead County Disaster and Emergency  
Services  
2 South Pacific St., STE #12  
Dillon, MT 59725

Montana Division of Disaster & Emergency  
Services  
1956 Mt Majo Street  
PO BOX 4789  
Fort Harrison, MT 59636-4789

Beaverhead County Environmental Health  
(Sanitarian)  
2 South Pacific St., STE #12  
Dillon, MT 59725

Montana Highway Patrol  
2550 Prospect Avenue  
P.O. Box 201419  
Helena, MT 59620-1419

Beaverhead Public Health  
41 Barrett Street  
Dillon, MT 59725

Montana Department of Justice  
Division of Criminal Investigation  
2225 11th Avenue  
P.O. Box 200151  
Helena, MT 59620-0151

Barrett Hospital  
600 Highway 91 South  
Dillon, MT 59725

Dillon Police Department  
2 S Atlantic St  
Dillon, MT 59725

Montana Department of Health and Human  
Services  
1400 Broadway  
Helena, MT 59620

## APPENDIX E – SUMMARY OF LEI ACTIONS

## Rainbow Family Gathering 2013

### Cumulative Incident Statistics

Date: June 18-July 9, 2013

People on Site: 4,000

	Activity					Totals
	Felony Arrests	2	0	0	0	2
	Misd Arrests	3	0	0	0	3
	Warrants Served	0	0	0	2	2
	<b>TYPE OF INCIDENTS:</b>	<b>Incident Reports</b>	<b>Warning Notices</b>	<b>Violation Notice</b>	<b>Arrests/Warrant</b>	
1	DUI	0	0	0	0	0
2	Alcohol Related	2	9	6	0	17
3	Drug Related	52	71	4	3	130
4	Weapons	3	1	0	0	4
5	Disord. Conduct	2	2	0	0	4
6	Assault/Officer Interference	5	17	10	1	33
7	Traffic & Vehicle	0	81	16	2	121
8	Vehicle Accidents	0	0	0	0	0
9	Medical	2	0	0	0	2
10	Juveniles Recovered/Assist.	1	0	0	0	1
11	Stolen/Missing Veh. Recovered	1	0	0	0	1
12	Stolen/Missing Property.	5	1	0	0	6
13	Loitering/Panhandling	0	0	0	0	0
14	Nudity	1	5	0	0	6
15	Stolen/Damaged Public Property	2	0	0	0	2
16	Natural Resource-F&W	38	18	0	0	56
17	Public Assists and Other	16	8	0	0	24
18	Occupancy Use/Permit	55	79	0	0	134
19	Sanitation	96	23	3	0	122
20	Fire	2	4	4	0	10
21	Timber	26	21	2	0	49
22	Agency Assist	12	6	0	2	20
23	Damage to Gov't Property	13	10	2	0	25
24	Other	46	2	0	0	48
25	Forest Roads & Trails	3	41	2	1	47
	<b>TOTALS FOR INCIDENTS:</b>	<b>405</b>	<b>399</b>	<b>49</b>	<b>9</b>	<b>862</b>

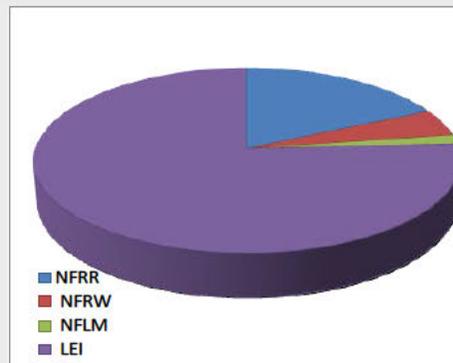
# APPENDIX F – BUDGET AND EXPENSE SUMMARY

## 2013 Rainbow Gathering

### Event Budget and Expenses for National Rainbow Gathering

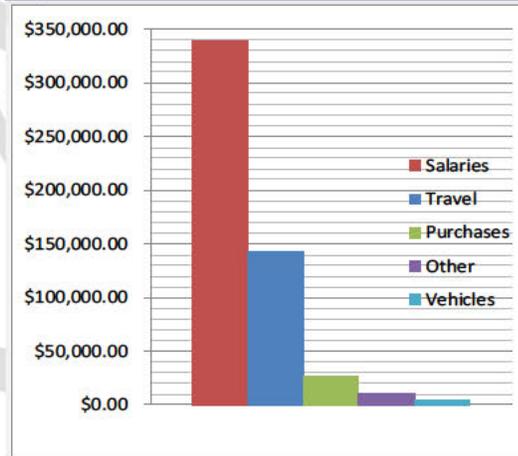
NFRR	Estimated	Actual
Salary	\$198,347.00	\$61,912.00
Travel	\$29,096.00	\$10,364.73
Purchases		\$16,107.63
Vehicles		\$5,207.61
Other		
<b>Total</b>	<b>\$227,443.00</b>	<b>\$93,591.97</b>

Actual Cost Breakdown



NFRW	Estimated	Actual
Salary	\$20,252.00	\$23,990.00
Travel		
Purchases		\$451.20
Vehicles		
<b>Total</b>	<b>\$20,252.00</b>	<b>\$24,441.20</b>

Expense Breakdown



NFLM	Estimated	Actual
Salary	\$51,766.00	\$8,283.00
Overtime		
Travel		
Purchases		\$175.00
Vehicles		
<b>Total</b>	<b>\$51,766.00</b>	<b>\$8,458.00</b>

Estimated vs. Actual



LEI	Estimated	Actual
Overtime	\$300,000.00	\$244,133.27
Coop Law Agreement	\$0.00	\$10,000.00
Travel	\$100,000.00	\$131,726.80
Equipment/Supplies	\$50,000.00	\$9,680.27
<b>Total</b>	<b>\$450,000.00</b>	<b>\$395,540.34</b>

Total Expenses	Estimated	Actual
	<b>\$749,461.00</b>	<b>\$522,031.51</b>