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# United States Department of the Interior



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**MAR 03 2014**

Sent Via e-mail

This letter is the final response to your Freedom of Information Act (FOIA) request assigned FOIA Number NV-2014-028. You requested a copy of the 2013 Burning Man Operating Plan, which we are providing, without redaction.

The Department of the Interior does not bill requesters for FOIA fees incurred in processing requests when their fees do not exceed \$50.00 because the cost of collection would be greater than the fee collected (43 CFR 2.49(a)(1)). Therefore, there is no billable fee for the processing of this request.

## Appeal Rights

If you consider this response to be a denial of your request under 43 C.F.R. §§ 2.57, you may appeal this response to the FOIA Appeals Officer. The FOIA Appeals Officer must receive your appeal no later than 30 workdays from the date of this letter responding to your FOIA request. Your appeal must be in writing and addressed to:

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U.S. Department of the Interior  
Office of the Solicitor  
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Washington, DC 20240

Additional Contact Information:  
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You must include with your appeal copies of all correspondence between you and the BLM concerning your FOIA request, including your request and the BLM's response. Failure to include this documentation will result in the Department's rejection of your appeal, unless the FOIA Appeals Officer determines, in the FOIA Appeals Officer's sole discretion that good cause exists to accept the defective appeal. The appeal should be marked, both on the envelope and the

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You may submit your appeal to the FOIA Appeals Officer via mail, courier service, fax, or email. Note: Appeals arriving or delivered after 5 p.m. ET, Monday through Friday, will be deemed received on the next workday. Appeals delivered via courier to the Main Interior Building will not be accepted after 4:30 p.m. ET due to the Department's security requirements.

#### Office of Government Information Services


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#### Records Not Covered by the FOIA (FOIA Exclusions)

Beginning October 1, 2012, the inclusion of the following statement is mandatory for all BLM FOIA response letters: For your information, Congress excluded three discrete categories of law enforcement and national security records from the requirements of the FOIA. See 5 U.S.C. § 552(c) (2006 & Supp. IV (2010)). This response is limited to those records that are subject to the requirements of the FOIA. This is a standard notification given to all our requesters and should not be taken as an indication that excluded records do, or do not, exist.

Should you have any questions, please contact Michelle Piland, BLM Nevada's Acting FOIA Specialist at (775) 861-6496, or via email at [NV\\_FOIA@blm.gov](mailto:NV_FOIA@blm.gov).

Sincerely,



Robert M. Scruggs  
Deputy State Director, Support Services

Attachment

**Burning Man 2013 Operating Plan**



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2013 Burning Man Operating Plan

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## **I. City Planning**

### **A. Purpose and Need**

The tasks and dates offered in this Operating Plan reflect the cumulative experience of BRC/LLC in organizing the event of Burning Man. BRC/LLC is firmly committed to creating an event that prioritizes the safety and well being of participants, the local community, and the natural environment. This operating plan reflects BRC/LLC's commitment to that goal.

The dates referenced in this document reflect the minimal amount of time required to accomplish a particular task. The dates referenced in the event set-up section should be considered start dates (unless otherwise specified). The dates referenced in the clean-up section should be considered end dates (unless otherwise specified).

The dates in this Operating Plan are best estimates and may be adjusted slightly on a year-by-year basis. This Operating Plan is subject to change as the event (and BRC's planning for the event) evolves and progresses. BRC will promptly notify affected agencies of any changes as soon as they happen.

### **B. Objectives**

BRC/LLC is planning to produce the Burning Man event annually for 2013. Each year the event will be from the Sunday before Labor Day through Labor Day unless BRC/LLC requests different dates for a particular year and the Bureau of Land Management (BLM) agrees.

### **C. Action Items**

#### **1. Event Site**

The general location of the event will be the southern portion of the Black Rock Desert - High Rock Canyon Emigrant Trails National Conservation Area, Nevada. The specific location will be within the pre-approved boundaries (See Sheet 1), and determined at the time of survey assessment, according to the conditions of the playa surface.

#### **2. Set Up**

##### **a. Preliminary Survey**

Each year BRC/LLC will commence event site preparation twenty-eight days before the start of the Burning Man event. Black Rock City Department of Public Works (BRC/DPW) will complete the preliminary surveying twenty-one days before the start of the event. During the site survey there is no action or



assistance required from the BLM. BRC/DPW will place small surveyor flags to mark the planned location of the Black Rock City (BRC) trash fence, boundaries, and roads.

BRC/DPW will survey and flag the Gate Area, Entry road and the roads of BRC during the preliminary survey period.

**b. Trash Fence**

A trash fence will serve as the perimeter marking of BRC. It will also protect the Black Rock Desert from preventable wind-blown trash. Twenty-one days before the start of the event BRC/DPW will begin construction of the trash fence. The trash fence will be completed fourteen days before the start of the event. The trash fence will be built using T-stakes and strung with plastic material.

**c. Signage Installation**

Signage for vehicular and pedestrian control, both on and off site, will be installed commencing fourteen days before the start of the event.

**d. Infrastructure Construction**

During completion of the trash fence, and no sooner than twenty-one days before the start of the event, DPW will commence on-site operations. At this time, light spires, street signs, road signs, central camp structures, the Communication System, large sculptures, portable toilets, the Gate Area, the main entry road, and other infrastructure items will be constructed or installed on site.

The construction of the camp infrastructure is scheduled to be completed by three days before the start of the event.

**e. City Layout**

The layout of BRC will be roughly based on the city plan for Burning Man 2012. However, BRC/LLC will re-evaluate the plan on a year-by-year basis in order to create a workable urban plan for each year. For example, BRC/LLC might create an extra road, remove a road, reconfigure the placement of portable toilets, etc. For more details see Sheets 1, 2 (page 10 and 11).

**3. Method for Counting Participants**

Purchased tickets collected at the Gate serve as the basis for counting the inbound population of BRC. An ongoing population count is conducted in order to gauge flow and anticipate density changes. A population count is also conducted in order to accurately

report the number of participants every day of the event to the BLM. In addition to counting tickets, BRC/LLC will use the following guidelines to conduct population counts. For historical consistency the reporting time will be at noon each day of the event.

- The total will be balanced daily against participants who exit the event.
- During the event a fee will be assessed on exiting parties who plan to leave and re-enter. An assessment of whether or not participants are leaving our population pool will be made at this collection site.

Participants who leave and return at intervals of a day or days will not be counted for that period of time. If participants are not on site, they are not counted as part of the population.

#### **4. Signage**

BRC/LLC will provide and post signs to give necessary information to participants entering BRC. All signs manufactured by BRC/LLC for use on state or county roads will be made to standards comparable to Nevada Department of Transportation (NDOT) regulations.

BRC/LLC will place the following items no later than 5 days prior to the event:

- DOT regulated, reflective signs will be placed along County Rd 34 warning participants that the entrance is just ahead.
- A large lighted sign will be posted at the event entrance on County Rd 34 that clearly identifies the entrance.
- At the gate, signs will be prominently posted identifying the entrance containing the following: "Possession and use of personal fireworks or sale of fireworks is prohibited", "Possession of firearms is prohibited", "Possession of alcohol by minors is prohibited", and "Possession of open containers of alcohol by drivers of motorized vehicles is prohibited."
- The orange trash fence, construction cones, signs or other structures will be placed on the closed roads that lead into the city. Signs will say that the road is closed and provide alternate access information.
- Signs identifying the public closure area will be posted appropriately around the perimeter of the event to warn non-participants of how to legally travel around the event perimeter.
- Signs regarding road closures and available playa access points during the event will be located along County Road 34 to the north and south of the event.
- Maps depicting public closures will be located at all public playa entrances.

- Signs depicting the route to the event entrance turnoff will be placed on County Road 34.
- Caution signs will be placed along County Road 34 in both directions out from the event access and at other prominent or strategic locations around the event to forewarn travelers of traffic safety hazards and the event ahead.

## **5. Public Communications**

### **a. Pre-Event Communications**

BRC/LLC has extensive access to its event participant base, and it will disseminate event information and policies. The communication objectives are achieved through utilization of the following communication channels:

- Burning Man website: [www.burningman.com](http://www.burningman.com)
- Email newsletter (100,000 people)
- Event Survival Guide (sent to all ticket holders in the summer, and posted on the website)
- Social Networks: Facebook (243,000) and Twitter (20,000)

### **b. Agency/Media Dissemination**

BRC/LLC offers a variety of avenues to disseminate information to the media and to agencies. Each day of the event, Burning Man hosts a daily briefing in order to improve information accuracy between agencies, media and the event. The purpose of this meeting is to give all onsite operations the same set of numbers to work with when approached by local and national media, and participants. BRC/LLC staff is committed to accurate representation of activities, medical emergencies, population numbers and arrests during the event and expects similar commitment from all agencies involved in the production of the event.

### **c. Onsite Information Dissemination Capability**

Onsite information dissemination mechanisms are both formal and informal; both approaches to information dissemination are utilized for ongoing communication with participants with regard to community rules. The entire camp could receive information within 1 hour, should the need arise.

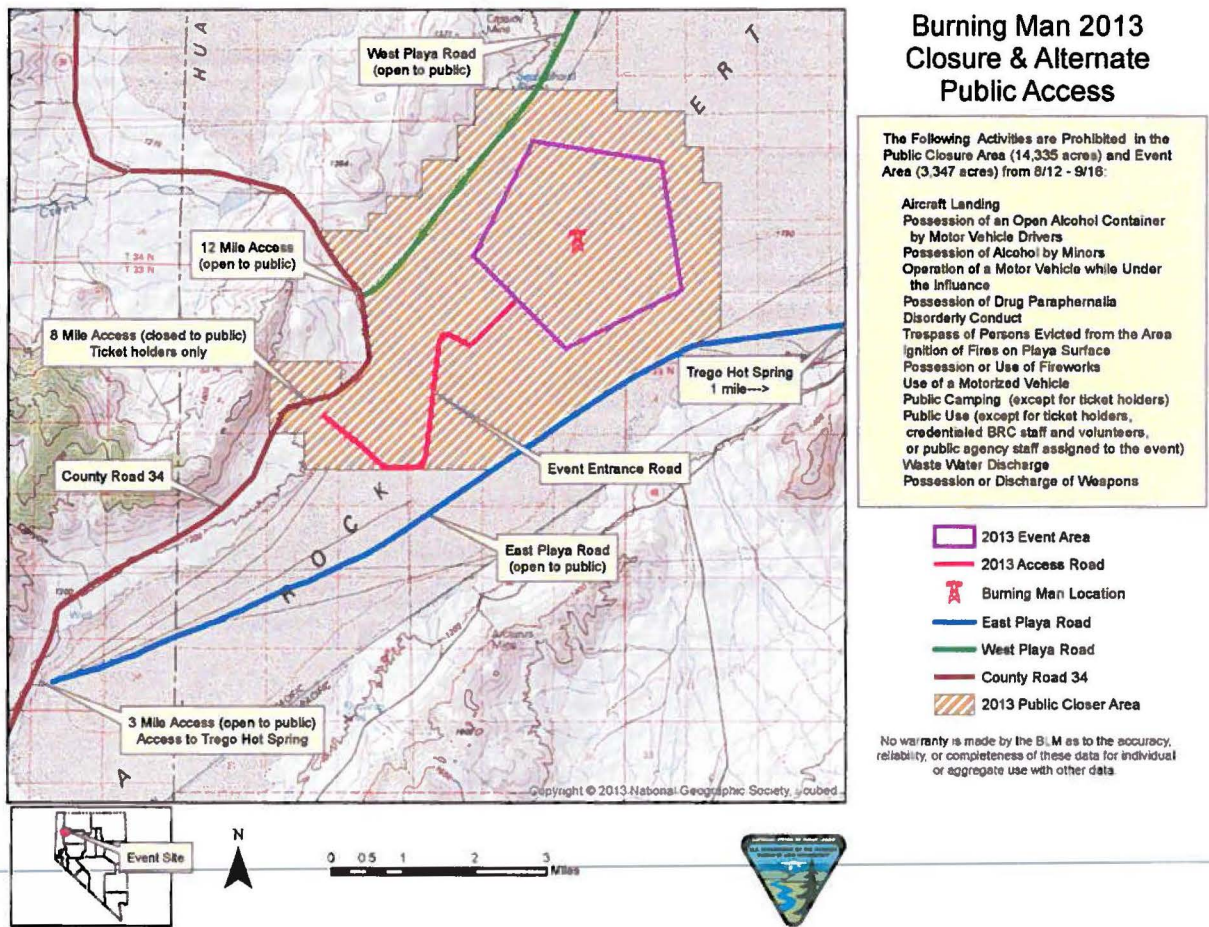
Formal information mechanisms are *Burning Man Information Radio* (henceforth BMIR), the *Tip Sheet* (formerly the *Black Rock Gazette-ette*), along with participant driven newspapers, Black Rock Rangers (henceforth BRR), and the organization's two-way radio communications infrastructure. BMIR would be

the Emergency Alert System for BRC, which would disseminate public service information, travel advisories and emergency information as necessary.

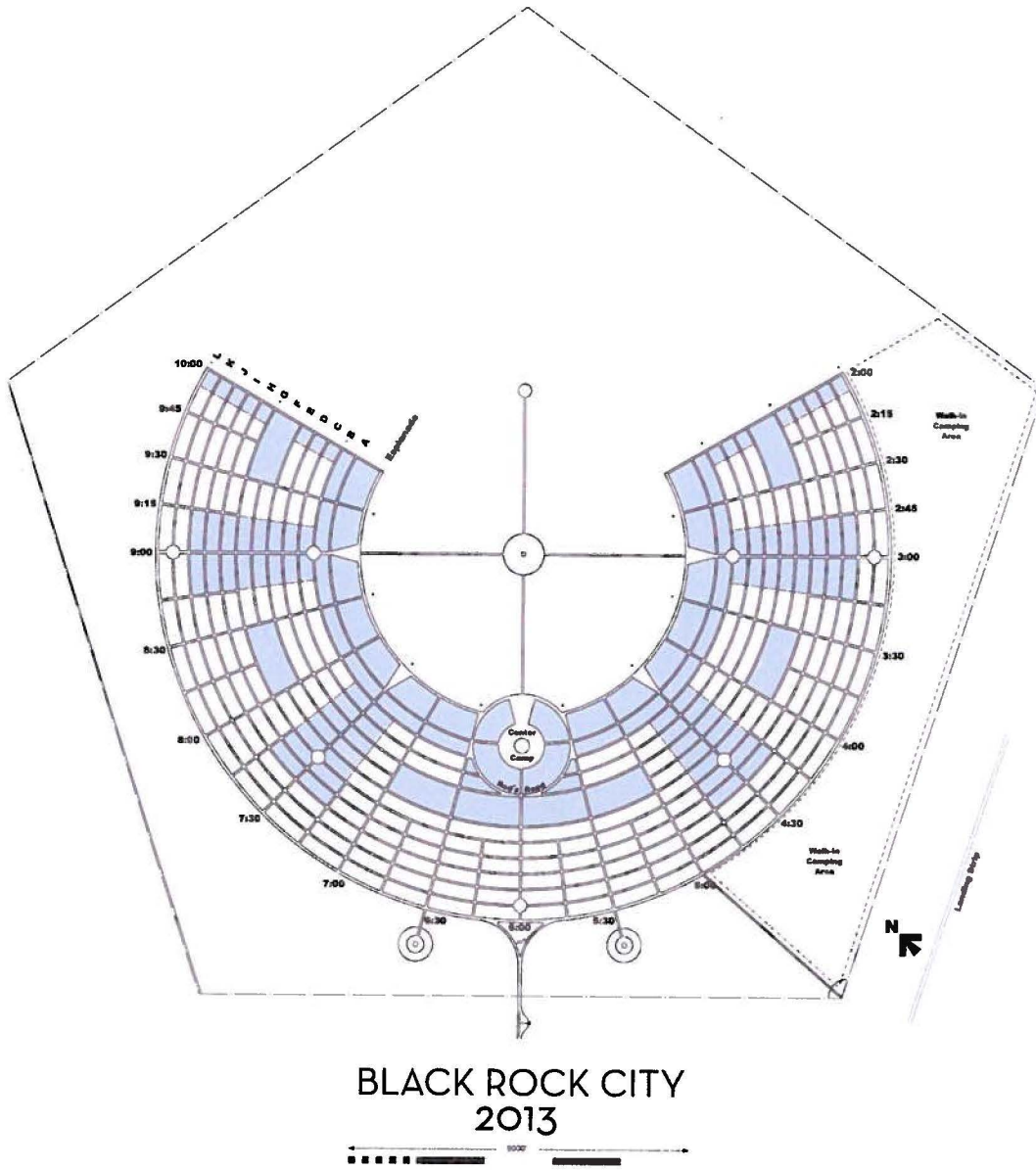
In periods of non-emergency, public service announcement are broadcast on BMIR. In the event of an emergency, participants would be notified by BRR and/or Theme Camp Placement staff to instruct participants to tune in to BMIR. BMIR would be the centralized source for up-to-the minute accurate emergency information.

Informal information mechanisms with direct and consistent participant interface include: Gate personnel, Greeters, Ranger foot patrol, Theme Camp Placement team, and Playa Information. Other teams such as Earth Guardians, Lamplighters, BRC/DPW, Media Mecca, External Relations Team (henceforth XRT), Black Rock Gazette-ette and Art Placement Team could be utilized as necessary. These teams all have the ability to move information via word of mouth quickly through the community.

**6. Sheet 1 (Black Rock City Designated Area):**



7. City Plan 2013



## 8. City Measurements:

Burning Man location: See Sheet 1 (specific event site to be determined upon assessment of the surface conditions)

Elevation: 3904'

True North/South follows road 4:00 and 10:00

- Promenades are 40' wide on the 3:00/9:00 and 6:00/12:00 axis, with lampposts every 100'
- The center of the first road (Esplanade) is 2400' from the Man, the first block is 400' deep, then most succeeding blocks are 200' deep, with the exception of eight 430' deep double blocks between "E" and "G", and "D" and "F". The City is 10,800' ft in diameter.
- Man to the center of Center Camp: 2810'
- Camp Center diameter is 1420'. The 660' diameter central open zone around the Café leaves a depth of 380' for the four surrounding camping quadrants, including a 20' interior service road.
- Plazas: Two The main plazas are at 3:00 and 9:00 and the intersection of "B" street, centered 3075' from the Man, and are 500' in diameter. There are two smaller Plazas at 4:30 and 7:30 and the mid-city intersection of "G" Street, centered 4230' from the Man, and these are 225' in diameter. Three plazas at 3:00, 6:00, and 9:00 and the outer-most intersection of "K" street, centered 5155' from the Man, and are 200' in diameter.
- DPW and Fire/Services are 550' from outer road, center to center
- Outer road to Greeter area: 1228'
- Walk in Camping Area is within area beyond outer road to pentagon between lines extended from 2:00 and 5:00
- Man to outer fence pentagon points: approx. 8175'. 9610' between points (Pentagon contains over 159 million sq. ft., or 3650 acres – 5.70 sq. miles)

## II. Resource Protection

### A. Objectives

BRC is committed to protecting the NCA and intends to pass BLM's Leave No Trace standard each year that the Burning Man event is held under this Operating Plan. The following action items outline BRC's plan to Leave No Trace.

### B. Compliance Team

BRC and BLM shall jointly monitor environmental protection measures identified in the SRP Stipulations. Members from both organizations will collaborate daily during the event to work as a team with the following objectives: work together to serve as public land ambassadors to Burners; promote compliance with all permit stipulations, focusing on those that are in place to protect the natural and cultural

resources in the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area; and ensure that the American Public receives fair value for the use of its public lands, ie. Maintain all necessary BLM and BRC authorizations for commercial operations. This collaboration is formalized in the Stipulations of the BLM's SRP Permit for 2013, as well as the Burning Man Compliance Protocol of 2013.

Before the event, the Vending Compliance Administrator from BLM will work with his counterpart at BRC to ensure that all BRC contracted OSS vendors and AIR operators obtain a SRP from BLM. The stipulations state that any OSS and AIR operators found operating unpermitted by BRC and/or BLM at the event will be found to be noncompliant and will face eviction and/or citations for noncompliance with 43 C.R.F. 2932.

See Appendix for full Compliance protocol.

### **C. Action Items**

#### **1. Camp Fire Containment**

BRC actively educates participants in the construction and supervision of burn barrels in order to protect the playa surface and to create safe camp fire containment. Additionally, BRC/DPW maintains a supply of approximately 20 large burn platforms, usually made from heavy metal. These are designed to prevent the playa from "firing" from the heat.

Once a burn platform has become an approved location and art has been burnt on it, other subsequent fire activities are allowed. For example, other participants can use the Man's burn platform after the Man is set aflame.

Other fire areas will be shoveled, raked, and dragged to remove all debris and break up any hardened surface due to heat "firing." Campfires will again be prohibited within BRC, with the exception of designated fireplaces. Designated fireplaces refer to burn barrels and other burn containers of a similar design: all are raised from the ground at least 6-10 inches with steel legs to provide distance and insulation from the heat so as to not bake the surface. The simplest of the design of this type is the 55gl drum with no lid raised with 10 inch steel legs.

#### **2. Authorized Burns**

Organizers of each "Art Burn" and BRC/LLC will be responsible for implementing procedures for the complete cleanup of each burn site, including, but not limited to:

- Arranging for the use of a surface-protecting device (decomposed granite or raised platform)
- Removal of ash
- Removal of unburned material such as nails, screws, and glass

- Removal of decomposed granite
- DPW will grade and rake the surface after each “Art Burn” to eliminate any scarring

### **3. Pits & Holes**

BRC/LLC will limit excavation of pits and holes to those absolutely necessary for administration of the event. Approximately 1500 postholes will be dug for authorized facilities in accordance with permit stipulations. The postholes will have a nine-inch diameter and will be approximately 18 inches deep. This includes holes and pits excavated by participants. All pits and holes will be backfilled, wetted and compacted by physical tamping to minimize post-event pit depressions.

BRC/LLC will make educational materials available to participants prior to the event that explain the need to inspect vehicles and repair or modify those with drips of oil or other fluids. BRC will also train staff involved with greeting participants to identify vehicles likely to have an increased risk of oil or fluid drips, inspect suspect vehicles and take appropriate actions to minimize contamination from leaking vehicles. Black Rock LLC will advise the use of materials, such as cardboard, hazmat pads, or drip pans to minimize impacts.

### **4. Cultural Resources**

BRC/LLC will inform all participants and support staff that collection, excavation or vandalism of historical and archaeological artifacts or sites is illegal on public land. BRC/LLC will notify BLM immediately upon discovery of archaeological artifacts (objects more than 50 years old) or human remains.

BRC/LLC will not make available to the public any information concerning the nature and location of any archaeological resource. Should BRC/LLC discover an archaeological resource, it will stop all activities in the discovery vicinity and protect the discovery until event completion, or until notified otherwise by the authorized officer.

BRC/LLC personnel will discourage travel, including travel by aircraft, to other historical, cultural, recreational or geographical resources in the Black Rock Desert area during the event. BRC/LLC will discourage participant use of hot springs for the purpose of bathing, or extracting mud or water.

### **5. Camping & Recreational Uses**



Burning Man participants will be required to camp within the fenced event boundary in areas designated for camping by BRC/LLC, except for participants camping with their aircraft at the airport. BRC/LLC shall provide a temporary camping area when necessary to minimize confusion and vehicle closure violations for late night arrivals.

BRC/LLC will not allow camping within the event site 17 days before and two weeks after the event period, with the exception of authorized BRC staff, contractors, volunteers and other authorized participants either constructing or taking down art works or theme camps. BRC will provide the appropriate identification to authorized personnel (i.e. staff ID, decals, designated camping areas, etc).

BRC/LLC will not allow fires except for authorized burn areas, authorized burn platforms, elevated fire receptacles, elevated barbecues and tiki torches.

BRC/LLC will inform staff and participants of the backcountry use ethics as reflected in the programs Tread Lightly and Leave No Trace tailoring the concepts to fit a large city and encourage individual responsibility and accountability. BRC/LLC shall assure Tread Lightly and Leave No Trace information is disseminated to personnel and participants in handouts, through Internet home page/website resources and other communication venues as available.

BRC/LLC will assist the BLM with researching and developing methods to mitigate the development of burn scars and continue developing methods and techniques for effectively treating other adverse human-induced playa impacts.

## **6. Wastewater**

BRC/LLC recognizes that dumping wastewater (grey water or black water) on public lands directly from a vehicle, trailer, wash basin, shower stalls, bath tubs, barrels, pools, or a wastewater containment receptacle is prohibited by BLM regulations. BRC/LLC will disseminate this information to event participants through multiple communication channels. BRC/LLC's strategy for the preventing of dumping of wastewater is education: via blog, website, social network tools, radio station and peer-to-peer communication. The education strategy explains the effects of the dumping, the alternatives to dumping (playa innovations, tricks and tips) and the fines/fees and punishments for the illegal behavior. When Rangers, ESD and other staff find instances where participants are dumping wastewater, the participants are told to stop and the incident is reported to BLM.

## **7. Dust Control**

BRC/LLC will utilize water trucks to provide dust suppression. These trucks will be in operation on an as-needed basis beginning twenty-eight days before the event starts through fourteen days after the event ends. During the final sweep phase of clean up, all disturbed areas within the event site will be soaked by water trucks to increase the likelihood of creating a crust, thereby limiting subsequent wind erosion.

BRC/LLC will adhere to the following procedures in order to maintain air quality and reduce surface erosion:

- With the exception of those roads authorized in advance by BLM, BRC/LLC will not use dust palliatives to control fugitive dust.
- Water without additives will be used for fugitive dust control within BRC.
- Fugitive dust suppression efforts on roads will be performed at least once daily by watering to keep fugitive road dust at a minimum during event operation, as well as after event closure.
- Before the final inspection, all disturbed areas within the event site will be watered, including the airstrip, and within the trash/security fence to affix fugitive dust to the playa surface. Water trucks used for dust control will carry prominent signs stating "Non-Potable Water - Avoid Contact" as required by state regulations. Signs must remain visible at all times.
- BRC/LLC will provide BLM with their plan to provide water for fugitive dust control at the pre-event cooperator's meeting.

## **8. Solid Waste Management**

BRC/LLC will be responsible for all trash removal and cleanup. This includes encouraging all participants to pack out their own waste according to Leave No Trace principles. BRC/LLC will transport any other trash to an appropriate landfill and deposited accordingly. Specifically BRC/LLC will take the following steps:

- BRC/LLC will provide dumpsters of a size and number sufficient to accommodate event infrastructure during the event and handle clean up of the site post-event.
- Dumpsters will be hauled away when full to ensure proper disposal and timely rotation of full versus empty containers.
- BRC/LLC understands that burying of waste material, of any kind is prohibited on public land.

BRC/LLC will install a 360° event perimeter/boundary trash fence. Any accumulation of trash that appears to be spilling over the fence or passing through

a fence break will be collected. Fence breaks will be repaired immediately upon discovery. Permittee shall construct the southwest and southeast flanks of the perimeter fence prior to installation of other facilities to safely direct vehicular traffic around the site.

BRC/LLC staff will patrol and pick up trash from the following areas of special concern cleanup of event-related trash: County Road 34 from the "8-Mile" entrance to State Route (SR) 447; SR 447 from the intersection with County Road 34 to Wadsworth and from Gerlach to the California state line; and SR 446 from Nixon to SR 445 near Sutcliffe.

## **9. Human Waste Management**

BRC/LLC will coordinate with NV State Health Division, and a reputable portable toilet vendor(s) to provide the proper number of toilets and hand sanitizers for the peak anticipated population, as well as adequate resources for toilet pumping and maintenance consistent with the requirements of the health department. Condition and usage of the facilities will be monitored onsite by state and county health departments, with adjustments made by BRC/LLC based upon the health department's recommendations. Additionally, BRC/LLC will develop a contingency plan for placing additional toilets if the anticipated population exceeds estimates.

Banks of toilets will be placed at regular intervals along the exit road during the peak exodus periods. Banks of toilets will be placed in the Art area and will be lit at night. During the period leading up to the event through the period after the event, BRC/LLC will place fifteen toilets in the community of Gerlach to reduce impacts on local sewer systems by participants stopping in the communities on their way to and from the event. Toilet locations will be coordinated with the communities involved.

For the 2013 Burning Man event, the number of toilets will be based on BRC/LLC's expected population for that year. There will be approximately 1300 toilets available for the population. A handful of these will be reserved for special use. The rest will be available for general use, and placed strategically around BRC. Adjustments will be made during Exodus by placing 50 toilets along Gate Road. BRC/LLC will also keep extra toilets as part of a contingency should the need arise for more units.

As in the past, BRC/LLC is committed to the cleanliness of the toilets. We will work closely with the vendor to constantly improve the following areas: toilet distribution and placement; proper use of the toilets by participants; and supervision of waste vendors. In addition to reviewing placement to improve ease of serviceability, we are exploring the use of mobile toilet facilities, so that additional toilets can be placed adjacent to events that are expected to draw large numbers of participants. We continue to educate the participants to ensure that

only appropriate biological waste is placed into the toilet facilities. This education process will continue through the year prior to the event, and will be emphasized on-site with signage and media reinforcement. Finally, we will assign a full-time staff member to act as liaison with our portable sanitation vendor(s) and provide quality control monitoring of the toilets during the event.

## **10. Leave No Trace**

As ever, BRC/LLC is working to apply the "Leave No Trace" principles to BRC in innovative ways. BRC/LLC has stepped up the message to the next level with the phrase "Don't let it hit the ground." BRC/LLC will continue this education campaign through the website and Survival Guide. BRC/LLC has added articles on air contaminants, what to burn and not to burn, and how and where to burn. In addition to the cleaning of individual camps, BRC/LLC will continue to demand two hours of work towards the clean up of the playa at large from every participant.

From 2000 through 2012, BRC/LLC created public burn platforms for the use of all participants. We will continue this effort in 2013 by constructing burn platforms out of solid and durable materials, and we will continue to educate people on how to use these platforms correctly. BRC/LLC will work with all large-scale art works to create protective barriers between their art and the playa surface, and will once again use our burn blanket made for the Burning Man art structure.

Recycling Camp will continue their efforts in crushing aluminum cans and educating people on the "pack it in, pack it out" ethic. The Earth Guardians will continue their daily missions into the community at large to educate all newcomers during the event as well as continuing their work as stewards of the Black Rock Desert before and after the event. Additionally, there is a Burning Man-supported effort to utilize energy resources that are environmentally friendly and clean. As always there will be a massive cleanup crew working post event to leaving nothing behind.

## **11. Event Take Down & Clean Up**

Site clean up will feature a proactive effort to encourage participants to clean up their site and take their garbage home or to the approved land fill sites listed on the web site, in the Survival Guide and in other forms of communication. All artists and theme camp organizers creating installations formally placed by BRC/LLC will be required to read cleanup guidelines and sign pledges. Artists receiving grants from BRC/LLC will be required to pay a clean up deposit. In addition, all placed installations will be located by means of GPS (Global

Positioning System) and the artists will be held personally and publicly accountable for the condition of their site.

Structure disassembly and general on-site garbage removal begins on the last day of the event and will continue for two weeks. Leased 30-yard dumpsters will be placed on site and filled until no surface items remain. Burn site removal will be done simultaneously with this first phase. A final inspection sweep will commence when all debris, buildings and campsites are removed, and will continue for two weeks. Clean up completion is scheduled for thirty days after the event officially ends.

Leave No Trace efforts by our Playa Restoration crew will employ methods developed on the Black Rock Desert since 1998, utilizing line sweeps, heavy machinery and a target-specific assessment team. The intention is to accomplish "Leave No Trace" goals on a massive scale. Achievement of this goal is dependent upon clear communication from the BLM of inspection goals and strategy.

The line sweeps are directed by our Restoration Managers who oversee the Restoration Crew that patrols an extensive grid system of the entire event site at roughly six-foot intervals. The heavy machinery component works to ensure that the playa surface is returned to its original state and that all debris and decomposed granite, which is used to protect the playa from burn scars, is removed. Additionally a target-specific assessment team focuses their efforts on any area that the line-sweep teams have identified as problematic. Examples include burn scars, wood debris, broken glass, and graywater spills.

Using GPS technology Playa Restoration collects data that is ultimately published in a public "Matter Out of Place (MOOP Map)," that identifies how camps and art installations did with their playa restoration efforts. The MOOP Map becomes part of a public relations campaign to better educate participants in future years on how to do an even better job.

## **12. Off-Site Clean Up**

Off-site clean up includes Highway 34 from the 12-mile mark to the town of Gerlach; the town of Gerlach itself; Highway 447 from Gerlach to and including the town of Wadsworth; and Highway 447 from Gerlach to Cedarville. Trucks and crews of DPW workers will patrol and collect all roadside trash. This will begin the day after the event ends and will continue for approximately two weeks as needed. If necessary, other locations will also be cleaned, including Trego Hot Springs and Black Rock Hot Springs, by the same method. We propose that the area will be left in better condition than before this event.

### **III. Transportation Management**

#### **A. Purpose & Need**

BRC/LLC is committed to managing the traffic flow of vehicles, bicycles and aircraft to, from, within and above Black Rock City.

#### **B. Objectives**

BRC/LLC has several departments that work together to ensure a safe flow of vehicles, bicycles and aircraft. Departments include Black Rock Rangers, Department of Mutant Vehicles, Emergency Services Department, Gate & Perimeter, Exodus and the Black Rock City Airport. Additionally BRC cooperates with BLM, the Nevada Department of Transportation, Federal Aviation Administration, Nevada Highway Patrol, Washoe County Sheriff's Office, Pershing County Sheriff's Office and Pyramid Lake Tribal Reservation. The following action items outline BRC/LLC's plan for managing a safe traffic system in Black Rock City.

#### **C. Action Items**

##### **1. Traffic Signage**

Fundamental to the overall city design and usage plan for the Black Rock Desert is the abundant use of traffic signage in order to facilitate traffic flow. With safety and environmental security as our primary objective, we have designed a city and a traffic system that minimizes the use of cars. All safety signage intended to be viewed from a vehicle will be produced in dimensions standard for public highway use. Signage will be placed between Gerlach and the event entrance, as well as at the entrance to the event.

##### **2. On-Site Traffic Control**

The following guidelines outline the on-site traffic control plan. BRR will resolve any issues arising from the improper adherence to these guidelines.

Walking and bicycles are the preferred form of transportation in BRC. Participants at Burning Man are required to park their vehicle for the duration of the event, with exception to those noted in the section below.

###### **a. Motorized Vehicles**

BRC/LLC will prohibit participants from operating motorized vehicles within the event area. Exceptions to this prohibition are: Mutant

Vehicles licensed by BRC, BRC licesed staff and support vehicles, medical, firefighting, motorized skateboards, electric assist bicycles, go-peds with or without handles, certain wind powered vehicles, and disabled licensed vehicles. All vehicles will be operated in accordance with applicable laws, regulations, policies, and stipulations, and in accordance with supplementary rules developed by BRC. In accordance with 43 CFR 8343 requirements, all motorized vehicles will be equipped with adequate front and rear lighting during night hours, and must be operating in a safe manner. Per agreement with BLM, highly illuminated Mutant Vehicles that have proper DMV night licenses are deemed to have adequate front and rear lighting. Such use shall be restricted to open streets within the City.

BRC/LLC will not allow any motor vehicles within the walk-in camping area during the event.

BRC/LLC will ask participants to use the designated entrance lane to access and exit the event, exect as noted below. BRC shall provide adequate staff to ensure that participants comply with this requirement during event exodus as needed.

BRC/LLC will allow the following vehicles to drive on either side of the Gate Road entranceway between the 8 mile entrance and Black Rock City or use the Point 1 entrance/exit via 12 mile:

- BRC green transportation bus (Green Tortoise) and other charter buses contracted with Burning Man (Burner Express)
- Emergency services, law enforcement and authorized BLM support staff vehicles
- BRC staff and personnel authorized by BRC
- Approved contractors and vendors
- Approved tow trucks

BRC/LLC may allow vehicles to access the event site for set up prior to August 17<sup>th</sup> or strike on or after September 4 through the Point 1.

Vehicles shall be clearly marked to identify them as staff or contractors if appropriate. Permit needs to clearly state dates and times permit is valid.

#### **b. Bicycles**

BRC/LLC will encourage participants to light bicycles at night to improve visibility and personal safety.

### **c. Exit Traffic Control**

At the end of the event participant egress traffic will be controlled by several methods. Gate Road will be used as a staging area and allowed to fill with exiting vehicles. As this area is filled, vehicles will be released at timed intervals onto the two-lane temporary entry road connecting BRC to the public highway. The timing of traffic release will be regulated by reports from personnel stationed at key points, as referenced in the Off Site Traffic Control plan. When vehicles reach the paved road the two lanes will be alternately flagged onto the pavement. This will improve the continuity of vehicle egress onto the one-lane paved road.

The BRC radio station regularly announces the estimated time for departure. Participants can hear on the radio whether there are any traffic back ups, and therefore self-regulate their flow out of the city. In 2001, this system was tested during an emergency road closure. In 2010, 2011 and 2012 it was implemented and found to be effective.

### **3. Off-Site Traffic Control**

Traffic controls and monitoring, provided by flaggers trained by NDOT, will be implemented at the following key road intersections during peak traffic periods in cooperation by the applicant, BLM, NDOT and the appropriate law enforcement agencies:

- the twelve-mile entrance to the Black Rock Desert and Route 34
- the three-mile entrance to the Black Rock Desert and Route 34
- the intersection of Route 34 and Route 447
- the town of Gerlach
- the town of Empire
- Intersection 427/447 in Wadsworth, NV

BRC/LLC will coordinate with WCSO for traffic controls at County Road 34 entrances/exits to BRC and the “Y” intersection of State Road 447 and County Road 34. BRC/LLC will apply for NDOT permits for traffic controls and flagging in the the towns of Gerlach and Empire and Wadsworth during heavy traffic periods (prior to, during exit and after the event) to keep traffic moving steadily.

BRC/LLC’s plan to address traffic congestion in these areas must be approved by NDOT , BLM and the various law enforcement agencies at least 30 days prior to the event. See the 2013 Traffic Mitigation Plan in the Appendix of this document for full details.



BRC/LLC will not construct other non-approved access roads or trails on the playa.

During the event, Burning Man staff and support personnel will not use the 3-Mile playa access, except for emergency situations, and as designated by BRC/LLC. BRC/LLC will manage this use internally.

BRC/LLC understands that at least two of the three main playa access points from County Road 34 should remain open to the public to allow for other dispersed recreation use and general access. BRC/LLC will discourage event participants from using these access roads to access or exit from the Burning Man event.

BRC/LLC will coordinate as needed with appropriate law enforcement agencies to facilitate the exit process. A timed release of vehicles, called "Metering" shall be used to minimize traffic backup on State Road 447 and County Road 34. BRC/LLC will assist with removing broken-down vehicles from the exit lines to facilitate a smooth exit.

#### 4. Nevada Department of Transportation

BRC/LLC will obtain Temporary Permits from the Nevada Department of Transportation for any traffic controls added to the Highway 447. These permits include flagging on 446/447; Speed reduction at the Empire Store; Highway Clean up post event; and signage for message boards. The Permits are attached in the Appendix of this document.

#### 5. Black Rock City Airport

##### a. Airport Setup

A temporary airport will be overseen by an Airport Manager each year. It will be surveyed and delineated along with Black Rock City. The following is a timeline for airport startup operations:

- 20 days before event: Runway Survey complete and surface preparation begins.
- 13 days before event: Construction begins, erect windsocks, mark runway and helipad, install signs.
- 3 days before event: Runway open, Notices to Airmen (NOTAMS) filed effective dates of 3 days before the event through one day after the event officially ends.
- First day of event: Begin UNICOM radio service through the last day of the event. MULTICOM radio available before and after these dates.

### **b. Airport Operating Plan**

The Black Rock City Airport is an FAA-designated (NV88) private airport, which exists for the sole purpose of accommodating aviation traffic during the Burning Man festival. It is therefore an annual temporary airport, probably the only one of its kind. During one week each year, it operates according to the same FAA rules and principles as hundreds of non-towered airports across the USA. The Airport is for General Aviation uses only – no scheduled air carriers and no commercial air transport except for those operating under separate Separate Recreation Permits (SRPs). In 2012, there were a total of 7 BLM permitted air carriers conducting commercial activities out of the BRC airport.

Pilots, or the companies with whom they are associated, are considered to be air charters and must have executed an Air Charter Agreement with Black Rock City LLC if the pilot or company makes three (3) or more landings with new event attendees during a Burning Man event. Air charters flying without having signed an Agreement do not have permission to use the 88NV Airport. Landing without permission is a violation of the Closure Order and Stipulation 12.B.iv; aircraft are subject to impoundment by Airport management and pilots are subject to citation by the BLM."

Aircraft aloft are governed by the Federal Aviation Regulations (FARs). The airspace over the Black Rock Desert is Class G uncontrolled airspace up to 14,500 feet MSL. The southwestern portion of the Black Rock Desert including Black BRC underlies the Reno MOA (Military Operations Area). BRC/LLC will coordinate any restrictions to airspace with the Air Route Traffic Control Center (ARTCC) having jurisdiction over the local area.

The Airport is "non-towered" which means there is no air traffic controller directing the flow of traffic. Pilots follow standard operating procedures for non-towered airports. Advisories are given via UNICOM radio. BRC/LLC will assure radio communications with aircraft using the event runway. A Common Traffic Advisory Frequency (122.9 MHz) will be used to inform pilots of landing pattern direction and safety information. This radio communication will be in effect 24 hours a day for the duration of the event.

The airport runway use will be limited to small general aviation only. No commercial air transport or scheduled air carriers will be allowed except for those operating under separate SRP's, see above. The

Airport accommodates fixed-wing aircraft, rotorcraft, ultra-lights, hot air balloons, and skydiving. Facilities include a single landing strip, one helipad for medevac and private helicopters, a tie-down area, and camping. The runway and tie-down areas are outside the trash fence that surrounds BRC. A gate is staffed to provide entry to the event for ticketed participants arriving by air. The gate also allows access to and from the tie-down area, and access to the playa for Burning Man participants who are land-sailors, piloting wheeled wind-powered vehicles.

Aviation activity in 2012 included over 100 overnight aircraft, a few dozen “transient” aircraft dropping off passengers and departing, private helicopters, ultralight craft, and skydivers. Activity in future is expected to be similar with an increase in SRP operations. Approximately 100 participants camp in the tie-down area and just inside the perimeter trash fence.

### **c. Airport Facilities**

Airport facilities include the runway, taxiway, windsocks, signs, participant helipad, tie-down area, and UNICOM radio. Below is the general airport layout plan for Burning Man 2013. The final plan for each year will be an attachment to the Stipulations for that year. The airport location and layout may need to be adjusted each year based on the city location, population and terrain.

The runway will be placed outside the pentagonal trash fence and oriented southwest to northeast to take advantage of the prevailing winds. It will be approximately one mile long and about 60 feet wide. Other than removing transient dunes from the runway and taxiway to the tie-down area to ensure safety, BRC/LLC will not disturb the surface of the playa. The runway will be watered as needed during the event to fix fugitive dust. The runway boundaries will be marked to make it visible to pilots and to alert surface traffic to avoid it. The markings will include runway numbers at each end to indicate compass bearings. Runway markings will be applied using a biodegradable agricultural colorant sprayed directly on the playa surface. Alternatively, flagging pinned to the playa may be used. A colorant that naturally degrades when exposed to sunlight will be used. The runway markings will be removed at event completion.

Aviation windsocks will be placed at each end of the runway to provide pilots with a visual reference of wind speed and direction, and to alert other recreational users on the playa of an operational runway. Reflective traffic barricades with flashing yellow lights will be placed around the guy lines supporting the windsock poles. Signs warning of aircraft activity will be placed along two desert trails, namely the trail parallel to the runway and the crossing trail. Traffic cones or equivalent

indicators will be placed between the trail and the runway for the one-mile length of the landing strip. Additionally, signs with reflectors will be temporarily installed at prominent or strategic locations around the event airport to forewarn playa travelers of safety hazards. Windsocks and other markers will be removed at event completion.

BRC/LLC will develop and submit NOTAMS as appropriate and provide a copy to the BLM. BRC/LLC will report to FAA authorities and military bases any non-event aircraft operating in an unsafe manner, or any aircraft related incidents or accidents near the event. BRC/LLC will coordinate with the FAA concerning the runway operations and management of airspace above the city.

An ultra-light aircraft take off and landing area will be designated in the area to the southeast of the airport camp.

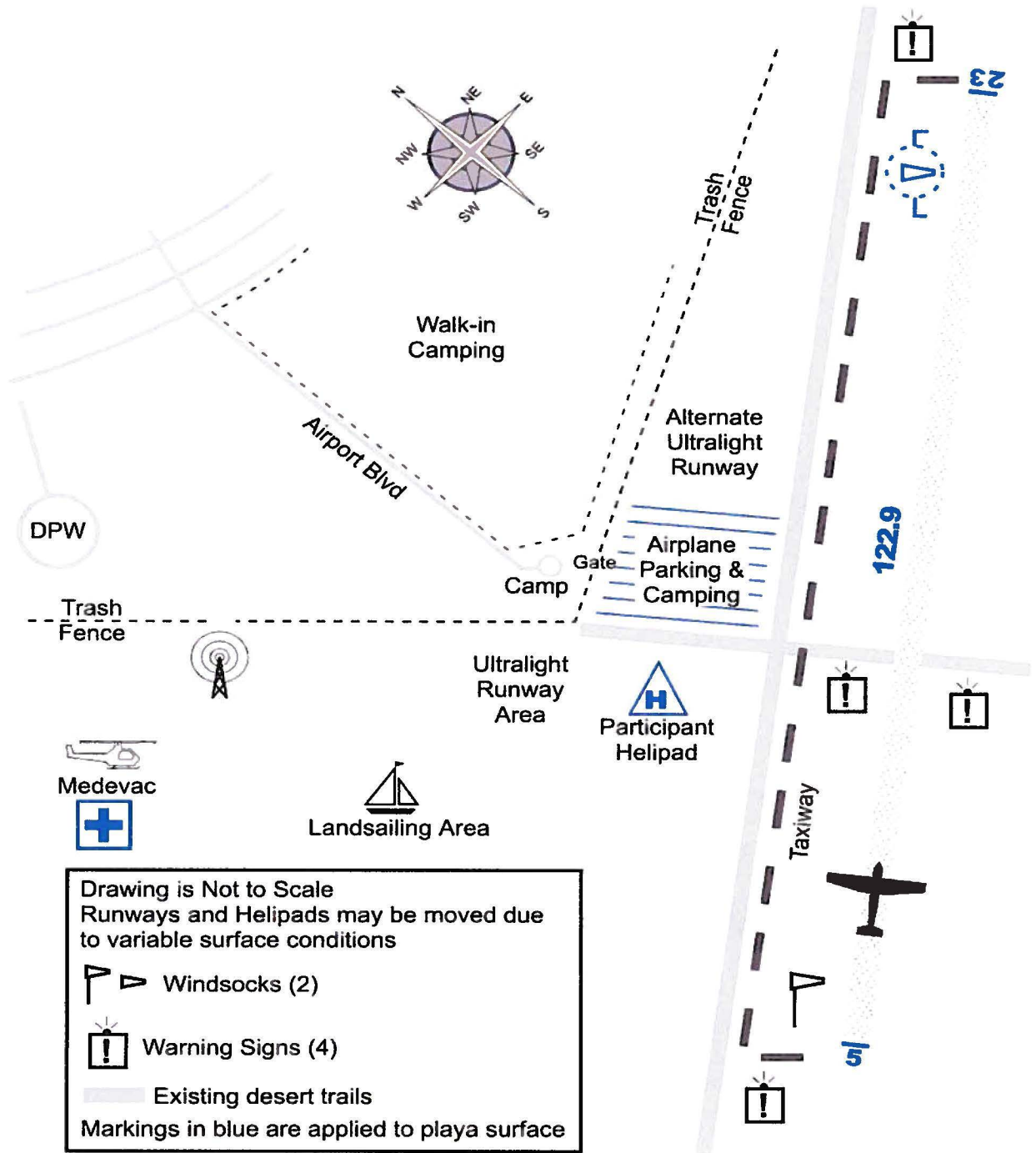
The helipad is placed to allow flights in and out without interference with fixed-wing traffic using the runway. No operations are allowed outside of Airport operating hours, unless authorized in advance by the Airport Runway Manager. All pilots must abide by the Airport published rules and policies, currently at [http://www.portofentry.org/?page\\_id=7](http://www.portofentry.org/?page_id=7).

A tie-down area will be designated adjacent to the trash fence and gate. Pilots and passengers may camp with their aircraft if they have tickets to the event. Non-participants will not be allowed to enter and will be required to depart before the end of Airport operating hours for the day.

The airport gate will provide access to the playa outside the trash fence for wind-powered vehicles. Land-sailors will receive a briefing that includes how to avoid the runway, taxiway, ultralight area, and helipad.

## **Airport Map**

2013 Burning Man Operating Plan



#### **d. Aviation Operations**

BRC will assign an Aircraft Runway Manager, who will strictly control arrival and departure protocols, parking and overflight rules. The Runway Manager is responsible for immediate decisions affecting aviation safety and for normal airport operations. The Runway Manager decides when to close the runway, when to recommend an alternate landing area, or when to recommend any non-standard maneuvers to pilots in the air. The Airport Air Safety Officer typically serves as the Runway Manager but s/he will delegate this responsibility when s/he is absent from the airport vicinity during daylight hours. Requests for changes to existing procedures during the event should go to the Airport Manager, the Air Safety Officer, the Runway Manager, or the UNICOM operator in that order. These individuals have aviation knowledge and experience to make safe on-the-spot decisions.

Additionally, Runway Manager will discourage travel by aircraft to other historical, cultural, and geographical resources in the Black Rock Desert area during the event.

BRC/LLC recognizes all federal laws affecting aircraft including the Closure Order requirements that prohibit aircraft landing on the playa within the Public Closure Area, except for landings of "lighter-than-aircraft" previously approved by the authorized BLM officer. Burning Man participants will be required to use the airport facilities for routine or non-emergency operations. Alternate landing locations may be designated by the Runway Manager to civilian aircraft not directly involved in an emergency for safety purposes or as other conditions dictate. In the event of a disaster or significant emergency the Incident Commander or a member of the Unified Command Team shall communicate with the Runway Manager to shut the airport down for routine or non-emergency traffic and inform them of the pending emergency air operations.

Airport staff has a designated channel on the Burning Man staff radios. Airport personnel can be reached via staff radio or pager 24 hours a day through the event.

NOTAMs are filed with the local FSS (Flight Service Station) for the airport activity and for skydiving activity as required by FAR Part 105.

UNICOM radio advisories are provided during Airport operating hours on 122.9 MHz. Standard advisories consist of altimeter setting, density altitude, wind direction and velocity, and known traffic in the vicinity. The radio station provides a minimum twenty-mile range. A UNICOM commander oversees the necessary equipment, training, and

operation of UNICOM services. A separate ground advisory frequency will be announced for 2013.

Announcements of activities of an unusual nature, such as skydiving, arrival of a dirigible, or aerobatic performance, may be prominently posted at the Airport one hour before initiation of the activity. Additional advisories when the activity is initiated are given via UNICOM by the pilot involved or the UNICOM operator.

The runway placement allows for a traffic pattern away from the main encampment for noise abatement and safety. Designated flight paths are recommended to accommodate airplanes, helicopters, ultralights, and photography flights.

Ultralight aircraft have a very slow airspeed and therefore have a separate takeoff and landing area to avoid the runway and faster aircraft. In special circumstances (such as for photography) an ultralight pilot may be approved to takeoff and land within the perimeter fence or in an area away from the Airport. The BLM dispatch would be notified in advance of an special circumstances takeoff or landing. BRC Airport Personnel will also notify its Emergency Services Department dispatcher.

#### **e. Pilot Education**

Pilot education pre-event covers all aspects of aviation activities at Burning Man. Information on mountain flying, desert landings, weather hazards, and planned operating procedures for the event is provided.

A mandatory briefing prior to take-off is required of all aircraft pilots during the event. The briefings cover approach and departure procedures, areas that are off-limits (such as local hot springs), general airport operations, noise abatement, and high altitude safety procedures. Behaving responsibly and considerately is emphasized. Skydivers receive specialized briefings from their jumpmaster.

#### **f. Air Safety**

An Air Safety Officer oversees the safety aspects of aviation operations. The purpose is to correct inappropriate, illegal, or unsafe behavior. The Air Safety Officer supervises a team that provides the briefings and enforces the guidelines for aviation operation during the event. The team gives special guidance to anyone who appears to be a safety risk, or who is exhibiting inappropriate behavior. The team also identifies ways to improve safety during the event and for next year. Enforcement levels vary from a warning, to "impounding" the aircraft, to eviction from the event, to a report to the FAA.

Detailed emergency plans will be defined and documented with the help of other Burning Man departments. These plans will include procedures to follow:

- When a runway is unsafe such as after a rainstorm (covers when and how to close a runway).
- When an alternate emergency landing area is needed (identification of emergency sites in advance, when and how to implement them).
- Immediately after an accident (how to call for help, what to say to aircraft in the air).
- In the aftermath of an accident (runway status, decision process, crowd control and guarding wreckage, fuel leakage, notification of appropriate personnel)
- When an overdue aircraft is reported or other unusual event.

Non-event aircraft operating in an unsafe manner are reported to the FAA when sufficient evidence is available (witnesses and registration number).

#### **g. References**

- Black Rock City Airport
- <http://www.portofentry.org>
- Federal Aviation Regulations (primarily parts 1, 91, 93, 103, 105)
- <http://www.faa.gov/>
- Aeronautical Information Manual
- <http://www.faa.gov/ATpubs/AIM/>
- Aircraft Owners and Pilots Association (AOPA)
- <http://www.aopa.org/>
- Flight Safety Foundation
- <http://www.flightsafety.org>

## **IV. Health & Safety**

### **A. Purpose & Need**

BRC/LLC is committed to producing a safe event. With a large population the need for a safe city infrastructure is evident.

### **B. Objectives**



BRC/LLC will assume responsibility for public safety and health during all phases of the event. Event Security and Medical services will be provided through a combination of cooperation among BRC/LLC Playa Safety Council (Black Rock Rangers, Law Enforcement Agency Liaison (LEAL), Emergency Services Department, Gate & Perimeter, and Department of Mutant Vehicles), along with BLM Rangers, Pershing County Sheriff's Department (PCSD), Washoe County Sheriff's Office (WCSO), and a third-party emergency medical contractor. These cooperators will build upon the work of prior years in order to execute the Burning Man event. The establishment of a Unified Command Post will aid this collaboration. The Unified Command Post will be a shared location wherein the cooperators will work hand in hand in order to ensure coordinated efforts and to enhance communications. BRC/LLC will cooperate with BLM's Incident Command (IC) system throughout the entire period that BLM is operating onsite. BRC/LLC and BLM will share its dispatch center with both BLM and Pershing County Sheriff's Office to facilitate better cooperation between the parties.

## **C. Action Items**

### **1. Event Security**

BRC/LLC has designated the Black Rock Rangers (BRR) and Gate/Perimeter as the organization's lead for event security. Under direction of BRC/LLC, BRR and Gate/Perimeter will collaborate with BLM Rangers, WCSO and PCSD to address event security. BRR serve as the first responder component of this coordinated security plan. BRR and Gate/Perimeter will enforce all event-specific guidelines (presented to the participants as "rules"). The BRR/LEAL Director will host an "Agency Coordination Meeting" at 3:15 PM each day of the event. The daily coordination meeting will ensure cooperation among all security groups, as well as provide a mechanism for change and adaptation during the event.

### **b. Emergency Medical Services**

BRC will contract to provide state-certified emergency services at the event. At a minimum, Emergency Medical Services (EMS) will be available at the paramedic level consistent with current Nevada State practices. EMS medical facilities for event participants and staff will be located at Center Camp, as well as the 3:00 and 9:00 O'Clock plazas. BRC/LLC's Emergency Services Department will provide First Responder EMS in addition to the Advanced Life Support units provided by the contracted Nevada State licensed EMS provider.

Medical station staffing, which consists of 10-15 medical professionals (typically a mix of EMTs, Paramedics, RNs, and MDs),

adjusts staffing as needed by the increase and decrease in population in Black Rock City as the event progresses. The equipment and supplies at the medical stations allow the medical branch volunteers to provide basic first aid and care. Simple bandaging and splinting supplies are available as well as essential diagnostic equipment such as thermometers and blood pressure cuffs for patient evaluation. In the rare event of a life-threatening emergency, the stations also carry non-invasive life-saving equipment including an AED, artificial ventilation equipment, and basic airway management supplies. For anything beyond basic first aid, BRC's vendor, Humboldt General Hospital (HGH), makes the decision on when to transport a patient elsewhere.

EMS will provide a daily report consisting of a numerical analysis of patient ailment categories and reason for transports to BLM and Pershing County at the 3:15 PM meeting each day during the event. Within sixty days after the event, BRC/LLC shall provide a final written statistical report of such medical cases to the BLM.

### **c. Communications**

The Emergency Services Department (ESD) consists of over five hundred Emergency Service providers. The vast majority of them are medical professionals. The ESD's communications system will serve as the eyes and ears of Black Rock City. It will also provide separate communication channels for the following functions:

- Security (BLM, PCSD, WCSO, BRR), Emergency Services and the third-party emergency medical contractor
- Camp Construction and City Maintenance (DPW)
- Artists & Performance
- Food & Commissary
- Gate & Perimeter
- Communications & Media
- Community Services

The ESD will maintain a central communication system, which will provide a 24-hour a day capacity to detect and respond to any emergent security or safety incident within BRC. The communications system incorporates an Incident Command System (ICS). BRR consists of over five hundred Rangers who carry radios and are trained on correct radio usage. Every member of BRR is trained to use the ICS to facilitate communication between BRR and outside agencies in the event of an emergency.

**d. Ranger (BRR) Outposts & ESD Stations**

There will be two BRR outposts located at the 3:00 and 9:00 plaza, in addition to the Center Camp Headquarters (see sheet 2). Ranger outposts serve as information points, and as a patrol post. The ESD will also have stations located near the BRR outposts; they serve as a posting location as well as an EMS triage and first aid station. A third-party emergency medical contractor, Humboldt General Hospital, coordinates the clinic in center camp.

**e. Chain of Command**

BRR will act as the first point of resolution for any matters of security-related concerns. The ESD radio system will facilitate inter-agency communication and cooperation by including the BLM, the WCSD, the PCSD, Fire, and Medical support. In the event of an emergency, the radio system will work to allow timely responses and to inform the relevant agencies of the location and details of the emergency.

**f. Perimeter/Speed Patrol**

The city plan, for reasons of security and safety, includes an extensive fenced area. BRC/LLC expects that the BLM will patrol the area and enforce the official speed limit (10 mph) within the closure area outside the event fence. The BLM should enforce the rule prohibiting camping within 5 miles of the fence (perimeter). Perimeter staff will patrol the perimeter outside the fenceline and within the closure area and the BRR will patrol inside the fenced area. At times, Perimeter or BRR may ask for the assistance of BLM law enforcement to handle perimeter violations and dangerous speeding near the perimeter when persons attempt to drive at high speeds into the event space to avoid the entrance fee. This is primarily to ensure the safety of participants camping near the fence who could be seriously injured or killed when someone breaks the perimeter with a vehicle.

**g. Safety/Fugitive Dust/Speed**

BRC is the responsible party for managing vehicle speeds within Black Rock City, including Gate Road. The goal is to foster safe vehicle operations and limit fugitive dust. Factors that BRC takes into consideration are visibility conditions, DMV licensing, population density, proximity to pedestrians and proximity to structures. BRC is always

increasing its efforts to educate participants about safe driving and how to avoid fugitive dust.

#### **h. Evictions**

In the case of any eviction, BRC Rangers (BRR) work together with BLM and PSCO work together to ensure the participant(s) are safely removed from the event site. These protocols and policies are determined by BLM and BRC. These policies are determined in part by the Closure Order and the SRP stipulations, and also in part due to experience and history of the BRR.

Per the Closure Order, the closure area is closed to any person who:

- a.) has been evicted from the event by the permit holder, BRC, whether or not the eviction was requested by the BLM.
- b.) Has been ordered by a BLM law enforcement officer to leave the area of the permitted event.

Per the SRP Stipulation #13, BRC shall cooperate with the BLM when requested to assist in removing individuals from the event. If BRC evicts anyone under BRC's internal procedures, BRC will notify the BLM of the eviction and identify the evicted individual(s).

As part of the collaborative relationship, BRC will notify the BLM of the eviction and identify the evicted individual(s) and, if requested, BLM will assist BRC in removing the individual(s).

## **2. Risk Management**

BRC/LLC will inspect the permitted area for any existing or new hazardous conditions, such as changing weather conditions or other hazards that present risks to staff and/or participants. For example, BRC/LLC will inform the builders of any public structures of the applicable requirements for public safety. To the best of its ability BRC/LLC will inspect the structures for safety; any structure deemed unsafe for participants will be reconstructed to meet safety requirements, or it will be closed. Also, BRC will make an effort to ensure that extension cords used in city infrastructure that cross main access roads or travel corridors are armored or buried to prevent damage and possible electrocution.

In cooperation with emergency service providers and law enforcement agencies, appropriate parties or their designated representatives shall notify each other of all accidents related to the event that occur before, during, and after the event, that result in death or personal injury requiring hospitalization. Accident

reports involving death or injury will be coordinated with the Pershing County Sheriff's Office and/or BLM.

Within 24 hours upon learning of any incident that occurs before, during or after the event that could possibly result in a liability claim, BRC/LLC shall confer with the BLM and as deemed necessary will submit an written incident report to the BLM.

### **3. Off Site Security**

Off site security includes monitoring inappropriate traffic or illegal behavior in the following locations: the three mile entrance to the Black Rock Desert, Trego Hot Springs, Black Rock Hot Springs, the visible portions of the Applegate/Lassen and Nobles Trails and the town of Gerlach.

Off site security will be handled by a well-coordinated effort by the BLM, BRR, Perimeter, and Cooperating Law Enforcement Agencies. The general scope of responsibility is as follows:

- Federal Aviation Regulations (primarily parts 1, 91, 93, 103, 105)
- The BLM Rangers will patrol and control the area outside the perimeter fence, enforcing the camping and public use closures and motorized vehicle closures.
- BLM/PSCO will patrol and control several key sections of perimeter fence.

The cooperating law enforcement agencies are the first response team for dealing with safety and security problems at and beyond the perimeter of Black Rock City. Gate/Perimeter can assist law enforcement in some vehicle intercepts immediately outside of Black Rock City. Because of our large perimeter, an increased law enforcement presence in this area is necessary.

### **4. Pre & Post Event Security**

Setup and cleanup efforts can be compromised by the presence of unwanted parties being disruptive and refusing to leave the event site. These unwelcome parties risk breeches of safety, security, and environmental stewardship. To avoid such risks, BRC/LLC requests that BLM provide adequate event security personnel, on a case-by-case basis before and after the event as requested by BRC/LLC to assist BRC/LLC with evictions from the site. Participants (especially Theme Camps) that require a couple of extra days to clean up post-event are part of the take-down process, and should not be cited or evicted if they are not otherwise causing any problems.

## **5. Government Coordination**

BRC/LLC will confer with the following entities prior to the event to address local issues and concerns:

- Pershing County Sheriff's Office
- Washoe County Sheriff's Office
- Nevada Highway Patrol
- Pyramid Lake Paiute Tribe

A BRC/LLC representative will meet with a BLM representative prior to the event to coordinate logistics for operations of the communications compound. Also, a BRC/LLC representative will meet with a BLM representative to coordinate the operation of the airport.

BRC/LLC shall provide for adequate enforcement of state and local laws. BRC/LLC will make arrangements with Pershing County to provide reasonable levels of patrol, investigation, and operational overhead capabilities. Nothing within this stipulation is intended to limit local law enforcement's authority or ability to provide additional levels of coverage as it may deem appropriate. Written evidence of the agreement showing compliance with this stipulation must be provided to the BLM by BRC/LLC 30 days prior to the start of the event.

Throughout the year BRC/LLC staff will meet with law enforcement representatives from the BLM and Pershing and Washoe counties in order to discuss law enforcement policies at the event, and these policies, whenever appropriate, will be communicated to participants. Immediately prior to the event, BRC/LLC staff will meet with law enforcement personnel in order to communicate information that will orient them within BRC and inform them of key components of the organizational infrastructure.

## **6. Protection of Minors**

BRC/LLC will implement a plan to address exposing minors to adult activities at the event. The plan will include measures such as educating and requiring parents/guardians to supervise their children, zoning the city, and making every effort to educate adult related theme camps about the need for having a gatekeeper during hours when the camp might not be suitable for minors. BRC/LLC will make a diligent effort to enforce actions identified in the plan. A copy of the plan will be provided to the BLM and the Pershing County Sheriffs' Department within 10 days of issuance of the permit. Please see the appendix of this document for a copy of the 2013 Minor Safety Plan.

## **7. Illegal Alcohol & Substance Policy**

BRC/LLC will implement a controlled substance and alcohol policy and disseminate it to event participants through several communications channels, including the Burning Man Survival Guide and public bulleting boards in BRC. The policy will state that all federal, state and county laws concerning the use and distribution of illegal substances remain applicable within BRC. The policy will summarize the legal penalties to which any participant convicted of illegal drug possession or use will be subject to. The policy will state that federal and state law enforcement officials will be present at the event, including undercover officers who will be policing all illegal activities, including the use and distribution of narcotics. Additionally, the policy will contain the message that BLC/ LLC discourages drug use at the Burning Man event and prohibits selling or distributing illegal substances. Furthermore, the Burning Man Survival Guide will warn participants of the health risks inherent in consuming alcohol or illegal drugs in the harsh desert environment, and that underage drinking is against the law.

## **8. Fire Suppression**

BRC/LLC intends to exceed the BLM's basic fire protection requirements for the duration of the event to reduce the possibility of any environmental damage or loss of life or property due to fire.

Fire Services will be provided by a BLM certified fire contractor and the ESD Fire Branch (BRCVFD). ESD Officers will function as the Fire Branch Chief in the event of a full Incident Command System (ICS) activation, and an ESD Officer will also function as the Incident Commander (IC) on any fire-related incidents.

Operations will be based out of three 24-hour fire stations in Black Rock City. There will be an initial response engine based at each ESD station that will be pre-assigned as the first due resource for all Fire and EMS calls 24 hours a day. Specific events that are identified as being crowd intensive or involving licensed pyrotechnics will have, at a minimum, one engine staged near the event, and a BRCVFD Rapid Intervention Team (RIT) at the performance perimeter.

ESD shall provide a minimum of two structural/brush-type fire engines, National Wildfire Coordinating Group (NWCG) type 3-6. Engines and staff must meet NWCG or NWSA (National Wildfire Suppression Association) standards for personnel and equipment. These fire engines will be strategically placed within Black Rock City as determined necessary by the BRC fire contractor. ESD is also responsible for reserve water sources, and will provide minimum of 12,000 gallons of reserve water storage.

The Fire Branch will generate pre-fire plans for any location or

performance reporting within Black Rock City that will be storing or using any flammable or pyrotechnic materials. This information will be made available to any agency requesting copies. Additionally, BRCVFD, in conjunction with the Fire Art Safety Team (FAST), will check all reporting locations for compliance in safe storage of listed materials. BRCVFD will also perform defensible space inspections for any fire-related site, as well as inspect larger structures for potential fire hazards. BRCVFD will also provide all the RIT coverage required for any performance. BRCVFD representatives will both attend all on-site pyrotechnic meetings to insure up-to-date information on potential hazards. BRCVFD will work with inter-agency mutual aid and ICS to provide municipal grade service, utilizing multi-agency drills and training on-site for specific apparatus and tactics to improve teamwork during emergency responses.

BRC/LLC shall abide by fire restriction orders, except for the following as officially approved by BRC/LLC in coordination with the BLM: official art burns, fireworks events, and open fires within the Burning Man event area that are to be contained on supplied fire pans and fire barrels. Fires not contained by authorized raised platforms, fire pans, barbecues, or barrels are prohibited. The fire pans and fire resistant platforms or other protective materials designed to protect the playa surface can be used by event participants for spontaneous burns in the same manner as the fire pans or fire barrels after the initial art project has been burned.

Burning of objects or structures that contain plastics and/or other synthetics or any materials that release toxic fumes will not be allowed unless specifically authorized by BRC/LLC as part of an art burn or pyrotechnic display. BRC/LLC shall provide public education through the Burning Man website, radio stations, brochures and other literature to encourage compliance of this rule.

## **9. Fireworks & Firearms**

BRC/LLC recognizes that the use of personal fireworks or sale of fireworks is prohibited. A sign stating this will be prominently placed at the site entrance by BRC/LLC no later than 5 days prior to the start of the event. BRC/LLC shall communicate with participants via the web before the event, and post signs on gate road, explaining that fireworks are illegal. BRC/LLC shall take reasonable precautions to prevent the use, sale, and/or distribution of fireworks inside the event. At Gate entrance vehicles will be searched for fireworks and firearms and participants will be informed that they are illegal. Nothing is allowed to be sold at the event, except ice and coffee. Should a BRR find someone using fireworks, they will confiscate this contraband. Only fireworks and pyrotechnics planned scheduled and approved by BRC/LLC in coordination with the PCSO will be permitted. Use of any unapproved explosive, fire or incendiary device, will not be allowed.



With the exception of county, state and federal certified law enforcement personnel under the color of law, possession of firearms is prohibited within the fenced event boundary during the event period. Discharge of firearms will be prohibited within the designated closure areas.

BRC/LLC and “art burn” organizers will coordinate with the Event Fire Contractor and law enforcement points-of-contact. BRC/LLC will prepare a detailed schedule of sanctioned fireworks and art burn events for review at the daily cooperators’ coordination meeting, prior to the event/burn. The schedule will include a detailed description of the event/burn, name of responsible person, map location, and approximate time of each event/burn.

**V. Appendix**

- A. List of Preparers**
- B. LLC Incorporation Document**
- C. Event Calendar**
- D. Compliance Protocol**
- E. 2013 Traffic Mitigation Plan**
- F. 2013 NDOT Permits**
- G. 2013 Minor Safety Plan**

**A. Contacts for the 2013 Operating Plan**

**Charlie Dolman**  
**Black Rock City**  
**Event Operations Director**  
Office: (415) 865-3800 x 164

**Rosalie Barnes**  
**Government Relations & Legal Affairs**  
**Senior Project Manager**  
Office: (415) 865-3800 x 163

**Raymond Allen**  
**Government Relations & Legal Affairs Manager**  
Office: (415) 865-3800 x 137

**B. LLC Incorporation Document:**



C. Event Calendar

# 2013 Burning Man Production Schedule

<b>JUL</b>	28	29 Survey Begins	30	31	1	2	3
	4	5 Fence Day	6	7	8	9	10
	11	12	13	14	15	16	17
	18	19	20	21	22	23	24
<b>AUG</b>	25	26	27	28	29	30	31
	Burning Man Event						
	1	2	3	4	5	6	7
<b>SEP</b>	Burning Man Event						
	8	9	10	11	12	13	14
	15	16 BRC Infrastructure Removed	17	18	19	20	21
	22	23	24	25	26	27	28
	29	30	1	2 Playa Restoration Complete	3	4	5
	6	7	8	9	10	11	12
<b>OCT</b>	13	14	15 BLM Inspection	16	17	18	19

D. Compliance Protocol

**Draft Burning Man Compliance Team Protocols**  
**BLM Winnemucca District Office**  
**August 16, 2013**

**Compliance Team Composition**

1 BLM Compliance Team Branch Chief: Aaron Curtis  
1 Black Rock City Counterpart/Contact: Audrey Whaling

**Environmental Monitoring Team:**

7 BLM Public Land Ambassadors

- Kathy Cadigan
- Whitney Kroschel
- Neil Hamada
- Jason West
- Jayson Barangan
- Mike Brown
- Joey Carmosino

7 BRC Counterparts: Earth Guardians, Rangers, ESD (as identified by BRC)

**Vending Compliance Team:**

1 BLM Vending Compliance Administrator: Greg Page

BRC Compliance Points of Contact: airport, vendor gate, others? (as identified by BRC)

**Team Objectives**

1. **Serve as Public Land Ambassadors to 2013 Burners:** The joint BLM and BRC Compliance Team will search for opportunities to provide interested event participants with information about Leave No Trace ethics, the public land resources protected within the NCA, the BLM's multiple-use mission across America, and the goals of Burning Man 2013.
2. **Protect America's Resources:** The Environmental Monitoring Team will promote compliance with all permit stipulations, focusing on those that are in place to protect the natural and cultural resources in the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area. With support from the Communications and GIS Teams, the Environmental Monitoring Team will reliably document stipulation violations and effectively communicate permit compliance needs to the BLM Incident Commander, the BLM Project Manager, BLM Law Enforcement and BRC Compliance Team counterparts in a timely manner. The team will prioritize the monitoring of known resource protection issues to obtain data on the effectiveness of BLM and BRC violation adjudication efforts.
3. **Ensure that the American Public Receives Fair Value for the Use of its Public Lands:** The Vending Compliance Administrator will coordinate with a BRC counterpart to ensure that all commercial operations on BLM-administered public lands maintain all

## 2013 Burning Man Operating Plan

necessary BLM and BRC authorizations and communicate these violations to their respective superiors. Repeated violations will be documented to monitor adjudication effectiveness.

<b>Draft Compliance Team Event Schedule</b>	
<b>Date</b>	<b>Activity</b>
Wednesday, 8/21	Compliance Team Branch Chief travels to Gerlach, NV
Thursday, 8/22	Compliance Team Branch Chief spends morning in BRC, travels to Reno in afternoon
Friday, 8/23	Branch Chief participates in supervisor training in Reno, travels to Gerlach Compliance Team travels to Gerlach, NV
Saturday, 8/24	BLM Compliance Team participation in Burning Man 101 orientation in Gerlach and BRC. Team participation in BLM trainings, including a joint BLM-BRC Compliance team training from 14:00 to 16:00; BRC coordination; monitoring equipment training and field testing; Environmental Monitoring Team completes random pre-event monitoring of environmental conditions within BRC
Sunday, 8/25	BRC coordination; vending compliance activities begin; Environmental Monitoring Team continues equipment field testing and random monitoring
Monday, 8/26, to Monday, 9/2	Compliance Team completes environmental and vending compliance responsibilities
Monday, 9/2, to Tuesday, 9/3	Vending Compliance Administrator and half of the Environmental Monitoring Team travel back to duty stations; half of Compliance Team completes post-event monitoring, including the randomly selected pre-event monitoring sites
Tuesday, 9/3, to Wednesday, 9/4	Remaining Compliance Team members travel back to their duty stations
Tuesday, 9/3	Compliance Team Branch Chief participation in after-action review at BLM Nevada State Office in Reno, NV
Wednesday, 9/4	Compliance Team Branch Chief travels back to duty station

<b>Draft Daily Compliance Team Shift Schedule</b>	
<p>One daily, 10-hour shift, with three meals, and two paid 30-minute breaks.                      * Exact shift timeframes may be adjusted based on final scheduling of meals and BRC counterpart availability.</p>	
<b>Time</b>	<b>Activity</b>
08:30 - 09:00	BLM Compliance Team meets at ICP for morning team briefing from Branch Chief and GIS Lead about the day's safety, monitoring, and outreach priorities.
09:00 - 9:30	Joint BLM/BRC Environmental Monitoring Team briefing at ICP about the day's monitoring and outreach priorities based on the previous days' documentation of violations.
09:30 - 13:00	Joint BLM/BRC Environmental Monitoring Team and BLM Vending Compliance Administrator monitor BRC for resource protection permit stipulation violations and unauthorized commercial activities, and provide interested participants with information about Leave No Trace ethics and the BLM's multiple-use mission.
13:00 - 14:30	One-hour lunch and team reports back to ICP to download monitoring data and de-brief Compliance Team Branch Chief as necessary.
14:30 - 15:00	BLM Compliance Team meets at ICP for afternoon team briefing about the day's safety, monitoring, and outreach priorities. Afternoon shifts will include BLM staff only with a primary focus on stipulation monitoring
15:00 - 19:30	BLM Environmental Monitoring Team and Vending Compliance Administrator monitor BRC for resource protection permit stipulation compliance and violations, as well as authorized and unauthorized commercial activities. The team will provide interested participants with information about Leave No Trace ethics and the BLM's multiple-use mission.
19:30 - 20:00	BLM Compliance Team reports back to ICP to download monitoring data and de-brief Compliance Team Branch Chief, who will then coordinate with the BLM Incident Commander and BLM Project Manager to discuss permit compliance needs and actions.

<b>Daily Compliance Team Branch Chief Responsibilities</b>	
<b>Time</b>	<b>Activity</b>
08:00 - 08:30	BLM Compliance Team Branch Chief coordinates with BLM counterparts as needed about the upcoming day's operations.
13:00 - 15:00	Compliance Branch Chief works with GIS and other appropriate BLM team leads finalize the Daily Monitoring Report, report is transmitted to BRC counterparts and made available to all BLM staff.
15:45	Daily Monitoring Coordination Meeting: BLM Compliance Team Branch Chief, BLM Incident Commander, BLM Project Manager, BLM GIS Lead, BRC counterpart, and other appropriate BLM and BRC staff meet to discuss the Daily Monitoring Report.
20:00 - 21:00	Compliance Team Branch Chief coordinates with the BLM Incident Commander and BLM Project manager and supervisor as needed to close out day.

### **Environmental Monitoring Team Protocol**

During the event, seven BLM Public Land Ambassadors on the Environmental Monitoring Team will monitor BRC for participant compliance with permit stipulations, and provide Burners with information about environmental ethics and the natural and cultural resources of the NCA. Whenever possible, the BLM Ambassadors will complete their duties with a BRC counterpart. The BLM and BRC environmental monitoring teams will document violations and stipulation conformance through photos, GPS coordinates, and in writing as necessary. When appropriate, team members will discuss with event participants about potential remedies to natural resource-related stipulation violations. The BLM Ambassadors will also report to BLM Dispatch throughout the day the number of public contacts made related to outreach about the BLM's multiple-use mission. BLM team members will also be responsible for contacting the BLM Vending Compliance Administrator when they encounter vending compliance issues for further action. In the event that the Environmental Monitoring Team encounters stipulation violations or other situations that present a clear risk to public health and safety or require law enforcement action, team members will immediately contact BLM Dispatch, who will then contact BLM Law Enforcement for further action. After contacting BLM Dispatch about these situations, the Environmental Monitoring Team will then contact the Compliance Branch Chief, who will in turn communicate the situation to the BLM Operations Chief and their BRC Compliance Team counterpart. The BLM Operations Chief will be responsible for communicating these situations to the BLM Incident Commander and/or BLM Project Manager as appropriate. Examples of such situations include assaults, grey and black water disposal onto the playa, and unsafe campfires.

The Environmental Monitoring Team's pre-event responsibilities will include the random monitoring of the environmental conditions of sites within BRC; and the team's post-event responsibilities will include follow-up monitoring of these same randomly-selected sites. During the event, teams will begin their monitoring efforts at the interior circle of Black Rock City, and



then travel towards the exterior within a specific time frame on the city's grid. For example, Team 1 would be responsible for monitoring 10:00 to 9:00; Team 2 would be responsible for monitoring 9:00 to 8:00; and so on. Prior to starting breaks and ending shifts, teams will identify the locations where they stopped monitoring to prevent redundant monitoring efforts.

At each lunch break, teams will submit their monitoring equipment and data to the BLM GIS Team, and will debrief the Compliance Team Branch Chief, who will relay the information to the BLM Incident Commander, and other internal teams as needed. The GIS Team will process all of the monitoring data and produce a Daily Monitoring Report. A hard copy of the daily report will initially be transmitted to BRC at the Daily Monitoring Coordination Meeting at 3:45 PM, with the goal to transmit the Daily Monitoring Report electronically as the event continues and on-site logistics and technological capabilities are streamlined. From the time the BLM submits the Daily Monitoring Report to BRC, either in a hard copy or electronic format, BRC will have 24 hours to contact the participants violating the stipulations and 36 hours to adjudicate the violations. After 36 hours from the time the violations are transmitted to BRC, all unadjudicated violations will be reported to the BLM Incident Commander or BLM Project Manager, who will then coordinate with BLM Law Enforcement for further action.

### **Daily Monitoring Report**

The Daily Monitoring Report will include two components:

- 1) A concise list of all violations that includes the violation numbers, types, and locations/quadrants. The list will also be provided to BRC in a Microsoft Excel format so the violations can be sorted by BRC to suit their adjudication needs.
- 2) A list of locations where the compliance teams have encountered participants practicing Leave No Trace Ethics, or full stipulation conformance, good conduct, or positive resource protection actions.
- 3) The following details for each documented stipulation violation (see attached example):
  - A) Case/violation name/number.
  - B) Watermarked photos containing: coordinates, date, time, direction, violation type, and comments.
  - C) A map of the violation with any additional location descriptions or identifiers.
  - D) Corresponding GIS data for BLM and BRC download and follow-up actions.

Within thirty-six hours after the transmission of the report, BRC will return the list of violations to the BLM that includes violator contact and violation adjudication status. As with the Daily Monitoring Report, the transmission of this violation status report from BRC to BLM may initially be completed in a hard copy format, with the goal for the updates to be electronically transmitted to the BLM in a Microsoft Excel format as soon as onsite logistical and technological processes are streamlined.

During each morning Compliance Team briefing, the day's monitoring efforts will be prioritized. In the morning, while the BLM and BRC Environmental Monitoring Teams are working jointly, the team will focus on maximizing their effectiveness of environmental education and outreach efforts (public information, education and awareness). In the afternoon, while only BLM staff

## 2013 Burning Man Operating Plan

will be serving on the Environmental Monitoring Team, the team will focus on completing follow-up monitoring of documented stipulation violations.

To facilitate follow-up monitoring efforts, locatable GIS data with site-specific directions to stipulation violation locations will be uploaded onto the team's monitoring equipment. When follow-up monitoring efforts identify stipulation violations that have been un-remedied 36 hours after it was originally transmitted to BRC in the Daily Monitoring Report, the Environmental Monitoring Team will immediately report the un-remedied violation to the Compliance Team Branch Chief. The Compliance Team Branch Chief will then coordinate with the BLM Operations Chief and their BRC Compliance Team counterpart. The BLM Operations Chief will be responsible for communicating these situations to the BLM Incident Commander and/or BLM Project Manager as appropriate. The flows of communication may vary on a case-by-case basis as needed based on safety considerations, team member availability, communications ability in a particular location, the severity of the violation, and other on-site variables. The BRC points of contact will be responsible for reporting the same information about these types of violations to their appropriate BRC supervisors.

As monitoring protocols are streamlined during the event, teams can adaptively be assigned to alternative monitoring duties and destinations, such as ensuring scheduled burns have been appropriately mitigated and perimeter fencing checks.

<b>BLM-BRC Compliance Team Data Flow Process</b>	
<b>Day 1</b>	<ul style="list-style-type: none"> <li>• BLM transmits morning's data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> </ul>
<b>Day 2</b>	<ul style="list-style-type: none"> <li>• BLM transmits Day 1's afternoon data and Day 2's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status update from Day 1's violations to BLM at 15:45 Coordination Meeting.</li> </ul>
<b>Day 3</b>	<ul style="list-style-type: none"> <li>• BLM transmits Day 2's afternoon data and Day 3's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status update from Day 1 and Day 2's violations to BLM at 15:45 Coordination Meeting. BLM updates monitoring database as needed to track effectiveness of monitoring and adjudication efforts.</li> <li>• Un-adjudicated violations that have surpassed the agreed upon 36-hour timeframe and are transmitted to BLM Law Enforcement for further action. Depending on the circumstances and law enforcement discretion, violators may be issued warnings, citations, or evicted from the event.</li> </ul>
<b>Day 4</b>	<ul style="list-style-type: none"> <li>• BLM transmits Day 3's afternoon data and Day 4's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status update from previous days' violations to BLM at 15:45 Coordination Meeting. BLM updates monitoring database as needed to track effectiveness of monitoring and adjudication efforts.</li> <li>• Un-adjudicated violations that have surpassed the agreed upon 36-hour timeframe and are transmitted to the Compliance Team Branch Chief, who will coordinate with the BLM Operations Chief for further law enforcement action. The Compliance Team Branch Chief and Operations Chief will coordinate with their BRC counterparts, the BLM Incident Commander, and/or BLM Project Manager as appropriate. Depending on the circumstances and law enforcement discretion, violators may be issued warnings, citations, or evicted from the event.</li> </ul>
<b>Day 5</b>	<ul style="list-style-type: none"> <li>• BLM transmits Day 4's afternoon data and Day 5's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status-update from previous days' violations to BLM at 15:45 Coordination Meeting. BLM updates monitoring database as needed to track effectiveness of monitoring and adjudication efforts.</li> <li>• Un-adjudicated violations that have surpassed the agreed upon 36-hour</li> </ul>

2013 Burning Man Operating Plan

	<p>timeframe and are transmitted to the Compliance Team Branch Chief, who will coordinate with the BLM Operations Chief for further law enforcement action. The Compliance Team Branch Chief and Operations Chief will coordinate with their BRC counterparts, the BLM Incident Commander, and/or BLM Project Manager as appropriate. Depending on the circumstances and law enforcement discretion, violators may be issued warnings, citations, or evicted from the event.</p>
<p><b>Day 6</b></p>	<ul style="list-style-type: none"> <li>• BLM transmits Day 5's afternoon data and Day 6's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status update from previous days' violations to BLM at 15:45 Coordination Meeting. BLM updates monitoring database as needed to track effectiveness of monitoring and adjudication efforts.</li> <li>• Un-adjudicated violations that have surpassed the agreed upon 36-hour timeframe and are transmitted to the Compliance Team Branch Chief, who will coordinate with the BLM Operations Chief for further law enforcement action. The Compliance Team Branch Chief and Operations Chief will coordinate with their BRC counterparts, the BLM Incident Commander, and/or BLM Project Manager as appropriate. Depending on the circumstances and law enforcement discretion, violators may be issued warnings, citations, or evicted from the event.</li> </ul>
<p><b>Day 7</b></p>	<ul style="list-style-type: none"> <li>• BLM transmits Day 6's afternoon data and Day 7's morning data to BRC in the Daily Monitoring Report at 15:45 Coordination Meeting, 36-hour timeframe for BRC Rangers/ESD to adjudicate these violations begins.</li> <li>• BRC transmits violation adjudication status update from previous days' violations to BLM at 15:45 Coordination Meeting. BLM updates monitoring database as needed to track effectiveness of monitoring and adjudication efforts.</li> <li>• Un-adjudicated violations that have surpassed the agreed upon 36-hour timeframe and are transmitted to the Compliance Team Branch Chief, who will coordinate with the BLM Operations Chief for further law enforcement action. The Compliance Team Branch Chief and Operations Chief will coordinate with their BRC counterparts, the BLM Incident Commander, and/or BLM Project Manager as appropriate. Depending on the circumstances and law enforcement discretion, violators may be issued warnings, citations, or evicted from the event.</li> </ul>

Fifteen days after the conclusion of the event, the joint BLM and BRC Compliance Team will issue a Burning Man 2013 Compliance Spreadsheet which summarizes the total number and type of permit stipulation violations, the rate documented violations were resolved, and the means by which they were resolved.

## **Vending Compliance Protocol**

Prior to the event, BLM and BRC will collaborate to notify as many potential vendors as possible of both BLM and BRC authorization requirements and the associated application deadlines. Early vendor outreach efforts will also identify the potential repercussions to conducting commercial activities on the public lands without a BLM Special Recreation Permit.

During the event, the BLM Vending Compliance Administrator will collaborate with their BRC counterpart to ensure that commercial operators within BRC maintain all required BLM and BRC authorizations to conduct commercial activities, as well as provide Burners with information about environmental ethics and the natural and cultural resources of the NCA. During the event, BLM and BRC vending counterparts will periodically complete joint monitoring efforts, ideally at least once per day. The BLM Vending Compliance Administrator will periodically monitor BRC's vendor gate at Point 1, systematically monitor BRC for unauthorized vendors, and obtain the daily flight manifest from the airport. Whenever possible, BLM and BRC Vending Compliance Team members will document violations through photos, GPS coordinates, and in writing as necessary. Authorized activities, full stipulation conformance, and good conduct will also be documented through photos, GPS coordinates, and in writing. The BLM Vending Compliance Administrator will also report to BLM Dispatch throughout the day the number of public contacts made related to outreach about the BLM's multiple-use mission.

The BLM Vending Compliance Administrator will report all unauthorized commercial operators to the BLM Compliance Team Branch Chief, who will then coordinate with the BLM Operations Chief and their BRC Compliance Team counterpart. The BLM Operations Chief will be responsible for communicating these situations to the BLM Incident Commander and/or BLM Project Manager as appropriate. The flows of communication may vary on a case-by-case basis as needed based on safety considerations, team member availability, communications ability in a particular location, the severity of the violation, and other on-site variables. The BRC points of contact will be responsible for reporting the same information about vending violations to their appropriate BRC supervisors.

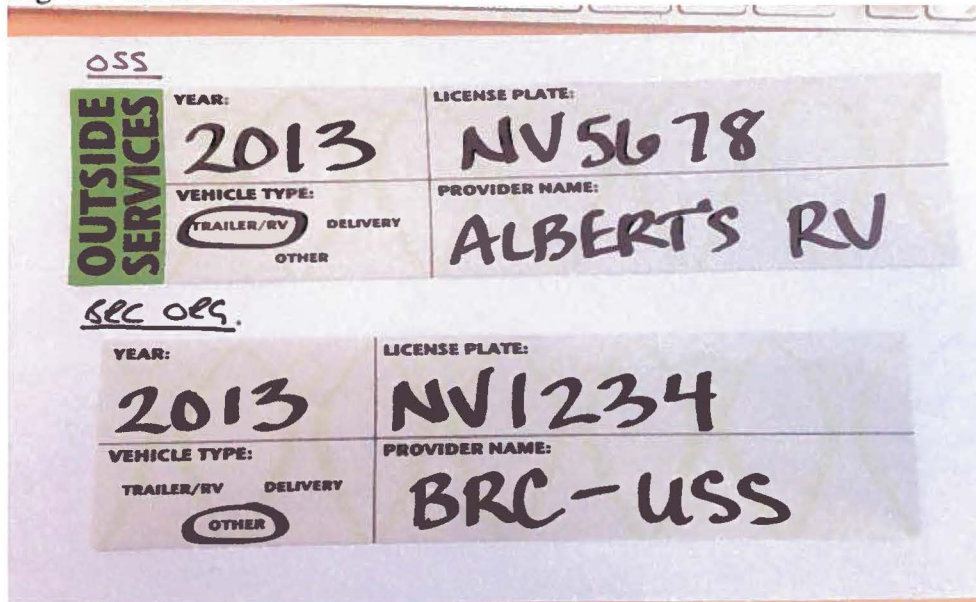
The BLM will include monitoring data regarding unauthorized commercial vendors in the Daily Monitoring Report submitted to BRC, and the BLM Compliance Team Branch Chief and their BRC counterpart will discuss the violations during their Daily Monitoring Coordination Meeting at 3:45 PM.

All BRC registered vendors who request and receive Point 1 access via the OSS program or as org vendors will be required to have a BLM permit and will be issued a sticker marking the vehicles used for the activities, or any equipment on playa connected to their business (see Figure 1). Vendors who use the main entrance are not required to have a BRC permit, but will still be required to have a BLM permit.

As monitoring protocols are streamlined during the event, the Vending Compliance Administrator can be adaptively assigned to alternative monitoring duties and destinations.

2013 Burning Man Operating Plan

Fig. 1: Vendor Passes.



## E. 2013 Traffic Mitigation Plan

### OVERVIEW

For many years, Black Rock City LLC (BRC) has cooperated with and supported local Law Enforcement and other agencies to ensure safe travel for participants and community members before, during and after the Burning Man event. BRC has also a number of mitigations in place to ensure the road quality of Country Road 34 and Highway 447 are maintained at a LOS D or higher for both ingress and egress of the Burning Man event. This document outlines the traffic collaborations and mitigations in place for the 2013 event. Additional mitigations may be developed with BLM and NDOT and will be described in the Permit Stipulations.

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#### Traffic Control Plans for Highway 447 & County Road 34

1. Coordination with Law Enforcement Agencies
2. Coordination with NDOT
3. Permits submitted to NDOT
4. Operational Communications
5. Communication with Participants
6. Infrastructure
7. Portable Toilets
8. Staff Support
9. Gate, Gerlach & CR 34 Flagging
10. Gate Metering
11. Appendix A: Gate, Gerlach & CR 34 Traffic Mitigations Timetable
12. Appendix B: Permits approved by NDOT

## I. Operations Plan for Highway 447, County Road 34

1. Coordination with Law Enforcement Agencies
  - a. BRC LLC will continue its cooperative relationship with Nevada Highway Patrol (NHP). NHP is the primary response agency for any call on HWY 447, except for the congestion areas of local towns. NHP is also the primary response for County Road 34 between the “Y” intersection and the 8-mile access road. NHP will begin stepping up traffic patrols during the week before the 2013 Burning Man event, and will have increased traffic patrols during the week of the 2013 Burning Man event and Exodus. Burning Man staff will promptly notify NHP about any incidents within NHP’s jurisdiction that need to be addressed.
  - b. BRC LLC will continue its cooperative relationship with Washoe County Sheriff’s Office (WCSO) WCSO will be the primary response for HWY 447 in Gerlach and Empire. WCSO will begin stepping up traffic patrols during the week before the 2013 Burning Man event. WCSO is going to enforce issues relating to safety and traffic in and around the Townships of Gerlach and Empire in order to minimize traffic congestion

and vehicle backup. Also, WCSO is going to prevent ticket resellers from creating a nuisance by ensuring that they have the proper business licenses and are not trespassing on private property. WCSO will have an increased presence in and around Gerlach and Empire during the 2013 Burning Man event with a focus on minimizing traffic congestion and vehicle backup. WCSO will step up traffic patrols for Exodus. Burning Man staff will promptly notify WCSO about any incidents within WCSO's jurisdiction that need to be addressed. NHP will respond to any call that the WCSO cannot attend to, and vice versa.

- c. WCSO will enforce vending and ticket fraud. All roadside vendors need a business permit from Washoe County. These are very easy to acquire. Vendors who have been cited by deputies for not having a business license have been able to get them the next day and then continue doing business. Vendors need to have permission from the landowner for the property on which they are doing business. Ticket scalping is legal in Washoe County. Selling stolen tickets (with documented serial numbers) is illegal. Selling counterfeit tickets is illegal.
- d. BRC LLC will continue its cooperative relationship with Pyramid Lake Paiute Police. The Pyramid Lake Paiute Police will be the primary response on HWY 447 between Nixon and Wadsworth. Tribal Police will increase their traffic patrols before, during and after the 2013 event. They will also provide emergency services for vehicles in distress during this time.
- e. Burning Man staff will meet daily with BLM, NHP, and WCSO representatives each day of the 2013 Burning Man event at the 3:15 Meetings to share information, address issues and solve problems. Burning Man staff will promptly notify the proper agency about any critical issues that cannot wait until the next 3:15 Meeting.
- f. Telephone numbers to the Burning Man Gerlach Office and the DPW Depot/Dispatch will be provided to NHP, WCSO and NDOT. Burning Man senior staff has the phone numbers of key contacts of NHP, WCSO and NDOT.

2. Coordination with NDOT

- a. BRC staff will continue their cooperative relationship with NDOT.
- b. BRC will collaborate with NDOT to remove items from HWY 447 . NDOT will patrol the highway before, after and during the event. NDOT will focus on moving large items off the roadway as soon as feasible.



- c. BRC will apply for a permit to reduce the speed limit in the town of Empire to 25 mph. If granted this permit, BRC will hire a contractor licensed by NV to install signage; WCSO is prepared to enforce the new speed limit.
  - d. BRC will apply for a permit to install a changeable message board at the Hwy 427-Hwy 447 intersection. If we are granted this permit, the message board will read, "Event Sold Out" if the event reaches maximum capacity. If the event does not reach maximum capacity, the message board may read, "Drive Slowly" or "Leave No Trace". The message board will be installed and maintained by an NV licensed contractor.
  - e. BRC will apply for a permit for a flagging operation on HWY 447 at and near the intersection of Aspen and Shell Gas Station. If we are granted this permit, the operation will involve directing vehicles off of HWY 447 into a coned queue for fuel on the private property of the Shell Station's back lot. Railroad crossing operation from last year will not be repeated. Instead, vehicles wanting fuel will be guided by signs into a queue on the gas station property. At such time when the queue is full, vehicles will be directed to bypass the fuel station, as to not allow a queue to form on or block HWY 447 before the fuel station. Operation will run 08/24-08/27 as needed. BRC will staff this operation and ensure the flaggers are NDOT qualified. For more information, see appendix.
  - f. BRC will apply for a permit to clean up litter and debris along the roads and highways for a week after the event ends. If we are granted this permit, at least three crews will be deployed, with a focus on County Road 34 from the 8-mile access road to State Road (SR) 447, SR 447 from the intersection with County Road 34 to Wadsworth, from Gerlach to the California state line, and SR 446 from Nixon to SR 445 near Sutcliffe. BRC will provide NDOT vests and hardhats for the crews.
  - g. BRC will apply for a permit for a flagging operation during/after the Event. If we are granted this permit, a 2-Flagger operation at the intersection of NV447 and NV 427, begins Sunday morning at the close of the event, and ends Monday night at close of the event. Flaggers will control the traffic on 447 to override the stop sign on 447 so that cars can enter onto 427 more freely. This will keep traffic from backing up into the town of Wadsworth. Flaggers will be provided by a licensed NV agency.
3. NDOT Permits
- a. Burning Man will submit all permits required by NDOT to the NDOT Permit office and share all copies of approved permits with BLM. Burning Man will gather the signatures required for permit approval from NHP, Washoe and Pyramid Lake Tribal Police, as necessary. When approved, these permits will be attached to this 2013 Traffic Mitigation Plan in Appendix B.

## 2013 Burning Man Operating Plan

In 2013, the Permits applied for by BRC are listed in the above section called "Coordination with NDOT".

4. Operational Communications
  - a. Burning Man staff will meet daily with leads from Medical, Rangers, Fire Safety, Gerlach Fire Department, Nevada Department of Health, BLM, NHP, and WCSO each day of the 2013 Burning Man event at the 3:15 Meetings to share information, address issues and solve problems. Burning Man staff will promptly notify the proper agency about any critical issues that cannot wait until the next 3:15 Meeting.
  - b. Telephone numbers to the Burning Man Gerlach Office, significant staff and the DPW Depot/Dispatch will be provided to all cooperators who need to contact us during the event, when cellphones are unreliable and radio communications are required.
  - c. The Playa Safety Council (PSC) consisting of the Black Rock Rangers, Emergency Services, Department of Mutant Vehicles (DMV), and Gate, Perimeter & Exodus will all be briefed daily on the ticket status and population for 2013. PSC departments have increased the number of staff and volunteers to handle any increased needs.  
The Playa Safety Council will use meetings, face-to-face, phone, radio and pager communication to coordinate efforts for minimizing traffic congestion. Gate, Perimeter and Exodus staff will be in regular communication with each other in order to respond to traffic incidents and minimize traffic congestion.
  - d. The members of BRC LLC, as well as some Senior Staff members, including the DPW Council Members, continue to maintain positive relationships with all business owners in the Townships of Gerlach and Empire, including the Empire Store and the Shell Gas Station. All business owners know whom to contact in case there are any traffic or parking problems that need to be addressed.
  - e. The members of BRC LLC, as well as some Senior Staff members, including the DPW Council Members also maintain positive relationships with key local residents in Gerlach and Empire. Residents know to contact the Burning Man Office in Gerlach if there are any traffic or parking problems related to Burning Man that need to be resolved.
5. Communication with Participants
  - a. Signage "Event Sold Out": BRC LLC will apply for a permit from NDOT to place an electronic roadside sign on Highway 447 near Fernley advising that tickets are not available should tickets sell out. If tickets are still available at the time of the event, this sign may be used for other messaging such as

“Drive Slowly” and “Leave No Trace” to encourage participants to drive carefully and not dump their waste.

- b. BRC will implement strategies to deter the reselling of tickets in the town of Gerlach, and thereby decrease the number of people showing up at the event without a ticket..
- c. The Jack Rabbit Speaks (JRS) newsletter (readership of over 200,000 past, present & future participants, as well as non-participants) will inform the entire burner community about information that will help them adapt to an increased population. This includes information about carpooling, traffic, infrastructure, as well as acculturation issues that affect participant satisfaction. Twitter (20,000 followers) and Facebook (200,000 fans) will also be utilized to post information.
- d. Gate Staff is prepared to open the Gate early on Sunday to prevent overflow onto the roads subject to BLM Stipulations and approval. Participants will be allowed to wait in a staging lot at the Gate until the event opens.
- e. The Box Office will be open 24 hours a day between Wednesday prior the the event start and Saturday of the Burn to sort out Will Call requests.
- f. Gate Staff will do periodic sweeps of Gerlach and Empire during peak periods on Saturday and Sunday pre-event, as well as early in the event, as needed. Loiterers will be informed that their presence is creating problems for the local communities and Burning Man. Loiterers will be asked to return to Reno until the event opens, or alternatively not to park on private property, create a nuisance or bother local residents. Gate Staff will work closely with WCSO to address problems.
- g. Perimeter Staff will begin 24-hour monitoring of the BLM Closure Order area on Sunday August 18th and continue throughout the event. Loiterers will be informed of the Closure Order and asked to leave. BLM Rangers will be notified for problematic situations that cannot be handled by Perimeter Staff.
- h. BRC will continue to educate participants about when NOT to leave Black Rock City to avoid traffic congestion. This message is in the Survival Guide, website, Jack Rabbit Speaks and will also be broadcast on Burning Man Information Radio (BMIR).
- i. The Survival Guide, website and Jack Rabbit Speaks email newsletter have conveyed the message to participants about securing loose loads on the way into Black Rock City. This will help minimize items falling into the road that can backup traffic or cause accidents.

6. Gate Infrastructure

- a. The Gate will have 12 entry lanes during peak periods, and 8 entry lanes at all other times. Vehicles that arrive early on Sunday will be placed in the “Staging Lot”, a fenced off area at the Gate to queue cars that have arrived before the event officially opens.
- b. Our ‘D-Lot’, an area adjacent to the will call lot, will be used to evaluate situations where a participant claims they are supposed to have early arrival access as a staff member, artist or theme camp. There will be at least three Staff members on duty during peak periods on Saturday and Sunday to evaluate requests and process approvals. Once the Gate officially opens, this lot will be used to evaluate problems with ticketing, broken vehicles, mutant vehicles without proper permits and other issues that could slow down entry at the Gate.
- c. If traffic starts to backup onto County Road 34 on Sunday morning then BRC, in conjunction with BLM may exercise its discretion to open the Gate early. This method has been used successfully in the past to alleviate traffic congestion on County Road 34.
- d. During Exodus, broken down vehicles will be removed from the line to prevent traffic congestion.
- e. Burning Man staff are going to continue enforcement of Black Rock City’s Perimeter during the Exodus period. Staff will be stationed at the openings in the perimeter fence to inform participants that they must use the Gate Road to leave the city. This will prevent participants from circumventing Gate Road and entering the County Road 34 at other points, which would lead to more traffic congestion. BLM LE will back up Staff working these Perimeter positions and enforce the rules for any unauthorized vehicles that get past them.

7. Gate Road Portable Toilets

- a. In 2013, at least 52 portable toilets will be placed along Gate road, between the 8-mile access road and the Greeters. This will help alleviate the need for participants to stop in Gerlach or Empire to use restrooms, and will help protect the playa surface.
- b. Porta-potties will be installed in Gerlach to accommodate sanitation needs in case of a population overflow. In addition to the two porta-potties behind the Black Rock City Offices in Gerlach, Bruno's Diner will have 4 regular porta-potties, 1 being ADA compliant. The BLM Visitor Center/Gravel Area will have 2 regular and 1 ADA compliant and the Water Tower/Public Park will have 6 regular porta-potties.

8. Gate and Traffic Staff Support.

a. The Gerlach Black Rock City office will be open 9-5 before, during and after the event. Anyone on the BRC staff can be paged from these headquarters.

9. Flagging of Gate, Gerlach & CR 34 Traffic (see Appendix for more detail)

BRC hires and manages the flagging operations from 8-Mile thru Gerlach. For Ingress, a 2 Flagger operation will begin in Gerlach 1-2 days before the event starts to help direct fuel traffic into a queue at the fuel station, and to prevent back-up of Hwy 447. For Egress or Exodus, two 3-Flagger teams will operate along NV34 beginning the Saturday of the event and will continue continuous, 24-hour operations until noon Tuesday or until traffic flow no longer warrants a flagging operation.

- a. Before the Event: A 2-Flagger operation on NV447 at the fuel station begins 1-2 days before the event starts, and continues until approximately 36 hours after the Gate opens. This team manages the queue at the gas station and monitors traffic flow through the town of Gerlach.
- b. During/After the Event: A 3-Flagger operation at intersection of 8-mile access road and NV34 (Gravel-T), begins Saturday night of the event and continues 24 hours a day until Tuesday after the event closes. This team meters the amount of traffic that is released onto NV34. See Metering section for more detail.
- c. During/After the Event: A 3-Flagger operation at intersection of NV34 and NV447 north of Gerlach (Gerlach-Y) monitors the amount of traffic that backs up at or near their flagging station. If traffic begins to back up significantly at their flagging station or in the town of Gerlach, they communicate this information to Traffic Manager or the Gravel-T operation and traffic is released from BRC at a slower rate until there is no longer a back-up in Gerlach.

10. Gate Road Metering (see appendix for more detail)

- a. The Gravel-T Flagging operation responds to information from Gerlach-Y via radio communication and regulates the rate at which vehicles are released onto NV34. On average, ~650 vehicles are released an hour onto NV34.
- b. Metering is accomplished via alternating between allowing 2 lanes of exiting vehicles upon the gravel to NV34 and 1 lane of exiting traffic up the gravel to NV34. The difference is as follows: 2-lane operations=~725 vehicles/hour released onto NV34. 1-lane operation=~600 vehicles/hour released on NV34. Therefore, on average, 2 lane operation occurs approximately 75% of the time, and 1-lane operation occurs 25% of the time. The result is a release of 650 vehicles per hour.

## 11. Appendix A: 8-Mile to Gerlach Traffic Mitigation Timetable

This document serves as the 8-Mile to Gerlach traffic mitigations timetable for the Burning Man festival. This timeline is organized chronologically. It describes operations and plans that occur on both off-playa (on existing public accesses, highways and roads) from 8-mile into the town of Gerlach and on-playa (on temporary roads the event creates).

### **Pre-Event Gate Traffic Operations**

#### **~16 days before the event begins:**

The temporary Gate Road will be surveyed and constructed on-playa from the base of the 8-mile access road to the event site. It will be long and wide enough to accommodate anticipated traffic. The precise location and shape of the road are altered year-to-year in consultation with BLM to accommodate the precise location of the event site, to mitigate dust concerns, to accommodate proper placement of Gate functions, and to address any stipulated conditions that may arise. Gate Road is 2 lanes wide at the base of the 8-mile access road, and expands to 16 lanes wide within about  $\frac{1}{8}$  of a mile. Gate road is 16 lanes wide for half the duration of the road and is 8 lanes wide the rest of the way to the event site, but may be wider at the Gate to accommodate additional processing lanes. Each lane is 20 feet in width, which allows traffic to move around a disabled vehicle.

At the Gate, several parking lots are surveyed and built to accommodate:

- Vehicles needing to stop at Box Office/Will Call
- Vehicles requiring inspection or special handling
- Vehicles requiring staging for any reason (e.g., arriving before the Gate opens, or in case of inclement weather)

At this point, traffic is allowed to use all public roads and Gate road without further intervention. We do, on occasion, inspect all public roads within 15 miles of the event site to ensure traffic has not stopped or congregated on or near public roads.

During this period, highway message boards are placed at strategic locations to convey important information as necessary.

### **Early-Event Operations**

#### **3 days before the event begins:**

Set-up of flagging operations in the town of Gerlach begins. Light towers are placed to illuminate flagging stations. Flagging operation signs are prepped to be deployed, as are Event Ahead signs on NV34. Highway message boards are programmed and placed as

necessary, alerting drivers to flagging operations.

**1-2 days before the event begins (depending on traffic volume):**

**2-Flagger operation on NV447 South of the town of Gerlach:**

- Flaggers fill and maintain a queue of vehicles on the private property of the Shell fuel station.
- If the queue fills to capacity, flaggers waive vehicles on past the fuel station, in order to prevent a back-up of vehicles on Hwy 447.

This operation continues until approximately 36 hours after the Gate opens, or until traffic volume does not require it.

**End-Of-Event Operations**

**Event Thursday - Saturday:**

Burning Man Traffic crews begin the work to transition the traffic system to accommodate egress traffic. Signage is placed to instruct egress traffic to utilize all lanes of Gate Road. Light towers are placed at the two egress flagging operation areas.

Highway Message Boards are moved to strategic locations, and flagging equipment is prepared. Gate Road is prepped with “Pulsing” zones (internal operation that allows drivers to rest during the Exodus).

**Saturday Evening:**

Both flagging operations are activated at approximately 22:00 hrs (10:00PM) and run continuously 24-hours a day until Tuesday at noon.

**3-Flagger operation at intersection of 8-mile access road and NV34 (Gravel-T):**

- Both lanes of the gravel access road are utilized as exit lanes
- Experienced flagger coordinates the merge of the two lanes onto WB NV34.
- All traffic WB (west bound) NV34 is held to accommodate exiting event traffic
- All EB (east bound) NV34 traffic is held to accommodate exiting event traffic
- At regular intervals and as necessary, exiting event traffic is held to accommodate the passage of EB and WB NV34 traffic
- All flaggers have line-of-sight vision of each other, and of the entire roadway between them
- All flaggers are in direct communication with each other via 2-way radios

Inbound traffic that is bound for the event site is held and queued at the top of the gravel access road at a wide spot. At regular intervals and as necessary, the two lanes of exiting traffic are merged to one lane at the base of the gravel access road by a staff member, and inbound traffic is allowed to pass down the gravel road to the playa. When inbound traffic has cleared the inbound lane of the gravel road, traffic is again directed to utilize both lanes of the gravel road for exit.

**3-Flagger operation at intersection of NV34 and NV447 north of Gerlach (Gerlach-Y):**

- All exiting traffic travels slowly through the intersection of NV34 and NV447, regulated by a flagger
- All NB NV447 traffic (from Gerlach) is sent onto 34 NB. Traffic meant for NB 34 continues up NB 34. Traffic meant for NB 447 is detoured onto Transfer Road, and back onto NB 447
- All SB NV447 traffic (from the direction of Cedarville) is held to accommodate exiting event traffic
- At regular intervals and as necessary, exiting event traffic is held to accommodate the passage of SB NV447 traffic.
- All flaggers have line-of-sight vision of each other, and of the entire roadway between them
- All flaggers are in direct communication with each other via 2-way radios

Communication between the flagging operations is accomplished via high-power mobile radios. Gerlach-Y operations are tasked with monitoring the amount of traffic that backs up at or near their flagging operation. If traffic begins to back up significantly at their flagging station or in the town of Gerlach, they communicate this information to the Traffic Manager or to the Gravel-T operation.

The Gravel-T operation, in response to this information, regulates the rate at which vehicles are released onto NV34. On average, 650 vehicles are released an hour onto NV34. More than that many vehicles an hour backs up operations at the Gerlach-Y.

Operations at the Gravel-T utilize a system of metering of vehicles onto the road as to not exceed 650 vehicles per hour on average.

Metering is accomplished via alternating between allowing 2 lanes of exiting vehicles up the gravel to NV34 and 1 lane of exiting traffic up the gravel to NV34.

- 2-lane operations = ~725 vehicles/hour released onto NV34
- 1-lane operation = ~600 vehicles/hour are released onto NV34

Therefore, on average, 2 lane operation occurs approximately 75% of the time, and 1-lane operation occurs 25% of the time. The result is a release of 650 vehicles per hour.

A highway Message Board is placed near the intersection of NV447 and Diablo Drive directing exiting traffic that needs to stop for fuel onto Diablo Drive EB. A queue for fuel then occurs on Diablo Drive, and does not occur on NV447. Staff are positioned near the Shell station to direct traffic and manage the queue for fuel.

**Sunday - Tuesday:**

Flagger operations run continuously until 12:00 hrs (Noon) Tuesday. Hours may be adjusted as necessary to accommodate traffic volume. When volumes are light enough to self-regulate, Traffic Manager strikes flagging operations.

Pulsing operations are dispatched at 09:00 hrs (9:00AM) and operate continuously until



## 2013 Burning Man Operating Plan

00:00 hrs (Midnight). Hours are adjusted as necessary to accommodate traffic volume. When volumes are light enough to self-regulate, Traffic Manager strikes pulsing operations.

### **Wednesday - Thursday:**

Traffic self-regulates and strike of operations commences. Team continues to monitor traffic flow and is available to respond to any incidents or problems.

## 12. Appendix B Approved NDOT Permits (Attached in following Section)

### **F. 2013 NDOT Permits**



**TEMPORARY**

<i>Varas</i>	<i>II</i>
M/Post	District
District Permit No.: <i>T-Ldr-13</i>	
Applicant: <i>Black Rock City</i>	
Type of Activity: <i>Highway clean up</i>	
FOR DEPARTMENT USE ONLY	

**APPLICATION AND PERMIT FOR TEMPORARY OCCUPANCY OF  
NEVADA DEPARTMENT OF TRANSPORTATION RIGHT-OF-WAY  
(Under the Provisions of NRS 408.423 and 408.210)**

1. Location where event and/or occupancy is proposed:

Highway 447 between Gerlach and Wedsworth;  
Highway 34 between mile marker 1-12; State  
Route 446 from Nixon west to State Route 446  
near the town of Subdiffe; State Route 447 from the  
town of Gerlach northwest to the California state  
line

Local name of highway	Street address or nearest cross street

2. Describe in detail the event, number of participants, proposed route, scheduled dates and time of event. Attach plans and/or drawings of proposed route.

Highway Clean Up Post Event Burning Man. Dates for Clean up:  
Tuesday, September 3- Tuesday, September, 10, 2013

**EVENT DATES: 8/22/13- 9/07/13**

3. SPECIFIC TERMS AND CONDITIONS APPURTENANT TO THIS PERMIT ARE LISTED ON PAGES 2 & 3.

4. THE PERMIT SHALL BE SIGNED AND RETURNED TO THE DISTRICT OFFICE.

Ray Allen, Govt Relations & Legal Affairs mgr

Black Rock City, LLC

Name of PERMITTEE

895 Market St, # 10

Address

San Francisco, CA 94103

City, State, Zip

Name and Title (Please print)

*Ray Allen*

Signature

4/21/2013

Date of Application

Telephone/Fax

TEMPORARY

SR447WA 0.0	II
<small>Milepost</small>	<small>District</small>
District Permit No. T-169-13	
Applicant: Black Rock City	
Type of Activity: CMS Board	
<small>FOR DEPARTMENT USE ONLY</small>	

**APPLICATION AND PERMIT FOR TEMPORARY OCCUPANCY OF  
NEVADA DEPARTMENT OF TRANSPORTATION RIGHT-OF-WAY**  
(Under the Provisions of NRS 408.423 and 408.210)

1. Location where event and/or occupancy is proposed:  
Northeast Corner of the Intersection of Highway 427 and 447  
 Local name of highway Street address or nearest cross street  
 between Milepost and Milepost

2. Describe in detail the event, number of participants, proposed route, scheduled dates and time of event. Attach plans and/or drawings of proposed route.

One Changeable Message Sign to Read: "Burning Man Event" "Drive Carefully" and/or "Leave No Trace"

**EVENT DATES: 8/22/13- 8/07/13**

3. SPECIFIC TERMS AND CONDITIONS APPURTENANT TO THIS PERMIT ARE LISTED ON PAGES 2 & 3.

4. THE PERMIT SHALL BE SIGNED AND RETURNED TO THE DISTRICT OFFICE.

Black Rock City, LLC	Ray Allen, Govt Relations & Legal Affairs mgr
Name of PERMITTEE	Name and Title (Please print)
999 Market St, # 10	
Address	Signature
San Francisco, CA 94103	4/21/2013
City, State, Zip	Date of Application Telephone/Fax

District Permit No. \_\_\_\_\_ **ADDITIONAL TERMS AND CONDITIONS**

TEMPORARY

SRU47 WA 57.015 <span style="float: right;">JC</span>	
Milepost	District
District Permit No.: T-165-13	
Applicant: Black Rock City	
Type of Activity: Temp. Speed Reduction	
FOR DEPARTMENT USE ONLY	

**APPLICATION AND PERMIT FOR TEMPORARY OCCUPANCY OF  
NEVADA DEPARTMENT OF TRANSPORTATION RIGHT-OF-WAY  
(Under the Provisions of NRS 408.423 and 408.210)**

1. Location where event and/or occupancy is proposed:  
10 Mile south of Gerlach on Highway 34, Black  
Rock Desert

Local name of highway	Street address or nearest cross street
between Milepost 68	and Milepost 69

2. Describe in detail the event, number of participants, proposed route, scheduled dates and time of event. Attach plans and/or drawings of proposed route.

Temporary Speed Reduction through town of Empire, Washoe County, State Hwy 447. Reduction of 20 mph along the stretch (45 reduced to 35; 35 reduced to 25)

**EVENT DATES: 8/22/13- 9/07/13**

3. SPECIFIC TERMS AND CONDITIONS APPURTENANT TO THIS PERMIT ARE LISTED ON PAGES 2 & 3.

4. THE PERMIT SHALL BE SIGNED AND RETURNED TO THE DISTRICT OFFICE.

Black Rock City, LLC	Ray Allen, Govt Relations & Legal Affairs mgr
Name of PERMITTEE	Name and Title (Please print)
995 Market St, B 10	<i>Raymond Allen</i>
Address	Signature
San Francisco, CA 94103	4/21/2013
City, State, Zip	Date of Application
	Telephone/Fax

## **G. 2013 Minor Safety Plan**

### **Plan for Safety & Welfare of Minors at Burning Man 2013**

#### **I. OVERALL GOALS**

1. Create a “pro-family” environment at Black Rock City (BRC);
2. Prevent kidnappings, violence, sexual assaults, etc.;
3. Comply with federal, state and local laws; and
4. Communicate with families year round about safety and preparation regarding children at the event.

#### **II. PLAN FOR IMPLEMENTATION OF GOALS**

##### **A. Build on Momentum from Past Years**

1. Over the last eight years, BRC’s Minors Policy has evolved to address law enforcement’s concern for the safety and welfare of minors. This plan is subject to change, pending feedback from Law Enforcement and updates to BRC’s internal policies.
2. Many portions of this policy have become part of our public-facing education and literature. We integrate children and family concerns into our Survival Guide, our website and our blog posts throughout the event season. See the 2012 Blog Series on Children and Families at the Event: <http://blog.burningman.com/author/jgibson/>
3. Through internal communications, emails, trainings and documentation, we work closely with Rangers, Greeters, Kidsville, and the Black Rock Scouts to cultivate a community that cherishes and protects children at our event.
4. We expect even greater compliance this year, as we debut a family-focused interactive art piece called Y.E.S. (Youth Education Spacecraft).

##### **B. Readiness of Black Rock Rangers**

1. Ranger Training — The Black Rock Rangers have integrated child safety and BRC’s Lost Child Protocol into their ongoing training program. Accordingly, the Rangers are well trained on how to deal with lost and found children.
2. Family Unification Network (F.U.N.) — In 2013, B.R.C. will continue the Family Registration Program which launched in 2012 and enables parents to register their children into a database and obtain a serialized wristband for them. If a child is found far from home, the wristband (via communicate with Rangers) will allow for immediate identification of family and camp details. This wristband and the identification process will be available for free at the Ranger headquarters in Center Camp.

### **C. Require Adult Supervision of Minors**

1. Admission — Anyone under 18 must be accompanied by a parent or guardian at the Gate;
2. Education — BRC disseminates through all media (i.e., Survival Guide, Newsletter, blog posts, email lists, Burning Man Information Radio, staff meetings, etc.) that parents should supervise their young children at all times;
3. No Childcare Provided — BRC's Kidsville has a policy that states everyone with a child is responsible for his or her own child in BRC; and children may not be dropped off or left at Kidsville or with the Black Rock Scouts.
4. Parenting & Communication — Communications literature encourages parents to openly communicate with their children about what they see in BRC.
5. No Children in Bars — BRC informs Theme Camps that they must card anyone who looks under 21 and children are not allowed in bars with parents.

### **D. Lost Child Protocol**

1. Ranger & ESD Training — The Black Rock Rangers and Emergency Services Department are trained with the Lost Child Protocol and know how to deal effectively with lost children. When a lost child is reported lost or delivered to the Black Rock Rangers, they immediately notify LE and activate the Lost Child Protocol;
2. Protocol — BRC works with LE agencies each year to finalize and tweak our Lost Child Protocol. This document has a provision for shutting down all traffic in and out of the event, including the Airport and Point 1, immediately upon LE notification of a missing child. The complete protocol document is attached. The shutting down of all traffic in and out of BRC has successfully been used in the past and law enforcement works closely with BRC 's Gate and Airport to make sure it remains effective;
3. Education — BRC disseminates through all media channels that lost children should be given to the Black Rock Rangers. When the city's gates are shut down, announcements are read on Burning Man Information Radio and, if deemed appropriate, flyers are posted at Center Camp Cafe, Arctica and Playa Info.
4. Community Involvement — In the event of a lost child, BRC creates an atmosphere via all media channels where everyone is looking out for the missing children and their families;
5. Licensed Childcare Provider Location — In 2013, as in 2012, there will be a location in Black Rock City that is managed by the Emergency Services Department and is staffed by Mental Health professionals and Nevada State licensed childcare providers. This will be an authorized place where a child can be brought in the event of a found child. The facility will be able to watch the child until the guardians are located but may only watch a child for up to 23 hours. At that time the child will be turned over to Law Enforcement to transport them to Child Protective Services in Carson City. Given that most parents or guardians are located in within hours this should generally prevent found children from having to be transported to CPS prematurely.

### **E. Community Enhancement Strategies**

## 2013 Burning Man Operating Plan

1. Zoning:
  - BRC Placement Team separates adult & family camps;
  - Greeters direct family camps away from adult camps;
2. Kidsville and other camps with children:
  - BRC promotes activities for children, e.g., interactive educational art, mutant vehicle tours of the Man, performers, etc.;
  - BRC supports the Black Rock Scouts, an educational program that takes parents and children on field trips to learn about the event infrastructure.
  - BRC encourages “circle wagon” approach to secure camps with children;
  - BRC encourage a resident Ranger presence at camps with children;
  - BRC collaborates with Kidsville to develop creating programming for families;
  - BRC creates a forum for families such as email lists established for families to communicate and plan for the event;
3. Adult Camps:
  - BRC expects adult related camps to have gatekeepers;
  - BRC sets behavioral standards for adult related camps;
  - BRC communicate with adult-related theme camps apprising them of Nevada laws;
4. Illegal Activities:
  - BRC disseminates through all media that BRC does not condone the use of illegal drugs;
  - BRC disseminate through all media that public sex acts are prohibited;
5. Education:
  - BRC educates the community through all media channels to be respectful of families and children;
  - This year’s Survival Guide has new and improved information about the safety of children, as well as listing the crimes and penalties for underage drinking.
  - BRC educates families new to the event about the ways to protect and prepare their children for this environment (for example, tips for keeping kids out of the dust, preparing them for the sun, and making sure children have plenty of water).

### **F. Legal Compliance**

1. Legal Compliance — BRC complies with all federal, state and local laws regarding child safety;
2. Work with LE Agencies — BRC cooperates with all levels of LE at the event to implement this plan;
3. Sexual Assault — Emergency Services Department Mental Health Branch professionals who are trained in handling sexual assaults wait with a sexual assault victim, or accompany a sexual assault victim to LE.
4. Playa Communications — As circumstances evolve and/or as mechanisms are established on playa, information regarding these types of issues will be communicated directly to LE and at the 3:15 Daily Agency Meeting.

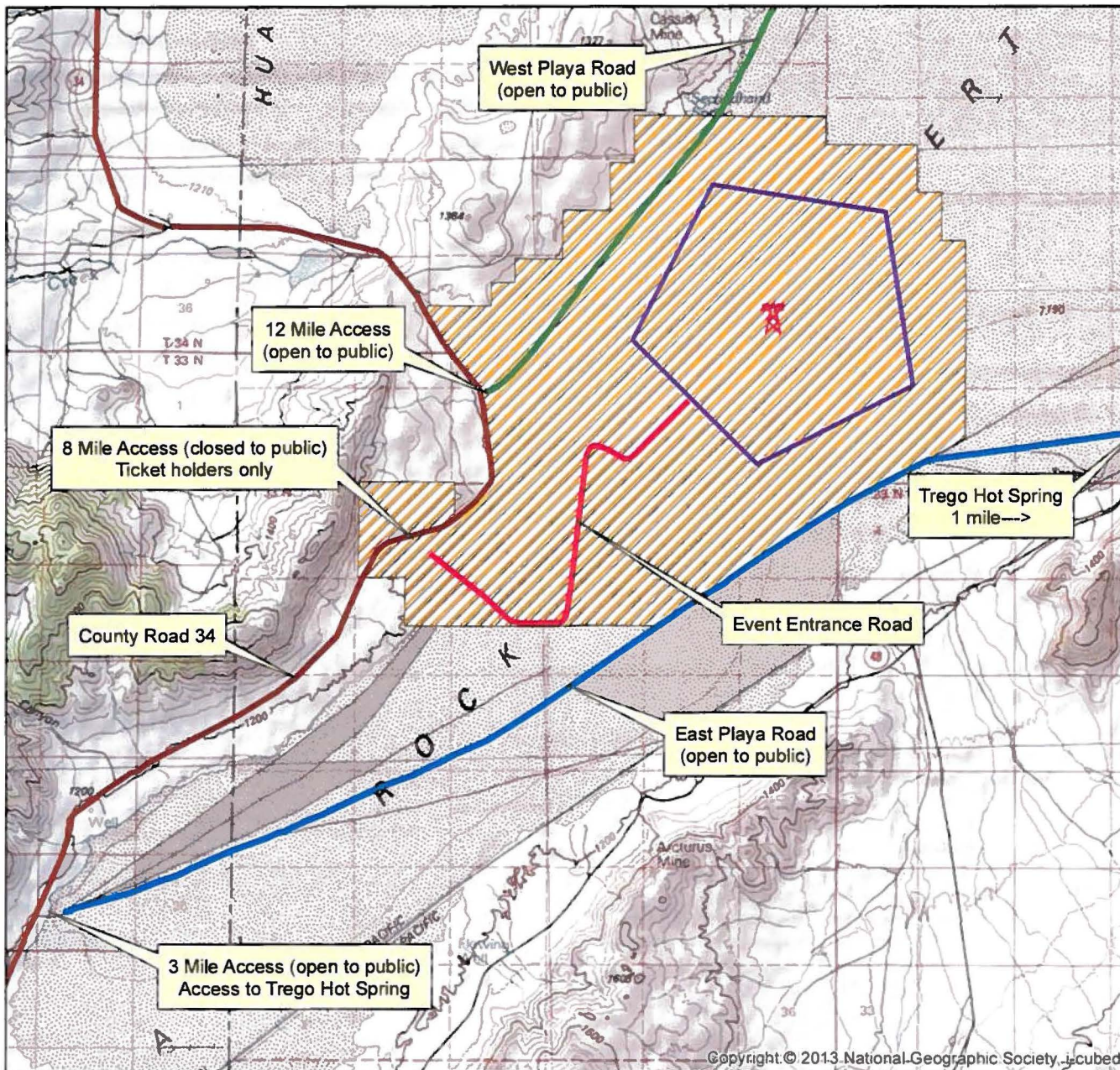




# Burning Man 2013 Closure & Alternate Public Access

The Following Activities are Prohibited in the Public Closure Area (14,335 acres) and Event Area (3,347 acres) from 8/12 - 9/16:

- Aircraft Landing
- Possession of an Open Alcohol Container by Motor Vehicle Drivers
- Possession of Alcohol by Minors
- Operation of a Motor Vehicle while Under the influence
- Possession of Drug Paraphernalia
- Disorderly Conduct
- Trespass of Persons Evicted from the Area
- Ignition of Fires on Playa Surface
- Possession or Use of Fireworks
- Use of a Motorized Vehicle
- Public Camping (except for ticket holders)
- Public Use (except for ticket holders, credentialed BRC staff and volunteers, or public agency staff assigned to the event)
- Waste Water Discharge
- Possession or Discharge of Weapons



- 2013 Event Area
- 2013 Access Road
- Burning Man Location
- East Playa Road
- West Playa Road
- County Road 34
- 2013 Public Closure Area

No warranty is made by the BLM as to the accuracy, reliability, or completeness of these data for individual or aggregate use with other data.



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