



POLICY/PROCEDURE NUMBER: 08-S.O.-016

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SUBJECT: EVENT MANAGEMENT AND CROWD CONTROL PROCEDURES

EFFECTIVE DATE: January 7, 2015

REVIEW DATE: January 7, 2016

AMENDS/SUPERSEDES: SOP #200-24 (Special Events Staffing) issued on February 1, 2001, February 15, 2008 version; January 27, 2010 version; February 16, 2011 version; November 8, 2012 version; January 8, 2014 version.

IACLEA STANDARDS: N/A

CSU POLICE DEPARTMENTS SYSTEMWIDE OPERATIONAL GUIDELINE – YES

APPROVED: Anne P. Glavin, Chief of Police

I. PURPOSE

To establish procedures for the planning and operational management of special events in a manner that ensures the safety of all those attending the events, protects the university's facilities and property, and provides the ability to respond effectively to unplanned, spontaneous events. Officers will ensure that the rights of those participating in events are protected.

II. POLICY

It is the policy of the California State University, Northridge Department of Police Services to provide the campus community with the highest standard of safety and security at its special events through the comprehensive planning and coordination of all related law enforcement activities.

III. DEFINITIONS

- A. Approved Special Events: Those events at which a large number of individuals may gather and/or participate and for which activity permits are required. Such events include rallies, cultural events, musical performances, athletic contests, religious or political gatherings and other expressive activities.
- B. Crowd Control: Techniques used by police officers during public assemblages that are or may become unlawful, to include a show of force, crowd containment, dispersal tactics, encirclement and arrest.
- C. Crowd Management: Techniques used by police officers to manage lawful public assemblages, before and during the events, for the purpose of preventing them from becoming unlawful, to include conferences with event planners, interaction with group

leaders, monitoring of events, and the preparation of critiques to develop an event history for use by the department.

- D. Deputy Incident Commander: A sworn officer specifically designated and specially trained to perform crowd management tasks and to handle field assignments in support of the Incident Commander.
- E. “Hot Wash”: A debriefing, usually following an unexpected incident or crisis, which includes the events, causes, and lessons learned; a post-mortem.
- F. Incident Commander: For the purposes of this policy, the senior ranking police official who is in charge of event management.
- G. Special Event: An activity requiring control of traffic, crowds, or crimes; or any event such as fraternity, sorority, or other university-related activities that could result in a Police Services response or interest.
- H. Special Event Coordinator: A manager or supervisor designated by the Chief of Police or other command staff as the individual in charge of special event planning. The special event coordinator may be a different person for each event or one individual assigned this function as part of his/her normal job duties.
- I. Spontaneous Events or Incidents: Those events which may create threats to public health and safety. Such events may include disorderly crowds, large and unplanned expressive activities, transportation accidents, explosions, bombings, major fires and strikes.

IV. PROCEDURES

A. The First Amendment

1. The right to freedom of speech is guaranteed by both the United States and state of California Constitutions.
2. The right of the people to speak freely from any viewpoint, however unpopular, cannot be allowed to yield to speculative apprehension by police and municipal authorities that some type of unpleasantness, injury to persons, or property damage might reasonably occur. It is the duty of police officers to respect such rights and to protect the expression of individual viewpoints. (U.S. Serviceman’s Fund v. Shands, 440 F.2d 44).
3. Criminal statutes cannot be applied to demonstrators in a manner that could interfere directly or indirectly with the exercise of legitimate free speech activities. A demonstration may not be deemed “an unlawful assembly” or “disturbance of the peace” unless it poses a “clear and present danger of imminent violence” or is intended for the purpose of committing a criminal act. (California Penal Code section 407).
4. The First Amendment guarantees freedom of speech, but does not negate responsibility for the consequences of unlawful acts.
5. Universities are forums for the exchange of ideas. The main responsibility of university police in demonstrations is to facilitate the lawful and peaceful expression of opinions.

B. Managing Spontaneous Events or Incidents

Events such as peaceful campus marches, rallies, and picketing that do not create threats to public health and safety may not rise to the level of an unlawful spontaneous event or incident. In such cases the commanding officer should carefully assess the event and avoid implementing the steps outlined below unless required by the nature of the event.

1. The first officer to respond should report to the scene and assume command of events that pose a threat to public safety.
 2. Upon arrival, the shift supervisor will take over command of the incident and implement the procedures detailed in this document until relieved by a higher authority.
 3. For purposes of this policy, the senior ranking police officer shall be in charge of the specific event, regardless of rank and shall be referred to as the Incident Commander. The Incident Commander will utilize the “*9 Critical Tasks in the First 30 Minutes*” pocket card as a reference for the immediate actions to be taken:
 - a. Assess the situation quickly;
 - b. Is emergency notification required? (First fifteen minutes);
 - c. Secure and establish control and communications;
 - d. Identify the hot zone;
 - e. Establish the inner perimeter;
 - f. Establish the outer perimeter;
 - g. Establish the incident (i.e., scene) command post;
 - h. Establish the staging area;
 - i. Identify and request additional resources as needed.
 4. If a spontaneous event is of a magnitude requiring command intervention above the supervisor’s level, the shift supervisor will be responsible for:
 - a. Notifying the on duty command staff member and the Chief of Police of the incident;
 - b. Establishing an incident command post;
 - c. Requesting activation of the Emergency Operations Center, as outlined in Policy/Procedure Number 08-S.O.-019 (Unusual Occurrence – Hazards Plan), Section V.
- C. The Incident Commander must determine the means of control to be employed, depending on the type of event and the degree of violence. Before undertaking enforcement action, he/she shall assess the following factors:
1. Whether the situation will likely grow worse by action or inaction. If only scattered individuals are violent, it is advisable to make selective arrests of those individuals rather than disperse the entire crowd.

2. Consider available resources.
3. Establish safe and clear escape routes.
4. Assemble arrest team(s) as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrest) Section IV.B.3.
5. Have loudspeaker capability.
6. Assign an individual to videotape the event as well as an officer to protect that person as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrest) Section IV.B.4.b.
7. Inspect arrest packet as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrest) Section IV.B.4.d.
8. If appropriate, warn of an unlawful assembly as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrest) Section IV.B.5.b.
9. Accomplish dispersal and/or arrests as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrest) Section IV.B.5.

D. Managing Scheduled or Planned Special Events

1. In preparing for planned events, the same essential tasks that are performed in spontaneous events/incidents must be accomplished. However, because of the additional time available, they can be performed more deliberately and in greater detail, and occasionally the sequence will change.
 - a. The initial request for a planned event will be received by the department via direct contact with the special event coordinator.
 - b. The special event coordinator shall review the special event request and related information to determine necessary staffing needs. (See Appendix A) The Captain of Patrol Operations is responsible for notifying the Chief of Police of upcoming events in a timely manner.

In general, requests for special events support should be received as soon as practical and staffing assigned in accordance with the appropriate unit's collective bargaining agreement (SUPA and/or CSUEU)

- c. Smaller events that require three officers or less (bookstore security, small attendance dances, regular season Valley Performing Arts Center events, etc.) may be assigned to an officer as an overtime assignment or may be assigned to an on-duty officer to oversee the event. . Events of this nature that do not have an incident commander or event supervisor will be under the direction of the on-duty shift supervisor.
 - i. The decision to utilize either an on-duty officer or an officer on overtime shall be at the discretion of a command staff member.
 - ii. Events that are assigned as overtime to an officer shall complete an After Action Report (See Appendix E) upon completion of the event and forward the document to the on-duty shift supervisor for approval.

- iii. Events that are assigned to on-duty officers as a directed patrol assignment shall be assigned by the on-duty shift supervisor utilizing the Special Event Directed Patrol Form (Appendix B).
 - iv. The shift supervisor shall give the original report to the special event coordinator who shall review the document and forward it to the Captain of Parking & Transportation for final review.
 - d. The special event coordinator shall turn over all special event files (including operational plans, after-action reports, etc.) to the Records Administrator upon completion of the event in a timely manner for the purpose of maintaining all files related to the event for future reference. Such files shall include, but are not limited to:
 - i. Special Event Directed Patrol Form (see appendix B)
 - ii. Dignitary Protection Checklist (If applicable. See section f below)
 - iii. Operations Plan (if applicable)
 - iv. After-Action Report (see appendix E)
 - v. Available Overtime Worksheet and Instructions (see appendix F)
 - e. If the event is related to a high profile official or public figure, reference Policy/Procedure Number 08-S.O.-018 (VIP Security Policy), Section C.
2. Evaluate the situation to be policed.
- a. Type of event (march, protest, demonstration, labor activity, entertainment, etc.)
 - b. Who are the sponsors? Have their past events been peaceful or violent? Who will be attending the event?
 - c. Are there persons in opposition to the sponsoring group?
 - d. Where is the event to take place? What are the peculiarities of the location? How many people can the venue safely hold? What about ingress and egress? What are the control points for establishing a perimeter?
 - e. Have past events of this type, at this place, and/or by these persons been peaceful or not?
 - f. Consider a location for a command post.
 - g. Consider a location for a staging area.
3. Meet with sponsors.
- a. Pre-event meetings between organizers and department personnel are not required for activities protected by the First Amendment and permits may be obtained without prior meetings. However, cooperation with the event sponsors is encouraged and a departmental representative should endeavor to meet with sponsors prior to the event.

- b. If a meeting is arranged, the department representative should discuss needed permits, applicable laws, and enforcement policies. Documents and policies relating to crowd control should be made available for distribution to the sponsors. The department representative should discuss ways to maintain communication with the sponsors throughout the event, and should consider establishing checkpoints and schedules for future contacts.
 - c. If a prior meeting is not possible, then written information relating to the size and nature of the event should be obtained. Leaflets, public announcements, and media reports should be examined.
4. Plan for Perimeter Management
 - a. Facilitate access to-and-from the area.
 - b. Assess the need for more than one perimeter.
 - c. Deploy barricades (if necessary) prior to the event.
 5. Estimate the number of officers needed to police the event.
 - a. Initiate a call-out of off-duty personnel, if necessary.
 - b. Request assistance from outside agencies, if needed.
 6. Obtain information from sponsors and from any other legitimate sources.
 7. Write an Operations Plan that includes:
 - a. Designation of a single person or position as supervisor or coordinator for coverage of the event (refer to Section IV.B.3 of this policy);
 - b. A written estimate of traffic, crowd control, and crime problems that are anticipated;
 - c. A contingency plan for traffic direction and control;
 - d. Use of special operations personnel, if any;
 - e. Logistical requirements;
 - f. Coordination both inside and outside the department.
 - g. Smaller scale events may utilize a Deployment Order in lieu of an operations plan at the discretion of a member of the command staff (see appendix D)
 - h. Events that only require random spot-checks or short-term assignments of an on-duty police officer shall use the Special Event Directed Patrol Form (see appendix B).
 8. Formulate an enforcement policy and communicate it to the appropriate officers.

9. As time permits, conduct drills and exercises to test the operational plan, particularly its complex aspects (e.g.; mass bookings, formations for outside agencies, mobilizations).

E. Crowd Management Methods

1. This section addresses those methods used to manage assemblages of persons behaving lawfully. When the methods described in this section fail or for other reasons an assemblage becomes, or threatens to become an unlawful assembly, crowd control measures must be imposed. While it is the university's preference that effective management practices be used at all stages of the development of a plan for public assemblages, control plans will also be developed for immediate activation should the need arise.
2. Crowd Management Duties of the Deputy Incident Commander
 - a. While all events will have an Incident Commander, not all events will have a Deputy Incident Commander. The Deputy Incident Commander, or Incident Commander if a Deputy Incident Commander is not assigned, will perform the following duties:
 - i. Gather and analyze information about upcoming public assemblages.
 - ii. Receive and summarize information received from patrol and investigative personnel.
 - iii. Coordinate with Student Activities/Student Affairs and any other involved departments, as appropriate, on matters related to public assemblages.
 - iv. Draft written operations plans for events requiring crowd management or crowd control.
 - v. If present at the scene of public assemblages, evaluate the mood of the crowd and report to the Incident Commander with a recommended course of action.
 - 1) The Deputy Incident Commander will have no authority in determining the course of action to be followed. His/her position is advisory only; responsibility for command decisions rests with the command officer at the scene.
 - 2) When appropriate, and if possible, the Incident Commander or Deputy Incident Commander will attempt to diffuse violent behavior in crowds.
 - 3) The Incident Commander shall be responsible for ensuring that command staff is notified of the situation in a timely manner.
 - 4) If off duty, the Chief of Police or his/her designee shall be notified by the highest ranking member on duty at the time of the incident.
 - b. If deemed necessary, schedule a critique session with subordinate officers at the After-Action review meeting and prepare a written report for the Chief of Police.
 - c. Maintain a history of previous findings regarding event management issues.

- d. Make written recommendations regarding any needed improvements in event management procedures.
 - e. Conduct crowd control training as assigned by the Incident Commander.
3. During the event, the Deputy Incident Commander will act as a member of the general staff to the Incident Commander.
 4. The Deputy Incident Commander will keep the Incident Commander informed of details essential to conducting the operation according to the Operational Plan and/or Incident Action Plan.
 5. All special events that require crowd management shall include in the operations plan the Crowd Management Checklist to be completed by the Deputy Incident Commander at the time of the event (see Appendix C).
 6. The Deputy Incident Commander will coordinate with the Logistics Section Chief (if assigned) to ensure adequate availability of supplies including loudspeakers, video cameras, arrest kits, helmets and any other equipment deemed necessary.
- F. Crowd Control Management (General Principles)
1. Crowd management does not begin with a specific event, but with campus events of the past and those occurring elsewhere. A careful examination of such events can be extremely helpful to the Incident Commander in planning and coordinating police support for the current event. To this end, all significant events should be documented in written form as well as videotaped.
 2. Ensure that the event organizers have a specific location for the event.
 3. Provide a thorough advance briefing covering the specifics of the mission to all involved personnel.
 4. An adequate ratio of officers to supervisors is imperative. The optimum number is one supervisor for every four officers.
 5. Develop rapport with the crowd and its leaders. If this is not possible, a uniformed officer should attempt to establish a contact within the crowd and initiate dialogue.
 6. When responding to spontaneous events, the Incident Commander should evaluate the situation to determine the general disposition of the participants. If hostile factions are present, they should be kept safely apart and provided separate areas to exercise their First Amendment rights.
 7. An important aspect of crowd management is the supervision of officers on skirmish lines. An officer engaging in a verbal dispute with an individual in the crowd could incite the crowd. It is critical that officers refrain from displaying any type of visible agreement or disagreement with the issue(s) at hand. The Deputy Incident Commander and supervisors should monitor the mood of the crowd and the officers, and be prepared to remove any officer from the line if the potential for conflict arises.
 8. It is preferable for the crowd to focus on the event itself rather than police tactics, such as unnecessary displays of uniformed police personnel.

G. Crowd Control Procedures

1. Whenever possible, police officers should be present at the location prior to the event to establish physical limitations. If an event is spontaneous, officers should define its limits with barricades and/or the placement of officers as soon as possible.
2. As a general rule, officers should be organized into squads to police an event. Resources should not be diluted by trying to encircle a large crowd.
3. Display of Police Officers
 - a. The tension of a crowd can sometimes be reduced by the knowledge that a substantial police presence is nearby. It is not always necessary to display the officers.
 - b. Conversely, to emphasize police presence, assemble the group of officers out of view of the crowd and bring it into the crowd's presence as a single body.
 - c. Do not use a display of police officers to deter a crowd unless it is sufficiently small enough in size to accomplish dispersal.
 - d. If a display of police officers is accompanied by a dispersal order and it does not result in a voluntary dispersal, more forceful tactics may be employed as outlined in Policy/Procedure Number 08-S.O.-017 (Mass Arrests).

H. Post-Event Management

1. Following an event requiring police intervention, a mandatory "Hot-Wash" debriefing, attended by all involved personnel, shall be held.
2. Each event should be viewed in retrospect as a training tool for improving future operations.
3. An After-Action Report that includes an improvement plan will be completed by the Incident Commander and submitted to the Chief of Police within 30 days of the event.

V. APPENDICES

- A. Parking & Transportation Special Event Planning Worksheet
- B. Special Event Directed Patrol Form
- C. Crowd Management Checklist
- D. Deployment Order Sample
- E. After-Action Report Template
- F. Available Overtime Event Form and Officer Check-In Instructions and After-Action Report

Special Event Planning Worksheet

California State University
Northridge
Today's date is: 1/06/2010

Parking & Transportation Services

PARKING & TRANSPORTATION SERVICES
TEL NO: (818) 677-2157
FAX NO: (818) 677-4747
MAIL DROP: 8290

Special Event Planning Worksheet

This Form is for Special Events Only (Groups) - NOT for Guest Reservations

NAME OF THE EVENT: _____ LOCATION: _____ DATES: _____

DAYS OF THE WEEK: _____ EVENT BEGINS: _____ EVENT ENDS: _____

CAMPUS DEPARTMENT SPONSORING THE EVENT: _____

CONTACT PERSON: _____ PHONE NUMBER / EXT: _____ FAX NUMBER: _____

ALTERNATE CONTACT PERSON: _____ PHONE NUMBER / EXT: _____ FAX NUMBER: _____

Estimate number of people attending from on-campus: _____		
Estimate number of people attending from off-campus: _____		
ARE V.I.P. GUESTS ATTENDING?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL PERSONS WITH DISABILITIES REQUIRE PARKING?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU NEED PARKING PERMITS IN ADVANCE?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU NEED SIGNAGE PUT OUT?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU NEED A PARKING ATTENDANT? <small>(Additional charges will be assessed.)</small>	<input type="checkbox"/> Yes	<input type="checkbox"/> No
IS LOADING/UNLOADING REQUIRED?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU NEED THE MOBILE BOOTH? <small>(Additional charges will be assessed.)</small>	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU NEED A PARKING AREA CORDONED OFF?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL YOU BE USING A CHARGEBACK?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
WILL SET-UP BE REQUIRED THE DAY BEFORE? <small>(Additional charges will be assessed.)</small>	<input type="checkbox"/> Yes	<input type="checkbox"/> No
Access the Police Special Event Planning Worksheet at this URL: http://www-admn.csun.edu/police/forms/police_special_events.htm		

Additional Notes About Your Event: _____

Authorized Signature: _____ Date: _____

Print Name: _____



California State University, Northridge Police Department

Special Event Directed Patrol Form

Date(s): _____

Spot-check(s)

Time: _____ to _____

All day event

Location: _____

Special Instructions:

To be completed by Shift Supervisor

Number of checks completed: _____

Time spent at location: _____

Estimated number of people attending: _____ Not Applicable

What public safety or security concerns were observed:

Incident/CR#'s numbers (if applicable): _____

Shift Supervisor's initials/serial #: _____ Date: _____

*Submit form for On Duty Assignment/ Special Events (comedy shows, dance shows, etc) to Captain Parking and Transportation. Directed patrol checks (burglaries, vandalism, bike thefts, etc) will be submitted to the Captain of Police Operations.



California State University, Northridge University Police Department

CROWD MANAGEMENT CHECKLIST

(Include as part of Operations Plan/Incident Action Plan)

- 1. ASSIGN ON-SCENE OBSERVERS _____
- 2. SET UP COMMAND POST _____
 - Notify Communications _____
 - Request Mobile Command Trailer (if necessary) _____
- 3. MAKE ESTIMATE OF SITUATION _____
 - Size of Crowd _____
 - Purpose of Gathering _____
 - Lawful or unlawful _____
 - Identify contact persons to communicate with participants _____
 - Number of officers needed to manage situation _____
 - Number of officers needed for traffic control _____
 - Special equipment needed _____
- 4. NOTIFY FIELD OPERATIONS COMMANDER AND CHIEF OF POLICE _____
 - Request outside units _____
 - Request Video and Photo Teams _____
- 5. PLAN OF ACTION _____
 - Monitor only _____
 - Control the crowd _____
 - Disperse the crowd _____
 - Make Arrest _____

Additional Comments: _____

(SAMPLE)



DEPLOYMENT ORDER

California State University
NORTHRIDGE
 University Police Department

December 2, 2009

EVENT: Geronimo's Night Out

DATE OF EVENT: December 3, 2009

ORGANIZER/CONTACT: Betsy Corrigan, University Corporation Manager
 Contact number 818 -464-5370

SITUATION: On December 3, 2009 between 20:00 and Midnight the Geronimo's Food Service will hold an event in the California State University, Northridge SSU Geronimo's Food Service Area. The event will have a DJ and serve free food. This event will be open to CSUN Students only and is being offered as a means of encouraging students to purchase meal plans.

EVENT DETAILS:

- The organizer/contact will be on-site during the entire event.
- University Corporation employees will be assigned to watch closed emergency exits.
- Stanchions will be placed in front of each emergency exit along with a large red "Emergency Exit Only" sign.
- CSUN Students only –staff at the check-in table will check ID's
- No alcohol/smoking
- No Bags/pack backs
- No In & Outs allowed
- DJ stops music at 23:30
- Party ends at 23:45
- SSU secures building at 24:00

ASSIGNMENTS:

Detail Supervisor, Sergeant Dana Archer (19:30 -00:30)

Will be responsible for all sworn personnel at the event and will monitor all activities. Will be responsible for meeting with the event organizer to ensure logistical details for the event are covered. Will provide general security and cover sector 2 (outlined in blue in the attached map) and is responsible for submitting a detailed after action report.

(TEMPLATE)

Operations Plan After-Action Report

California State University, Northridge
Department of Police Services



Report Date:

Prepared by:

(Incident Commander)
(Event Supervisor)

Operation:

Title
Date(s)/Time(s)

Overview of the event operations to include such topics as:

- objective and staffing overview (police, parking, guards, etc.) to meet said objective
- event theme and activities/locations
- patron restrictions (i.e., student only, guests permitted if any, etc.),
- expectation(s) of area operations (i.e., entry check point activity, perimeter activity, first aid needs, PPM issues, etc.)

Summary:

Use this section as a prelude to briefly summate the result of event activities, number of attendees, modification to operational plans as event progressed, noteworthy decisions made, results of area operations (i.e., entry check point activity, perimeter activity, first aid needs, PPM issues, etc.), and others.

Incidents / Arrests:

1. Show time, location and a brief description of event related incidents.
2. Note any off-campus incidents that occurred during and an hour before/after the event.

Attachments:

DVD of event video footage posted on YouTube.

RIMS police reports.

Event flyers, advertising, event operational plans not previously received, etc.

After-action issues and recommendations:

I. Issues:

Detailed description of and noteworthy issues and issues of concern.

II. Recommendations:

Detailed reasoning required when recommending changes, improvements, etc. to the operational plans.

I.C./Supervisor Signature / Date

Reviewing Command Staff Signature/Date

Available Overtime Event Instructions -

- 1) Assignments are made from the accumulated overtime list with the lowest person receiving priority. In case of a tie, rank and seniority will be used to make the assignment. ALL ASSIGNMENTS ARE TO BE WORKED IN FULL UNIFORM, UNLESS SPECIFICALLY DIRECTED OTHERWISE BY A SUPERVISOR.
- 2) Occasionally the department may require an officer with special skills or a supervisor to work an event. In these cases the assignment will be made regardless of position on the list. In the event of insufficient volunteers, mandatory assignment will be made starting at the bottom of the list. No mandatory assignments will be made for intra-campus requests.
- 3) Assignments will be made to give as much lead time to the assigned officers. A sergeant will note the officers assigned, date and initial the form. Once an assignment is made there will be no "bumping" SGT'S DECISION WILL BE FINAL. The assigning supervisor must make necessary calls; not dispatchers.
- 4) For officer safety reasons, assignments will not be made that would require an extended period of duty or would not allow for adequate rest time.
- 5) Upon arrival, the assigned officer must check in with the event organizer or designee. The event organizer or their designee must use page 2 of the Available Overtime Event form and sign off on the officer's attendance. This shall be done no sooner than 15 minutes prior to the end of the assignment. The completed form must be turned in to the Captain, Parking and Transportation.