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Proposed Regulation Agency Background Document

Agency name	Department of General Services
Virginia Administrative Code (VAC) Chapter citation(s)	1 VAC 30-100
VAC Chapter title(s)	Regulation for Use of Capitol Square
Action title	Revise Existing Regulation
Date this document prepared	March 30, 2021

Brief Summary

Virginia's Capitol Square is the Commonwealth's executive and legislative center and an architecturally and historically significant area located in downtown Richmond. The Department of General Services, pursuant to 2.2-1100 et seq., Code of Virginia, is charged with maintaining and operating the historic Capitol Square. Under this authority, the Department establishes this regulation for use of Capitol Square.

The Department of General Services permits persons, organizations, or groups to use Capitol Square grounds for various purposes and events when the use will not interfere with or disrupt governmental functions. The purpose of this regulation is to establish standards for the use of Capitol Square as well as the acceptance, processing, review, and disposition of Permit applications for events on Capitol Square to ensure the health, safety, and welfare of the public; coordinate multiple uses of public grounds; preserve public spaces; preserve the aesthetic appearance of historic buildings and grounds; preserve the rights of individuals to free expression; and to protect the Commonwealth from financial losses.

Acronyms and Definitions

For purposes of this regulation, the following terms have the meanings set forth below:

Capitol Police means the Division of Capitol Police.

- Capitol Square" means the historic grounds and structures surrounding the Virginia Capitol that are bound by a decorative iron fence designed by Sabbaton in 1818.
- Commercial activity means any activity or action undertaken by one or more business entities and/or individuals, whose purpose in whole or in part, directly or indirectly, is to derive or realize a present or future financial gain for the individual(s) or business entity or entities.

- Department means the Department of General Services.
- Director means the Director of the Department.
- Event means the assemblage on Capitol Square of ten (10) or more persons for any demonstration, rally, march, performance, picketing, speechmaking, holding of vigils, sitins, or other activities that involve the communication or expression of views or ideas having the effect, intent, or propensity to draw a crowd or onlookers. Event does not include casual use of Capitol Square by visitors or tourists.
- Government Function means a function sponsored by a Commonwealth of Virginia government entity in support of the agency's mission.
- Permit means a written authorization from the Department allowing use of Capitol Square as set forth in the Permit. A Permit serves as a reservation to use a portion of Capitol Square with the priority for use set forth in these rules.
- Permit Area means the area adjacent to the Bell Tower where the Event's speaker(s) and/or programmed activities must be located.
- Permittee means the individual, group or entity identified in the Permit of holder of the Permit.

Mandate and Impetus

The Code of Virginia, §2.2-1144 specifically, puts the control of Capitol Square public grounds, under the direction and control of the Governor, with the Department of General Services, except areas under the control of the legislature. The impetus for promulgating this regulation is to update the regulation in place since 1970 that is outdated and does not provide guidelines for agency response to the events that are increasing in frequency and number of participants.

Legal Basis

The Department of General Services is the promulgating agency. The Code of Virginia §§ 2.2-1102 A.1, 2.2-1129 and 2.2-1144 are the state legal authorities for promulgating this regulation.

Purpose

The current regulation for use of Capitol Square was promulgated in 1970. The existing regulation contains outdated or irrelevant references, and does not adequately equip the Department or law enforcement to ensure the safety of participants at events that continue to increase in size and frequency. This regulation is being proposed with emphasis on ensuring the right to free speech, the safety of participants and visitors to Capitol Square, and protecting the buildings and grounds at historic Capitol Square.

Substance

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The current regulation for use of Capitol Square is extremely outdated and not inclusive of all present-day situations and circumstances.

Issues

The primary advantage for the public, the agency and other constituents that utilize or wish to utilize Capitol Square is the adoption of these changes will set out clear guidelines for all and provide additional detail that currently is lacking.

Requirements More Restrictive than Federal

No requirements are more restrictive than federal.

Agencies, Localities, and Other Entities Particularly Affected

Other State Agencies Particularly Affected: Division of Capitol Polices

Localities Particularly Affected - None

Other Entities Particularly Affected - None

Economic Impact

Impact on State Agencies	
For your agency: projected costs, savings, fees or revenues resulting from the regulatory change, including: a) fund source / fund detail; b) delineation of one-time versus on-going expenditures; and c) whether any costs or revenue loss can be absorbed within existing resources	No impact
For other state agencies: projected costs, savings, fees or revenues resulting from the regulatory change, including a delineation of one-time versus on-going expenditures.	No impact
For all agencies: Benefits the regulatory change is designed to produce.	None

Impact on Localities

Projected costs, savings, fees or revenues	No impact
resulting from the regulatory change.	
Benefits the regulatory change is designed to	None
produce.	

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Impact on Other Entities

D	
Description of the individuals, businesses, or	No impact
other entities likely to be affected by the	
regulatory change. If no other entities will be	
affected, include a specific statement to that	
effect.	
Agency's best estimate of the number of such	No impact
entities that will be affected. Include an estimate	
of the number of small businesses affected. Small	
business means a business entity, including its	
affiliates, that:	
a) is independently owned and operated and;	
b) employs fewer than 500 full-time employees or	
has gross annual sales of less than \$6 million.	
All projected costs for affected individuals,	No impact
businesses, or other entities resulting from the	
regulatory change. Be specific and include all	
costs including, but not limited to:	
a) projected reporting, recordkeeping, and other	
administrative costs required for compliance by	
small businesses;	
b) specify any costs related to the development of	
real estate for commercial or residential purposes	
that are a consequence of the regulatory change;	
c) fees;	
d) purchases of equipment or services; and	
e) time required to comply with the requirements.	
Benefits the regulatory change is designed to	The proposed regulation would emphasize the
produce.	right to free speech, the safety of the participants
·	and visitors to Capitol Square and protect the
	buildings and grounds at Capitol Square by
	expanding the current, outdated regulation to be
	more in line with current day practices.
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Alternatives to Regulation

There are no alternatives being considered by the Department.

Regulatory Flexibility Analysis

The proposed regulation imposes no compliance or reporting requirements, no operational standards or other requirements on small businesses.

Periodic Review and Small Business Impact Review Report of Findings

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This action is not being used to conduct a period review or small business impact review.

Public Comment

The Department received no public comments during the NOIRA stage.

Public Participation

The Department of General Services is providing an opportunity for comments on this regulatory proposal, including but not limited to (i) the costs and benefits of the regulatory proposal, (ii) any alternative approaches, and (iii) the potential impacts of the regulation.

Anyone wishing to submit written comments for the public comment file may do so through the Public Comment Forums feature of the Virginia Regulatory Town Hall web site at: https://townhall.virginia.gov. Comments also may be submitted by mail, email to Rhonda Bishton, 1100 Bank Street, Richmond, VA 23219 or email: rhonda.bishton@dgs.virginia.gov In order to be considered, comments must be received by 11:59 pm on the last day of the public comment period.

A public hearing will be held following the publication of the proposed stage and notice of the hearing will posted on the Virginia Regulator Town Hall website: (https://townhall.virginia.gov). Both oral and written comments may be submitted at that time.

Detail of Changes

Table 1: Changes to Existing VAC Chapter(s)

Current	New chapter-	Current requirements in	Change, intent, rationale, and
chapter-	section	VAC	likely impact of new requirements
section	number, if		
number	applicable		
1VAC30-100-			1VAC30-100-10 was repealed
10			
Regulations for			
Capitol Square			
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Table 2: Promulgating New VAC Chapter(s) without Repeal and Replace

Now charter	New requirements to be added to	Other	Change intent rationals and
New chapter- section	VAC	regulations	Change, intent, rationale, and likely impact of new
number	VAC	and laws	requirements
Hallibei		that apply	requirements
1VAC30-100-	A. Virginia's Capitol Square is the	N/A	This section addresses the
15 Purpose	Commonwealth's executive and	IN/A	need to amend the regulation.
10 Tulpose	legislative center and an		need to amend the regulation.
	architecturally and historically		
	significant area located in		
	downtown Richmond. The		
	Department of General Services,		
	pursuant to § 2.2-1100 et seq. of		
	the Code of Virginia, is charged		
	with maintaining and operating the		
	historic Capitol Square. Under this		
	authority, the Department		
	establishes this regulation for use		
	of Capitol Square.		
	B. The Department of General		
	Services permits persons,		
	organizations, or groups to use		
	Capitol Square grounds for various		
	purposes and events when the use		
	will not interfere with or disrupt		
	governmental functions. The		
	purpose of this regulation is to		
	establish standards for the use of		
	Capitol Square as well as the		
	acceptance, processing, review,		
	and disposition of permit		
	applications for events on Capitol		
	Square to ensure the health, safety,		
	and welfare of the public;		
	coordinate multiple uses of public		
	grounds; preserve public spaces;		
	preserve the aesthetic appearance		
	of historic buildings and grounds;		
	preserve the rights of individuals to		
	free expression; and to protect the		
	Commonwealth from financial		
4)/4,000,400	losses.		The definitions in this
1VAC30-100-	A. "Capitol Police" means the		The definitions in this section
20 Definitions	Division of Capitol Police.		were not previously set out in
	B. "Capitol Square" means the		the regulation.
	historic grounds and structures		
	surrounding the Virginia Capitol that are bound by a decorative iron		
	fence designed by Sabbaton in		
	1818.		
	C. "Commercial activity" means any		
	activity or action undertaken by one		
	or more business entities and/or		
	individuals, whose purpose in		
	whole or in part, directly or		
	indirectly, is to derive or realize a		
	present or future financial gain for		

1VAC30-100- 30 General Regulation Requirements	the individual(s) or business entity or entities. D. "Department" means the Department of General Services. E. "Director" means the Director of the Department. F. "Event" means the assemblage on Capitol Square of ten (10) or more persons for any demonstration, rally, march, performance, picketing, speechmaking, holding of vigils, sitins, or other activities that involve the communication or expression of views or ideas having the effect, intent, or propensity to draw a crowd or onlookers. "Event" does not include casual use of Capitol Square by visitors or tourists. G. "Government Function" means a function sponsored by a Commonwealth of Virginia government entity in support of the agency's mission. H. "Permit" means a written authorization from the Department allowing use of Capitol Square as set forth in the Permit. A Permit serves as a reservation to use a portion of Capitol Square with the priority for use set forth in these rules. I. "Permit Area" means the area adjacent to the Bell Tower where the Event's speaker(s) and/or programmed activities must be located. J. "Permittee" means the individual, group, or entity identified in the Permit as the holder of the Permit. A. All Events scheduled on Capitol Square must be permitted through the Department. An "Application for Use of Capitol Square" form must be completed and the application and the "Rules of Capitol Square" form must be completed and the application and the "Rules of Capitol Square" must be signed by the individual of the priority in t	N/A	This section outlines clear requirements for permitted events. Obsolete requirements were removed and new requirements added to ensure free speech and public safety.
Regulation	Square must be permitted through the Department. An "Application for Use of Capitol Square" form must be completed and the application and the "Rules of		events. Obsolete requirements were removed and new requirements added to ensure

	application for each type of event		
	can be found at dgs.virginia.gov.		
	B. All activity must adhere to the		
	Department's Rules for Use of		
	Capitol Square. These rules can be		
	found on the Department's website		
	at dgs.virginia.gov.		
	C. Capitol Square shall be closed		
	to the public from 9 p.m. until 6		
	a.m. daily, except for the conduct of		
	official Commonwealth business.		
	Capitol Square may be closed at		
	any time for inclement weather or		
	other necessity, or to protect the		
	public from health or safety		
	hazards, in the determination of the		
	Governor or Department. The		
	Division of Capitol Police may close		
	Capitol Square temporarily for law-		
	enforcement purposes. The Chief		
	of Police shall immediately notify		
	the Director or his or her designee		
	if the Capitol Police close Capitol		
	Square.		
	D. Capitol Square is primarily for		
	the operation and function of		
	government and nothing will be		
	permitted that would interfere with		
	those functions.		
	E. No activities will be permitted		
	that will harm or destroy the		
	natural, horticultural, or		
	architectural beauty, or that will		
	harm the physical condition or		
	safety of Capitol Square or		
	structures on Capitol Square,		
	including surrounding historic		
	fence.		
	F. No activities will be permitted		
	that violate Virginia or federal law		
	or threaten the health, safety, or		
	welfare of persons on Capitol		
	Square.		
	G. Commercial activities are not		
	permitted on Capitol Square.		
	H. An Event is not considered		
	approved until the Department has		
	issued a permit.		
IVAC30-100-40	A. The Permittee and alternate	N/A	This section sets out clear
Permittee	contact for the Permit shall be at		direction for permittees for
Responsibilities	least 18 years of age.		applying and using Capitol
	B. The Permittee shall indemnify		Square to ensure all who visit
	the Commonwealth of Virginia		and work on the square along
	against any loss or damage that		with permittees have access
	may occur in connection with the		and use when requested.
	may occur in connection with the		and use when requested.

	Permittee's use of and presence at		
	the property.		
	C. A Permittee shall be required to		
	notify the Department of any		
	changes to the information		
	contained in the Permit application		
	as soon as practicable.		
	D. A Permittee should identify an		
	alternate contact in the Application		
	for Use of Capitol Square, and		
	either the Permittee or alternate		
	contact person must be present		
	during the entire activity, including		
	setup and cleanup. The Permit and		
	any authorizations will be		
	suspended if these requirements		
	are not met.		
	E. A Permittee must work directly		
	with the designated Department		
	coordinator and Capitol Police regarding setup, access, security,		
	logistics and all other aspects of the		
	planned Event. An in-person pre-		
	meeting may be required by the		
	Department to discuss the details		
	of the requested Event.		
	F. A Permittee is responsible for		
	returning the areas used in		
	conducting its Event to their original		
	condition, including removal of any		
	materials and debris connected to		
	the Event. Any costs incurred by		
	the Department to restore the area		
	to its original condition will be		
	charged to the Permittee.		
	G. A Permittee shall comply with		
	all federal and Virginia laws, and		
	the Department's Rules for Use of		
	Capitol Square.		
	H. The Permittee agrees to notify		
	law enforcement if any unlawful		
	activities occur during the permitted		
	Event. For emergencies, the		
	Permittee shall call 911 and the		
	Capitol Police emergency number		
	at (804) 786-4357. For non-		
	emergencies, the Permittee shall call (804) 786-2568.		
1VAC30-100-	A. The Governor will have priority	N/A	As above this section adds
50 Permit	over use of Capitol Square.		clarity to processes as well as
Process	B. The Department may not issue		ensures that permittees
	permits for any Event in Capitol		requesting events understand
	Square coinciding or conflicting		the circumstances when events
	with inaugural events, including		can and cannot occur on
	activities associated with		Capitol Square. This section
	inauguration.		also provides for information to

C. Requests generally will be be provided by permittees to considered on a first-come, firsthelp the Department manage served basis. events. D. Capitol Square is available for permitted Events from sunrise to sunset daily, subject to the restrictions of Section III above. E. Permitted Events may last a maximum of one hour, with an additional 30 minutes to set up the Event and 30 minutes to take down. F. No more than one Event will be scheduled for the same time on the same day. This includes permitted setup and takedown time. G. Applications for Permits shall be made in writing on an "Application for Use of Capitol Square" and submitted to the Department at least six (6) days prior to the planned Event when the expected attendance is less than 1,000 individuals. Application for Events when expected attendance is more than 1,000 individuals shall be submitted 45 days in advance, except as specified in subsection I below. H. Applications for Events must contain, at a minimum, the following information: 1. Type and purpose of Event, meeting, or function. 2. Name, address, telephone number, and email address of Permittee. 3. Name, address, telephone number, and email address of alternate contact. 4. Name of organization, date of origin, status (corporation, unincorporated association, partnership, nonprofit corporation, etc.) and name, address, telephone number, and email address of registered agent, if the Permittee is a corporation or other business entity. 5. Approximate number of people who will attend the Event. 6. Requested date and time of the Event. 7. Whether the Event is being

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advertised or promoted to the

general public.

Form: TH-02 8. Transportation plan for attendees. 9. Waste management plan. 10. Whether the Department's sound equipment will be needed. I, An applicant may request as part of the application an exception to the six-day or 45-day requirements by providing written explanation of the reason such exception should be granted by the Department, provided: 1. The applicant submits a completed Permit application in accordance with this chapter; 2. The applicant shows, in clear and descriptive writing, why the circumstances giving rise to the proposed Event did not reasonably allow the applicant to apply for a Permit in compliance with the time requirements; and 3. The Event has not been planned for more than six days in advance of the proposed date of the Event for those with fewer than 1,000 attendees, or more than 45 days for Events with more than 1,000 attendees. J. The speaker and programmed activities for any permitted Event must be located within the Permit Area. K. Applications for Permits may be submitted up to 180 days in advance of the date of the proposed Event. The Department will deny Permit applications submitted more than 180 days in advance of the date of the proposed Event. L. Generally, Permit requests will be granted or denied within five (5) business days. Permit requests for Events that are likely to require additional Department or law enforcement resources may take longer to review. M. The Permit and the rights thereunder are non-transferable and may not be assigned to a third party.

N. Events should not be announced, promoted, or advertised until the applicant

receives a Permit.

	O. Permit applications, issued permits, and supporting documentation are subject to release under Virginia's Freedom of Information Act, 2.2-3700, et seq. of the Code of Virginia. P. All permitted activities on Capitol Square must strictly adhere to the times as scheduled to ensure that the activities will not conflict with other scheduled and permitted activities. Q. The Department reserves the right to limit the use of Capitol Square, at any time, due to unforeseen operational circumstances, including but not limited to emergency maintenance or urgent public health or security concerns. Every reasonable effort will be made to alleviate the effects of any such limitation. R. The Department may cancel a scheduled Event if the location is required for an official government function. In such cases, the Department will notify the contact person as soon as possible, and every reasonable effort will be made to allow for rescheduling the Event.		
1VAC30-100- 60 Rules for Permitted Events	A. All activities shall be performed in compliance with the Department's Rules for Use of Capitol Square, as well as any federal or Virginia laws. Unlawful activity is prohibited. B. At no time shall any entrance or exit of any building be obstructed in such a way as to impede free access to or from the building by its occupants or the public. C. No banners, flags, posters, or other objects shall be placed on or affixed to Capitol Square grounds or structures. D. All Event items and materials are to be removed upon conclusion of the Event. All areas must be returned to their pre-Event condition. E. Props, equipment, and other moveable materials that do not require power to be used in connection with the Event are	N/A	This section adds information on event requirements that were previously not set out and establishes consistent rules for all events.

allowed provided that prior notice is given on the application and the size, location, and structure of the items conforms to the reasonable conditions, limitations, and restrictions provided for by the Department. The Permittee shall bear all risk related to the use of any such props, equipment, and other moveable materials. F. The Department reserves the right at all times to immediately remove or cause to be removed any and all items of display it determines would damage government property, inhibit movement, or raise safety issues of the government property. attendees, or the public. G. Items/props used for the Event may not impede normal business operations or create safety concerns. H. Due to the presence of underground utilities, irrigation, and other lines, nothing shall be driven into the ground or placed on the grounds anywhere without the location and method of placement approved in advance and in writing by the Department. I, Temporary structures of any kind may not be erected on Capitol Square. This includes tents, cabanas, canopies, stages, and all other types of covered or enclosed structures, as well as tables, stages, projectors, screens, or other structures. J. The Director reserves the right to require that special facilities, such as portable toilet facilities, be provided at the Permittee's expense. K. Sound amplification is permitted: however, the sound must not disrupt the orderly business of government bodies and agencies located on Capitol Square or unreasonably disturb other persons who are visiting Capitol Square. For Events with fewer than 1,000 attendees, the Department, at Permittee's request, will provide a microphone, podium, and speaker for use during the Event. All other

1VAC30-100- 70 Denials/ Revocations	electric sound amplification equipment is prohibited for Events with fewer than 1,000 attendees. For Events with more than 1,000 attendees, the Department will consider the use of amplification equipment provided by the Permittee. If the Department approves use of amplification equipment provided by the Permittee, the Department will supply power. The Permittee shall bear all risk related to the use of any such amplification equipment provided by the Permittee. L. Use of sound systems will be discontinued after the permitted Event time limit expires. M. If the Permittee desires to use available Department-provided sound amplification equipment, the equipment will be set up by Department staff and this setup will not be moved or altered by the Permittee or other Event attendees without the express permission of the Department. N. Activities that create loud or unusual noise, or are disruptive to the performance of official duties or delivery of services may be denied, ceased, or interrupted by the Department or Capitol Police. O. Permittees shall not offer any item for sale, or solicit money or items of value, or display any form of advertising on Capitol Square. P. Marches may be permitted into and out of Capitol Square provided the march does not disrupt the orderly business of government or impede the access by others visiting the grounds or buildings therein. A. The Department may deny a request for a Permit or revoke a Permit (before or during an Event) upon determination of the Director, or his or her designees, that any of the following conditions has occurred:	N/A	This section outlines avenues for the Department to deny/revoke permits that was not clearly set out previously.
	Permit (before or during an Event) upon determination of the Director, or his or her designees, that any of the following conditions has		deny/revoke permits that was

such a case, an alternate date or		
time, if available, will be proposed.		
Incomplete information, false		
statement(s), or misrepresentation		
have been made on the Permit		
application.		
Fraud was committed or		
misrepresentation made in		
obtaining the Permit.		
4. The Permittee or the alternate		
contact persons are not present for		
the duration of the Event, including		
during setup and take down times.		
5. The conduct of either the		
Permittee or persons attending the		
Event involves a violation of the		
Permit, this regulation, Virginia or		
federal law, or the Department's		
Rules for Use of Capitol Square.		
6. The number of persons engaged in the Event exceeds the		
number of permitted attendees or		
cannot be safely accommodated.		
7. The Permittee twice (i) violated		
the terms of prior Permits issued to		
the Permittee or (ii) violated		
applicable law while applying for or		
using a prior Permit. In such		
instances, the Permittee is banned		
from obtaining a Permit for		
eighteen (18) months from the date		
of the most recent violation.		
8. The Governor's Office will be		
using all or part of the Permit Area		
during all or part of the requested		
time.		
9. The Senate of Virginia or the		
Virginia House of Delegates will be		
using all or part of the Permit Area		
during all or part of the requested		
time for a government function.		
The Permit applicant has not		
certified that the applicant will		
comply with this regulation or		
applicable law.		
11. The Permit application is not		
submitted within the required		
timeframes of six (6) or 45 days		
depending on the number of		
planned attendees, or the		
application submitted does not		
justify an exception to the time		
requirements.		
12. The Permit application was		
submitted more than 180 days in		
advance of the proposed Event.		

1VAC30-100- 80 Appeals	a clear and present danger to the orderly processes of Commonwealth of Virginia government or to the use of Capitol Square due to: i. Advocacy of the imminent violent overthrow of government of the United States or the government of the Commonwealth of Virginia or any political subdivision thereof; ii. The willful damage or destruction, or seizure and subversion of public property; iii. The forcible disruption or impairment of or interference with the regularly scheduled functions of the Commonwealth of Virginia; iv. Causing harm to or violating the lawful rights of any person; or v. Other disorders of a violent nature. B. Prior to commencement of the permitted Event, the Department finds it necessary to revoke the Permit due to previously unknown circumstances. C. During an Event, the Capitol Police may require discontinuation of the Event if activity presents a clear and present danger to public safety, good order or health, or for any violation of applicable statutes, regulations, rules, or policies. A. This section and the appeal procedures set forth herein shall apply only in cases when a timely and complete Permit application was filed in accordance with this regulation and the Permit was denied. No appeal shall be available if a timely and complete Permit application was not filed. B. If an application was not filed. C. B. If an application was not filed. B. If an application was not filed. B. If an application was not filed. B. If an application is denied, the applicant will be informed in writing of the reason(s) for the denial, and will be advised that the denial may be appealed by written request to the Director submitted within five (5) business days of receipt of notice of such denial. The Director submitten determination. The Director's written determination. The	N/A	This section outlines opportunities permittees have to appeal decisions by the Department that were not previously set out.
	original determination. The Director's written determination on the appeal shall be provided no later than 24 hours prior to the		

1VAC30-100- 90 Violations	requested Event time, provided it is received by the Department at least 48 hours prior to the requested time. C. The appeal shall include the name, address, and contact information of the applicant; a concise statement of the reason the appeal should be granted; and a description of the Event for which the Permit is sought. A. Violations of this regulation or of any other provision of Virginia or federal law shall result in the immediate revocation of the Permit by the Department or discontinuation of the Event by the Department or Capitol Police. In the	N/A	This section states the actions of the Department for any violation or unlawful activity at permitted events.
	by the Department or discontinuation of the Event by the		pormitted evente.
	discontinuation occurs, all participants shall immediately leave Capitol Square. Remaining in		
	Capitol Square after proper notice that the Permit has been revoked or the Event discontinued shall be considered trespass in violation of		
	§ 18.2-119 of the Code of Virginia.		