

VIRGINIA CRIMINAL SENTENCING COMMISSION







Meeting of the Virginia Criminal Sentencing Commission June 1, 2020

MEETING OF THE VIRGINIA CRIMINAL SENTENCING COMMISSION

June 1, 10:00 a.m.

Richard P. Kern Memorial Conference Room Virginia Supreme Court Building Fifth Floor

Video-conferencing via Zoom

AGENDA

I. Approval of Minutes from Last Commission Meeting

Judge Edward L. Hogshire (Ret.), Chairman

II. Virginia State Crime Commission's Pre-Trial Data Project – Preliminary Findings

Kristen Howard, Director Christina Arrington, Chief Methodologist Virginia State Crime Commission

III. Data Sources for Future Projects – Update from Subcommittee

Judge Steven C. Frucci, Subcommittee Chair

IV. Follow-Up Issues related to 2020 Legislation

Meredith Farrar-Owens, Director Jody Fridley, Deputy Director

V. Fee Waivers for Training and Manuals

Jody Fridley, Deputy Director

VI. Miscellaneous Items

Meredith Farrar-Owens, Director



VIRGINIA CRIMINAL SENTENCING COMMISSION







Data Sources for Future Projects: Update from Subcommittee

Discussion Material

Sentencing Guidelines Supplemental Form





1. Defendant's Name_			2. SWIFT/D o	cket Number:	ER.
3. Type of Counsel:	□-Court Appointed □	⊒-Public Defend	er □-Retained		
4. Pretrial Status:	□-On Bond □-Own R	ecognizance 🗆-	Confinement □-Third	d Party Release	
5. Posttrial Status:	□-On Bond □-Own R	ecognizance 🗆-	Confinement □-Third	d Party Release	
6. Type of Bond:	□-Personal □-Family	⁄ □-Other □-B	Bond □-N/A		
7. No. of codefendants:					
8. Legal Status at Offense	□-Post-Release □ □-Community Prg. □	□-Probation	□-Mandatory Parole □-Bond □-Good Behavior	□-Discretional Parole □-Geriatric □-Summons □-Recogniz □-Juvenile Probation □-Juvenile F	ance
9. Weapon Use: 10. Weapon Used:			-	oy voice, note, text, etc.) apon □-Note □-Vehicle □-Animal	
11. Offender's Role:	□-Alone □-Leader □	□-Accomplice □	-Equal to Codefendan	ts □-Not Determined	
12. Value of Property Take	en: Highest value for or	ne item: \$	Tota	l Value of all items: \$	
13. Injury to Victim:	□-Death □-Life-Thre	eatening 🗆-Seri	ious Physical □-Physi	cal -Emotional -Threatened	⊐-None □-N/A
14. Victim Relationship to	Offender: □-None/Stra	anger □-Knowr	n □-Friend □-Family	□-Police Officer/LEO □-Other	
15. Victim Physically Hand	icapped: □-Yes □-N	No □-N/A 16	. Victim Information: (Gender: Race Age	
17. Type of Primary Drug:			18. Quantity of	Primary Drug	-
19. Prior Juvenile Record:	□-Yes □-No □-N/	/A			
20. Number of Felony Juve	enile Adjudications: Per	rson Prope	erty Drug	Other	

Discussion Material

21. Other Factors (check all that apply) ☐ Drug abuse apparent (admitted, family information, documented in reports) Previous treatment? ☐ Yes ☐ No ☐ Alcohol abuse apparent (admitted, family information, documented in reports) Previous treatment? ☐ Yes ☐ No ☐ Mental health issues apparent (admitted, family information, documented in reports) Previous treatment? ☐ Yes ☐ No ☐ Stable employment in two years prior to offense (Employed full or part-time for 18 months with 0-2 job changes) ☐ Full-time student, stay-at-home spouse, retired, disabled ☐ Stable housing in two years prior to offense (at same residence 1+ years) ☐ Homeless during past year ☐ Has dependents No. of dependents ☐ Has high school diploma/GED ☐ Has some college ☐ Has college degree (2 year or 4 year) or higher ☐ Current or prior military service ☐ Currently active or in reserves □ Discharged Honorably or medically discharged? ☐ Yes ☐ No ☐ Accepts responsibility ☐ Other:





VIRGINIA CRIMINAL SENTENCING COMMISSION





See also
HB 250 (Watts)
SB 103 (Marsden)

HB 35

Juvenile offenders; eligibility for parole.

Introduced by: Joseph C. Lindsey

SUMMARY AS PASSED:

Provides that certain persons will be eligible for parole, specifically:

- Any person sentenced to a term of life imprisonment for a felony/felonies committed while that person was a juvenile and who has served at least 20 years, and
- Any person who has active sentences totaling more than 20 years for a felony/felonies committed while that person was a juvenile and who has served at least 20 years.

RESULT:

02/24/20 Acts of Assembly-Chapter 2 (effective 7/1/20)



See also
HB 33 (Lindsey)
HB 996 (Lindsey)
SB 821 (Morrissey)

SB 793

Parole; exception to limitation on the application of parole statutes.

Introduced by: Jennifer L. McClellan

SUMMARY AS PASSED:

Provides that an incarcerated person is eligible for parole if:

• He was sentenced by a jury prior to the date of the Supreme Court of Virginia decision in *Fishback v. Commonwealth*, 260 Va. 104 (June 9, 2000), in which the Court held that a jury should be instructed on the fact that parole had been abolished as of 1/1/95.

RESULT:

04/22/20 Emergency clause added by Governor's recommendation

04/22/20 Governor's recommendation adopted

04/22/20 Senate: Signed by President as reenrolled

04/22/20 House: Signed by Speaker as reenrolled

04/22/20 Acts of Assembly-Chapter 1272 (effective 4/22/20)

HB35 and SB793 2020 General Assembly

- HB35 and SB793 apply to offenders sentenced under truth-insentencing provisions.
- Both bills allow certain inmates to be considered for discretionary parole, meaning that they may not serve a minimum of 85% as they otherwise would be required to do under truth-insentencing.



Does the Commission wish to collect data on the time served by individuals granted parole release under the provisions of HB35 or SB793?





See also
HB 265 (Heretick)
HB 301 (Levine)
HB 481 (Kory)
SB 2 (Ebbin)

HB 972

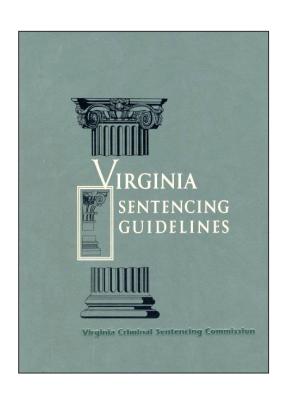
Decriminalization of possession of marijuana; felony distribution threshold. Introduced by: Charniele Herring

SUMMARY AS PASSED:

- Decriminalizes simple marijuana possession and provides a civil penalty of no more than \$25 (no court costs shall be assessed);
- Specifies that a person's criminal history record information shall not include records of any charges or judgments for possession of marijuana and such records shall not be reported to the Central Criminal Records Exchange;
- Increases the quantity at which distribution of marijuana becomes a felony (from more than ½ ounce to more than 1 ounce); and
- Creates a rebuttable presumption that a person who possesses no more than
 1 ounce of marijuana possesses it for personal use.

RESULT:

04/22/20 Governor's recommendation adopted in-part 04/29/20 Reenrolled Bill communicated to Governor on April 29, 2020 05/21/20 Approved by Governor-Chapter 1285 (effective 7/1/20)



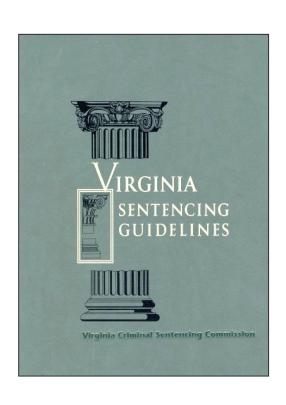
Changes in Statutory Penalties and Weighting of Prior Offenses

The guidelines use the current statutory penalty structure to capture the seriousness of prior offense behavior. The current penalty structure was selected as the proxy because it provided a standardized way of measuring prior record (i.e., the same crime is given the same weight on the guidelines, no matter when or where committed).

Elements of the offense are often critical for determining the current penalty structure because they are specified in the statutory language (e.g., quantity of the drug, age of victim, use of a weapon, value of a theft) and, where documentation of such element exists, the penalty structure is assigned based on those elements and scored on the guidelines.

As a result of 2020 legislation, a prior felony conviction involving an amount of marijuana of more than $\frac{1}{2}$ ounce up to 1 ounce would be weighted as a misdemeanor on the guidelines (based on the penalty structure as of $\frac{7}{1/20}$).

When quantity details related to a prior marijuana distribution offense are missing or unclear, the prior record offense is scored at the lower statutory penalty.



Potential Impact of the Rebuttable Presumption (7/1/20)

Commission staff seek input from members as to the potential impact, if any, of the rebuttable presumption on the scoring of prior marijuana distribution offenses.

If the quantity for a prior marijuana distribution was known to be more than ½ ounce up to 1 ounce, could an attorney argue the amount was for personal use and the offense should not be scored as distribution on the guidelines?



How does the Commission wish staff to respond to this question?



Draft Letter to Circuit Court Judges Regarding Larceny & Marijuana Threshold Changes

Commonwealth of Birginia

HON. EDWARD L. HOGSHIRE (RET.) CHAIRMAN



MEREDITH FARRAR-OWENS DIRECTOR

100 NORTH NINTH STREET RICHMOND, VIRGINIA 23219 TEL (804) 225-4398 FAX (804) 786-3934

Supreme Court of Virginia Virginia Criminal Sentencing Commission

June 5, 2020

The Honorable FirstName MI LastName Address 1 Address 2 City, Virginia Zip

Dear Judge LastName:

The 2020 General Assembly enacted legislation to increase the felony threshold for larceny offenses from \$500 to \$1,000, effective July 1, 2020. You will recall that the General Assembly increased the felony threshold from \$200 to \$500 in 2018. At that time, the Commission sent a letter to circuit court judges regarding the change in the larceny felony threshold and how prior larceny convictions are to be scored on the sentencing guidelines. This information is once again relevant, as the same guidelines rules apply to the change that will take effect on July 1, 2020.

When there has been a change in penalty structure, the Sentencing Guidelines Manual instructs users to "score all prior convictions based on Virginia's current penalty structure" (p.24 of General Instructions) and, if a prior record document is "unclear as to whether an offense at conviction is a felony in Virginia or a misdemeanor, the guidelines user assumes that the offense was a misdemeanor" (p. 25). The instructions for scoring prior record offenses contained in the Guidelines Manual were adopted by the Commission in 1995. Applying these rules, the same crime is given the same weight on the guidelines, no matter when or where the offense was committed.

There have been many changes in Virginia's statutory penalties over the years. Elements of the offense are often critical for determining the current penalty structure because they are specified in the statutory language (e.g., value of theft, quantity of drug, age of victim, use of a weapon, etc.) and where documentation of such element exists, the penalty structure is assigned based on those elements. In this way, all offenders who committed that specific act are scored in the same manner (i.e., the prior offense is given the same weight on the guidelines). By statute, the value of a larceny determines the penalty range. Beginning July 1, 2020, if documentation is available indicating that a prior larceny offense involved a value of \$1,000 or more, the prior conviction should be scored as a felony on the guidelines. If documentation is lacking or the information is unclear, the prior offense must be scored as a misdemeanor on the guidelines.

Larceny

Marijuana

The 2020 General Assembly also enacted legislation that: 1) decriminalized simple possession of marijuana, and 2) increased the quantity threshold at which the distribution, etc., of marijuana becomes a felony. As a result of the 2020 legislation, prior convictions for marijuana possession will no longer be scored on the guidelines because, as of July 1, such acts are punishable by a civil penalty only. Moreover, as of July 1, an individual must distribute, etc., more than one ounce of marijuana to be charged with a felony (an increase from the more than ½ ounce necessary under current law). Thus, a prior felony conviction involving an amount of marijuana of more than ½ ounce up to one ounce would be weighted as a misdemeanor on the guidelines (based on the penalty structure as of July 1, 2020). When quantity details related to a prior marijuana distribution offense are missing or unclear, the prior record offense is scored at the lower statutory penalty.

The statutory changes and application of guidelines scoring rules to prior larceny and prior marijuana convictions will result in different guidelines recommendations for some defendants. However, in the most cases, the impact will not be substantial and the new guidelines recommendation will be within the range that would have been calculated absent the law changes.

The sentencing guidelines must be computed based on the rules stated within the Guidelines manual. However, a Commonwealth's attorney may present arguments to the court at sentencing indicating that prior larceny or marijuana convictions, scored as misdemeanors on the guidelines, were felonies at the time the offense was committed. While the guidelines should not be modified in a manner inconsistent with the scoring rules, judges may certainly consider this circumstance. The judge may decide to depart from the guidelines recommendation in such cases and may indicate this circumstance as the explanation for the departure.

The Sentencing Commission will monitor sentencing patterns for relevant larceny and marijuana offenses. Should the data indicate that adjustments are necessary for the guidelines to provide judges with a more accurate benchmark of the typical, or average, case outcome, the Sentencing Commission will recommend such revisions to the General Assembly.

Please feel free to contact the Sentencing Commission should you have any questions or need any additional information.

With kind regards and best wishes, I am

Yours sincerely,

Edward L. Hogshire,

Circuit Judge (Ret.)



VIRGINIA CRIMINAL SENTENCING COMMISSION







Esther J. Windmueller
Fee Waivers for Training Seminars and Guidelines Manuals
- Status Report -

Esther J. Windmueller Fee Waiver Program

- In June 2019, the Commission approved the allocation of \$3,000 for one year to provide fee waivers for court-appointed attorneys who meet specified criteria.
- Applications for fee waivers were to be evaluated based on:
 - Percentage of the applicant's practice focusing on indigent defense cases, and
 - Financial need of applicant (especially for new or solo practitioners).

Fee Waiver Application

Application for Fee Waiver

Approved by Commission

(September 2015)



Sore Cing Country

Applicant Information

Virginia Criminal Sentencing Commission

100 North Ninth Street • Richmond, Virginia 23219 • Tel. 804.225.4398 • FAX 804.786.3934

Application for Fee Waiver

Ihis form does not apply to Commonwealth's attorneys, public defenders, probation staff, or judicial/state employees, as fees are automatically waived for those groups.

Name			
Address			
_	State .		Zip
Office Phor	ne Cell Phone		
E-mail			
Date admit	ted to the Virginia State Bar	Ba	r#
Have you e	ever attended a training seminar sponsored by No If yes, in what year did you last a		•
Practice			
What perce	entage of your practice involves indigent defen	se work?	
What perce	entage of your practice involves criminal defens	se (all are	as)ś
How many	attorneys in your firm are primarily engaged in (Full-time attorney = 1 attorney Part-time of		
During the Yes	previous calendar year, did you gross \$80,000	or more	from criminal defense practice?
Type of As	sistance Requested		
	ncing Guidelines Manual ng Introduction to Sentencing Guidelines (Sentencing Guidelines Knowledge & S	6 CLE) kills Evalu	Sentencing Guidelines Refresher (3 CLE) ation incl. Ethics Issues (5 CLE w/1 Ethics)
Other Info	mation		
Is there any	rthing else relevant to the application that you	would like	the Commission to know?
	and Signature		
I certify tha	t my answers are true and complete to the best o	f my know	ledge.
Signature .			Date
Please sub	mit completed application		
Mail	Virginia Criminal Sentencing Commission 100 North Ninth Street Richmond, VA 23219	E-mail Fax	vguidelines@vcsc.virginia.gov (804) 786-3934

Evaluation Criteria

- Percentage of practice focusing on indigent defense cases
- Financial need of applicant (especially for new or solo practitioners)

Fee Waiver Application Scoring Sheet

Application for Fee Waiver

Approved by Commission

(September 2015)

The points assigned to each factor were selected such that no single factor would result in automatic approval or denial of the request. A combination of factors is needed for approval of the request.



Virginia Criminal Sentencing Commission 100 North Ninth Street • Richmond, Virginia 23219 • Tel. 804.225.4398 • FAX 804.786.3934 **Evaluation of Application for Fee Waiver** (Completed by staff) Applicant Name Date Application Received Percentage of practice involving indigent defense work Percentage Less than 25% 25% - 34%35% - 49%50% or more Years since admitted to the Virginia State Bar 10 years or more 5 - 9 years 3 - 4 years Less than 3 years Amount grossed from criminal practice during previous calendar year \$80,000 or more Less than \$80,000 Number of attorneys in firm primarily engaged in criminal defense work 4 or more 3.0 - 3.5Full-time attorney = 1 attorney 2.0 - 2.5Part-time attorney = $\frac{1}{2}$ attorney 1.0 - 1.5Ever attended a Sentencing Guidelines training seminar **Total Score** Minimum score of 7 points needed for waiver approval unless exception approved by Sentencing Commission member

Approved Procedure

- If an applicant scores at or above the threshold set by the Commission, staff will approve the waiver.
- If the application scores below the threshold, staff will forward the application to a Commission member for review.
 - Commission member may consider approving the waiver due to a special circumstance (such as when the applicant included other information that may warrant an exception).



Esther J. Windmueller Fee Waiver Applications Received as of May 18, 2020

Applications
Received
Applications
8





Fee waived for Intro to Guidelines seminar (\$125)

Fee waived for Guidelines
Refresher seminar (\$60)

Fee waived for Knowledge & Ethics seminar (\$100)



Characteristics of Attorneys Approved for Fee Waivers

	Low	High	Average
Percentage of practice - indigent defense work	23%	100%	50%
Years since admitted to Virginia State Bar	0 yr.	23 yrs.	14.5 yrs.
Number of attorneys in firm primarily engaged in criminal defense work	1	3	1.0



Characteristics of Attorneys Approved for Fee Waivers

	No	Yes
Grossed more than \$80,000 from criminal practice previous year	100%	0%
Ever attended a Guidelines training seminar	87.5%	12.5%



INTRODUCTION TO SENTENCING GUIDELINES



(6 Hours - Approved for 6 CLE & VIDC Re-certification)

The introduction seminar is designed for the attorney or criminal justice professional who is new to Virginia's Sentencing Guidelines. The seminar will begin with general background information and progress to detailed information on scoring each of the guidelines factors to include changes beginning July 1, 2019. Register by completing the form and submit to the Commission. Cost \$125.00 (Paralegals \$62.50). Purchase manual separately. (Fee waived for Judges, CAs, Public Defenders, P&P and staff. Limited fee waivers are available for attorneys) Same content as in previous years.

2020 SEMINAR DATES AND LOCATIONS \$125

JANUARY 10 - SCOTT

Scott County Government Center 9:30-5:00 (#722)

MARCH 5 - WINCHESTER

Frederick County Public Safety Building

9:30-5:00 (#711)

MARCH 6 - FAIRFAX

Fairfax County Government Center 9:30-5:00 (#712)

MARCH 10 - ABINGDON

Southwest VA Higher Education Center 9:30-5:00 (#713)

DECEMBER 2 - ROANOKE

Roanoke Higher Education Center 9:30-5:00 (#718)

DECEMBER 4 - FAIRFAX

Fairfax County Government Center 9:30-5:00 (#719)

DECEMBER 8 - HENRICO

Henrico Police and Fire Training Center ☐ 9:30-5:00 (#720)

DECEMBER 10 - NORFOLK

Norfolk Police Training Center 9:30-5:00 (#721)

ESTHER J. WINDMUELLER FEE WAIVER APPLICATION FORM





Upcoming Guidelines Training

INTRODUCTION TO SENTENCING GUIDELINES



(6 Hours - Approved for 6 CLE & VIDC Re-certification)

The introduction seminar is designed for the attorney or criminal justice professional who is new to Virginia's Sentencing Guidelines. The seminar will begin with general background information and progress to detailed information on scoring each of the guidelines factors to include changes beginning July 1, 2019. Register by completing the form and submit to the Commission. Cost \$125.00 (Paralegals \$62.50). Purchase manual separately. (Fee waived for Judges, CAs, Public Defenders, P&P and staff. Limited fee waivers are available for attorneys) Same content as in previous years.

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MARCH 6 - FAIRFAX

Fairfax County Government Center 9:30-5:00 (#712)

MARCH 10 - ABINGDON

Southwest VA Higher Education Center 9:30-5:00 (#713)

MARCH 11 - ROANOKE

Roanoke Higher Education Center 9:30-5:00 (#714)

MARCH 17 - CHESTERFIELD

orkforce Alliance, Midlothian Center 9:30-5:00 (#715)

MARCH 25 - PORTSMOUTH

Department of Social Services

9:30-5:00 (#716)

MARCH 27 - DANVILLE

Danville Community College 9:30-5:00 (#717)

DECEMBER 2 - ROANOKE

Roanoke Higher Education Center 9:30-5:00 (#718)

DECEMBER 4 - FAIRFAX

Fairfax County Government Center 9:30-5:00 (#719)

DECEMBER 8 - HENRICO

Henrico Police and Fire Training Center ☐ 9:30-5:00 (#720)

DECEMBER 10 - NORFOLK

Norfolk Police Training Center 9:30-5:00 (#721)

Register online for all classes.

http://www.vcsc.virginia.gov/training.

You may also register for a SWIFT account online.

http://www.vcsc.virginia.gov/swift.html or email SWIFT@vacourts.gov

The online Sentencing Guidelines manual is free, while the paper version cost \$155.

Text VCSC to 565-12 to access the mobile website and manual.

ORDER FORM FOR MANUAL AND SEMINARS

☐ Mr. ☐ Ms. ☐ Mrs. ☐

Name:	
Address: (street address for UPS delivery)	

C1.		

State:	Zip:
--------	------

Phone: ()

Fax: (____)____

22nd Edition Manual Selection (Eff. July 1, 2019)

- ☐ Update from an Earlier Edition.....\$80.00
- ☐ Complete Manual with Binder & Tabs......\$155.00

2020 Seminar Selection

☐ Introduction to Guidelines .Seminar #_____.\$125.00

TOTAL ENCLOSED: \$

Sentencing Guidelines Manual is required for seminar

• Mail your registration form to:

Virginia Criminal Sentencing Commission 100 N. 9th Street - 5th Floor, Richmond, VA 23219 Make Checks Payable to the Treasurer of Virginia Fee waived for Judges, Commonwealth Attorneys, P&P, Public Defenders & Staff). Special pricing for paralegals.

- CALL 804.225.4398 FAX to 804.786.3934
 - TEXT to 804.393.9588



Discussion

■ Does the Commission wish to approve funds for waivers for FY2021?

■ If so, does the Commission desire to modify the application, scoring sheet, or approval threshold?





VIRGINIA CRIMINAL SENTENCING COMMISSION







Miscellaneous Items



Probation Violation Guidelines Study Update

Probation Violation Guidelines Study - Update -

- The Sample has been selected
 - 4,000 Cases
 - 2,000 New Law (Condition 1) Violators
 - 2,000 Technical Violators
 - FY2014 FY2018
- Virginia State Police criminal history records have been requested and received.
- Department of Corrections has provided access to violation data, including Major Violation Reports filed with the court.



Probation Violation Guidelines Study - Update -

- Staff are reviewing the Major Violation Reports and other data in order to collect additional detail about each case.
- Two retired probation officers have been hired as hourly staff to assist in data collection and provide further insight.
- Goal: Complete data collection by June 30.
- Plan: Analyze data in July and August.

Present preliminary findings in September.

Present concepts to focus groups for feedback in September.

Present final results and any recommendations in November.

Pilot test before statewide implementation.





Sentencing Guidelines Application (SWIFT)

Update



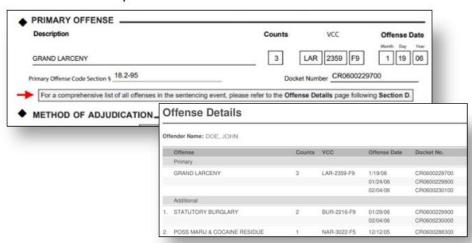
1 – FALL PILOT SITES (Judges and Clerks Agreed to Participate)

- Chesapeake Circuit
- · Montgomery Circuit
- Norfolk Circuit
- Pittsylvania Circuit

2 – ALL DOCKET NUMBERS WILL BE INCLUDED WITH GUIDELINE FORMS BEGINNING JUNE 1,2020



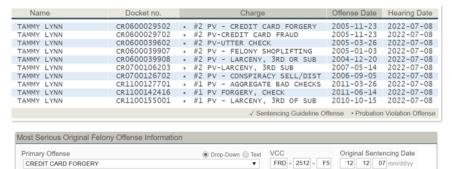
3 – THERE WILL BE MODIFIED COVER & CONTINUATION PAGES BEGINNING JUNE 1, 2020



4 – **SWIFT** WILL CONNECT PROBATION VIOLATIONS TO THE UNDERLYING OFFENSE(S)

To automate the transfer of forms to the courts, required the deciphering of various court docket numbering systems

Most courts used a standardized docket numbering system. However, 34 courts do not. The FY 2021 *SWIFT* update manages docketing anomalies when identifying underlying offenses for Probation Violations. The 31 courts that use proprietary docket number formatting are Amherst, Augusta, Bedford, Bland, Charlotte, Charlottesville City, Chesapeake, Chesterfield, Colonial Heights, Culpeper, Dinwiddie, Fluvanna, Frederick, Giles, Goochland, Hanover, Isle of Wight, Lee, Louisa, Mecklenburg, New Kent, Northampton, Nottoway, Page, Portsmouth City, Richmond City, Rockingham, Stafford, Staunton, Suffolk, and Wise. Three other courts, Bristol City, Loudon and York, have methods of formatting docket numbers that has no discernible relationship to the root offense docket numbers and cases in these courts will not be connected to the underlying offense(s).



A new summary page is attached to the SRR/Probation Violation forms
 This summary is only generated when using SWIFT. The summary page cannot be edited because the court issued docket numbers will be used to connect sentencing guidelines forms to the appropriate court file(s).

Offense Details





2020 Upcoming Meeting Dates

September 14, 2020 (Monday)

November 4, 2020 (Wednesday)