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SENATE BILL NO. 1002

Offered January 8, 2025

Prefiled January 7, 2025

A BILL to amend and reenact §§ 2.2-3711, 24.2-946, and 24.2-948.4 of the Code of Virginia and to amend the Code of Virginia by adding in Article 3 of Chapter 9.3 of Title 24.2 sections numbered 24.2-948.6 through 24.2-948.9, relating to campaign finance; prohibited personal use of campaign funds; complaints, hearings, civil penalties, and advisory opinions.

Patrons—Boysko, Deeds and Salim

Referred to Committee on Privileges and Elections

Be it enacted by the General Assembly of Virginia:

1. That §§ 2.2-3711, 24.2-946, and 24.2-948.4 of the Code of Virginia are amended and reenacted and that the Code of Virginia is amended by adding in Article 3 of Chapter 9.3 of Title 24.2 sections numbered 24.2-948.6 through 24.2-948.9 as follows:

§ 2.2-3711. Closed meetings authorized for certain limited purposes.

A. Public bodies may hold closed meetings only for the following purposes:

1. Discussion, consideration, or interviews of prospective candidates for employment; assignment, appointment, promotion, performance, demotion, salaries, disciplining, or resignation of specific public officers, appointees, or employees of any public body; and evaluation of performance of departments or schools of public institutions of higher education where such evaluation will necessarily involve discussion of the performance of specific individuals. Any teacher shall be permitted to be present during a closed meeting in which there is a discussion or consideration of a disciplinary matter that involves the teacher and some student and the student involved in the matter is present, provided that the teacher makes a written request to be present to the presiding officer of the appropriate board. Nothing in this subdivision, however, shall be construed to authorize a closed meeting by a local governing body or an elected school board to discuss compensation matters that affect the membership of such body or board collectively.

2. Discussion or consideration of admission or disciplinary matters or any other matters that would involve the disclosure of information contained in a scholastic record concerning any student of any public institution of higher education in the Commonwealth or any state school system. However, any such student, legal counsel and, if the student is a minor, the student's parents or legal guardians shall be permitted to be present during the taking of testimony or presentation of evidence at a closed meeting, if such student, parents, or guardians so request in writing and such request is submitted to the presiding officer of the appropriate board.

3. Discussion or consideration of the acquisition of real property for a public purpose, or of the disposition of publicly held real property, where discussion in an open meeting would adversely affect the bargaining position or negotiating strategy of the public body.

4. The protection of the privacy of individuals in personal matters not related to public business.

5. Discussion concerning a prospective business or industry or the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community.

6. Discussion or consideration of the investment of public funds where competition or bargaining is involved, where, if made public initially, the financial interest of the governmental unit would be adversely affected.

7. Consultation with legal counsel and briefings by staff members or consultants pertaining to actual or probable litigation, where such consultation or briefing in open meeting would adversely affect the negotiating or litigating posture of the public body. For the purposes of this subdivision, "probable litigation" means litigation that has been specifically threatened or on which the public body or its legal counsel has a reasonable basis to believe will be commenced by or against a known party. Nothing in this subdivision shall be construed to permit the closure of a meeting merely because an attorney representing the public body is in attendance or is consulted on a matter.

8. Consultation with legal counsel employed or retained by a public body regarding specific legal matters requiring the provision of legal advice by such counsel. Nothing in this subdivision shall be construed to permit the closure of a meeting merely because an attorney representing the public body is in attendance or is consulted on a matter.

9. Discussion or consideration by governing boards of public institutions of higher education of matters relating to gifts, bequests and fund-raising activities, and of grants and contracts for services or work to be performed by such institution. However, the terms and conditions of any such gifts, bequests, grants, and

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59 contracts made by a foreign government, a foreign legal entity, or a foreign person and accepted by a public  
60 institution of higher education in the Commonwealth shall be subject to public disclosure upon written  
61 request to the appropriate board of visitors. For the purpose of this subdivision, (i) "foreign government"  
62 means any government other than the United States government or the government of a state or a political  
63 subdivision thereof, (ii) "foreign legal entity" means any legal entity (a) created under the laws of the United  
64 States or of any state thereof if a majority of the ownership of the stock of such legal entity is owned by  
65 foreign governments or foreign persons or if a majority of the membership of any such entity is composed of  
66 foreign persons or foreign legal entities or (b) created under the laws of a foreign government, and (iii)  
67 "foreign person" means any individual who is not a citizen or national of the United States or a trust territory  
68 or protectorate thereof.

69 10. Discussion or consideration by the boards of trustees of the Virginia Museum of Fine Arts, the  
70 Virginia Museum of Natural History, the Jamestown-Yorktown Foundation, the Fort Monroe Authority, and  
71 The Science Museum of Virginia of matters relating to specific gifts, bequests, and grants from private  
72 sources.

73 11. Discussion or consideration of honorary degrees or special awards.

74 12. Discussion or consideration of tests, examinations, or other information used, administered, or  
75 prepared by a public body and subject to the exclusion in subdivision 4 of § 2.2-3705.1.

76 13. Discussion, consideration, or review by the appropriate House or Senate committees of possible  
77 disciplinary action against a member arising out of the possible inadequacy of the disclosure statement filed  
78 by the member, provided that the member may request in writing that the committee meeting not be  
79 conducted in a closed meeting.

80 14. Discussion of strategy with respect to the negotiation of a hazardous waste siting agreement or to  
81 consider the terms, conditions, and provisions of a hazardous waste siting agreement if the governing body in  
82 open meeting finds that an open meeting will have an adverse effect upon the negotiating position of the  
83 governing body or the establishment of the terms, conditions and provisions of the siting agreement, or both.  
84 All discussions with the applicant or its representatives may be conducted in a closed meeting.

85 15. Discussion by the Governor and any economic advisory board reviewing forecasts of economic  
86 activity and estimating general and nongeneral fund revenues.

87 16. Discussion or consideration of medical and mental health records subject to the exclusion in  
88 subdivision 1 of § 2.2-3705.5.

89 17. Deliberations of the Virginia Lottery Board in a licensing appeal action conducted pursuant to  
90 subsection D of § 58.1-4007 regarding the denial or revocation of a license of a lottery sales agent; and  
91 discussion, consideration or review of Virginia Lottery matters related to proprietary lottery game  
92 information and studies or investigations excluded from disclosure under subdivision 6 of § 2.2-3705.3 and  
93 subdivision 11 of § 2.2-3705.7.

94 18. Those portions of meetings in which the State Board of Local and Regional Jails discusses or discloses  
95 the identity of, or information tending to identify, any prisoner who (i) provides information about crimes or  
96 criminal activities, (ii) renders assistance in preventing the escape of another prisoner or in the apprehension  
97 of an escaped prisoner, or (iii) voluntarily or at the instance of a prison official renders other extraordinary  
98 services, the disclosure of which is likely to jeopardize the prisoner's life or safety.

99 19. Discussion of plans to protect public safety as it relates to terrorist activity or specific cybersecurity  
100 threats or vulnerabilities and briefings by staff members, legal counsel, or law-enforcement or emergency  
101 service officials concerning actions taken to respond to such matters or a related threat to public safety;  
102 discussion of information subject to the exclusion in subdivision 2 or 14 of § 2.2-3705.2, where discussion in  
103 an open meeting would jeopardize the safety of any person or the security of any facility, building, structure,  
104 information technology system, or software program; or discussion of reports or plans related to the security  
105 of any governmental facility, building or structure, or the safety of persons using such facility, building or  
106 structure.

107 20. Discussion by the Board of the Virginia Retirement System, acting pursuant to § 51.1-124.30, or of  
108 any local retirement system, acting pursuant to § 51.1-803, or by a local finance board or board of trustees of  
109 a trust established by one or more local public bodies to invest funds for postemployment benefits other than  
110 pensions, acting pursuant to Article 8 (§ 15.2-1544 et seq.) of Chapter 15 of Title 15.2, or by the board of  
111 visitors of the University of Virginia, acting pursuant to § 23.1-2210, or by the Board of the Commonwealth  
112 Savers Plan, acting pursuant to § 23.1-706, regarding the acquisition, holding or disposition of a security or  
113 other ownership interest in an entity, where such security or ownership interest is not traded on a  
114 governmentally regulated securities exchange, to the extent that such discussion (i) concerns confidential  
115 analyses prepared for the board of visitors of the University of Virginia, prepared by the retirement system, or  
116 a local finance board or board of trustees, or the Commonwealth Savers Plan or provided to the retirement  
117 system, a local finance board or board of trustees, or the Commonwealth Savers Plan under a promise of  
118 confidentiality, of the future value of such ownership interest or the future financial performance of the  
119 entity, and (ii) would have an adverse effect on the value of the investment to be acquired, held, or disposed

120 of by the retirement system, a local finance board or board of trustees, the board of visitors of the University  
121 of Virginia, or the Commonwealth Savers Plan. Nothing in this subdivision shall be construed to prevent the  
122 disclosure of information relating to the identity of any investment held, the amount invested or the present  
123 value of such investment.

124 21. Those portions of meetings in which individual child death cases are discussed by the State Child  
125 Fatality Review Team established pursuant to § 32.1-283.1, those portions of meetings in which individual  
126 child death cases are discussed by a regional or local child fatality review team established pursuant to §  
127 32.1-283.2, those portions of meetings in which individual death cases are discussed by family violence  
128 fatality review teams established pursuant to § 32.1-283.3, those portions of meetings in which individual  
129 adult death cases are discussed by the state Adult Fatality Review Team established pursuant to § 32.1-283.5,  
130 those portions of meetings in which individual adult death cases are discussed by a local or regional adult  
131 fatality review team established pursuant to § 32.1-283.6, those portions of meetings in which individual  
132 death cases are discussed by overdose fatality review teams established pursuant to § 32.1-283.7, those  
133 portions of meetings in which individual maternal death cases are discussed by the Maternal Mortality  
134 Review Team pursuant to § 32.1-283.8, and those portions of meetings in which individual death cases of  
135 persons with developmental disabilities are discussed by the Developmental Disabilities Mortality Review  
136 Committee established pursuant to § 37.2-314.1.

137 22. Those portions of meetings of the board of visitors of the University of Virginia or Old Dominion  
138 University, as the case may be, and those portions of meetings of any persons to whom management  
139 responsibilities for the University of Virginia Medical Center or the Eastern Virginia Health Sciences Center  
140 at Old Dominion University, as the case may be, have been delegated, in which there is discussed proprietary,  
141 business-related information pertaining to the operations of the University of Virginia Medical Center or the  
142 Eastern Virginia Health Sciences Center at Old Dominion University, as the case may be, including business  
143 development or marketing strategies and activities with existing or future joint venturers, partners, or other  
144 parties with whom the University of Virginia Medical Center or the Eastern Virginia Health Sciences Center  
145 at Old Dominion University, as the case may be, has formed, or forms, any arrangement for the delivery of  
146 health care, if disclosure of such information would adversely affect the competitive position of the  
147 University of Virginia Medical Center or the Eastern Virginia Health Sciences Center at Old Dominion  
148 University, as the case may be.

149 23. Discussion or consideration by the Virginia Commonwealth University Health System Authority or  
150 the board of visitors of Virginia Commonwealth University of any of the following: the acquisition or  
151 disposition by the Authority of real property, equipment, or technology software or hardware and related  
152 goods or services, where disclosure would adversely affect the bargaining position or negotiating strategy of  
153 the Authority; matters relating to gifts or bequests to, and fund-raising activities of, the Authority; grants and  
154 contracts for services or work to be performed by the Authority; marketing or operational strategies plans of  
155 the Authority where disclosure of such strategies or plans would adversely affect the competitive position of  
156 the Authority; and members of the Authority's medical and teaching staffs and qualifications for  
157 appointments thereto.

158 24. Those portions of the meetings of the Health Practitioners' Monitoring Program Committee within the  
159 Department of Health Professions to the extent such discussions identify any practitioner who may be, or who  
160 actually is, impaired pursuant to Chapter 25.1 (§ 54.1-2515 et seq.) of Title 54.1.

161 25. Meetings or portions of meetings of the Board of the Commonwealth Savers Plan wherein personal  
162 information, as defined in § 2.2-3801, which has been provided to the Board or its employees by or on behalf  
163 of individuals who have requested information about, applied for, or entered into prepaid tuition contracts or  
164 savings trust account agreements pursuant to Chapter 7 (§ 23.1-700 et seq.) of Title 23.1 is discussed.

165 26. Discussion or consideration, by the former Wireless Carrier E-911 Cost Recovery Subcommittee  
166 created pursuant to former § 56-484.15, of trade secrets submitted by CMRS providers, as defined in §  
167 56-484.12, related to the provision of wireless E-911 service.

168 27. Those portions of disciplinary proceedings by any regulatory board within the Department of  
169 Professional and Occupational Regulation, Department of Health Professions, or the Board of Accountancy  
170 conducted pursuant to § 2.2-4019 or 2.2-4020 during which the board deliberates to reach a decision or  
171 meetings of health regulatory boards or conference committees of such boards to consider settlement  
172 proposals in pending disciplinary actions or modifications to previously issued board orders as requested by  
173 either of the parties.

174 28. Discussion or consideration of information subject to the exclusion in subdivision 11 of § 2.2-3705.6  
175 by a responsible public entity or an affected locality or public entity, as those terms are defined in §  
176 33.2-1800, or any independent review panel appointed to review information and advise the responsible  
177 public entity concerning such records.

178 29. Discussion of the award of a public contract involving the expenditure of public funds, including  
179 interviews of bidders or offerors, and discussion of the terms or scope of such contract, where discussion in  
180 an open session would adversely affect the bargaining position or negotiating strategy of the public body.

181 30. Discussion or consideration of grant or loan application information subject to the exclusion in

182 subdivision 17 of § 2.2-3705.6 by the Commonwealth Health Research Board.

183 31. Discussion or consideration by the Commitment Review Committee of information subject to the  
184 exclusion in subdivision 5 of § 2.2-3705.2 relating to individuals subject to commitment as sexually violent  
185 predators under Chapter 9 (§ 37.2-900 et seq.) of Title 37.2.

186 32. Discussion or consideration of confidential proprietary information and trade secrets developed and  
187 held by a local public body providing certain telecommunication services or cable television services and  
188 subject to the exclusion in subdivision 18 of § 2.2-3705.6. However, the exemption provided by this  
189 subdivision shall not apply to any authority created pursuant to the BVU Authority Act (§ 15.2-7200 et seq.).

190 33. Discussion or consideration by a local authority created in accordance with the Virginia Wireless  
191 Service Authorities Act (§ 15.2-5431.1 et seq.) of confidential proprietary information and trade secrets  
192 subject to the exclusion in subdivision 19 of § 2.2-3705.6.

193 34. Discussion or consideration by the State Board of Elections or local electoral boards of voting security  
194 matters made confidential pursuant to § 24.2-410.2 or 24.2-625.1 *and review by the State Board of Elections*  
195 *of complaints related to the personal use of campaign funds pursuant to § 24.2-948.7.*

196 35. Discussion or consideration by the Forensic Science Board or the Scientific Advisory Committee  
197 created pursuant to Article 2 (§ 9.1-1109 et seq.) of Chapter 11 of Title 9.1 of criminal investigative files.

198 36. Discussion or consideration by the Brown v. Board of Education Scholarship Committee of  
199 information or confidential matters subject to the exclusion in subdivision A 3 of § 2.2-3705.4, and meetings  
200 of the Committee to deliberate concerning the annual maximum scholarship award, review and consider  
201 scholarship applications and requests for scholarship award renewal, and cancel, rescind, or recover  
202 scholarship awards.

203 37. Discussion or consideration by the Virginia Port Authority of information subject to the exclusion in  
204 subdivision 1 of § 2.2-3705.6 related to certain proprietary information gathered by or for the Virginia Port  
205 Authority.

206 38. Discussion or consideration by the Board of Trustees of the Virginia Retirement System acting  
207 pursuant to § 51.1-124.30, by the Investment Advisory Committee appointed pursuant to § 51.1-124.26, by  
208 any local retirement system, acting pursuant to § 51.1-803, by the Board of the Commonwealth Savers Plan  
209 acting pursuant to § 23.1-706, or by the Commonwealth Savers Plan's Investment Advisory Committee  
210 appointed pursuant to § 23.1-702 of information subject to the exclusion in subdivision 24 of § 2.2-3705.7.

211 39. Discussion or consideration of information subject to the exclusion in subdivision 3 of § 2.2-3705.6  
212 related to economic development.

213 40. Discussion or consideration by the Board of Education of information relating to the denial,  
214 suspension, or revocation of teacher licenses subject to the exclusion in subdivision 11 of § 2.2-3705.3.

215 41. Those portions of meetings of the Virginia Military Advisory Council or any commission created by  
216 executive order for the purpose of studying and making recommendations regarding preventing closure or  
217 realignment of federal military and national security installations and facilities located in Virginia and  
218 relocation of such facilities to Virginia, or a local or regional military affairs organization appointed by a  
219 local governing body, during which there is discussion of information subject to the exclusion in subdivision  
220 8 of § 2.2-3705.2.

221 42. Discussion or consideration by the Board of Trustees of the Veterans Services Foundation of  
222 information subject to the exclusion in subdivision 28 of § 2.2-3705.7 related to personally identifiable  
223 information of donors.

224 43. Discussion or consideration by the Virginia Tobacco Region Revitalization Commission of  
225 information subject to the exclusion in subdivision 23 of § 2.2-3705.6 related to certain information contained  
226 in grant applications.

227 44. Discussion or consideration by the board of directors of the Commercial Space Flight Authority of  
228 information subject to the exclusion in subdivision 24 of § 2.2-3705.6 related to rate structures or charges for  
229 the use of projects of, the sale of products of, or services rendered by the Authority and certain proprietary  
230 information of a private entity provided to the Authority.

231 45. Discussion or consideration of personal and proprietary information related to the resource  
232 management plan program and subject to the exclusion in (i) subdivision 25 of § 2.2-3705.6 or (ii) subsection  
233 E of § 10.1-104.7. This exclusion shall not apply to the discussion or consideration of records that contain  
234 information that has been certified for release by the person who is the subject of the information or  
235 transformed into a statistical or aggregate form that does not allow identification of the person who supplied,  
236 or is the subject of, the information.

237 46. Discussion or consideration by the Board of Directors of the Virginia Alcoholic Beverage Control  
238 Authority of information subject to the exclusion in subdivision 1 of § 2.2-3705.3 related to investigations of  
239 applicants for licenses and permits and of licensees and permittees.

240 47. Discussion or consideration of grant, loan, or investment application records subject to the exclusion  
241 in subdivision 28 of § 2.2-3705.6 for a grant, loan, or investment pursuant to Article 11 (§ 2.2-2351 et seq.)  
242 of Chapter 22.

243 48. Discussion or development of grant proposals by a regional council established pursuant to Article 26

244 (§ 2.2-2484 et seq.) of Chapter 24 to be submitted for consideration to the Virginia Growth and Opportunity  
245 Board.

246 49. Discussion or consideration of (i) individual sexual assault cases by a sexual assault response team  
247 established pursuant to § 15.2-1627.4, (ii) individual child abuse or neglect cases or sex offenses involving a  
248 child by a child sexual abuse response team established pursuant to § 15.2-1627.5, (iii) individual cases  
249 involving abuse, neglect, or exploitation of adults as defined in § 63.2-1603 pursuant to §§ 15.2-1627.5 and  
250 63.2-1605, or (iv) individual human trafficking cases by any human trafficking response team established  
251 pursuant to § 15.2-1627.6.

252 50. Discussion or consideration by the Board of the Virginia Economic Development Partnership  
253 Authority, the Joint Legislative Audit and Review Commission, or any subcommittees thereof, of the portions  
254 of the strategic plan, marketing plan, or operational plan exempt from disclosure pursuant to subdivision 33  
255 of § 2.2-3705.7.

256 51. Those portions of meetings of the subcommittee of the Board of the Virginia Economic Development  
257 Partnership Authority established pursuant to subsection F of § 2.2-2237.3 to review and discuss information  
258 received from the Virginia Employment Commission pursuant to subdivision C 2 of § 60.2-114 and the  
259 Department of Workforce Development and Advancement pursuant to subsection B of § 2.2-2040.

260 52. Discussion or consideration by the Commonwealth of Virginia Innovation Partnership Authority (the  
261 Authority), an advisory committee of the Authority, or any other entity designated by the Authority, of  
262 information subject to the exclusion in subdivision 35 of § 2.2-3705.7.

263 53. Deliberations of the Virginia Lottery Board conducted pursuant to § 58.1-4105 regarding the denial or  
264 revocation of a license of a casino gaming operator, or the refusal to issue, suspension of, or revocation of  
265 any license or permit related to casino gaming, and discussion, consideration, or review of matters related to  
266 investigations excluded from mandatory disclosure under subdivision 1 of § 2.2-3705.3.

267 54. Deliberations of the Virginia Lottery Board in an appeal conducted pursuant to § 58.1-4007 regarding  
268 the denial of, revocation of, suspension of, or refusal to renew any license or permit related to sports betting  
269 and any discussion, consideration, or review of matters related to investigations excluded from mandatory  
270 disclosure under subdivision 1 of § 2.2-3705.3.

271 55. Meetings or portions of meetings of the Board of Criminal Justice Services or the Department of  
272 Criminal Justice Services concerning the decertification of an identifiable law-enforcement or jail officer.

273 B. No resolution, ordinance, rule, contract, regulation or motion adopted, passed or agreed to in a closed  
274 meeting shall become effective unless the public body, following the meeting, reconvenes in open meeting  
275 and takes a vote of the membership on such resolution, ordinance, rule, contract, regulation, or motion that  
276 shall have its substance reasonably identified in the open meeting.

277 C. Public officers improperly selected due to the failure of the public body to comply with the other  
278 provisions of this section shall be de facto officers and, as such, their official actions are valid until they  
279 obtain notice of the legal defect in their election.

280 D. Nothing in this section shall be construed to prevent the holding of conferences between two or more  
281 public bodies, or their representatives, but these conferences shall be subject to the same procedures for  
282 holding closed meetings as are applicable to any other public body.

283 E. This section shall not be construed to (i) require the disclosure of any contract between the Department  
284 of Health Professions and an impaired practitioner entered into pursuant to Chapter 25.1 (§ 54.1-2515 et seq.)  
285 of Title 54.1 or (ii) require the board of directors of any authority created pursuant to the Industrial  
286 Development and Revenue Bond Act (§ 15.2-4900 et seq.), or any public body empowered to issue industrial  
287 revenue bonds by general or special law, to identify a business or industry to which subdivision A 5 applies.  
288 However, such business or industry shall be identified as a matter of public record at least 30 days prior to the  
289 actual date of the board's authorization of the sale or issuance of such bonds.

290 **§ 24.2-946. Summary of election laws; forms; instructions.**

291 A. The State Board shall summarize the provisions of the election laws relating to the Campaign Finance  
292 Disclosure Act of 2006 and provide for distribution of this summary and prescribed forms to each candidate,  
293 person, or committee on request or upon their first filing with the State Board pursuant to this chapter,  
294 whichever occurs first.

295 B. The *State* Board shall designate the forms required for complying with this chapter which shall be the  
296 only such forms used in complying with the provisions of this chapter.

297 C. The *State* Board shall provide, with the summary required by this section, instructions for persons  
298 filing reports pursuant to this chapter to assist them in completing the reports. The instructions shall include  
299 directions for the reporting of filing fees for any party nomination method. The instructions shall set out the  
300 requirements for retaining records and materials for implementing the review provisions of § 24.2-948.5.

301 D. The *State* Board shall provide instructions for candidates who seek election for successive terms in the  
302 same office for the filing of reports within each appropriate election cycle for the office and for the  
303 aggregation of contributions within each election cycle.

304 E. The *State* Board, *in consultation with the Office of the Attorney General*, shall ~~provide, with the~~

305 summary required by this section, to each candidate, person, or committee on request or upon their first filing  
 306 with the State Board pursuant to this chapter, whichever occurs first, a copy of a written explanation prepared  
 307 by the Attorney General of develop and publish guidance on the provisions of the Act that prohibit the  
 308 personal use of campaign funds. The explanation Such guidance shall cover the provisions that prohibit the  
 309 personal use of campaign funds and shall delineate the differences between prohibited personal uses of  
 310 campaign funds and permitted uses of the funds and shall include examples of conduct that complies with and  
 311 that violates such provisions. The State Board shall periodically update such guidance to incorporate  
 312 advisory opinions and additional examples.

313 **§ 24.2-948.4. Final report requirement; disbursement of surplus funds.**

314 A. A final report shall be filed by every campaign committee which that sets forth (i) all receipts and  
 315 disbursements not previously reported, (ii) an accounting of the retirement of all debts, and (iii) the  
 316 disposition of all surplus funds as provided in subsection D. The final report shall include a termination  
 317 statement, signed by the candidate, that all reporting for the campaign committee is complete and final. Once  
 318 a campaign committee's final report has been filed, no further report relating to that election shall be required.

319 B. A final report shall be required when (i) a candidate no longer seeks election to the same office in a  
 320 successive election, (ii) a candidate seeks election to a different office, or (iii) the candidate is deceased.

321 C. If the candidate is deceased, the final report shall be filed and signed by the treasurer. If the candidate  
 322 was serving as his own treasurer, his executor shall file and sign the final report. Any excess contributed  
 323 funds shall be disposed of pursuant to the provisions of subsection D.

324 D. Amounts received by a candidate or his campaign committee as contributions that are in excess of the  
 325 amount necessary to defray his campaign expenditures or items acquired using campaign contributions may  
 326 be disposed of only by one or any combination of the following: (i) transferring the excess or items acquired  
 327 using campaign contributions for use in a succeeding election or to retire the deficit in a preceding election;  
 328 (ii) returning the excess or items acquired using campaign contributions to a contributor in an amount not to  
 329 exceed the contributor's original contribution; (iii) donating the excess or items acquired using campaign  
 330 contributions to any organization described in § 170(c) of the Internal Revenue Code; (iv) contributing the  
 331 excess or items acquired using campaign contributions to one or more candidates or to any political  
 332 committee that has filed a statement of organization pursuant to this chapter; (v) contributing the excess or  
 333 items acquired using campaign contributions to any political party committee; and (vi) defraying any  
 334 ordinary, nonreimbursed expense related to his elective office. It shall be unlawful for any person to convert  
 335 any contributed moneys, securities, or like intangible personal property to his personal use or to the use of a  
 336 member of the candidate's "immediate family" as that term is defined in § 30-101.

337 **§ 24.2-948.6. Use of campaign funds.**

338 A. A contribution accepted by a candidate or his campaign committee may be used for the following  
 339 purposes:

- 340 1. For otherwise authorized expenditures in connection with the candidate's campaign;
- 341 2. For ordinary and necessary expenses incurred in connection with the duties of the individual as an  
 342 officeholder;
- 343 3. For contributions to any organization described in § 170(c) of the Internal Revenue Code;
- 344 4. For transfers to any federal, state, or local political party committee;
- 345 5. For contributions to federal, state, and local candidates subject to the provisions of prevailing law;
- 346 6. For dependent care expenses that are incurred as a direct result of the person's seeking, holding, or  
 347 maintaining public office; or
- 348 7. For any other lawful purpose unless prohibited by subsection B.

349 B. Contributions to a candidate or his campaign committee shall not be converted by any person to  
 350 personal use. For the purpose of this subsection, a contribution shall be considered to be converted to  
 351 personal use if the contribution is used to fulfill any commitment, obligation, or expense of a person that  
 352 would exist irrespective of the person's seeking, holding, or maintaining public office, which includes the  
 353 following:

- 354 1. A home mortgage, rent, or utility payment;
- 355 2. A clothing purchase, except for clothing of de minimis value that is used in the campaign, such as  
 356 T-shirts or caps imprinted with a campaign slogan;
- 357 3. A non-campaign-related automobile expense;
- 358 4. A country club membership;
- 359 5. A vacation or other non-campaign-related trip;
- 360 6. A household food item;
- 361 7. A tuition payment, other than those associated with the training of campaign staff;
- 362 8. Admission to a sporting event, a concert, a theater, or any other form of entertainment not associated  
 363 with an election campaign;
- 364 9. Dues, fees, and other payments to a health club or recreational facility unless the payments are made in  
 365 connection with a specific fundraising event that takes place on the organization's premises; and
- 366 10. Salary payments to a member of a candidate's family, unless the family member is providing bona fide

367 services to the campaign and receives compensation that is no greater than the fair market value of the  
368 services provided.

369 **§ 24.2-948.7. Violations of the ban on personal use of campaign funds; complaint; notice; hearing;**  
370 **civil penalties.**

371 A. A person who believes a violation of § 24.2-948.6 has occurred and (i) contributes to a candidate or  
372 his campaign committee that has allegedly committed the violation or (ii) is qualified to vote in the election  
373 for the office for which such candidate is running is qualified to file a complaint with the Department. Such  
374 complaint shall be filed electronically or in writing on a form provided by the Department, signed and sworn  
375 to by the person filing such complaint, notarized, and made under penalty of perjury and subject to the  
376 provisions of § 24.2-1016. The complaint shall clearly identify the complainant and the person against whom  
377 the complaint is addressed (the respondent) and contain (a) a credible allegation of a violation of § 24.2-948.  
378 6 with regard to a specific use of campaign contributions by the candidate or his campaign committee, (b)  
379 attached documentation supporting the allegation, (c) the names and contact information of any person the  
380 complainant knows to have knowledge of facts relating to the allegation, and (d) any other information  
381 required by the Department.

382 The complaint form shall include a sworn statement, signed by the complainant, agreeing to strict  
383 confidentiality regarding the complaint and all related matters for the 10 days preceding the complaint's  
384 submission. If the State Board determines that the complainant knowingly violated his agreement to strict  
385 confidentiality, the State Board may assess a civil penalty in an amount not to exceed \$10,000. Any civil  
386 penalty collected under this provision shall be payable to the State Treasurer for deposit into the Prohibited  
387 Personal Use Enforcement Fund established pursuant to § 24.2-948.9. The procedure to enforce a civil  
388 penalty provided in this section shall be as stated in § 24.2-946.3.

389 The Department shall provide a copy of the complaint to the respondent within 24 hours of receipt. The  
390 Department shall complete its review of such complaints and, within 10 days, transmit to the State Board any  
391 credible and complete complaint from a qualified complainant and send written notice to the complainant  
392 and respondent of the Department's ultimate determination of the complaint's disposition. The State Board  
393 shall not act upon any complaint that does not meet the requirements of this subsection but shall be  
394 authorized to initiate an inquiry upon its own motion.

395 B. Upon receipt of a complaint or upon its own motion, the State Board shall conduct a preliminary  
396 investigation into the specific use of campaign contributions by the candidate. Such preliminary investigation  
397 shall be conducted in closed meetings held pursuant to § 2.2-3711. The State Board shall determine, during  
398 its preliminary investigation, whether the facts stated in the complaint or that serve as the basis of the State  
399 Board's motion taken as true are sufficient to show a violation of § 24.2-948.6. If such facts fail to give rise to  
400 such a violation, then the State Board shall dismiss the complaint. If the facts give rise to such a violation,  
401 then the State Board shall request that the complainant appear and testify under oath as to the complaint and  
402 the allegations therein. If the inquiry was initiated by the State Board's own motion, the State Board may  
403 request that witnesses appear and testify under oath as to the allegations raised by the State Board.

404 The State Board shall notify the respondent that a preliminary investigation has commenced within 24  
405 hours of initiating such investigation. Before the State Board conducts any vote on the complaint, other than  
406 a vote to dismiss, the respondent shall have 30 days to provide to the State Board documentation or other  
407 evidence that no action should be taken against the respondent on the basis of the complaint or the  
408 allegations brought by the State Board. If the respondent provides such documentation or such other  
409 evidence, the State Board shall review the response and determine whether to proceed with the inquiry.

410 After hearing testimony and reviewing any other evidence provided by the complainant, witnesses, or the  
411 respondent, the State Board shall dismiss the complaint if the State Board fails to find by a preponderance of  
412 the evidence that such violation has occurred. If the State Board finds otherwise, it shall proceed with the  
413 inquiry by calling for a public hearing.

414 If at any point prior to the State Board's call for a public hearing on the matter the respondent pays back  
415 to the campaign committee from his personal funds the amount that was allegedly converted to his personal  
416 use, the State Board shall dismiss the complaint or motion and end the inquiry into the matter.

417 Prior to the State Board's holding a public hearing on the matter, the complaint, the State Board's written  
418 notice, and any related records shall not be subject to the provisions of the Virginia Freedom of Information  
419 Act (§ 2.2-3700 et seq.) and shall not be made public, except by the respondent. However, once the State  
420 Board has commenced a public meeting to further inquire into alleged conversion of campaign funds to  
421 personal use, its materials, meetings, and hearings on the matter shall be open to the public.

422 C. If after such preliminary investigation the State Board determines to proceed with an inquiry into the  
423 specific use of campaign contributions by the respondent, the State Board (i) shall immediately notify in  
424 writing the complainant and the respondent as to the fact of the inquiry and the allegations against the  
425 respondent and (ii) shall schedule one or more hearings on the matter. The respondent shall have the right to  
426 postpone the hearing if it is scheduled within the 30 days immediately preceding an election in which the  
427 respondent is a candidate for office. If the complaining party declines to participate in the hearing, the

428 *complaint shall be dismissed and no further action shall be taken.*

429 *The respondent shall have the right to access all records obtained during the investigation, present*  
430 *evidence, cross-examine witnesses, face and examine the accuser, and be represented by counsel at any*  
431 *hearings. The State Board may grant the respondent any other rights or privileges not specifically*  
432 *enumerated in this subsection.*

433 *If at any time the State Board determines that the complaint is without merit, the State Board shall dismiss*  
434 *the complaint, so advise the complainant and the respondent, and take no further action.*

435 *D. A decision to dispose of a complaint under this section shall require a vote of four members of the*  
436 *State Board. Failure of the State Board to dispose of a complaint within 120 days of the Department's*  
437 *transmission of the signed and sworn complaint shall result in the summary dismissal of the matter, after*  
438 *which no further action shall be taken.*

439 *Within 120 days of the Department's transmission of the signed and sworn complaint to the State Board*  
440 *or a motion to begin an inquiry, the State Board may dispose of the matter in one of the following ways:*

441 *1. If for any reason the State Board dismisses the matter during its preliminary investigation and prior to*  
442 *holding a public hearing on the matter, the State Board shall so advise the complainant and the respondent*  
443 *and take no further action. In such case, the records and findings on the matter shall not be subject to the*  
444 *provisions of the Virginia Freedom of Information Act (§ 2.2-3700 et seq.) and shall not be made public*  
445 *unless the respondent requests in writing that the records and findings be made public.*

446 *2. If at any time after the commencement of the initial public hearing on the matter the State Board*  
447 *dismisses the matter, the State Board shall so advise the complainant and the respondent and prepare a*  
448 *written judgment stating the grounds for the dismissal.*

449 *3. If after a public hearing the State Board determines by a preponderance of the evidence that the*  
450 *respondent has violated the provisions of § 24.2-948.6 but that the violation was not made willfully and*  
451 *knowingly, the State Board may require the respondent to repay an amount not to exceed the amount*  
452 *unlawfully converted to the personal use of the respondent. Respondents who claim an inability to repay the*  
453 *amount the State Board has determined is owed may be asked to provide documentation as to their financial*  
454 *condition. The State Board may negotiate a payment plan that enables a respondent to repay. The procedure*  
455 *to enforce repayment under this section shall be as stated in § 24.2-946.3. The State Board shall prepare a*  
456 *written judgment stating its determination of the matter, its recommended remedy, and reasons therefor. A*  
457 *copy of the judgment shall be sent to each party and posted on the State Board's website no later than three*  
458 *days after it has been issued.*

459 *4. If the State Board determines by a preponderance of the evidence that the respondent willfully and*  
460 *knowingly violated any provision of § 24.2-948.6, the State Board shall direct the respondent to repay the*  
461 *amount unlawfully converted to his personal use. The State Board may also assess an additional civil*  
462 *penalty, in an amount not to exceed \$1,000 per itemized expenditure found to be in violation of any provision*  
463 *of § 24.2-948.6 and in no case greater than \$10,000. Respondents who claim an inability to pay an*  
464 *appropriate civil penalty may be asked to provide documentation as to their financial condition. The State*  
465 *Board may negotiate a payment plan that enables a respondent to pay an appropriate civil penalty. Any civil*  
466 *penalty collected under this subdivision shall be payable to the State Treasurer for deposit into the*  
467 *Prohibited Personal Use Enforcement Fund established pursuant to § 24.2-948.9. The procedure to enforce a*  
468 *civil penalty provided in this section shall be as stated in § 24.2-946.3. The State Board shall prepare a*  
469 *written judgment stating its determination of the matter, its recommended remedy, and reasons therefor. A*  
470 *copy of the judgment shall be sent to each party and posted on the State Board's website no later than 3 days*  
471 *after it has been issued.*

472 *5. Any records and findings related to a complaint that was not dismissed pursuant to subdivision 1 shall*  
473 *become archival records, as defined in § 42.1-77, maintained permanently by the Library of Virginia.*  
474 *Electronic copies of such records shall be made publicly available on the State Board's website no later than*  
475 *thirty days after a final disposition of the matter has been decided.*

476 *E. A person found by the State Board to have violated the provisions of this section shall have a right to*  
477 *the direct review of the finding by a court of competent jurisdiction as provided in the Administrative Process*  
478 *Act (§ 2.2-4000 et seq.). The provisions of the Administrative Process Act shall not otherwise apply, however,*  
479 *to the finding of a violation by the State Board pursuant to this section.*

480 *F. The State Board may, by a vote of four members, make a finding that a complaint is frivolous. Such a*  
481 *finding shall be prima facie evidence of abuse of process by the complainant. The State Board shall prepare a*  
482 *written judgment stating its determination of the matter and reasons therefor. A copy of the judgment shall be*  
483 *sent to each party and posted on the State Board's website no later than three days after it has been issued.*

484 **§ 24.2-948.8. Advisory opinions.**

485 *A. Any person subject to the provisions of § 24.2-948.6 may submit a complete written request for an*  
486 *advisory opinion concerning the application of that section to a specific transaction or activity on a form*  
487 *provided by the Department. The Department shall transmit any such complete written request for an*  
488 *advisory opinion to the State Board.*

489 *B. The State Board shall, upon receipt, make public any request for an advisory opinion. Before rendering*

490 an advisory opinion, the State Board shall accept written comments submitted by any interested party within  
491 the 10-day period following the date the request is made public.

492 C. The State Board shall issue a written advisory opinion within 60 days of receipt of the request for an  
493 advisory opinion. However, if an advisory opinion is requested by a candidate or his campaign committee  
494 during the 60-day period before any election involving the requesting party, the State Board shall render a  
495 written advisory opinion relating to such request no later than 20 days after the State Board receives a  
496 complete written request.

497 D. Any advisory opinion rendered by the State Board under subsection C may be relied upon by (i) any  
498 person involved in the specific transaction or activity with respect to which such advisory opinion is rendered  
499 and (ii) any person involved in any specific transaction or activity that is indistinguishable in all its material  
500 aspects from the transaction or activity with respect to which such advisory opinion is rendered.

501 E. Notwithstanding any other provision of law, any person who relies upon any provision or finding of an  
502 advisory opinion in accordance with the provisions of subsection D and who acts in good faith in accordance  
503 with the provisions and findings of such advisory opinion shall not, as a result of any such act, be subject to  
504 any sanction provided under § 24.2-948.7.

505 **§ 24.2-948.9. Prohibited Personal Use Enforcement Fund.**

506 There is hereby created in the state treasury a special nonreverting fund to be known as the Prohibited  
507 Personal Use Enforcement Fund, referred to in this section as "the Fund." The Fund shall be established on  
508 the books of the Comptroller. All civil penalties levied pursuant to § 24.2-948.7 shall be paid into the state  
509 treasury and credited to the Fund. Interest earned on moneys in the Fund shall remain in the Fund and be  
510 credited to it. Any moneys remaining in the Fund, including interest thereon, at the end of each fiscal year  
511 shall not revert to the general fund but shall remain in the Fund. Moneys in the Fund shall be used solely for  
512 the purposes of administering the provisions of §§ 24.2-948.6, 24.2-948.7, and 24.2-948.8. Expenditures and  
513 disbursements from the Fund shall be made by the State Treasurer on warrants issued by the Comptroller  
514 upon written request signed by the Commissioner of Elections.

515 **2. That the provisions of the first enactment of this act shall become effective on July 1, 2026.**

516 **3. That the State Board of Elections shall promulgate regulations to implement the provisions of this**  
517 **act to be effective within 280 days of its enactment.**

518 **4. That the regulations adopted pursuant to the second enactment of this act shall include regulations**  
519 **substantially similar to the regulations of the Federal Election Commission (the FEC) under 11 C.F.R.**  
520 **Part 112 with respect to advisory opinions and 11 C.F.R. Part 113 with respect to the prohibition on**  
521 **personal use of campaign funds. The regulations adopted pursuant to the second enactment of this act**  
522 **shall also provide that the State Board and the parties may rely on past closed matters under review**  
523 **and advisory opinions of the FEC on matters related to the prohibited personal use of campaign funds**  
524 **under federal law as persuasive authority for any future decisions of the State Board of Elections with**  
525 **respect to analogous state law, except with respect to the FEC's interpretation that personal use**  
526 **restrictions apply only to a candidate committee.**

527 **5. That the State Board of Elections shall publish an updated summary of the provisions of the**  
528 **Campaign Finance Disclosure Act of 2006 (§ 24.2-945 et seq. of the Code of Virginia, as amended by**  
529 **this act) required by subsection E of § 24.2-946 of the Code of Virginia, as amended by this act, and**  
530 **any regulations of the State Board of Elections promulgated pursuant to the second enactment of this**  
531 **act within 30 days of the promulgation of such regulations.**

532 **6. That the provisions of this act may result in a net increase in periods of imprisonment or**  
533 **commitment. Pursuant to § 30-19.1:4 of the Code of Virginia, the estimated amount of the necessary**  
534 **appropriation cannot be determined for periods of imprisonment in state adult correctional facilities;**  
535 **therefore, Chapter 2 of the Acts of Assembly of 2024, Special Session I, requires the Virginia Criminal**  
536 **Sentencing Commission to assign a minimum fiscal impact of \$50,000. Pursuant to § 30-19.1:4 of the**  
537 **Code of Virginia, the estimated amount of the necessary appropriation cannot be determined for**  
538 **periods of commitment to the custody of the Department of Juvenile Justice.**