

State Board of Elections Annual Report

(January 1, 2025 – December 31, 2025)

January 14, 2026

Virginia Department of Elections



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Executive Summary

Under the Code of Virginia §24.2-103(J), the State Board of Elections (the Board), through the Department of Elections (ELECT), is pleased to provide the State Board of Elections Annual Report to the Governor and the Virginia General Assembly. Pursuant to §24.2-103 of the Code of Virginia, the Board supervises, coordinates, and adopts regulations governing the work of local electoral boards, registrars, and officers of election to ensure secure, uniform, and trustworthy elections. During the 2025 calendar year (January 1, 2025 – December 31, 2025), the Board met eleven times, certifying four elections, approving one emergency regulation, amending two existing regulations, and attending to several election administration, election security, and campaign finance matters.



Introduction

The Virginia State Board of Elections (the Board) was created in 1946 as a non-political agency responsible for ensuring fairness, accuracy, and uniformity in all elections in the Commonwealth of Virginia. The Board promotes the proper administration of election laws, campaign finance disclosure compliance, and voter registration processes in the state by promulgating rules, amending regulations, issuing instructions, and providing information to local electoral boards and general registrars. The Department of Elections (ELECT) was formed in 2014 to conduct the Board’s administrative operations and other duties consistent with its delegated authority.

The Board consists of five members who are appointed by the Governor and confirmed by the General Assembly.¹ Three members are from the same political party as the Governor. Two members are from the political party with the next highest number of votes during the last preceding gubernatorial race. The current members can be found on ELECT’s website.² ELECT is led by a commissioner who is appointed by the Governor and confirmed by the General Assembly.³

Summary of Actions

In 2025, ELECT proposed approximately thirty-three memorandums to the Board summarized in the table below.

Topic	Number of Memorandums
Regulations	3
Election Administration	5
Certification of Elections	4
Election Security	4
Risk-Limiting Audits (RLA)	4
Stand by Your Ad (SBYA)	4
Campaign Finance Appeals	3
Miscellaneous	6
Total	33

¹ Code of Virginia [§24.2-102](#).

² ELECT, [About Us](#).

³ Code of Virginia [§24.2-102](#).



Regulations

Pursuant to Virginia Code §24.2-103, the Board has the authority to make rules and regulations, issue instructions, and provide information consistent with election laws to the electoral boards and general registrars (registrars).⁴ Electoral Boards and registrars must adhere to the rules and regulations of the Board, ensuring compliance with Virginia and federal laws. The Board approved amendments to one existing regulation, approved one new regulation for the final stage, and approved two emergency regulations.

Amending an Existing Regulation

1VAC20-20-20 Electronic transmission of records containing sensitive personal information; encryption or redaction required.⁵

Federal and state laws require Virginia election administrators to maintain the security and confidentiality of personal voter information, including social security numbers and full date of birth. The regulation provides a standard for encryption technology that state and local election officials may utilize as an alternative to redacting personal information from applications and other documents before transmitting them electronically. Since the initial promulgation of 1VAC20-20-20 in 2011, the referenced encryption standards established by the National Institute of Technology (NIST) of the United States Department of Commerce have been updated. These updated standards provide four increasing, qualitative levels of security intended to cover a wide range of potential applications and environments. The Board unanimously approved the addition of these definitions on January 15, 2025.

New Regulation

1VAC20-90-40 Campaign Finance and Political Advertisements⁶

This regulation requires a disclosure statement on a political advertisement to (i) be a sufficient font size to be clearly readable by the recipient of the communication; (ii) be contained in a printed box set apart from the other contents of the communication; and (iii) have a reasonable degree of color contrast with the advertisement background. The requirements in the regulation are consistent with federal print media advertisement requirements established by the Federal Election Commission under 11 CFR § 110.11.⁷ Previously, the Board adopted a short-term emergency version of this regulation to ensure an effective date of July 1. That regulation, which remains effective, contains the

⁴ Code of Virginia [§24.2-103](#).

⁵ Administrative Code of Virginia [1VAC20-100-10](#).

⁶ See Emergency Text for [1VAC20-90-40](#).

⁷ See Code of Federal Regulations [11 CFR §110.11](#).



same language as is proposed in this permanent version. However, as stated at that time, the short-term version did not circumvent the full regulatory process, especially pertaining to public participation. In furtherance of the required process, the Board held a public hearing on August 20, 2024, and the public was provided with the opportunity to comment through September 13, 2024, on the Virginia Regulatory Town Hall. No comment was received. On January 15, 2025, the Board unanimously motioned to allow the regulation to move to the final stage.

Emergency Regulations

1VAC 20-90-50 Prohibition on Personal Use of Campaign Funds; Permitted Uses; Complaints; Violations and 1VAC20-90-60 Advisory Opinions for Use of Campaign Funds⁸

Chapters 535 and 537 of the Virginia Acts of Assembly 2025 Session prohibit the use of campaign funds for personal use, allow candidates to request advisory opinions from the Board regarding the permissibility of campaign fund expenditures, and create a complaint and hearing process for violations of the prohibition on personal use. Further, the Board was required to promulgate regulations within 280 days of this bill's enactment, by December 29, 2025, to implement the provisions of this bill. The regulations are substantially similar to the Federal Election Commission (FEC) regulations related to advisory opinions, 11 CFR Part 112, and the prohibition on the personal use of campaign funds, 11 CFR Part 113, which were required by the bill; the regulations also had some modifications to reflect the differences between the Virginia government and laws and the federal government and laws.⁹ The Board unanimously approved the proposed emergency regulations on September 17, 2025.

Election Administration

Election Administration encompasses the proper administration of election laws, campaign finance disclosure compliance, and voter registration processes in Virginia. This includes creating rules, issuing instructions, and providing information consistent with state and federal election laws to promote the proper administration of elections and to obtain uniformity in the practices of election officials. The Board reviewed proposals from ELECT regarding election administration during the 2024 calendar year. Below is a summarization of items proposed to the Board including revisions to documents, certification of elections, and the form of ballots used in elections throughout the Commonwealth.

⁸ See Emergency Text for [1VAC20-90-50](#) and [1VAC20-90-60](#).

⁹ See [11 CFR 112](#) and [11 CFR 113](#).



Certification of Elections

During the 2025 Calendar year, the Board certified four elections. The Board certifies federal and state elections, including but not limited to the Governor, the Lieutenant Governor, and the House of Delegates; local electoral boards certify local elections, including but not limited to city councils, boards of supervisors, and mayors.¹⁰

- **January 15, 2025:** The Board certified the results of the January 7, 2025, Special Elections for House of Delegates District 26 and Senate of Virginia Districts 10 and 32 pursuant to Virginia Code §§24.2-679 and 24.2-680.¹¹
- **July 1, 2025:** The Board certified the results of the June 17, 2025, Democratic Lieutenant Governor Primary, Democratic Attorney General Primary, and various House of Delegates races for both Republicans and Democrats. The winners were declared the nominees of their respective parties.
- **September 17, 2025:** The Board certified the results of the September 9, 2025, Special Election for the 11th Congressional District pursuant to Virginia Code §§24.2-679 and 24.2-680.¹²
- **December 1, 2025:** The Board certified the results of the November 4, 2025, General Election. The Board certified the results of the elections for the Governor, Lieutenant Governor, Attorney General, all House of Delegates district races, a shared constitutional office, and several shared town offices.

Ballot Order

If two or more candidates file simultaneously, the order of the filing is determined by the electoral board or the Board, pursuant to Virginia Code §24.2-529.¹³ Additionally, the Board must determine by lot the order of political parties, pursuant to Virginia Code §24.2-613.¹⁴ On April 8, 2025, the Board certified the order of candidates on the ballot for the primary elections held on June 17, 2025. On July 1, 2025, the Board certified the order of candidates on the ballot for all general and special elections being held between August 1, 2025, and July 31, 2026.

¹⁰ Code of Virginia §§[24.2-676](#) and [24.2-679](#).

¹¹ Code of Virginia §§[24.2-679](#) and [24.2-680](#).

¹² *Id.*

¹³ Code of Virginia [§24.2-529](#).

¹⁴ Code of Virginia [§24.2-613](#).



Party Abbreviations

Pursuant to §24.2-613(A), the ballots used in the Commonwealth must comply with the standards set forth by the Board, including the approval of party abbreviations.¹⁵ ELECT staff proposed using the current abbreviations for various parties for all general and special elections held from July 1, 2025, through July 31, 2026. The Board unanimously approved the party abbreviations on July 1, 2025.

Updating the Voter Registration Application

2025 Act of Assembly Chapter 548 and 559 amended Virginia Code §24.2-416 to reduce the number of days during which voter registration records are closed to ten days before all elections except special elections that are called by the Governor, Speaker of the House of Delegates, or President pro tempore of the Senate, which remain at six days.¹⁶ As such, the Virginia Voter Registration Application needed to be revised to reflect the new deadline. The effective date of the changes was set to July 1, 2025, when the law requiring the change would come into effect. The Board unanimously approved these changes on May 27, 2025.

Officer of Election Training Standards

Pursuant to the Code of Virginia § 24.2-103(D), the Board is required to set the training standards for the officers of election and to develop standardized training programs to be conducted by the local electoral boards and the general registrars.¹⁷ The Board is also required to provide standardized training materials for such training, and an online course must be available on ELECT's website. Staff review this training annually to ensure that it is compliant with approved legislation and provides a comprehensive overview for all localities. The training department improved the course formatting, moving from a series of Portable Document Formats (PDFs) and associated, separate quizzes that had to be printed and shared individually to a single, online interactive course. This format allows users to engage with the information through a series of twelve lessons and activities that result in a certificate upon completion that can be shared for proof of successful completion and accountability. PDFs continue to be available for those localities that prefer paper copies at in-person training events. On August 12, 2025, the Board unanimously approved the updates to the required training materials.

¹⁵ *Id.*

¹⁶ 2024 Acts of Assembly [Chapter 309](#).

¹⁷ Code of Virginia, [§24.2-103\(D\)](#).



General Registrar Certification Program

Pursuant to the Code of Virginia §24.2-103(C), the Board, through ELECT, provides a certification program for general registrars and requires general registrars to receive certification from ELECT within twelve months of an initial appointment or subsequent reappointment.¹⁸ The program includes a curriculum of eleven courses available in a single, online interactive series. This allows users to engage with the information in a convenient and flexible format that accommodates increasing workload requirements and time constraints. Following successful completion of the eleven courses, candidates receive a certification of completion. Staff update the courses and content annually to ensure compliance with approved legislation and the provision of accurate and timely information to general registrars. This year's notable content updates included the implementation of same day registration, reporting Central Absentee Precinct (CAP) by precinct, changes to the voter registration application, the provisional envelope, and any date and time driven events and deadlines. The Board unanimously approved these updates at the August 12, 2025, meeting.

Election Security

The Board and ELECT consistently work to ensure the integrity and security of every election is upheld in the Commonwealth. Throughout the 2025 calendar year, the Board performed its role in election security by approving updated voting system and electronic pollbook standards as well as various updates related to pollbooks, voting systems, and voting system security.

Certification Standards

Vendors requesting state certification for a voting system, electronic pollbook, software, firmware, hardware, and/or modification must follow certification standards that have been approved by the Board for their products to be in use in the Commonwealth. Standards were previously reviewed and approved by the Board in March of 2023. Primary changes were updates to Code references and language pertaining to those updates to account for amendments and additions to the Code, updates to the submission of the Technical Data Package to change from paper to digital, and the addition of an annual voting system vendor attestation to allow ELECT to ensure they have accurate information on changes, incidents, upgrades, and corporate information annually. The Board unanimously voted to approve the changes to the voting system and electronic pollbook certification standards on March 4, 2025, and September 17, 2025.

¹⁸ Code of Virginia, [§24.2-103\(C\)](#).



Voting System Certification

Election Systems and Software Voting System EVS 6.5.0.0

On July 1, 2025, ELECT requested the Board certify the use of the Election Systems and Software (ES&S) Voting System EVS 6.5.0.0. During the preliminary review, the state-designated evaluation agent conducted a preliminary analysis of the Technical Data Package (TDP) and other materials provided and prepared test assertions. ES&S provided the certification fee, and the testing/evaluation was conducted on May 12 through May 15, 2025, at ELECT facilities in Virginia. In addition, the system was successfully tested in a Mock Election in Chesterfield County on May 16, 2025. The ES&S (voting system) presented for certification under version EVS 6.5.0.0 successfully completed the Virginia Voting System State Certification requirements. The Board motioned and approved the use of the updated system by a unanimous vote.

Electronic Pollbook Certification

Election Systems and Software ExpressPoll 7.2.8.0

On August 12, 2025, ELECT requested the Board certify the use of the Election Systems and Software (ES&S) ExpressPoll 7.2.8.0. During the preliminary review, the state-designated evaluation agent conducted a preliminary analysis of the Technical Data Package (TDP) and other materials provided and prepared test assertions. ES&S provided the certification fee, and the testing/evaluation was conducted from July 28 and July 30, 2025, at the ELECT facilities in Virginia. In addition, the system was successfully tested in a Mock Election in Newport News City on July 31, 2025. The ES&S ExpressPoll presented for certification under version 7.2.8.0 completed the Virginia Electronic Pollbook State Certification requirements. The Board motioned and approved the use of the updated electronic pollbook by a unanimous vote.

Locality Election Security Standards

The purpose of the Locality Election Security Standards (LESS) is to ensure that each county and city meets election security standards designed to maintain the security and integrity of the Virginia voter registration system and supporting technologies through appropriate security controls, policies, practices, and procedures. The Board, in consultation with representatives of local government information technology professionals and general registrars, must update the security standards annually before November 30th. The 2026 LESS represents a collaborative effort that included input from general registrars, city and county information technology leadership, and ELECT staff who have a wide range of expertise in election management, information technology, and cybersecurity. The Board unanimously approved the 2026 LESS on September 17, 2025.



Risk-Limiting Audit

Pursuant to Virginia Code §24.2-671.2(B), the Board must promulgate rules and procedures for the conduct of risk-limiting audits (RLA).¹⁹ ELECT staff updated the RLA Manual that encompasses all rules and procedures to conduct RLAs in the Commonwealth. This updated Manual was presented to the Board on May 27, 2025, and unanimously approved. The RLA Manual can be found on ELECT's website as Chapter 19 of the General Registrar and Electoral Board Handbook.²⁰

November 2025 General Election RLA

The Board approved, with three members for and two members voting against, a ballot polling RLA for a randomly selected House of Delegates race during its September 17, 2025, meeting. The House of Delegates 92nd District race RLA began on Thursday, November 20, 2025, at 10 AM. The risk limit of 10%, set by the Board, was successfully met in the first round of the RLA, confirming that the voting machines accurately reported the outcome of the race. A report regarding these RLAs can be found on ELECT's Election Security webpage.²¹

Campaign Finance

Stand by Your Ad Citations

Stand by Your Ad (SBYA) is a provision of the 2002 Bipartisan Campaign Reform Act, which requires any candidate running for federal political office to identify themselves on and approve any political advertisement. Virginia Code §24.2-955 states that any sponsor of print media, radio, television, or online platform advertising is required to disclose their sponsorship on said advertisement.²² If a violation of Political Campaign Advertisement occurs, §24.2-955.3 states the penalties and in what manner the Board must handle the assessment of the violation.²³

For statewide or General Assembly offices, ELECT recommends a \$100 penalty for a first-time violation and \$300 thereafter, doubling the value if the violation is within fourteen days of the election. For local or constitutional offices, ELECT recommends a \$50 penalty for a first-time violation, and \$100 thereafter, again doubling the penalty within fourteen days of an election. If the Board unanimously agrees that the consequences of the ad are low, the Board may address a \$25 violation so long as the perpetrator is a first-time offender.

¹⁹ Code of Virginia [§24.2-671.2\(B\)](#).

²⁰ ELECT, General Registrar and Electoral Board Handbook, Chapter 19 [Risk-Limiting Audits](#).

²¹ ELECT, [Risk-Limiting Audits](#).

²² Code of Virginia [§24.2-955](#).

²³ Code of Virginia [§24.2-955.3](#).



March 4, 2025

The Board held a public hearing to assess the violations of Virginia Code §24.2-955 for the November 2024 general election. The Board heard four cases, finding three in violation and dismissing one. The Board assessed a total of \$75 in civil penalties. The Board affirmed its findings on April 8, 2025.

September 17, 2025

The Board held a public hearing to assess violations of Virginia Code §24.2-955 for the June 2025 primary election. The Board heard two cases: one was found in violation, and one was dismissed. The Board assessed a \$100 civil penalty. The Board affirmed its findings on November 17, 2025, during a public meeting.

Campaign Finance Penalty Appeals

During the 2025 Session of the General Assembly, the Governor signed into law Acts of Assembly Chapter 360. The bill provided for appeals of campaign finance penalties due to failure to file campaign finance reports on time to ELECT. The bill required the Board to create a petition form for the filing of appeals and to develop procedures for the conduct of appeal hearings. ELECT staff presented a proposed appeals procedure and form for consideration on May 27, 2025, and the Board unanimously voted to approve the procedure and form, which can be found on ELECT's website.²⁴ The Board held two appeals hearings in 2025.

November 17, 2025

The Board received fifteen appeals for various campaign finance penalties, either assessed by ELECT or by a local general registrar. The Board heard these appeals on November 17, 2025. One case lacked good cause for appeal and was fined \$1,000. Three cases had their penalties reduced in the total amount fined. Seven cases had their fines forgiven. One case was continued until the December 1, 2025, meeting. Three cases were continued until the January 13, 2026, meeting.

December 1, 2025

The Board heard eleven appeals during the December 1, 2025, meeting, either assessed by ELECT or by a local general registrar. Three cases lacked good cause for appeal and were fined a total of \$2,200. Two cases had their penalties reduced in the total fined. Four cases had their penalties forgiven. Two cases were continued until the January 13, 2026, meeting.

²⁴ ELECT, [Penalty Appeals](#).



Miscellaneous

Delegations of Authority

During the 2025 calendar year, the Board reviewed the Delegations of Authority. The Delegations specified the roles and responsibilities of ELECT as delegated by the Board. On July 1, 2025, the Board approved the removal of some Code sections that had been previously amended, retaining certain authorities, and delegating some authorities to ELECT. 2025 Acts of Assembly Chapter 360 created §24.2-953.6, allowing an appeals process for campaign finance penalties. Some authorities in this statute were recommended for delegation to ELECT, while others were recommended for retention by the SBE. The Board retained five authorities regarding these procedures and delegated 3 authorities to ELECT. The document containing all delegations of authority from the Board to ELECT can be found on ELECT's website.²⁵

Requests to Remove Local Electoral Board Members

Pursuant to Virginia Code §24.2-234.1(A), "Any member of a local electoral board may be removed from office by the circuit court in whose jurisdiction he resides upon a petition signed by a majority of the members of the State Board as provided in § 24.2-103. The circuit court shall proceed with such removal by the provisions of § 24.2-235."²⁶ The Board may petition a circuit court for the removal of a member of a local electoral board who fails to discharge the duties of their office by law.²⁷ On January 15, 2025, the Board heard petitions for the removal of local electoral board members from Norfolk City, Waynesboro City, and Radford City for failure to discharge their official duties. The Board voted four in favor and one against petitioning the Norfolk Circuit Court for the removal of the Norfolk Electoral Board member. The Board unanimously voted to petition the Waynesboro Circuit Court for the removal of the Waynesboro Electoral Board member. The Board unanimously voted to dismiss the consideration of the removal of the Radford Electoral Board member due to insufficient evidence.

Request to Remove a General Registrar

Pursuant to §24.2-234.1(B), "Any general registrar may be removed from office by the circuit court in whose jurisdiction he serves upon a petition signed by a majority of the members of the State Board as provided in §24.2-103 or a majority of the members of his local electoral board as provided in §24.2-109. The circuit court shall proceed with such removal in accordance with the provisions of

²⁵ ELECT, [About Us](#).

²⁶ Code of Virginia [§24.2-234.1](#).

²⁷ Code of Virginia [§24.2-103](#).



[§24.2-235.](#)²⁸ The Board may petition a circuit court for the removal of a general registrar who fails to discharge the duties of their office by law.²⁹ On January 15, 2025, the Board heard a petition for the removal of the Franklin City General Registrar for failure to discharge the duties of their office. The Board unanimously voted to petition the Franklin City Circuit Court for the removal of the Franklin City General Registrar.

Conclusion

A wide variety of regulations, amendments, administrative policies and procedures, and election security updates were approved by the Board in 2025. The Board certified new voting systems and electronic pollbooks through the state certification process. Furthermore, the Board accurately certified the election results of multiple primary, general, and special elections. The State Board of Elections, through the Department of Elections, will continue to supervise and coordinate the work of elections administrators in every locality to promote and support accurate, fair, open, and secure elections for the citizens of the Commonwealth.

²⁸ Code of Virginia [§24.2-234.1\(B\).](#)

²⁹ Code of Virginia [§24.2-103.](#)

