

The Virginia Freedom of Information Act (FOIA) For Local Officials

Virginia Freedom of Information Advisory Council

<http://foiacouncil.dls.virginia.gov/>

foiacouncil@dls.virginia.gov

(804) 698-1810

Training Contents

- Introduction
- FOIA requirements for local officials
- Public Records
- Public Meetings
- Remedies and Penalties
- Other resources for further questions

Introduction

- About the FOIA Council
- Purpose and policy of FOIA
- Structure of FOIA – how to find what you need within the Code
 - General Provisions -- §§ [2.2-3700](#) through [2.2-3703.1](#)
 - Records Procedures and Exemptions -- §§ [2.2-3704](#) through [2.2-3706.1](#)
 - Training Requirements -- §§ [2.2-3704.2](#) and [2.2-3704.3](#)
 - Meetings Procedures and Exemptions -- §§ [2.2-3707](#) through [2.2-3712](#)
 - Remedies and Penalties -- §§ [2.2-3713](#) through [2.2-3715](#)

About the FOIA Council

§§ [30-178 through 30-181](#)

- State legislative branch advisory council
- Legislative forum for studies and recommendations to the General Assembly
- Answer questions from government, citizens, and media
- Publishes advisory opinions and educational materials
- Provides FOIA training presentations
- Not an investigative or enforcement agency

Purpose & Policy of FOIA

§ [2.2-3700](#)

- Ready access to public records
- Free entry to meetings of public bodies
- FOIA is to be liberally construed to promote awareness of governmental activities and operations
- Any exemption from public access to records or meetings shall be narrowly construed
- No record shall be withheld or meeting closed to the public unless specifically made exempt

FOIA Requirements for Local Officials

Note: Constitutional officers are subject to FOIA for records purposes only. Other local officials who are members of public bodies are generally subject to both the records and meetings provisions of FOIA.

Requirements for Local Officials

§ [2.2-3704.3](#)

- Which local officials must receive training?
- Local elected officials; and
- The executive director and members of each industrial development authority and economic development authority; and
- Members of any boards governing any authority established pursuant to the Park Authorities Act.

Requirements for Local Officials

(continued) § [2.2-3704.3](#)

-
- Receive FOIA training from the FOIA Council or your local government attorney within two months of assuming office
 - Training may be presented live or online
 - Receive training again at least once every two (2) years since last training
 - Clerk of the public body must keep records of training (name of the official, date of the training) for five years
 - Note: There is no requirement to report training to the FOIA Council, only to keep your own records

Requirements for Local Officials

(continued) – § [2.2-3702](#)

- All elected, reelected, appointed, and reappointed officials must:
- Be furnished by the public body's administrator or legal counsel with a copy of FOIA within two weeks following election, reelection, appointment, or reappointment; and
- Read and become familiar with the provisions of FOIA.
- A current copy of FOIA may be found on the [FOIA Council website](#).

Other Laws May Also Apply

- Other laws may also affect access to public records and meetings, but which laws apply will vary depending on the type of record, type of meeting, and type of elected official.
- Because the FOIA Council's statutory authority is limited to providing advice and guidance regarding FOIA, there will be times when you need to consult others for advice.

Examples of Other Laws

- Court records are subject to laws in Titles [16.1](#) and [17.1](#) of the Code, as well as the [Rules](#) of the Supreme Court of Virginia
- Code §§ [15.2-1415 through 15.2-1421](#) set out specific laws for meetings of local governing bodies
- Various provisions in Title [15.2](#) address public hearings
- Code §§ [22.1-72](#) through [22.1-75](#) address school board meetings and procedures
- Code § [58.1-3](#) prohibits the release of certain tax information

Public Records

Recognizing and responding to FOIA requests

§§ [2.2-3704](#) through [2.2-3706.1](#)

Introduction to Records & FOIA

- All public records are presumed open unless specifically exempt
- Definition of “public record” (§ [2.2-3701](#))
 - all writings and recordings that consist of letters, words or numbers, or their equivalent . . . however stored, and regardless of physical form or characteristics
 - prepared or owned by, or in the possession of a public body or its officers, employees or agents
 - in the transaction of public business.
 - Note: draft versions are public records

Debunking FOIA myths

- FOIA addresses access to public records (§ [2.2-3704](#))
- FOIA does not require you to answer questions, give interviews, or provide explanations
- Inspect or Copy (requester's choice)
- Not free – public bodies may charge to produce public records
- FOIA exemptions generally do not prohibit release
- Informal vs. formal requests – no difference

Who has the right to make a request under Virginia FOIA?

- Citizens of the Commonwealth
- Representatives of newspapers & magazines with circulation in the Commonwealth
- Representatives of radio & television stations broadcasting in or into the Commonwealth

Requests from out-of-state

- Best practice is to respond to out-of-state requesters even if they do not have access rights under Virginia FOIA
 - Standardizes practices for internal consistency
 - Out-of-state requester can get a Virginia citizen to make the same request anyway
- Do not have to follow FOIA procedure strictly since out-of-state requesters cannot enforce Virginia FOIA

Requesting Public Records

- How requests may be made:
 - Requester must identify records with reasonable specificity
 - Public body may require the requester's name & legal address
 - A request does not have to be in writing or use any particular form
 - A request does not have to say "FOIA"
 - The requester's purpose does not matter
- Requester has the choice to inspect or to receive copies

Responding to Requests for Public Records

- Five working days to respond after request is received
 - The first day to respond is the day after the request is received
 - Weekends and legal holidays do not count as working days
- Failure to respond is deemed a denial of the request and a violation of FOIA
- Creation of new records not required
- Always allowed to make agreements with the requester on the production of records

Five Responses

- 1) Provide the requested records
- 2) Requested records are being entirely withheld
- 3) Requested records are being provided in part and withheld in part
- 4) Requested records could not be found or do not exist
- 5) Additional time needed to search for/produce records

Exemptions & Redaction

§ [2.2-3704.01](#)

-
- Most FOIA exemptions are not prohibitions – exempt records may be withheld, but they may also be released in the discretion of the custodian
 - Only exempt portions of records may be withheld (redacted)
 - An entire record may be withheld only if the entire record is exempt

Charges for Records Requests

- Public body may make reasonable charges not to exceed its actual cost incurred in accessing, duplicating, supplying, or searching for the requested records
 - Cannot charge more than the actual cost to the public body
 - Cannot charge for certain scholastic records if requested by parent or guardian (of minor student) or student (if 18 years or older)
 - Public body shall make all reasonable efforts to supply the requested records at the lowest possible cost

Charges for Records Requests (continued)

- Before searching for records, must notify requester of public body's right to charge and requester's right to a cost estimate
- Must provide an estimate in advance if requested
- Public body may require an advance deposit if estimate is > \$200
- If a bill goes unpaid 30 days or more, do not have to respond to new requests until the outstanding balance is paid

Exemptions of General Application

- Personnel records - § [2.2-3705.1](#) (1)
- Attorney-client privilege- § [2.2-3705.1](#) (2)
- Legal memoranda and other work product - § [2.2-3705.1](#) (3)
- Contract negotiations - § [2.2-3705.1](#) (12)
- Procurement exemptions - § [2.2-3705.6](#) (10) and (11)
- Account & routing numbers - § [2.2-3705.1](#) (13)

Public Meetings

Procedures for open, closed, and electronic meetings
§§ [2.2-3707](#) through [2.2-3712](#)

Introduction to Meetings under FOIA

- Policy: All meetings must be open unless closed following an exemption – § [2.2-3700](#)
- Definitions of “public body,” “meeting,” and “public business” – § [2.2-3701](#)
- Open Meetings – §§ [2.2-3707](#) through [2.2-3710](#)
- Closed Meetings – §§ [2.2-3711](#) and [2.2-3712](#)
- Electronic Meetings – §§ [2.2-3708.2](#) and [2.2-3708.3](#)

Definition of “Public Body”

§ [2.2-3701](#)

-
- Any legislative body, authority, board, bureau, commission, district or agency of the Commonwealth or of any political subdivision of the Commonwealth, including cities, towns and counties, municipal councils, governing bodies of counties, school boards and planning commissions
 - Any committee, subcommittee, or other entity however designated, of the public body created to perform delegated functions of the public body or to advise the public body

Definition of “public body”

(continued)

-
- Also includes:
 - Other organizations, corporations or agencies in the Commonwealth supported wholly or principally by public funds (may include tax-exempt organizations, for example)
 - Constitutional officers are included, but only for records purposes

Definition of “meeting”

§ [2.2-3701](#)

-
- Includes meetings including work sessions, when sitting physically, or through electronic communication means as a body or entity, or as an informal assemblage of (i) as many as three members or (ii) a quorum, if less than three, of the constituent membership, wherever held, with or without minutes being taken, whether or not votes are cast, of any public body
 - “quorum if less than three” means two members , if they are a quorum of the public body (Ex. A subcommittee with only two or three members total would have a quorum of two members)
 - Must be discussing or transacting public business in real time

Definition of “meeting” - Exceptions

The following are not considered meetings subject to FOIA:

- Gatherings of employees (the meetings rules only apply to members of the public body, not staff)
- Gatherings where no part of the purpose is the discussion or transaction of any public business, the gathering was not called or prearranged with any purpose of discussing or transacting any business of the public body, and no discussion or transaction of public business takes place among the members of the public body
- A public forum, informational gathering, candidate appearance, meeting of another public body, or debate, the purpose of which is to inform the electorate and not to discuss or transact public business

Definition of “meeting” – “Public business”

- For purposes of public meetings only, “public business” means “any activity a public body has undertaken or proposes to undertake on behalf of the people it represents”
- Note: This definition of “public business” was added to the definition of “meeting” in 2024 in response to *Gloss v. Wheeler* (Va. 2023), in which the Virginia Supreme Court stated that “for a topic to constitute public business it must not just be something that conceptually could at some point come before a public body, but rather, the topic must be something that is either before the public body or is likely to come before the body in the foreseeable future”

Open Meetings - Requirements

- Notice to the Public
 - Note that notice to members is not covered by FOIA, but is often stated elsewhere in other laws
- Open to the Public
 - "Open meeting" or "public meeting" means a meeting at which the public may be present
- Minutes

Notice Requirements

§ [2.2-3707](#)

- Contents: date, time, and location of the meeting
- For local public bodies, FOIA requires notice to be posted in three locations:
 1. Official public government website, if any;
 2. Prominent public location in which notices are regularly posted; and
 3. At the office of the clerk of the public body OR at the office of the chief administrator

Notice Requirements (continued)

- Regular meetings – post three working days before the meeting
 - Note: Do not count the day of the meeting as one of the working days
- Special, emergency, or continued meetings – two elements:
 - Notice must be “reasonable under the circumstance” (varies with circumstances)
 - Public notice must be posted at the same time the members are notified
- Direct notice to those who request it (usually by an email list)

What does it mean for a meeting to be open to the public?

- Open meeting or public meeting means a meeting at which the public may be present - § [2.2-3701](#)
- Must allow public to record, photograph, film, or otherwise reproduce
- FOIA does not address logistics such as room capacity
- Public bodies are encouraged to use additional means to increase public awareness (Ex. Live streaming online, broadcasting using television or radio, posting recordings of meetings, etc.)

Meeting Minutes

- Only required to be taken at open meetings
- Not required for study commissions, committees, or subcommittees appointed by local governing bodies or school boards, except where the membership of any such commission, committee or subcommittee includes a majority of the governing body or school board
- Must be posted on the public body's official public government website within 7 days of final approval
 - If the public body has no such website, then must be made available at a prominent public location in which meeting notices are regularly posted or the office of the clerk or chief administrator

Meeting Minutes (continued)

- Contents must include:
 - Date, time, location of the meeting
 - Members of the public body present and absent
 - A summary of matters discussed, deliberated, or decided
 - A record of any votes taken
 - Any motions to enter into a closed meeting and certification after a closed meeting

Agendas

- At least one copy of the proposed agenda and all agenda packets and, unless exempt, all materials furnished to members of a public body for a meeting shall be made available for public inspection at the same time such documents are furnished to the members of the public body
- FOIA does not have requirements regarding specific agenda items, agenda contents or agenda changes
- FOIA does not address parliamentary procedure

Closed Meeting Procedures

Motion, Discussion, Certification

§§ [2.2-3711](#) and [2.2-3712](#)

Motion to Enter into a Closed Meeting

§ [2.2-3712](#) (A)

-
- Public body must take an affirmative recorded vote in an open meeting approving a motion that:
 1. Identifies the subject matter for the closed meeting;
 - Must be more than quoting or paraphrasing the exemption
 2. States the purpose of the closed meeting; and
 - Quoting or paraphrasing the exemption does state the purpose
 3. Makes specific reference to the applicable exemption from the open meeting requirements

Closed Meeting Discussions

§ [2.2-3712](#)

- Restricted to those matters specifically exempted from the provisions of FOIA and identified in the motion (do not stray off topic)
- Minutes are not required, and if taken, are exempt from FOIA
- Who may attend?
 - Nonmembers if they are necessary or will aid consideration of the topic
 - Other members of public bodies may attend, but not participate in, closed meetings of committees, subcommittees, and other sub-entities of the parent body

Certification of a Closed Meeting

§ [2.2-3712](#) (D)

-
- At the conclusion of a closed meeting, public body must certify that the only things heard, discussed, or considered in the closed meeting were:
 1. Public business matters lawfully exempted from the open meeting requirements, and
 2. Such public business matters as were identified in the motion by which the closed meeting was convened
 - Extra penalty for improper certification

Voting – §§ [2.2-3710](#) & [2.2-3711](#) (B)

- All votes taken to authorize the transaction of any public business must be taken and recorded in an open meeting
- No written or secret ballots
- May take straw polls or reach consensus in closed meetings
- Decisions made in closed meetings are not effective until a vote is taken at an open meeting (§ [2.2-3711](#) (B))

Commonly Used Exemptions

(Note: All meeting exemptions in FOIA are set out in § [2.2-3711](#))

-
- Discussion of personnel - § 2.2-3711 (A) (1)
 - Discussion concerning scholastic records/students - § 2.2-3711 (A) (2)
 - Consideration of acquisition or disposition of real property - § 2.2-3711 (A) (3)
 - Discussion of prospective business or industry - § 2.2-3711 (A) (5)
 - Actual or probable litigation - § 2.2-3711 (A) (7)
 - Specific legal matters - § 2.2-3711 (A) (8)
 - Public safety issues - § 2.2-3711 (A) (19)
 - Discussion of award of public contract - § 2.2-3711 (A) (29)

Electronic Meetings

§§ [2.2-3708.2](#) and [2.2-3708.3](#)

- As of September 1, 2022, there are three general categories:
 - Remote participation: “participation by an individual member of a public body by electronic communication means in a public meeting where a quorum of the public body is otherwise physically assembled”
 - All-virtual public meetings: “a public meeting (i) conducted by a public body, other than those excepted pursuant to subsection C of § 2.2-3708.3, using electronic communication means, (ii) during which all members of the public body who participate do so remotely rather than being assembled in one physical location, and (iii) to which public access is provided through electronic communication means”
 - States of emergency declared by the Governor or the locality

Electronic Meetings

Remote participation (may be used by any public body) - § [2.2-3708.3](#)

- Four allowed reasons for remote participation:
 - Personal matter that prevents attendance
 - Medical condition or disability that prevents attendance
 - Medical condition of a family members that prevents attendance
 - Principal residence is 60 miles or more from the main meeting location
- All of these require a physical quorum and a participation policy
 - Persons with disabilities and their caregivers who participate remotely are counted as if physically present for purposes of determining whether there is a quorum
- Remote location does not have to be open to the public
- Personal matters may be used twice per calendar year per member or 25 percent of the meetings of the public body rounded to the next whole number, whichever is greater

Electronic Meetings

All-virtual public meetings - § [2.2-3708.3](#)

- May be used by any public body except “local governing bodies, local school boards, planning commissions, architectural review boards, zoning appeals boards, and boards with the authority to deny, revoke, or suspend a professional or occupational license”
- Requires a participation policy (but no quorum)
- Remote locations do not have to be open to the public unless 3 or more members present at that location
- All-virtual public meetings may be used twice per calendar year per member or 50 percent of the meetings of the public body rounded to the next whole number, whichever is greater
- Additional procedural requirements

Electronic Meetings

Policy for remote participation and all-virtual public meetings - § [2.2-3708.3](#) (D)

- Before using remote participation or all-virtual public meetings, the public body must adopt a policy on participation at least once annually that:
 - Is applied strictly and uniformly, without exception, to the entire membership and without regard to the identity of the member or the matters to be considered or voted upon
 - Describes the circumstances under which an all-virtual public meeting and remote participation will be allowed and the process the public body will use for making requests to use remote participation, approving or denying such requests, and creating a record of such requests
 - Fixes the number of times remote participation for personal matters or all-virtual public meetings can be used per calendar year, not to exceed the limitations set forth in FOIA
 - Does not prohibit or restrict any individual member of a public body who is participating in an all-virtual meeting or who is using remote participation from voting on matters before the public body

Electronic Meetings

During declared states of emergency (§ [2.2-3708.2](#) and State Budget)

- During a Governor-declared or local state of emergency:
 - *Purpose:* to provide for the continuity of operations of the public body or the discharge of its lawful purposes, duties, and responsibilities- § [2.2-3708.2](#) (A) (3) (version in FOIA amended in 2021)
- During a Governor-declared state of emergency ONLY
 - Different procedural requirements and limitations – State Budget Item [4-0.01](#) (g) (version in the state budget originally added in 2020)
- Both may be used by any public body
- No requirement for a physical quorum or to have a policy in place

Electronic Meetings

(continued)

-
- Members may monitor (listen/watch) even if they cannot participate
 - Public & staff participation is always allowed – restrictions only apply to members
 - Please see our Electronic Meetings Guide on the [Reference Materials webpage](#) for a more detailed discussion

A note about FOIA & Social Media

- Because the definition of “public records” includes all types of records that are in the transaction of public business, various forms of social media may be public records
- Because any assemblage of three or more members (or a quorum of two) of a public body discussing or transacting public business simultaneously is a meeting subject to FOIA, social media may also be used to conduct meetings
- Please see our guide on FOIA & Social Media on the [Reference Materials webpage](#) for a more detailed discussion

Remedies and Penalties

What happens if something goes wrong?

Enforcement is through the courts

§ [2.2-3713](#)

-
- Petition for mandamus or injunction with affidavit showing good cause
 - Mandamus: when the court orders a public official or employee to do something
 - Injunction: When the court orders a public official or employee not to do something
 - Petitioner may choose to file in general district court or circuit court
 - Venue against a local body is in the county or city where the body is
 - A single violation is sufficient to invoke the remedies

Petition for mandamus or injunction

(continued)

- Expedited hearing within seven days
- Petitioner must notify public body before filing
- If the petitioner wins, shall be awarded court costs, attorney fees, and any expert witness fees (paid by the public body)
- Public body bears burden to prove an exemption applies

Willful & Knowing Violations

§ [2.2-3714](#) (A)

- Willful & knowing violation of records and meetings requirements
 - \$500 to \$2000 civil penalty for first violation
 - \$2000 to \$5000 civil penalties for second and subsequent violations
 - Paid by the individual to the Literary Fund (not paid by the public body)
- May introduce advisory opinions of the FOIA Council as evidence that it was not willful & knowing - § [2.2-3715](#)

Improper alteration or destruction of public records - § [2.2-3714](#) (B)

- Records altered or destroyed before record retention period expires
 - With intent to avoid FOIA
 - Civil penalty up to \$100 per record
 - In addition to any other penalties
 - Paid by the individual to the Literary Fund (not paid by the public body)
- Note: Record retention periods are set by the Library of Virginia under the Virginia Public Records Act

Improper certification of closed meetings

§ [2.2-3714](#) (C)

- Improper certification of closed meeting
 - Civil penalty up to \$1000
 - Paid by public body to the Literary Fund
 - Mitigating factors: Opinions of the Attorney General, court cases, published Advisory Opinions from the FOIA Council

Additional Resources

- [FOIA Council](#) – Contact us with any FOIA questions
 - Telephone (toll free) 866-448-4100
 - Telephone (Richmond) 804-698-1810
 - Email: foiacouncil@dls.virginia.gov
- [Library of Virginia](#) Records Management Section (for records retention questions under the Public Records Act)

Additional Resources

(continued)

- For members of municipal councils, county boards of supervisors, and school boards:
- [Virginia Municipal League](#)
- [Virginia Association of Counties](#)
- [Virginia School Boards Association](#)

Additional Resources

(continued)

For constitutional officers:

- [State Compensation Board](#)
- [Virginia Sheriffs' Association](#)
- [Commonwealth's Attorneys' Services Council](#)
- [Treasurers' Association of Virginia](#)
- [Commissioners of the Revenue Association of Virginia](#)
- [Office of the Executive Secretary of the Supreme Court of Virginia](#)
- [Virginia Court Clerks Association](#)