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**SENATE BILL NO. 917**  
**AMENDMENT IN THE NATURE OF A SUBSTITUTE**  
(Proposed by the Senate Committee on Finance and Appropriations  
on January 29, 2025)

(Patrons Prior to Substitute—Senators Surovell, Carroll Foy [SB 964], Pekarsky [SB 1033], and Lucas [SB 1401])

A *BILL to amend and reenact § 40.1-55 of the Code of Virginia; to amend the Code of Virginia by adding in Chapter 4 of Title 40.1 an article numbered 2.2, consisting of sections numbered 40.1-57.4 through 40.1-57.24; and to repeal § 40.1-54.3 and Article 2.1 (§§ 40.1-57.2 and 40.1-57.3) of Chapter 4 of Title 40.1 of the Code of Virginia, relating to collective bargaining by public employees; exclusive bargaining representatives.*

**Be it enacted by the General Assembly of Virginia:**

**1. That § 40.1-55 of the Code of Virginia is amended and reenacted and that the Code of Virginia is amended by adding in Chapter 4 of Title 40.1 an article numbered 2.2, consisting of sections numbered 40.1-57.4 through 40.1-57.24, as follows:**

**§ 40.1-55. Employee striking terminates, and becomes temporarily ineligible for, public employment.**

**A.** Any employee of the Commonwealth, or of any county, city, town, or other political subdivision thereof, or of any agency of any one of them, who, in concert with two or more other such employees, for the purpose of obstructing, impeding or suspending any activity or operation of his employing agency or any other governmental agency, strikes or willfully refuses to perform the duties of his employment shall, by such action, be deemed to have terminated his employment and shall thereafter be ineligible for employment in any position or capacity during the next 12 months by the Commonwealth, or any county, city, town or other political subdivision of the Commonwealth, or by any department or agency of any of them.

**B.** ~~The provisions of subsection A shall apply to any employee of any county, city, or town or local school board without regard to any local ordinance or resolution adopted pursuant to § 40.1-57.2 by such county, city, or town or school board that authorizes its employees to engage in collective bargaining.~~

*Article 2.2.*

*Collective Bargaining by Public Employees.*

**§ 40.1-57.4. Definitions.**

*As used in this article, unless the context requires a different meaning:*

*"Arbitration" means the procedure whereby the parties involved in an impasse or grievance dispute submit their differences to a third party for a final and binding decision or as otherwise provided in this article.*

*"Board" means the Public Employee Relations Board established pursuant to § 40.1-57.7.*

*"Collective bargaining" or "negotiate" means to perform the mutual obligation of the public employer by its representatives and the representatives of its employees to negotiate in good faith at reasonable times and places with respect to wages, hours, and other terms and conditions of employment and the continuation, modification, or deletion of an existing provision of a collective bargaining agreement, with the intention of reaching an agreement, or to resolve questions arising under the agreement, and includes executing a written contract incorporating the terms of any agreement reached.*

*"Confidential employee" means an employee who acts in a confidential capacity with respect to an individual who formulates or effectuates management policies in the field of labor-management relations.*

*"Covered program" means a program to provide direct support services funded in whole or in part by the Commonwealth, including consumer-directed care services under the Commonwealth Coordinated Care program and state plan programs or waiver programs established pursuant to home and community-based service waivers authorized under § 1115 or 1915(c) of the federal Social Security Act.*

*"Department" means the Department of Medical Assistance Services.*

*"Direct support services" means personal care services that assist participants with instrumental activities of daily living, including grooming, toileting, bathing, eating, dressing, monitoring health status and physical condition, and assisting with housekeeping activities, and other in-home, long-term services and supports provided to an elderly person or person with a disability to meet such person's daily living needs and ensure that such person may adequately function at home and have safe access to the community.*

*"Emergency medical services provider" means an individual who is employed by or a member of an emergency medical services agency that is licensed pursuant to § 32.1-111.6. "Emergency medical services provider" does not include (i) the highest-ranking official of a department or agency providing emergency medical services or (ii) an employee one rank below such highest-ranking official.*

*"Employee organization" means an organization in which public employees participate and that exists for the purpose, in whole or in part, of dealing with public employers concerning grievances, labor disputes,*

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60 wages, hours, and other terms and conditions of employment.

61 "Exclusive bargaining representative" or "exclusive representative" means an employee organization  
62 certified as the exclusive bargaining representative of a bargaining unit by the Board pursuant to the  
63 provisions of this article.

64 "Firefighter" has the same meaning as provided in § 9.1-300, except that for the purposes of this article,  
65 "firefighter" does not include (i) the chief or highest-ranking official of a fire department or agency or (ii) an  
66 employee one rank below such chief or highest-ranking official.

67 "Governing body" means the General Assembly; the Board; any council or commission, whether elected  
68 or appointed, of the Commonwealth; any local government or local school board; or any other public body  
69 that determines the policies for operation of a political subdivision, public transportation provider, or public  
70 institution of higher education of the Commonwealth.

71 "Impasse" means the failure of a public employer and an exclusive bargaining representative to reach  
72 agreement in the course of negotiations.

73 "Individual provider" means an individual employed by a participant or the representative of such  
74 participant in a covered program to provide direct support services to such participant.

75 "Local government" means:

76 1. Any county, city, or town, as defined in § 15.2-102, or other local or regional political subdivision or  
77 body politic and corporate, designated as such by the General Assembly;

78 2. Any public school division or other public local educational agency; and

79 3. Any public transportation provider.

80 "Local government employee" means any individual who is employed by a local government, except  
81 individuals exempted from the provisions of this article by § 40.1-57.6.

82 "Mediation" means assistance by an impartial third party to reconcile an impasse between a public  
83 employer and the exclusive bargaining representative regarding wages, hours, and other terms and  
84 conditions of employment through interpretation, suggestion, and advice.

85 "Participant" means a person who receives direct support services from an individual provider.

86 "Public employee" means any state employee or local government employee, except individuals exempted  
87 from the provisions of this article by § 40.1-57.6. "Public employee" includes employees of any public  
88 institution of higher education, as that term is defined in § 23.1-100, including students employed in any  
89 capacity, employees of a local school board, and employees of a public transportation provider.

90 "Public employer" means any state agency, local government, public institution of higher education, as  
91 that term is defined in § 23.1-100, local school board, or public transportation provider.

92 "Public transportation provider" means:

93 1. A transportation district established pursuant to § 33.2-1903;

94 2. A public service corporation as defined in § 56-1 that is wholly owned by any county, city, or town or  
95 any combination thereof and provides public transportation services; and

96 3. Any other political subdivision comprising any county, city, or town or any combination thereof that  
97 provides public transportation services.

98 "State agency" means the Commonwealth or any agency, department, or institution thereof, including any  
99 public institution of higher education and any independent political subdivision.

100 "State employee" means any individual who is employed by a state agency, except individuals exempted  
101 from the provisions of this article by § 40.1-57.6.

102 "Strike" means, in concerted action with others, a public employee's refusal to report to duty, willful  
103 absence from his position, or stoppage of work for the purpose of inducing, influencing, or coercing a change  
104 in the conditions, compensation, rights, privileges, or obligations of public employment.

105 "Supervisor" means an employee who devotes a majority of his work time to supervisory duties, who  
106 customarily and regularly directs the work of two or more other employees, and who has the authority, in the  
107 interest of the employer, to hire, promote, or discipline other employees or to recommend such actions  
108 effectively, but does not include individuals who perform merely routine, incidental, or clerical duties who  
109 occasionally assume supervisory or directory roles or whose duties are substantially similar to those of their  
110 subordinates. "Supervisor" does not include (i) lead employees and employees who have authority limited to  
111 assigning and directing employees or (ii) in reference to a firefighter, a lieutenant or captain.

112 **§ 40.1-57.5. Collective bargaining by public employees.**

113 Public employees may:

114 1. Organize, form, join, or assist any employee organization or refrain from any such activity;

115 2. Negotiate collectively through representatives of their own choosing; and

116 3. Engage in other concerted activities for the purposes of collective bargaining or other mutual aid or  
117 protection insofar as any such activity is not prohibited by this article or any other law of the  
118 Commonwealth.

119 **§ 40.1-57.6. Exemptions from article.**

120 The following public employees shall be excluded from the provisions of this article:

121 1. Elected officials, persons appointed to fill vacancies in elected offices, and members of any board or

122 commission;

123 2. Representatives of a public employer, including the administrative officer, director, or chief executive  
124 officer of a public employer, or major division thereof, as well as his deputy, first assistant, and any  
125 nonbargaining unit supervisory employees, provided, however, that nothing herein shall be construed to  
126 prohibit a public employer from bargaining with, and entering into a contract with, a labor organization  
127 certified to represent a separate unit composed solely of supervisors;

128 3. Confidential employees;

129 4. Temporary public employees employed for a period of four months or less in any 24-month period;

130 5. Judicial branch employees, including any judge as defined in § 51.1-301, referees, receivers, arbiters,  
131 masters and commissioners in chancery, commissioners of accounts, and any other persons appointed by any  
132 court to exercise judicial functions, and jurors and notaries public;

133 6. Patients and inmates employed, sentenced, or committed to any state or local institution; and

134 7. Employees working for the legislature of the Commonwealth.

135 **§ 40.1-57.7. Public Employee Relations Board created; powers.**

136 A. Notwithstanding the provisions of § 40.1-1, the Public Employee Relations Board is established as an  
137 agency, as defined in § 2.2-4001, in the executive branch of state government. The Board shall be composed  
138 of five members, of which:

139 1. Two members shall be representatives of management interests;

140 2. One member shall be a representative of employee organizations representing state employees or local  
141 government employees and shall be selected from a list of names submitted by a state labor federation with  
142 employee organization affiliates that are certified as exclusive bargaining representatives for such  
143 employees;

144 3. One member shall be a representative of employee organizations representing local government  
145 employees employed by a public school division or other public local educational agency and shall be  
146 selected from a list of names submitted by a statewide education employee organization with employee  
147 organization affiliates that are certified as exclusive bargaining representatives for such employees; and

148 4. One member shall be a representative of the public and shall serve as chair of the Board.

149 The Governor shall make initial appointments to the Board by October 1, 2027. Such appointments shall  
150 be subject to confirmation by the General Assembly.

151 B. All members shall be appointed by the Governor for a term of three years or until their successors have  
152 been appointed and qualified, except that the initial appointment of one of the members described in  
153 subdivision A 1 shall be for a term of one year, the initial appointment of the member described in  
154 subdivision A 2 shall be for a term of two years, and the initial appointment of the member described in  
155 subdivision A 3 shall be for a term of two years.

156 C. A minimum of three members shall be required to constitute a quorum to conduct official business of  
157 the Board in a contested case. In the event that there are three or more vacancies on the Board for a period  
158 of 120 days or more, a party to a contested case may remove the case to the circuit court for the locality  
159 where the case arose.

160 D. Members of the Board shall receive such compensation for the performance of their duties as provided  
161 in § 2.2-2813. However, the chair of the Board shall be entitled to such compensation for the performance of  
162 his duties as may be provided therefor in the appropriation act. All members shall be reimbursed for all  
163 reasonable and necessary expenses incurred in the performance of their duties as provided in §§ 2.2-2813  
164 and 2.2-2825. Funding for the costs of compensation and expenses of the members shall be provided by the  
165 Department.

166 E. The Board shall:

167 1. Administer the provisions of this article;

168 2. Hold hearings and administer oaths, examine witnesses and documents, take testimony and receive  
169 evidence, issue subpoenas to compel the attendance of witnesses and the production of records, and delegate  
170 such power to a member of the Board, or persons appointed or employed by the Board, including hearing  
171 officers, for the performances of its functions. In cases of refusal to obey a subpoena issued by the Board, the  
172 circuit court of the locality where the person refusing to obey such subpoena may be found, on application by  
173 the Board, may issue an order requiring such person to appear before the Board and to testify and produce  
174 evidence ordered relating to the matter under investigation, and any failure to obey such order shall be  
175 punished by the court as a contempt thereof; and

176 3. Adopt such regulations and rules as it may deem necessary to carry out the purposes of this article.

177 F. The Board shall have the power to:

178 1. Sue and be sued, implead and be impleaded, and complain and defend in all courts;

179 2. Adopt, use, and alter at will a common seal;

180 3. Make and enter into all contracts and agreements necessary or incidental to the performance of its  
181 duties, the furtherance of its purposes, and the execution of its powers under this article;

182 4. Employ, at its discretion, such employees as may be necessary and fix their compensation to be payable

183 from funds made available to the Board. Legal services for the Board shall be provided by the Attorney  
184 General in accordance with Chapter 5 (§ 2.2-500 et seq.) of Title 2.2;

185 5. Adopt, alter, and repeal bylaws, rules, and regulations governing the manner in which its business  
186 shall be transacted and the manner in which the powers of the Board shall be exercised and its duties  
187 performed. The Board may delegate or assign any duty or task to be performed by the Board to any officer or  
188 employee of the Board. The Board shall remain responsible for the performance of any such duties or tasks.  
189 Any delegation pursuant to this subdivision shall, where appropriate, be accompanied by written guidelines  
190 for the exercise of the duties or tasks delegated. Where appropriate, the guidelines shall require that the  
191 Board receive summaries of actions taken. Such delegation or assignment shall not relieve the Board of the  
192 responsibility to ensure faithful performance of the duties and tasks;

193 6. Conduct or engage in any lawful activity, effort, or project consistent with the Board's purposes or  
194 necessary or convenient to exercise its powers;

195 7. Develop policies and procedures generally applicable to the procurement of goods, services, and  
196 construction, based upon competitive principles;

197 8. Develop policies and procedures consistent with Article 4 (§ 2.2-4347 et seq.) of Chapter 43 of Title  
198 2.2;

199 9. Enter into consent agreements including findings of fact and that may include an admission or a  
200 finding of a violation. A consent agreement shall not be considered a case decision of the Board and shall not  
201 be subject to judicial review under the provisions of the Administrative Process Act (§ 2.2-4000 et seq.), but  
202 may be considered by the Board in future proceedings; and

203 10. Do all acts necessary or advisable to carry out the purposes of this article.

204 **§ 40.1-57.8. Powers of public employers.**

205 Unless limited by the provisions of a collective bargaining agreement or by other statutory provisions, a  
206 public employer may:

207 1. Direct the work of, hire, promote, assign, transfer, demote, suspend, discharge, or terminate public  
208 employees;

209 2. Determine qualifications for employment; and

210 3. Take actions as may be necessary to carry out the mission of such public employer in emergencies as  
211 defined in § 44-146.16.

212 **§ 40.1-57.9. Duty to negotiate in good faith.**

213 A. A public employer and an employee organization that is the exclusive bargaining representative of  
214 such public employer's employees shall meet at reasonable times, including meetings reasonably in advance  
215 of such public employer's budget-making process, to negotiate in good faith with respect to wages, hours, and  
216 other terms and conditions of employment. A collective bargaining agreement negotiated between such  
217 employer and such exclusive bargaining representative shall contain a grievance resolution procedure that  
218 shall apply to all employees in the bargaining unit and shall provide for final and binding arbitration of  
219 disputes concerning disciplinary and adverse personnel actions and the administration or interpretation of  
220 the agreement including questions of eligibility for arbitration. Such collective bargaining agreement shall  
221 also include a provision for the payroll deduction of fees and dues to such labor organization. If an employee  
222 is in a bargaining unit represented by an exclusive representative, the public employer of such employee shall  
223 honor a payroll deduction authorization only for dues and fees paid to such exclusive representative. Such  
224 public employer shall negotiate only with such exclusive bargaining representative on matters contained in  
225 this article. Such obligation to negotiate in good faith does not compel either party to agree to a proposal or  
226 make a concession.

227 B. A public employer shall honor the terms of employees' authorizations for payroll deductions to an  
228 exclusive representative made in any form including those that satisfy the Uniform Electronic Transactions  
229 Act (§ 59.1-479 et seq.), including electronic authorizations and voice authorizations. Unless an exclusive  
230 representative otherwise directs, a public employee's request to cancel or change authorization for payroll  
231 deductions shall be directed to such exclusive representative and not to a public employer. An exclusive  
232 bargaining representative shall be responsible for processing such requests in accordance with the terms of  
233 such authorization. An exclusive representative that certifies that it has and will maintain individual public  
234 employees' authorizations shall not be required to provide a copy to a public employer unless a dispute arises  
235 about the existence or terms of such authorization. An exclusive representative shall indemnify a public  
236 employer for any disputed deductions made on behalf of a public employee in reliance on such authorization.

237 C. 1. a. Not later than 10 calendar days after the hire of a public employee, a public employer shall  
238 provide the following contact information to such employee's exclusive bargaining representative, in an  
239 editable electronic format agreed to by such exclusive bargaining representative: such public employee's  
240 name, job title, worksite location, home address, and work telephone number, and any home telephone  
241 number, personal cell phone number, and personal email address on file with such public employer.

242 b. A public employer shall provide an exclusive bargaining representative with a list of all contact  
243 information specified in this subsection in an editable electronic format agreed to by such exclusive

244 bargaining representative, for all employees in a bargaining unit, not less than once a month.  
 245 c. Records of public employee contact information specified in this subsection are not public records  
 246 under the Virginia Public Records Act (§ 42.1-76 et seq.).

247 2. A public employer shall provide an exclusive bargaining representative reasonable access to the public  
 248 employees that the exclusive bargaining representative represents. Such access includes:

249 a. The right to meet with employees during the work day to discuss and investigate grievances and other  
 250 workplace issues;

251 b. The right to conduct worksite meetings during meal periods and other breaks, and before and after the  
 252 workday; and

253 c. The right to address newly hired employees on paid time for no less than 30 minutes during new  
 254 employee orientations, within 30 days of hire or, if a public employer does not conduct new employee  
 255 orientations, at individual or group meetings of new employees within 30 days of hire. Attendance at such  
 256 orientation or meeting shall be mandatory for newly hired employees. Managers, supervisors, and other  
 257 nonbargaining unit employees shall not attend an exclusive bargaining representative's presentation at such  
 258 orientation or meeting. A public employer shall give an exclusive bargaining representative not less than 10  
 259 days' written notice of such orientation or meeting, except that shorter notice may be provided if there is an  
 260 urgent need critical to such public employer's operations that was not reasonably foreseeable by such public  
 261 employer. The structure and manner of such access to new employee meetings or orientations shall be  
 262 determined through negotiation.

263 3. Exclusive bargaining representatives shall have the right to communicate with bargaining unit  
 264 members concerning collective bargaining; the administration of collective bargaining agreements,  
 265 grievances, and other workplace issues; and internal union matters via the employer's email systems or other  
 266 communication systems commonly used at the workplace.

267 **§ 40.1-57.10. Prohibited conduct.**

268 A. No public employer or exclusive bargaining representative shall refuse to negotiate in good faith with  
 269 respect to the scope of negotiations as set forth in § 40.1-57.15.

270 B. No public employer or its designated representative shall:

271 1. Interfere with, restrain, or coerce public employees in the exercise of rights granted by this article;

272 2. Dominate or interfere in the administration of any employee organization;

273 3. Encourage or discourage membership in any employee organization, committee, or association  
 274 including by discrimination in hiring, tenure, or other terms or conditions of employment;

275 4. Use any public funds or official position to support or oppose an employee organization, except that a  
 276 public employer may provide routine services, facilities, and paid time for union representatives pursuant to  
 277 law or to a collective bargaining agreement between such public employer and an exclusive representative;

278 5. Discharge or discriminate against any public employee because such public employee has filed an  
 279 affidavit, petition, or complaint or given any information or testimony under this article or has formed,  
 280 joined, or chosen to be represented by any exclusive bargaining representative;

281 6. Refuse to negotiate with representatives of any employee organization that is an exclusive bargaining  
 282 representative as required in this article;

283 7. Deny the rights accompanying certification as the exclusive representative granted in this article;

284 8. Refuse to participate in good faith in any agreed-upon impasse procedures or those set forth in this  
 285 article;

286 9. Refuse to reduce a collective bargaining agreement to writing and sign such agreement; or

287 10. Disclose to any private entity, other than the exclusive representative, personally identifiable  
 288 information about public employees within a bargaining unit that is exempt from disclosure, including the  
 289 contact information specified in § 40.1-57.9.

290 C. No employee organization or its agents shall:

291 1. Interfere with, restrain, or coerce a public employee with respect to rights granted in this article or  
 292 with respect to selecting an exclusive representative;

293 2. Fail to represent an employee who is in a bargaining unit exclusively represented by the employee  
 294 organization fairly and without discrimination, provided such failure is willful or deliberate;

295 3. Refuse to negotiate with the public employer as required in this article;

296 4. Refuse to participate in good faith in any agreed-upon impasse procedures or procedures set forth in  
 297 this article; or

298 5. Violate the impasse provisions of this article, which are hereby made applicable to public employers,  
 299 public employees, and exclusive representatives.

300 **§ 40.1-57.11. Board procedures.**

301 A. Proceedings against a party alleging a violation of § 40.1-57.10 shall be commenced by filing a charge  
 302 with the Board within six months of the alleged violation, or acquiring knowledge thereof, and causing a  
 303 copy of the charge to be served upon the accused party in the manner of an original notice as provided in §  
 304 40.1-57.21. The accused party shall have 10 days within which to file a written answer to the charge. The

305 Board may conduct a preliminary investigation of the alleged violation, and if the Board determines that the  
306 charge has no legal or factual basis, it may dismiss the charge. If it does not dismiss the charge, the Board  
307 shall promptly thereafter set a time and place for a hearing in the locality where the alleged violation  
308 occurred or in the locality where the Board maintains its principal office. The parties shall be permitted to be  
309 represented by counsel or other designated representative, summon witnesses, and request the Board to  
310 subpoena witnesses and the production of records on the requester's behalf. Compliance with the technical  
311 rules of pleading and evidence shall not be required.

312 B. The Board may designate a hearing officer to conduct any hearing. The hearing officer shall have such  
313 powers as may be exercised by the Board for conducting the hearing and shall follow the procedures adopted  
314 by the Board for conducting the hearing. The decision of the hearing officer may be appealed to the Board  
315 and the Board may hear the case de novo or upon the record as submitted before the hearing officer.

316 C. The Board shall provide for an official written transcript to report the proceedings and the Board shall  
317 affix the reasonable amount of compensation for such service, and such amount shall be taxed as other costs.

318 D. The Board shall file its findings of fact and conclusions of law. If the Board finds that the party  
319 accused has violated any provision of this article, the Board may issue an order directing the party to cease  
320 and desist engaging in violation and may order such other affirmative relief as is necessary to remedy the  
321 violation. The Board may petition the circuit court for the locality in which the Board maintains its principal  
322 office, the locality in which the public employer maintains its principal office, or the locality in which the  
323 charge arose for enforcement of its orders.

324 E. Any party aggrieved by any decision or order of the Board may, within 21 days from the date such  
325 decision or order is filed, appeal to the circuit court for the locality in which the Board maintains its  
326 principal office, the locality in which the public employer maintains its principal office, or the locality in  
327 which the charge arose to obtain judicial review of an order of the Board entered under this article. The  
328 Board and all parties of record in the proceedings before the Board shall be named as parties to the appeal.  
329 In any judicial review proceeding, the employee organization may sue or be sued as an entity and on behalf  
330 of the employees whom it represents. The service of legal process, summons, or subpoena upon an officer or  
331 agent of the employee organization in his capacity as such shall constitute service upon such employee  
332 organization.

333 F. Within 30 days after a notice of appeal is filed with the Board, it shall make, certify, and file with the  
334 clerk of the court to which the appeal is taken a full and complete transcript of all documents in the case,  
335 including any depositions and a transcript or certificate of the evidence together with the notice of appeal.

336 G. The transcript as certified and filed by the Board shall be the record on which the appeal shall be  
337 heard, and no additional evidence shall be heard. In the absence of fraud, the findings of fact made by the  
338 Board shall be conclusive if supported by substantial evidence on the record considered as a whole.

339 H. Any order or decision of the Board may be modified, reversed, or set aside on one or more of the  
340 following grounds:

- 341 1. If the Board acts without or in excess of its power;
- 342 2. If the order or decision was procured by fraud or is contrary to law;
- 343 3. If the facts found by the Board do not support the order or decision; or
- 344 4. If the order or decision is not supported by substantial evidence on the record considered as a whole.

345 I. If a circuit court, on appeal, reverses or sets aside an order or decision of the Board, the court may  
346 remand the case to the Board for further proceedings in harmony with the holdings of the court, or it may  
347 enter the proper judgment, as the case may be. Such judgment or decree shall have the same force and effect  
348 as if action had been originally brought and tried in such court. The assessment of costs in such appeals shall  
349 be at the discretion of the court.

350 **§ 40.1-57.12. Determination of appropriate bargaining unit.**

351 A. Any determination by the Board of an appropriate bargaining unit shall be made upon the filing of a  
352 petition by an employee organization or in accordance with this section. Any disputes about the placement of  
353 employees in bargaining units established in subsection C shall be resolved by the Board.

354 B. When a determination of an appropriate unit is necessary, within 30 days of receipt of a petition, the  
355 Board shall conduct a public hearing, receive written or oral testimony, and promptly thereafter file an order  
356 defining the appropriate bargaining unit. In defining such unit, the Board shall take into consideration, along  
357 with other relevant factors, (i) the desires of the employees involved; (ii) the community of interest, including  
358 such factors as the similarity of duties, skills, and working conditions of the employees involved; (iii) wages,  
359 hours, and other working conditions of the employees involved; (iv) the efficiency of operations of the public  
360 employer; (v) the administrative structure of the public employer; (vi) the recommendation of the parties; and  
361 (vii) the history of collective bargaining in other public sector jurisdictions. Nothing herein shall prohibit the  
362 petitioning employee organization and the public employer from entering into a consent agreement on the  
363 appropriate unit in lieu of a hearing.

364 C. Bargaining units of state employees shall include employees in broad classification categories across  
365 the various agencies and departments of the executive branch. There shall be bargaining units for each of the

366 following:

- 367 1. Administrative services;
- 368 2. Education and media services;
- 369 3. Engineering and technology;
- 370 4. Health and human services counseling services and health care compliance;
- 371 5. Health and human services direct services;
- 372 6. Health and human services health care technology, rehabilitation therapies, pharmaceutical services,
- 373 and nurse and physician assistant services;
- 374 7. Health and human services physician services, psychological services, and dental services;
- 375 8. Natural resources and applied science;
- 376 9. Security guards and protective services;
- 377 10. Corrections;
- 378 11. Juvenile justice;
- 379 12. Probation and parole;
- 380 13. Law enforcement;
- 381 14. Firefighters;
- 382 15. Other public safety services not described in another subdivision of this subsection;
- 383 16. Trades and operations; and
- 384 17. Individual providers.

385 D. Each state-controlled enterprise, independent political subdivision, authority, or agency employing  
 386 public employees not covered by the Virginia Personnel Act (§ 2.2-2900 et seq.) shall have separate  
 387 bargaining units of such employees as determined by the Board.

388 E. Each public institution of higher education, the Virginia Community College System, the University of  
 389 Virginia Medical Center, and the Virginia Commonwealth University Health System Authority shall have  
 390 separate bargaining units as determined by the Board, and employees of such bargaining units shall not be  
 391 included with employees in any bargaining unit described in subsection C.

392 F. Upon request of the exclusive representative involved, there shall be bargaining for state employees by  
 393 a coalition of all or some exclusive representatives, irrespective of a bargaining unit of state employees  
 394 described in subsection C, concerning wages, fringe benefits, and those matters that have applicability to  
 395 more than one bargaining unit of state employees. Upon request of the exclusive representative, there shall  
 396 be supplementary bargaining on behalf of public employees in a bargaining unit or part of a bargaining unit  
 397 concerning matters uniquely affecting those public employees, or consolidated bargaining between two or  
 398 more bargaining units concerning matters affecting those public employees.

399 **§ 40.1-57.13. Certification and decertification of exclusive bargaining representatives; representation**  
 400 **elections.**

401 A. Board certification of an employee organization as the exclusive bargaining representative of a  
 402 bargaining unit shall be upon a petition filed with the Board by a public employee or an employee  
 403 organization and an election pursuant to § 40.1-57.14 or upon administratively acceptable evidence that a  
 404 majority of bargaining unit employees authorized an employee organization to represent them for the  
 405 purposes of collective bargaining. The Board shall deem an employee organization as the certified exclusive  
 406 bargaining representative of an established bargaining unit without an election or evidence of majority  
 407 support if the governing body of a local government (i) recognized such employee organization as an  
 408 exclusive bargaining representative through an ordinance or resolution adopted by such governing body  
 409 prior to July 1, 2027, or (ii) is undergoing a separate process to recognize such employee organization as an  
 410 exclusive bargaining representative as of July 1, 2027.

411 B. A petition of an employee organization for a representation election shall be accompanied by  
 412 administratively acceptable evidence that 30 percent of the public employees in an appropriate bargaining  
 413 unit are members of the employee organization or have authorized it to represent them for the purposes of  
 414 collective bargaining. A petition by an employee organization for certification without an election shall be  
 415 accompanied by administratively acceptable evidence alleging that a majority of the public employees in an  
 416 appropriate bargaining unit are members of the employee organization or have authorized it to represent  
 417 them for the purposes of collective bargaining. Upon validating the evidence that a majority of the public  
 418 employees in a bargaining unit are members of the employee organization or have authorized it to represent  
 419 them for the purposes of collective bargaining, the Board shall certify the employee organization as the  
 420 exclusive bargaining representative of the bargaining unit.

421 C. For the purpose of decertification, the petition of a public employee or employee organization shall  
 422 allege that an employee organization that has been certified or recognized as the exclusive bargaining  
 423 representative of an appropriate unit does not represent a majority of such public employees and that the  
 424 petitioners do not want to be represented by an employee organization or seek certification of a different  
 425 employee organization. Such petition shall be accompanied by administratively acceptable evidence that 50  
 426 percent of such employees do not want to be represented by the exclusive representative employee

427 organization or seek certification of a different employee organization. Upon validation of the 50 percent  
428 showing of interest, the Board shall conduct a secret ballot election in accordance with this article.

429 D. The Board shall investigate the allegations of any petition and shall give reasonable notice of the  
430 receipt of such petition to all public employees, employee organizations, and public employers named or  
431 described in such petitions or interested in the representation question. When necessary, the Board shall call  
432 an election under § 40.1-57.14 within 30 days of receipt of a petition unless it finds that less than 30 percent  
433 of the public employees in the unit appropriate for collective bargaining support the petition for certification,  
434 or it finds that less than 50 percent of employees in the unit appropriate for collective bargaining support the  
435 petition for decertification, or the appropriate bargaining unit has not been determined pursuant to §  
436 40.1-57.12.

437 E. For purposes of this article, administratively acceptable evidence to support a petition for certification  
438 without election, for a certification through a representation election, or for a decertification election may  
439 consist of a combination of membership cards, evidence of dues payment, petitions to be represented by a  
440 bargaining representative, or other evidence of a public employee's desire to be represented by an employee  
441 organization for the purposes of collective bargaining. The determination by the Board of the sufficiency of a  
442 showing of majority support or sufficiency of support for a representation election shall not be subject to  
443 challenge by any person, employee organization, or public employer.

444 F. The hearing and appeal procedures shall be the same as provided for in § 40.1-57.11.

445 **§ 40.1-57.14. Elections.**

446 A. Whenever a petition for an election is filed by an employee or employee organization containing the  
447 signatures of at least 30 percent of the public employees in an appropriate bargaining unit, or containing the  
448 signatures of at least 50 percent of the public employees in an appropriate unit in the case of decertification,  
449 the public employer shall provide the petitioner with the contact information of and reasonable access to  
450 public employees in such bargaining unit as provided in § 40.1-57.9. The Board shall conduct a secret ballot  
451 representation election to determine whether the public employees in the appropriate bargaining unit wish to  
452 be represented by an exclusive bargaining representative. The ballot shall contain the names of the  
453 petitioning employee organization, any employee organization submitting within 10 days of the initial  
454 petition a petition containing signatures of at least 30 percent of the public employees within the appropriate  
455 bargaining unit, and any incumbent labor organization. The ballot shall also contain a choice of no  
456 representation.

457 B. If none of the choices on the ballot receives the vote of a majority of the public employees voting, the  
458 Board shall, within 30 days, conduct a runoff election between the two choices receiving the greatest number  
459 of votes.

460 C. Upon written objections filed by any party to the election within 10 days after notice of the results of  
461 the election, if the Board finds that misconduct or other circumstances prevented the public employees  
462 eligible to vote from freely expressing their preferences, the Board may invalidate the election and hold a  
463 second or subsequent election for the public employees.

464 D. Upon completion of a valid election in which the majority choice of the bargaining unit employees  
465 voting is determined, the Board shall certify the results of the election and shall give reasonable notice to all  
466 employee organizations listed on the ballot, the public employers, and the public employees in the  
467 appropriate bargaining unit. An employee organization that is the majority choice of the bargaining unit  
468 employees voting in a valid election under this section shall be certified by the Board as the exclusive  
469 bargaining representative for the bargaining unit employees.

470 E. A petition for decertification or certification of an exclusive bargaining representative shall not be  
471 considered by the Board for a period of one year from the date of the certification or noncertification of an  
472 exclusive bargaining representative or during the duration of a collective bargaining agreement not to  
473 exceed three years. A petition for decertification shall not be considered during the duration of a collective  
474 bargaining agreement unless the collective bargaining agreement has been in effect for more than three  
475 years or the petition for decertification is filed not more than 210 days and not less than 180 days prior to the  
476 expiration of the collective bargaining agreement.

477 **§ 40.1-57.15. Duties of exclusive bargaining representative.**

478 A. An employee organization certified as a bargaining representative shall be the exclusive representative  
479 of all public employees in the bargaining unit and shall represent all public employees fairly, except that any  
480 individual employee shall have the right at any time to present a grievance specific to such employee to their  
481 public employer and to have such grievances adjusted without the intervention of the bargaining  
482 representative, as long as the adjustment is not inconsistent with the terms of any collective bargaining  
483 agreement then in effect and the exclusive bargaining representative has been given the opportunity to be  
484 present during the grievance process and at such adjustment.

485 B. The employee organization that is an exclusive bargaining representative and the public employer may  
486 designate any individual or individuals as its representatives to engage in collective bargaining negotiations.

487 C. The scope of collective bargaining between a local government and an exclusive bargaining



488 representative of local employees shall include wages, hours, and other terms and conditions of employment,  
 489 and the duty to bargain includes matters described in Chapter 15 (§ 15.2-1500 et seq.) of Title 15.2;  
 490 however, benefits provided under Title 51.1 and Title 65.2 shall not be subject to bargaining. To the extent  
 491 that an agreement is inconsistent with the terms of Chapter 15 of Title 15.2, the terms of the agreement shall  
 492 prevail. The chief executive officer of a local government shall appoint its representative in collective  
 493 bargaining.

494 *D. The scope of collective bargaining between a state agency and an exclusive bargaining representative*  
 495 *of state employees shall include wages, hours, and other terms and conditions of employment and shall*  
 496 *specifically include matters within the administrative discretion of the Director of the Department of Human*  
 497 *Resource Management or appointing authorities; however, benefits provided under Title 51.1 and Title 65.2*  
 498 *shall not be subject to bargaining. A collective bargaining agreement may not be inconsistent with the*  
 499 *provisions of Chapter 28 (§ 2.2-2800 et seq.) of Title 2.2, provided that all matters relating to wages,*  
 500 *salaries, health benefit plans, and employee and employer contributions to such plans shall be a mandatory*  
 501 *subject of collective bargaining and enforceable in any collective bargaining agreement notwithstanding any*  
 502 *other provision of law. The Governor shall appoint the state agency's representative in collective bargaining.*

503 *E. Negotiating sessions, including strategy meetings of public employers or exclusive bargaining*  
 504 *representatives, mediation, and the deliberative process of arbitrators shall be exempt from the provisions of*  
 505 *§ 2.2-3707.*

506 **§ 40.1-57.16. Negotiation and impasse procedures.**

507 *A. Except (i) as otherwise agreed by the parties to the negotiations or (ii) in the case of a dispute between*  
 508 *an exclusive representative of employees that are firefighters or emergency medical service providers and the*  
 509 *public employers of such employees, which dispute shall be resolved according to the provisions of §*  
 510 *40.1-57.24, each state agency and exclusive representative of state employees shall comply with the following*  
 511 *negotiation and impasse procedures:*

512 *1. A request for negotiations shall be filed in writing by the exclusive representative to the Commonwealth*  
 513 *no later than June 1 of odd-numbered years for collective bargaining agreements that are to become effective*  
 514 *on July 1 of the following year;*

515 *2. Negotiations shall begin no later than July 1 in the year the request was filed;*

516 *3. If an impasse occurs during negotiations, or if no agreement is reached by the parties by October 1 in*  
 517 *the year the request was filed, either party may submit a request for mediation to the Board. The parties*  
 518 *involved shall mutually agree upon a mediator or request the Board to appoint an impartial mediator;*

519 *4. The mediator shall provide services to the parties until the parties reach agreement, the mediator*  
 520 *believes that mediation services are no longer helpful, or October 10, whichever occurs first. If the mediator*  
 521 *determines that mediation services are no longer helpful or if the October 10 deadline occurs, the parties*  
 522 *shall jointly submit the unresolved issues to final and binding arbitration. The parties shall jointly select an*  
 523 *arbitrator or, if they are unable to agree on an arbitrator, they shall request a list of seven arbitrators from*  
 524 *the Federal Mediation and Conciliation Service or the American Arbitration Association. Each party in turn*  
 525 *shall strike a name from the list until only one name remains. Negotiations may continue throughout the*  
 526 *impasse procedures;*

527 *5. Each party shall submit a final offer on each separate item remaining at impasse to the arbitrator and*  
 528 *the other party within 10 days after selection of the arbitrator. The arbitrator shall determine that either the*  
 529 *final offer of the employer or the final offer of the employee organization on each separate issue shall be*  
 530 *incorporated into the final collective bargaining agreement; however, the arbitrator shall not amend the offer*  
 531 *of either party on any issue;*

532 *6. The arbitrator shall (i) begin hearings no later than November 20 in accordance with procedures*  
 533 *prescribed by the Board and (ii) render a decision in writing no later than December 15;*

534 *7. Negotiations following the initial certification of an employee organization as an exclusive*  
 535 *representative of state employees shall convene within 30 days of the request of either party. Either party*  
 536 *may invoke arbitration in accordance with the provisions of subdivisions 4, 5, and 6 any time at least 90 days*  
 537 *after the first negotiation session. Matters not requiring the approval of the General Assembly shall take*  
 538 *effect in accordance with the terms of the agreement or award of an arbitrator. Matters requiring the*  
 539 *approval of the General Assembly shall take effect in accordance with § 40.1-57.17. Initial agreements shall*  
 540 *expire on June 30 of the next even-numbered year; and*

541 *8. All time limits in this subsection may be extended by mutual agreement of the parties.*

542 *B. A request for negotiations shall be filed in writing by an exclusive representative of employees of a*  
 543 *local government in a timely fashion reasonably in advance of the local government's budget-making process*  
 544 *or in accordance with any collective bargaining agreement in effect.*

545 *C. A local government and the exclusive representative may enter into a written agreement setting forth*  
 546 *an impasse resolution procedure. The procedure shall culminate with binding arbitration.*

547 *D. If local government and the exclusive representative have not agreed to an impasse resolution*  
 548 *procedure, negotiation impasses shall be subject to the following procedures:*

549 *1. At the request of either party, the parties shall enter into mediation. The parties involved shall mutually*

550 agree upon a mediator or request the Board to appoint an impartial mediator.

551 2. At the request of either party, all impasses not resolved through mediation, or if the parties do not  
552 agree to mediation, the issues subject to impasse, shall be submitted to final and binding arbitration. The  
553 parties shall jointly select an arbitrator or, if they are unable to agree on an arbitrator, they shall request a  
554 list of seven arbitrators from the Federal Mediation and Conciliation Service or American Arbitration  
555 Association. Each party in turn shall strike a name from the list until only one name remains. Negotiations  
556 may continue throughout the impasse procedures.

557 E. In making any decision under the impasse procedures authorized by this article for any public  
558 employer, a mediator or arbitrator shall give weight to the following factors:

559 1. The lawful authority of the public employer;

560 2. Stipulations of the parties;

561 3. The interests and welfare of the public;

562 4. The financial ability of the employer to meet the costs of any items to be included in the contract;

563 5. Comparison of wages, hours, and terms and conditions of employment of the employees involved in the  
564 arbitration proceedings with the wages, hours, and terms and conditions of employment of other persons  
565 performing similar services in the public and private sectors;

566 6. The average consumer prices for goods and services, commonly known as the cost of living;

567 7. The overall compensation presently received by the employees involved in the arbitration, including  
568 wages, insurance benefits, vacations, holidays, and similar benefits;

569 8. Changes in any of the foregoing circumstances during the pendency of the arbitration proceedings; and  
570 9. Such other factors that are normally or traditionally taken into consideration in the determination of  
571 wages, hours, and terms and conditions of employment through voluntary collective bargaining, mediation,  
572 fact finding, arbitration, or otherwise between the parties, in public service or in private employment.

573 F. The expenses of arbitration shall be borne equally by the parties.

574 **§ 40.1-57.17. Funding for agreement implementation.**

575 A. After a negotiated agreement has been agreed to by both parties, or a final and binding arbitration  
576 decision has been rendered in accordance with § 40.1-57.16, the chief executive of the public employer shall  
577 submit to the relevant governing body a request for funds necessary to implement the agreement and for  
578 approval of any other matter requiring the approval of the governing body within five days after (i) the date  
579 on which the parties finalize the agreement or (ii) the date on which the arbitration decision is issued, unless  
580 otherwise specified in this section. If the governing body is not in session at the time, then the submission  
581 shall be within five days after it next convenes.

582 B. The governing body shall approve or reject the submission as a whole.

583 C. If the governing body rejects the submission of the public employer, either party may reopen  
584 negotiations.

585 D. The parties shall specify that those provisions of the agreement not requiring action by a governing  
586 body shall be effective and operative in accordance with the terms of the agreement.

587 E. Upon the expiration of an agreement, the terms of such agreement shall remain in effect until  
588 superseded by a new agreement.

589 **§ 40.1-57.18. Judicial review.**

590 The circuit court for the locality in which a dispute arose or in which a majority of the affected employees  
591 reside may review an award of the arbitrator or an award of an arbitrator in a grievance arbitration, when  
592 (i) such arbitrator was without or exceeded his jurisdiction; (ii) the order is not supported by competent,  
593 material, and substantial evidence on the whole record; or (iii) the order was procured by fraud, collusion,  
594 or other similar and unlawful means. The pendency of a proceeding for review shall not automatically stay  
595 the order of an arbitrator.

596 **§ 40.1-57.19. Strikes; lock-outs.**

597 A. In accordance with the provisions of § 40.1-55, any public employee who, in concert with two or more  
598 other such employees, for the purpose of obstructing, impeding, or suspending any activity or operation of his  
599 employing agency or any other governmental agency, strikes or willfully refuses to perform the duties of his  
600 employment shall, by such action, be deemed to have terminated his employment.

601 B. A public employer shall not lock out employees in the event of a dispute with an employee organization.

602 **§ 40.1-57.20. Civil procedures; personal liability.**

603 A. Any employee organization or public employer may sue or be sued as an entity under the provisions of  
604 this article. Service upon a public employer or upon an exclusive bargaining representative shall be made  
605 pursuant to Title 8.01.

606 B. Nothing in this article shall be construed to make any individual or his assets liable for any judgment  
607 against a public employer or an exclusive bargaining representative.

608 **§ 40.1-57.21. Delivery of notices.**

609 Any notice required under the provisions of this article shall be in writing, but service thereof shall be  
610 sufficient if mailed by restricted certified mail, return receipt requested, addressed to the last-known address

611 of the parties, unless otherwise provided in this article or by the rules of the Board, which shall provide for  
612 the electronic service of documents. Refusal of restricted certified mail by any party shall be considered  
613 service. Prescribed time periods shall commence from the date of the receipt of the notice. Any party may at  
614 any time execute and deliver an acceptance of service in lieu of a mailed notice.

615 **§ 40.1-57.22. Employee associations permitted.**

616 Nothing in this article shall be construed to limit any person's right to freedom of speech, to association,  
617 or to petition or seek redress from the government.

618 **§ 40.1-57.23. Individual providers.**

619 A. For the purposes of this article, an individual provider shall be considered a public employee, and the  
620 Department of Medical Assistance Services shall be considered the public employer of individual providers,  
621 except as otherwise provided in this section. The scope of collective bargaining between individual providers  
622 and the Department shall include wages, benefits, and all terms and conditions of employment that are within  
623 the Department's control, but shall not extend to those rights reserved to participants and participants'  
624 representatives pursuant to subsection C.

625 B. Any exclusive bargaining representative of individual providers shall be selected by and shall  
626 represent all individual providers in the Commonwealth, including individual providers who are related to a  
627 participant or participant's representative.

628 C. Participants or participants' representatives retain the rights to select, hire, direct, supervise, and  
629 terminate the services of any individual provider providing direct support services for the participant.  
630 Nothing in this article shall be construed to alter such rights. No provision of any agreement reached  
631 between any exclusive bargaining representative of individual providers and the Department shall interfere  
632 with such rights.

633 D. Nothing in this article shall be construed to classify individual providers as employees of the  
634 Commonwealth for purposes of eligibility for state retirement programs or health care benefits. The  
635 Commonwealth shall not be liable for any act or omission by an individual provider.

636 **§ 40.1-57.24. Firefighters and emergency medical services providers; arbitration process.**

637 A. Notwithstanding the provisions of § 40.1-57.16, if a dispute arises between an exclusive representative  
638 of employees that are firefighters or emergency medical services providers and the public employer of such  
639 employees in which the collective bargaining process reaches an impasse, or if the relevant governing body  
640 does not approve an agreement reached between such parties within 30 days after such agreement is  
641 reached, then either party to such dispute, after written notice to the opposing party specifying the issue or  
642 issues in dispute, may request the appointment of a board of arbitration.

643 B. Each board of arbitration shall consist of three members, of which one member shall be appointed by  
644 the public employer, one member shall be appointed by the exclusive representative of such public employer's  
645 employees, and one member shall be selected by the other two members. The two members appointed by the  
646 public employer and by the exclusive representative shall be appointed within five days after the date of the  
647 request to appoint such board of arbitration. If, after at least 10 days have passed since the appointment of  
648 such two members, the third member has not been selected by such two members, either of the two members  
649 may request a nonprofit organization in the field of alternative dispute resolution that administers arbitration  
650 proceedings to furnish a list of three members of such organization residing in the Commonwealth or within  
651 250 miles of the public employer. The member appointed by the public employer shall eliminate one name  
652 from such list within five days after such list is furnished, and the member appointed by the exclusive  
653 representative shall eliminate another name from such list within five days after such initial elimination. The  
654 individual whose name remains on such list shall be appointed as the third member and shall serve as the  
655 chairman of the board of arbitration. The board of arbitration shall commence proceedings within 10 days  
656 after the chairman is selected and shall make its determination within 30 days after proceedings commence.

657 C. Notice by an exclusive representative of a dispute proceeding to a board of arbitration pursuant to this  
658 section shall be served upon the head of the relevant governing body.

659 D. Each board of arbitration shall be authorized to administer oaths and compel the attendance of  
660 witnesses and physical evidence by subpoena.

661 E. The compensation for the member of a board of arbitration appointed by an exclusive representative or  
662 a public employer shall be paid by the party that appointed such member. The compensation for the  
663 remaining member of such board of arbitration, as well as all stenographic and other expenses incurred by  
664 such board of arbitration in connection with arbitration proceedings, shall be paid equally by the two parties  
665 to the dispute.

666 F. The determination of the majority of the members of a board of arbitration established pursuant to this  
667 section shall be final on the issue or issues in dispute and shall be binding on the parties involved. Such  
668 determination shall be made in writing, and a copy thereof shall be sent to such parties.

669 G. No provision of this section shall be construed to prohibit a governing body from granting its  
670 employees rights greater than those contained in a board of arbitration's determination.

671 **2. That § 40.1-54.3 and Article 2.1 (§§ 40.1-57.2 and 40.1-57.3) of Chapter 4 of Title 40.1 of the Code of**

672 Virginia are repealed.

673 3. That nothing in this act shall be construed to supersede the existing certification of any exclusive  
674 bargaining representative, as defined in § 40.1-57.4 of the Code of Virginia, as created by this act, or  
675 any active negotiation or collective bargaining agreement between an employer and employees engaged  
676 in a collective bargaining process prior to July 1, 2027.

677 4. That the provisions of this act shall become effective on July 1, 2027.