

THE FLINN REPORT

ILLINOIS GENERAL ASSEMBLY JOINT COMMITTEE ON ADMINISTRATIVE RULES

Elaine Spencer, Editor

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The Flinn Report is a weekly summary of regulatory actions of State agencies published in the *Illinois Register* and action taken by the Illinois General Assembly's Joint Committee on Administrative Rules (JCAR). The Flinn Report honors founding JCAR member Representative Monroe Flinn, and is designed to inform and involve the public in changes taking place in agency administration.

Proposed Rulemakings

DNR CAMPING

The DEPARTMENT OF NATURAL RESOURCES proposed amendments to Camping on Department of Natural Resources Properties (17 IAC 130; 49 Ill Reg 15471) updating DNR policies concerning use of and payment for camping spaces at State parks and recreational areas.

Campsites

Campsites are classified as tent, trailer, vehicle, boat, cabin, primitive (tent camping, not accessible by vehicle), or group organization camps based on the type of camping shelter or equipment allowed or provided. A campsite cannot be used by any camper, including a campground host, as a permanent residence or as an address for purposes such as, but not limited to, operating a business, obtaining a driver's license, or registering to vote. Amenities (water, sewer, electricity) are solely for the use of campers with camping permits,

except for dump stations and electric vehicle charging stations, which may be used by individuals who do not have a camping permit but have paid the prescribed fees for these amenities. DNR may, if resources and funding allow, provide Rent-A-Camp cabins, tents, yurts, or other shelters for campers to rent. **Premium Campsites:** Sites with water, sewer

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and electric service or that have a history of consistent occupancy are designated as premium campsites. DNR properties designated as Premium Campgrounds because they have amenities not normally available at other sites or a history of consistently operating at capacity are Adeline Jay Geo-Karis Illinois Beach State Park (Zion); Chain O' Lakes State Park (Spring Grove); Kankakee River State Park (Bourbonnais); Rock Cut State Park (Loves Park); Shabbona

Lake Recreation Area (Shabbona); Starved Rock State Park (Utica); and the World Shooting and Recreational Complex (Sparta).

Permits

A permit allows a family or group to occupy a campsite for up to 14 days out of each 30-day period, or in the case of designated long-term campsites, up to 30 days out of every 45-day period. These timeframes apply year-round (formerly, from May 1 through Sept. 30, with no time limits on permits from Oct. 1 through April 30). Permits may be issued online or on site by a camp attendant. The camp attendant, upon arrival of the campers, may verify the validity and time period of the permit and reservation and request documentation necessary to confirm eligibility for a discounted rate (e.g., senior or veterans discount). The permittee must be an individual 18 or

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ADOPTED RULES: Rules adopted by agencies this week. **EMERGENCY RULES:** Temporary rules adopted for no more than 150 days.

PROPOSED RULEMAKINGS: Rules proposed by agencies this week, commencing a First Notice public comment period of at least 45 days.

PEREMPTORY RULES: Rules adopted without prior public notice or JCAR review as authorized by 5 ILCS 100/5-50.

▪ - Designates rules of special interest to small businesses, small municipalities and/or non-profit organizations. Agencies must consider comments from these groups and attempt to minimize regulatory burdens on them.

QUESTIONS/COMMENTS: Submit mail, e-mail or phone calls to the agency personnel listed below each summary.

RULE TEXT: First Notice proposed text, emergency rule and peremptory rule text is available at the Secretary of State website (<https://www.ilso.gov/departments/index/register/home.html>) or at the Illinois General Assembly website (<http://www.ilga.gov>) under "Illinois Register". Second Notice text for proposed rulemakings (original version with any changes made by the agency during First Notice included) is available at the JCAR website.

Proposed Rulemakings

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older and must provide current contact information to the camp attendant at the time of registration. The permittee is legally liable for any damages, unattended animals, or abandoned property left at the site after the expiration of the permit.

Hosts

DNR may (previously, will) provide free camping privileges to persons acting as hosts. Hosts must provide their own camping equipment and their units must be secure for keeping Department documents, reservation information, or DNR-provided electronic devices. Hosts must serve a minimum of 4 weeks, with additional 4-week terms at the discretion of the Site Superintendent, and must be available at least 30-35 hours per week. Hosts may serve as camping attendants while on duty. Camp hosts are not considered DNR employees and cannot be related to any DNR employee present at the same campground. Illinois residents will be given priority for host positions. DNR shall (previously, may) conduct background checks on all prospective hosts.

Check-Out & Abandonment

Normal check-in time is 3 p.m. (previously 7 a.m.) through 10 p.m. Early check-in before 3 p.m. is permitted with approval of the camp attendant if the site is available. Check-out time is 1 p.m. (previously 3 p.m.) on the permit expiration date at all sites. All vehicles, camping gear and personal effects must be removed from the campsite by check-out time. A permittee who fails to leave by check-out time in a non-emergency situation may, with permission from DNR staff, pay for one additional night

if the site is still available. Any items left at the site more than 2 hours past check-out time shall be considered abandoned. DNR will attempt to contact the permittee, inventory the abandoned property and place it in storage. If a vehicle or trailer has to be towed, the permittee is responsible for paying towing fees. Camping equipment not claimed within 30 days will be turned over to the DNR Law Enforcement Division.

Emergencies

In the event of a "bona fide emergency" (previously, serious illness or accident) that prevents campers from leaving a site on time, DNR has sole discretion to extend their stay beyond the permit expiration time. Emergency situations include, but are not limited to, a medical emergency involving one or more members of the permittee's group; natural or human-caused disasters such as tornadoes, high winds, floods, mudslides, earthquakes, fires, and snowstorms; or any event posing a risk of death, serious illness or injury, or substantial property damage. Extensions of permit timeframes shall last only until the emergency situation has ended.

Fees

All camping fees shall be collected at the time the permit is issued. The reservation processing fee is \$10 per reservation (previously \$5 per site) and applies to group campsites as well as individual site or Rent-A-Camp reservations. This fee is not refundable. **Site Fees:** For premium campgrounds and sites, \$21 per night plus a \$14 utility fee. Non-premium sites with electricity are \$14 per night plus the \$14 utility fee. Non-premium sites without electricity are \$11 per night. **Holidays:** An additional \$10 per night will be charged for premium and electric-supplied campsites on Friday through Sunday nights of Memorial Day and Labor Day weekends and on

Friday through Sunday nights of the Independence Day weekend if July 4 falls on a Friday, Saturday, Sunday or Monday. **Groups:** Adult group camping is \$5 per person with a minimum charge of \$50. **Rent-A-Camp:** Cabins at premium campgrounds and sites are \$45 for cabin rental, plus the \$14 utility fee and a \$21 camping fee, per night (total of \$80 per night, previously \$45). Cabins at non-premium electric-supplied sites are \$32 for cabin rental, \$14 for utilities and \$14 camping fee per night (total \$60 per night, previously \$50). **Winter Camping:** If cold weather requires winterizing buildings or shutting off water service at a DNR campground, fees shall be reduced in accordance with the amenities still available. Regular fees apply as long as buildings, water and electric services are available, regardless of the date. (Previously, winter camping provisions were in effect only from Oct. 1 through April 30.)

Refunds

Refunds for unused camping nights shall be made upon request of the permittee within 7 days after checkout time on the last day used, or if the reservation was paid for by personal check, after the check has cleared. Cash refunds may (previously, will) be made on site only if the reservation was paid for in cash. Reservations made online and cancelled prior to the cutoff date will receive full refunds of camping fees. If cancellation occurs after the cutoff date, one night's camping fee will be forfeited. Utility fees and Rent-A-Camp reservation fees will not be refunded.

Waivers & Discounts

Seniors: Illinois residents age 62 or older camping on weeknights (Monday through Thursday) will be charged

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Proposed Rulemakings

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one-half the established camping fee for premium sites and no fee for sites without access to showers or electricity. Full fees apply on weekends. **Persons with Disabilities:** Individuals with an Illinois Disabled Person Identification Card will pay one-half the established fee for premium and non-premium electric sites on weeknights, and no fee for non-electric sites. Full fees apply on weekends. **Veterans:** For Illinois resident disabled veterans and former POWs, no camping fees. Other Illinois resident veterans will be charged no camping fee for the amount of time they were on active duty. Application for a free veteran's camping pass must be made within 2 years after return from service. All veterans must still pay utility fees. **Other:** The DNR Director may waive camping fees temporarily for special events or promotions. Prepaid coupons or gift certificates may be accepted if purchased at the campground or through an approved vendor.

Questions/requests for copies/comments through 1/20/26: Carrie Leitner, DNR, One Natural Resources Way, Springfield IL 62702, 217-782-1809, dnr.rules@illinois.gov

FOSTER HOMES

The DEPARTMENT OF CHILDREN AND FAMILY SERVICES proposed repeal of the Part titled Licensing Standards for Foster Family Homes (89 IAC 402; 49 Ill Reg 15319) and proposed a new Part with the same title and Part number (89 IAC 402; 49 Ill Reg 15373). These rulemakings implement 10 Public Acts dating back to 2014, along with federal requirements. Changes from the existing Part include: adding,

updating and removing various statutory and other definitions; updating requirements for applications and home studies; clarifying licensing distinctions among homes licensed directly by DCFS and those operated or supervised by child welfare agencies; updating pre-service, in-service and mandated reporter training (which now includes LGBTQIA+ and implicit bias training); and expanding requirements for comprehensive background checks of criminal records, sex offender registries and child abuse/neglect registries. The statutory list of non-waivable criminal convictions has also been updated.

The new Part includes a process for "quality of care concerns" applicants who apply for an initial or renewal license when the applicant or anyone living in their household has had a license revoked, surrendered, or not renewed; has been the subject of abuse or neglect allegations or indicated reports; have had substantiated licensing complaints; or have requested a youth in care's removal from the home on 5 or more occasions. Reapplication for a license that was revoked, not renewed, or surrendered cannot be made until at least 5 years have passed since the licensing action.

The new Part also updates rules for storage of firearms, care and keeping of household pets, and swimming pool safety in licensed foster homes; bans any use of cannabis in the home or in any vehicle used to transport children; and adds provisions for seeking waivers from certain criminal convictions. Applications for foster family home licenses must include authorization of a criminal background investigation, including fingerprints, of the applicant and members of the household age 18 or older; medical evidence that all members of the household are free from communicable disease or physical or mental conditions that

would affect their ability to care for foster children; and the names and addresses of 3 character references and at least one relative who can attest to the applicant's ability to care for foster children. For members of the household who are 13-17 years of age, a partial background check of the State child abuse/neglect registry and State and national sex offender registries is required. Other provisions include streamlined application processes and expanded health and educational requirements for children in care, as well as clarifications on discipline and written consent protocols.

Questions/requests for copies/comments through 1/20/26: Jeff Osowski, DCFS, 406 E. Monroe St., Station #65-D, Springfield IL 62701, 217-524-1983, Email: DCFS.Policy@illinois.gov

▪ QUANTUM COMPUTING

The DEPARTMENT OF COMMERCE AND ECONOMIC OPPORTUNITY proposed a new Part titled Quantum Computing Campus Program (14 IAC 519; 49 Ill Reg 15442) implementing the Quantum Enterprise Zone Program created by Public Act 103-595. Under the Program, DCEO may designate quantum computing campuses across the State which are performing research and development, operation, and manufacturing activities to meet the demand of quantum computing for practical applications. DCEO may also certify tenants of a designated campus for State tax exemptions on electric and gas utilities, telecommunication services, and sales of building materials. The exemptions take effect once a company commits investment capital and creates jobs through a project at a designated quantum campus. Rules that apply to for-profit,

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Proposed Rulemakings

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non-profit, and government entities seeking to designate a quantum computing campus or seeking tax exemption certificates are outlined in this Part. Those affected by this rulemaking include college/university campuses and non-profit or government entities participating in quantum computing research and development.

Questions/requests for copies/comments through 1/20/26: Gina Arterberry, DCEO, 1011 S. Second St. Springfield IL 62704-3004, 217-524-8974, Gina.M.Arterberry@Illinois.gov

• REFERENDUM PETITIONS

The STATE BOARD OF ELECTIONS proposed an amendment to the Part titled Constitutional Amendments and Statewide Questions of Public Policy (26 IAC 208; 49 Ill Reg 15462) outlining SBEL's process for counting and validating signatures on petitions for statewide referendum votes. When SBEL receives such a petition, it will confirm receipt of the petition and conduct a preliminary total signature count that includes the number of signatures per page. Within 3 business days after completing this count, SBEL will notify referendum proponents and opponents of the total number of signatures counted, the number of signatures per page, and any anomalies that SBEL staff have identified. If the total number of signatures is at or above the statutory minimum (8% of the total votes cast for Governor in the most recent election), SBEL will proceed with random sampling and signature verification. If the total number of signatures falls short of the statutory

minimum, SBEL will issue a final order rejecting the petition after the notice of signature count has been sent to and received by proponents and opponents and they have been given an opportunity to appear before SBEL and rebut the signature count. Those affected by this rulemaking include non-profit and other organizations that circulate statewide referendum petitions.

Questions/requests for copies/comments through 1/20/26: H. Poyer, SBEL, 2329 S. MacArthur Blvd., Springfield IL 62704, 217-782-4141, GeneralCounsel@elections.il.gov

MEDICAL CANNABIS

The DEPARTMENT OF PUBLIC HEALTH proposed amendments to the Part titled Compassionate Use of Medical Cannabis Patient Program (77 IAC 946; 49 Ill Reg 15503) expanding qualifying conditions to include endometriosis, ovarian cysts, uterine fibroids, and female orgasmic disorder. Additionally, persons who participate in the Supplemental Nutrition Assistance Program (SNAP), Women, Infants and Children Program (WIC), or Low Income Home Energy Assistance Program (LIHEAP), as well as persons receiving Temporary Assistance for Needy Families (TANF) or experiencing homelessness, will qualify for reduced fees.

Questions/requests for copies/comments through 1/20/26: Tracey Trigillo, DPH, 524 S. Second St., 6th Floor, Springfield IL 62701, 217-782-1159, dph.rules@illinois.gov

TEACHERS' RETIREMENT

The TEACHERS' RETIREMENT SYSTEM proposed amendments to The Administration and Operation of the Teachers' Retirement System (80 IAC 1650; 49 Ill Reg 15520) that implement various changes to the

Pension Code and to Internal Revenue Service requirements. The rulemaking repeals references to past early retirement options and provisions for salary increases of more than 3% that are no longer in effect or were never implemented. References to collective bargaining agreements that are no longer in effect are also repealed. Other provisions address IRS requirements for members upon retirement or when they receive refunds upon separation from service; clarify certain provisions for Qualified Illinois Domestic Relations Orders (QILDROs) and other procedures to divide pension benefits between divorced spouses; and reflect TRS' current administrative review practices.

Questions/requests for copies/comments through 1/20/26: Cyndi Fain, TRS, 2815 W. Washington St., PO Box 19253, Springfield IL 62794-9243, 217-814-2041, cfain@trs.il.org

INSURANCE

The DEPARTMENT OF INSURANCE proposed an amendment to Administrative Hearing Procedures (50 IAC 2402; 49 Ill Reg 15467) that specifically exempts Exchange eligibility appeal hearings from this Part, since those hearings are now governed under 50 IAC 4500 (Illinois Health Benefits Exchange).

Questions/requests for copies/comments through 1/20/26: Kathryn Williams, DOI, 115 S. LaSalle St., 13th Fl., Chicago IL 60603, 217-843-0050, Kathryn.a.williams@illinois.gov, or Susan Anders, DOI, 320 W. Washington St., 4th Fl., Springfield IL 62767-0001, 217-558-0957, sue.anders@illinois.gov

Adopted Rules

▪ BUILDING CODES

The CAPITAL DEVELOPMENT BOARD adopted amendments to the Part titled Illinois Energy Codes (71 IAC 600; proposed at 49 Ill Reg 7704) effective 11/30/25 at 49 Ill Reg 15562, updating the incorporated/referenced version of the International Energy Conservation Code (IECC) in this Part from the 2021 to the 2024 edition and updating Illinois-specific adaptations to the IECC. Adaptations to the 2024 IECC listed in Appendix A include: requiring construction documents to show any additional electric infrastructure (e.g., branch circuits, panel capacity, space for future electrical equipment) being installed in anticipation of future power needs; new requirements for horticultural lighting, non-commercial cooking and clothes drying, and low-capacity space heating and water heating; defining a "residential building" as any building 3 stories or fewer above ground level that includes one or more permanent dwelling units, except in municipalities of 1 million or more population, where the threshold is 4 stories or fewer. The rulemaking also addresses energy efficiency credit requirements; various technical sections related to building envelope; total building performance requirements; additions, alterations and repairs of existing buildings; alternative compliance methods; and duct and ventilation requirements for residential buildings. Since 1st Notice, CDB has clarified various cross references and incorporations; clarified effective dates for various standards and their applicability to residential or commercial settings; removed new electricity infrastructure requirements for occupancies using fossil fuels; and removed additional energy efficiency credit requirements for buildings without heat pumps. Building construction businesses and local

governments that have adopted the CDB energy codes are affected by this rulemaking.

Questions/requests for copies: Robert Coslow, CDB, 401 S. Spring St., 3rd Floor Stratton Building, Springfield IL 62706, 217-685-4079, CDB.EnergyCodes@illinois.gov

▪ BROADBAND GRANTS

The DEPARTMENT OF COMMERCE AND ECONOMIC OPPORTUNITY adopted amendments to the Part titled Broadband Grant Programs (14 IAC 548; proposed at 49 Ill Reg 8837) effective 11/24/25 at 49 Ill Reg 15599, replacing emergency amendments that were effective on 6/25/25. The rulemaking aligns this Part with recently revised policies of the National Telecommunications and Information Administration (NTIA), the federal agency which oversees the Broadband Equity, Access and Deployment (BEAD) program, so that the Illinois BEAD program remains eligible for federal funding. These rulemakings narrow the definition of a "community anchor institution" to institutions that facilitate broadband service to low-income, unemployed and elderly individuals; narrow the criteria for awarding grants to the amount of funding, speed to deployment, network speed and other technical capabilities; define a "priority broadband project" according to its technical capabilities; remove the definition of and references to "reliable" broadband service; remove references to digital equity initiatives; and require BEAD funded projects to commit to providing the promised service within 4 years after receiving a grant. Broadband service providers and community institutions who are eligible for BEAD grants are affected.

Questions/requests for copies: Gina Arterberry, DCEO, 1011 S. Second St., Springfield IL 62704-3004, 217-524-8974, Gina.M.Arterberry@illinois.gov

▪ CHILD CARE

The DEPARTMENT OF HUMAN SERVICES adopted amendments to Child Care (89 IAC 50; proposed at 49 Ill Reg 8873) effective 11/24/25 at 49 Ill Reg 15616, replacing emergency amendments that were effective 7/1/25. The rulemaking updates income eligibility thresholds for the Child Care Assistance Program (CCAP) to 225% of the current Federal Poverty Level for initial eligibility and 275% FPL for continuing eligibility, and also updates the co-payment schedules based on income and family size. Parents and child care providers enrolled in CCAP are affected.

Questions/requests for copies: Tracie Drew, DHS, 100 S. Grand Ave. East, Harris Building, 3rd Floor, Springfield IL 62762, 217-785-9772, DHS.AdministrativeRules@illinois.gov

▪ FIRE SERVICE PERSONNEL

The OFFICE OF THE STATE FIRE MARSHAL adopted amendments to the Part titled Requirements for the Participation and Certification of Fire Protection Personnel (41 IAC 141; proposed at 49 Ill Reg 10917) effective 11/24/25 at 49 Ill Reg 15637, that update incorporated National Fire Protection Association (NFPA) qualification standards and clarify the positions to which these standards apply. This rulemaking also clarifies that certifications for all levels except Fire Investigator remain valid for 4 years after the date of original issue, the recertification date, or the date that a lapsed certification was made

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Adopted Rules

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current, and that training used in one certification cycle cannot be applied towards recertification in a subsequent cycle. If recertification is not completed within 90 days after the current certification expires, the individual must complete an approved level-specific course in order to make

their certification current. Other provisions update claims reimbursement procedure to require fully digital submissions; establish reimbursement rates for travel and lodging (in connection with training courses) at the federal rate in effect on April 1 of the year in which the training activity occurred, and a maximum meal reimbursement of \$100 per day for individuals who have utilized overnight lodging; and make other

minor updates and clarifications. Units of local government that participate in the OSFM certification program are affected by this rulemaking.

Questions/requests for copies: Blake Fawns, OSFM, 1035 Stevenson Drive, Springfield IL 62703, 217-720-2964, SFM.141rulemaking@fdmail.sfm.illinois.gov

Second Notices

The following rulemakings were moved to Second Notice this week by the agencies listed below, commencing the JCAR review period. These rulemakings will be considered at the December 17, 2025 meeting in Chicago. Further comments concerning these rulemakings should be addressed to JCAR at jcar@ilga.gov.

IL EMERGENCY MGMT AGENCY & OFFICE OF HOMELAND SECURITY

Political Subdivision Emergency Services and Disaster Agencies (29 IAC 301; 49 Ill Reg 8875) proposed 7/11/25

DEPT OF LABOR

Health and Safety (56 IAC 350; 49 Ill Reg 11222) proposed 9/12/25

DEPT OF INSURANCE

Internal Security Standard and Fidelity Bonds (50 IAC 904; 49 Ill Reg 11005) proposed 9/5/25

Pre-Licensing and Continuing Education (50 IAC 3119; 49 Ill Reg 11009) proposed 9/5/25

DEPT OF FINANCIAL AND PROFESSIONAL REGULATION

Appraisal Management Company Registration Act (68 IAC 1452; 49 Ill Reg 12312) proposed 10/3/25

Next JCAR Meeting: Wednesday, Dec. 17, 11 a.m.

Room C-600, Bilandic Bldg., 160 N. LaSalle St., Chicago
Meeting will be live streamed on the JCAR website

Joint Committee on Administrative Rules

Senator Bill Cunningham, Co-Chair
Senator Cristina Castro
Senator Donald DeWitte
Senator Dale Fowler
Senator Napoleon Harris, III
Senator Sally Turner

Representative Ryan Spain, Co-Chair
Representative Eva-Dina Delgado
Representative Jackie Haas
Representative Steven Reick
Representative Curtis Tarver, II
Representative Dave Vella

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