

# THE FLINN REPORT

ILLINOIS GENERAL ASSEMBLY  
JOINT COMMITTEE ON ADMINISTRATIVE RULES

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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

### LEARNING STANDARDS

The STATE BOARD OF EDUCATION proposed amendments to Public Schools Evaluation, Recognition and Supervision (23 IAC 1; 50 Ill Reg 1356) that update and expand upon SBE's standards for Social and Emotional Learning (SEL) in accordance with recommendations from the Emotional Intelligence and Social and Emotional Learning Task Force.

#### SEL Goals

Beginning in the 2026-27 school year, SEL standards in Appendix D include 5 overall goals: self-awareness, self-management, social awareness, relationship skills, and responsible decision-making. Each goal is broken down into activities and tasks for students in early elementary (grades K-2), late elementary (grades 3-5), middle school (grades 6-8), early high school (grades 9-10), and late high school (grades 11-12), and desired

outcomes/indicators for students in each age group.

-- **Self-awareness** is defined as "the ability to recognize and understand one's own emotions, identities, biases, and values; reflect on how personal experiences, power, and privilege shape one's attitudes and behaviors; and cultivate a sense of

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(the) individual within social, cultural and political contexts." This goal includes learning to identify various emotions and how to react to or cope with them; identifying and pursuing personal strengths and aspirations; understanding external influences from one's family and culture; and identifying resources and supports that can help the individual achieve these goals.

-- **Self-management** includes the ability to identify and use self-care strategies, express emotions in

healthy ways, exhibit self-discipline, motivation, planning and organization, cultivate resilience and overcome adversity. This goal includes learning to recognize signs of impending stress or frustration, use appropriate coping strategies, demonstrate impulse control, balance responsibilities and manage time effectively, seek appropriate help when facing challenges, and adapt to changes.

-- **Social awareness** is defined as "the ability to understand the perspectives of and empathize with others, including those with diverse backgrounds, cultures, abilities, identities, contexts, and life experiences". It includes learning to recognize emotions and perspectives of others that differ from one's own; actively listen to and support diverse viewpoints; attempt different roles in cooperative groups; learn about other cultures and their traditions; and en-

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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.ilsos.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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gage with peers from different backgrounds.

-- **Relationship skills** establish, maintain, and/or restore "healthy, rewarding connections with individuals and groups" by "communicating clearly, listening actively, cooperating, resisting inappropriate social pressure, negotiating conflict constructively, and seeking or offering help when needed." This goal includes learning to work cooperatively with others, engage in collaborative problem-solving, present and support an opinion in a positive manner, use respectful and inclusive language, and find fair solutions to conflicts.

-- **Responsible decision-making** means considering one's social, emotional and physical safety and well-being; ethical standards; and benefits and consequences of various actions. This goal includes learning to consider multiple solutions to problems, identify how assumptions or bias might influence this process, seek out multiple sources of information, and use information technology wisely.

## SCHOOL REORGANIZATION

SBE also proposed a new Part titled School District Reorganization Feasibility Study Grant Program (23 IAC 705; 50 Ill Reg 1586) implementing Public Act 104-0257. The PA and this Part authorize the State Board of Education to award grants to school districts for the purpose of incentivizing those districts to conduct reorganization feasibility studies. A grant application from two or more school districts must designate a principal district responsible for submitting documents, receiving and

administering grant funds, and filing required reports. In order to qualify for a grant, the board of the principal district must have negotiated a contract with a third-party consultant to conduct the feasibility study. Completed applications must be submitted to the applicable Regional Office of Education (ROE) or the executive director of the applicable Intermediate Service Center (ISC) by December 1 of the fiscal year for which the grant is sought. The ROE or ISC must approve or reject the application and forward approved applications to SBE by December 15. Subject to available funding, SBE will determine the maximum grant award per study. School districts must have their studies completed and submitted to the ROE or ISC by May 15, which will submit approved studies to SBE by May 31. Priority for receiving grants will be determined on a point system that considers whether the districts proposed for reorganization form a single contiguous district, have similar property tax rates, and have similar per-pupil adequacy funding. The rulemaking also includes criteria for third party consultants and the agreements entered into for their services. School districts considering consolidation or reorganization may be affected.

## DRIVER EDUCATION

SBE proposed amendments to Driver Education (23 IAC 252; 50 Ill Reg 1577) defining "enrollment" in an approved driver education course as beginning when an eligible student declares an intent to participate in and is registered in a driver education course. (Current rule defines enrollment as beginning 30 days prior to the start of classroom instruction.) SBE states that this change is intended to enable students who reach their 15<sup>th</sup> birthday more than 30 days prior to the start of a driver's ed class to

take the permit test and begin accumulating required practice hours as soon as they are eligible.

## EDUCATOR PREPARATION

SBE also proposed an amendment to Standards for Endorsements in Elementary Education (23 IAC 20; 50 Ill Reg 1573) that changes the deadline for Illinois educator preparation programs to align with the standards of the national Council for the Accreditation of Educator Preparation (CAEP) from 10/1/25 to 10/1/29 and updates the web link to the CAEP elementary education standards.

*Questions/requests for copies/comments on the 4 SBE rulemakings through 3/16/26: Azita Kakvand, SBE, 555 W. Monroe St., Suite 900, Chicago IL 60661, 312-783-2757, [rules@isbe.net](mailto:rules@isbe.net)*

## STUDENT LOANS

The DEPARTMENT OF FINANCIAL AND PROFESSIONAL REGULATION proposed amendments to the Part titled Student Loan Servicing Rights Act (38 IAC 1010; 50 Ill Reg 1597) that add recordings of calls with borrowers to the books and records that licensed servicers under the Act must maintain. These recordings must be kept for at least 3 years after a serviced loan has been paid in full or assigned to collection, or until the servicing rights have been sold, assigned or transferred to another entity, unless prohibited by contract with the lender. Student loan servicers (companies that handle billing and payments for federal student loans) are affected.

## ▪ CONTROLLED SUBSTANCES

DFPR also proposed amendments to the Part titled Illinois Controlled Sub-

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# Proposed Rulemakings

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stances Act (77 IAC 3100; 50 Ill Reg 1603) that increase registration fees for pharmacies and other entities that handle controlled substances. For pharmacies that dispense Schedule II through V controlled substances, the initial registration fee will be \$100 and renewal fees will be \$50 per year (currently \$5 for both). Initial registrations for third-party logistics providers, entities that conduct chemical analysis and research, and canine trainers will be \$300, with renewal fees of \$150 per year (currently \$50 for both). DFPR states that the fee increase is needed to maintain its Pharmacy Disciplinary Fund and hire additional investigators. Those affected by this rulemaking include pharmacies, laboratories, and law enforcement agencies with K-9 units.

*Questions/requests for copies/comments on the 2 DFPR rulemakings through 3/16/26: Craig Cellini, DFPR, 320 W. Washington St., 2<sup>nd</sup> Floor, Springfield IL 62786, 217-785-0810, fax 217-557-4451, [Craig.Cellini@illinois.gov](mailto:Craig.Cellini@illinois.gov)*

## ▪ CHARITABLE GRANTS

The OFFICE OF THE TREASURER proposed amendments to Rules for Charitable Trust Stabilization Committee (74 IAC 650; 50 Ill Reg

1621) that add provisions for the Hunger Relief Program, which provides grant awards specifically to food pantries, soup kitchens, and other food assistance organizations. To be eligible for Hunger Relief Program grants, the applying organization must have the equivalent of at least one full time paid employee or a "designated fiscal agent" who will manage the grant award and any related responsibilities such as reporting and post-award obligations. The rulemaking also updates the list of documents and forms to be completed by all grant applicants and requires all applications to be submitted electronically to the Treasurer's website. Non-profit charitable organizations are affected.

*Questions/requests for copies/comments through 3/16/26: Austin Stadelman, Office of the Treasurer, 555 W. Monroe St., 14<sup>th</sup> Floor, Chicago IL 60661, 312-814-0055, [AStadelman@illinoistreasurer.gov](mailto:AStadelman@illinoistreasurer.gov)*

## AIR POLLUTION

The POLLUTION CONTROL BOARD proposed amendments to Air Quality Standards (35 IAC 243; 50 Ill Reg 1610) implementing updates to the National Ambient Air Quality Standards (NAAQS) promulgated by the U.S. Environmental Protection Agency from 7/1/24 through 12/31/25. These changes affect standards for secondary sulfur dioxide (SO<sub>2</sub>) and methods for measuring SO<sub>2</sub>, nitrogen dioxide (NO<sub>2</sub>) and particulate matter

concentrations. Since these rules are considered "identical in substance" to federal regulations, they are exempt from the full Second Notice rulemaking process under the Illinois Administrative Procedure Act, although PCB will collect First Notice public comment.

*Questions/requests for copies/comments through 3/16/26: Don A. Brown, PCB, 60 E. Van Buren St., Suite 630, Chicago IL 60605, 312-814-3461, [don.brown@illinois.gov](mailto:don.brown@illinois.gov). Please reference docket R25-15.*

## IEMA-OHS RULE WITHDRAWAL

The ILLINOIS EMERGENCY MANAGEMENT AGENCY AND OFFICE OF HOMELAND SECURITY has withdrawn proposed amendments to Political Subdivision Emergency Services and Disaster Agencies (29 IAC 301; 49 Ill Reg 2252) that were published in the 2/28/25 *Illinois Register*. These amendments were intended to align requirements for local ESDA emergency operations plans and exercises with Federal Emergency Management Agency standards and increase communication between IEMA-OHS and local jurisdictions. Following extensive outreach to stakeholders during the rulemaking process, the Agency has decided to withdraw this rulemaking and file a new rulemaking in order to include changes requested by stakeholders such as municipal and county ESDAs.

# Adopted Rules

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## ▪ RETIREMENT SAVINGS

The OFFICE OF THE TREASURER adopted amendments to the Part titled Secure Choice Savings Program (74 IAC 721; proposed at 49 Ill Reg 11631) effective 1/14/26 at 50 Ill Reg 1685, implementing PA 104-100, which took effect on 8/1/25. The rulemaking makes employers subject to penalties for failing to remit employee contributions in a timely manner (employers are already subject to penalties if they fail to enroll employees in the program). Employers that had 5 or more employees during every quarter of the previous calendar year (previously, that had at least 5 current employees) and have been in business for at least 2 years must enroll in the program if they do not offer a qualified retirement plan. Employers enrolling in the program for the first time must include all employees age 18 or older who earn Illinois wages and have been employed for 120 days or longer; after initial enrollment, all new hires must be enrolled within 120 days after beginning employment (formerly, within 60 days after first payment of wages). Finally, enrolled employees may now contribute to both a traditional IRA (contributions are

made before taxes and subject to tax upon withdrawal) and a Roth IRA (contributions are made after taxes and are not taxed at withdrawal). Small businesses with 5 or more employees are affected.

*Questions/requests for copies: Austin Stadelman, Office of the Treasurer, 555 W. Monroe St, 14<sup>th</sup> Floor, Chicago IL 60661, 312-814-0055, [AStadelman@illinoistreasurer.gov](mailto:AStadelman@illinoistreasurer.gov)*

## CASINO GAMING

The ILLINOIS GAMING BOARD adopted amendments to Riverboat and Casino Gambling (86 IAC 3000; proposed at 49 Ill Reg 8856) effective 1/16/26 at 50 Ill Reg 1628, that clarify how electronic gaming credits may be added to or withdrawn from a patron's account. Electronic casino gaming accounts must comply with the same rules as sports wagering accounts (11 IAC 1900.1220), which can be funded via ACH or debit cards, vouchers purchased or won from the establishment, and other methods that utilize funds the patron has on hand, but cannot be funded with credit cards. This rulemaking also authorizes the IGB Administrator to establish and publish a monetary

threshold for tournaments, giveaways and other promotional activities that will require prior approval from the Administrator and makes various technical changes. Casino gaming licenses are affected.

*Questions/requests for copies: Daniel Gerber, IGB, 160 N. LaSalle St., Chicago IL 60601, 312-814-4700, fax 312-814-7253, [IGB.RuleComments@Illinois.gov](mailto:IGB.RuleComments@Illinois.gov)*

## ▪ PROPERTY TAX DISTRICTS

The DEPARTMENT OF REVENUE adopted amendments to Property Tax Code (86 IAC 110; proposed at 49 Ill Reg 8538) effective 1/14/26 at 50 Ill Reg 1645, that add a new list of multi-township assessment districts (MTADs) effective 1/1/26 through 12/31/29 and update previous lists that have been in effect since 2018. Certification of these new MTADs was made 2/1/24 for election purposes. Units of local government are affected by this rulemaking.

*Questions/requests for copies: Laurence Mraz, DOR, 101 W. Jefferson St., Springfield IL 62794, 217-524-4821, [REV.GCO@illinois.gov](mailto:REV.GCO@illinois.gov)*

# Second Notices

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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 February 17, 2026, meeting in Springfield. Other items not published in the *Illinois Register* or The Flinn Report may also be considered. Further comments concerning these rulemakings should be addressed to JCAR at [jcar@ilga.gov](mailto:jcar@ilga.gov).

## STATE BOARD OF ELECTIONS

Miscellaneous (26 IAC 207; 49 Ill Reg 12306) proposed 10/3/25

Campaign Financing (26 IAC 100; 49 Ill Reg 14347) proposed 11/7/25

## IL HOUSING DEVELOPMENT AUTHORITY

Homeownership Mortgage Loan Program (47 IAC 300; 49 Ill Reg 14365) proposed 11/7/25

## SECRETARY OF STATE

Issuance of Licenses (92 IAC 1030; 49 Ill Reg 14207) proposed 10/31/25

## TEACHERS' RETIREMENT SYSTEM

The Administration and Operation of the Teachers' Retirement System (80 IAC 1650; 49 Ill Reg 15520) proposed 12/5/25

**Next JCAR Meeting: Tuesday, Feb. 17, 10:30 a.m.**

Room C-1, Stratton Bldg., 401 S. Spring St., Springfield

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

Kim Schultz, Executive Director ■ Kevin Kulavic, Deputy Director

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