ILLINOIS POLLUTION CONTROL BOARD
October 2, 2025

IN THE MATTER OF:	)	
	)	
SDWA UPDATE, USEPA AMENDMENTS		R25-1
(January 1, 2024, through June 30, 2024)	)	(Identical-in-Substance
	)	Rulemaking - Public Water Supply)
	)	
SDWA UPDATE, USEPA AMENDMENTS	)	R25-9
(July 1, 2024, through December 31, 2024)	)	(Identical-in-Substance
	)	Rulemaking - Public Water Supply)
	)	(Consolidated)

Proposed Rule. Proposal for Public Comment.

OPINION AND ORDER OF THE BOARD (by M. Gibson):

SUMMARY OF THIS ACTION

The Board today proposes amendments to the Illinois rules "identical in substance" (IIS) to the drinking water regulations adopted by the United States Environmental Protection Agency (USEPA). In 2024, USEPA filed six actions under the National Primary Drinking Water Regulations (NPDWRs) expediting approval of 93 alternative testing methods (ATMs) for analyzing contaminants in drinking water, adding new regulations for six per- and poly-fluoroalkyl substances (PFAS), and updating the comprehensive Lead and Copper Rules. The Board now incorporates and amends 35 Ill. Adm. Code 611 to comply with USEPA NPDWRs.

The Board finds that non substantive stylistic updates and error corrections not included in the 2024 USEPA actions are needed and adds them to this proposal. The Board does not discuss these changes in this opinion. The proposed rules can be found in the addendum to this order.

Finally, the Board finds that additional time is needed to complete the amendments and extends the adoption deadline to January 30, 2026.

Sections 7.2 and 17.5 of the Illinois Environmental Protection Act (Act) (415 ILCS 5/7.2 and 17.5 (2024)) provide for quick adoption by the Board of regulations IIS to regulations USEPA adopts to implement Sections 1412(b), 1414(c), 1417(a), and 1445(a) of the federal Safe Drinking Water Act (SDWA) (42 U.S.C. §§ 300g-1(a), 300g-3(c), 300g-6(a), and 300j-4(a) (2021)). The NPDWRs implement these sections of SDWA. SDWA regulations are found at 40 C.F.R. 141 through 143.

Section 17.5 of the Act also provides that Title VII of the Act and Section 5 of the Illinois Administrative Procedure Act (APA) (5 ILCS 100/5-35 and 5-40 (2024)) do not apply to the Board's adoption of IIS regulations.

The Board will submit the proposed amendments for publication in the *Illinois Register* and receive public comments for at least 45 days after publication. The Board expects to adopt final rules by the extended due date of January 30, 2026.

This opinion consists of three sections. First, the Board extends the deadline for final action on the IIS amendments. Second, it outlines a new schedule for completing this rulemaking. Finally, the opinion summarizes the 2024 USEPA actions that led to the proposed amendments.

EXTENSION OF DUE DATE AND REASONS FOR DELAY

The Board finds it necessary to set forth the reasons for delay and again extend the due date for final Board adoption of amendments.

Under Section 7.2(b) of the Act (415 ILCS 5/7.2(b) (2024)), the Board must complete this rulemaking within one year after the corresponding federal action. Based on the date USEPA approved lead and copper rule improvements the Board's deadline to adopt final rules in this consolidated docket was October 30, 2025.

The Board encountered unanticipated delay in developing this proposal for public comment because of the volume and complexity of the USEPA amendments. The Board now anticipates adopting these proposed amendments no later than January 30, 2026. Therefore, the Board extends the deadline until that date.

TIMETABLE TO COMPLETE RULEMAKING

Adopting this proposal for public comment today will allow the Board to complete this rulemaking by January 30, 2026 barring unforeseen delays. The Board intends to adhere to the following schedule:

Board order proposing amendments:	October 2, 2025
Submission for *Illinois Register* publication:	October 10, 2025
Estimated *Illinois Register* publication:	October 24, 2025
Estimated End of 45-day public comment period:	December 8, 2025
Board order adopting amendments:	December 18, 2025
Estimated filing date:	December 19, 2025
Estimated *Illinois Register* publication:	December 30, 2025

Extending the date of completion until January 30, 2026, includes time to allow for any request for extended public review or unforeseen delays.

The Illinois Safe Public Drinking Water Act, P.A. 103-1077, requires PFAS MCL adoption within one year of promulgation by the USEPA. The Board today proposes PFAS MCL amendments identical in substance to USEPA actions promulgated in 2024 before the Illinois Safe Public Drinking Acts effective date of January 1, 2026.

DISCUSSION

The discussion includes four sections. The first is a quick summary of the 2024 USEPA actions by topic. The second discusses the incorporation by reference of ATMs into the Illinois drinking water regulations. The third section briefly summarizes the comprehensive USEPA PFAS actions by topic. Finally, the last section reviews the extensive changes in USEPA's Lead and Copper Rule Improvements (LCRIs).

Federal Actions Implemented

For quick reference, the 2024 USEPA actions considered in this consolidated rulemaking are listed in chronological order with a short substantive description and the Board's actions.

January 30, 2024 (89 Fed. Reg. 5773): USEPA approved 93 ATMs to measure contaminants in drinking water to determine compliance with NPDWRs. The Board incorporated the new methods that address primary MCLs into Illinois rules. ATMs adopted by the USEPA for secondary MCLs (aesthetic qualities of drinking water) are not incorporated in today's proposal.

February 5, 2024 (89 Fed. Reg. 7624): USEPA corrected errors in seven of the ninety-three ATMs published on January 30, 2024 (89 Fed. Reg. 5773). The Board added the corrections into the Illinois rules.

April 26, 2024 (89 Fed. Reg. 32743): USEPA approved NPDWRs and health-based Maximum Contaminant Levels (MCLs) and Goals (MCLGs) for five PFAS, including perfluorooctanoic acid (PFOA), perfluorooctane sulfonic acid (PFOS), perfluorohexane sulfonic acid (PFHxS), perfluorononanoic acid (PFNA), hexafluoropropylene oxide dimer acid (HFPO–DA, commonly known as GenX Chemicals), and perfluorobutane sulfonic acid (PFBS). USEPA set MCLGs for PFOA and PFOS at zero and MCLs at 4.0 nanograms per liter (ng/L). For PFHxS, PFNA, and HFPO-DA USEPA set MCLGs and MCLs at 10 ng/L. Additionally, USEPA added the Hazard Index (HI) of 1 for any mixture with two or more PFHXS, PFNA, HFPO-DA(GenX) and PFBS. Additionally, USEPA added PFAS to the public notification (PN) and consumer confidence report rules (CCR). The Board incorporated PFAS testing methods and added USEPA's extensive PFAS regulations into the Illinois rules without substantive deviation from the federal amendments.

May 24, 2024 (89 Fed. Reg. 45980): USEPA revised the Consumer Confidence Report (CCR) Rule to comply with America's Water Infrastructure Act (AWIA) of 2018 (United States, 2018), which requires states, territories, and Tribes with primary enforcement responsibility to report compliance monitoring data (CMD) to the USEPA. The revisions improve the CCR reporting and communication processes including electronic reporting options, enhanced risk communications and mandated biannual outreach to customers of suppliers serving 10,000 or more persons. The Board added USEPA's CCR revisions into the Illinois rules without any substantive deviation from the federal amendments.

June 11, 2024 (89 Fed. Reg. 49101): USEPA corrected formatting and entry designation errors published April 26, 2024 (89 Fed. Reg. 32743) in the NPDWRs for five individual per- and poly-fluoroalkyl substances (PFAS): perfluorooctanoic acid (PFOA), perfluorooctane sulfonic acid (PFOS), perfluorohexane sulfonic acid (PFHxS), perfluorononanoic acid (PFNA), hexafluoropropylene oxide dimer acid (HFPO–DA, commonly known as GenX Chemicals). The Board added USEPA PFAS corrections into the Illinois rules without substantive deviation from the federal corrections.

October 30, 2024 (89 Fed. Reg. 45980): USEPA revised the NPDWR for lead and copper to replace lead and specific galvanized service lines. The final rule eliminates the lead trigger level, lowers the lead action level, and strengthens tap sampling procedures to improve public health. The Board added USEPA's Lead and Copper Rule Improvements (LCRIs) into the Illinois rules without substantive deviation from the federal amendments.

The Board does not generally review the substance of USEPA actions in IIS rulemaking. The Illinois drinking water amendments proposed today are identical in substance (IIS) to the 2024 USEPA regulatory updates. Individuals interested in the substance and rationale behind USEPA's regulations should refer to the relevant Federal Register notices and other resources provided by the USEPA.

The Board incorporated the USEPA actions above with little deviation from the text of the federal amendments. Due to the comprehensive subject matter and extensive changes in USEPA regulations, the Board provides a summary below. For the specific updates, please refer to the attached amendments.

USEPA Approved ATMs

On January 30, 2026, USEPA expedited approval of 93 ATMs. The Board today incorporates by reference 88 of the expedited ATMs approved by USEPA in 2024. Historically, Illinois drinking water regulations do not incorporate ATMs for analyzing aesthetic water qualities assigned secondary MCLs. Today's updates do not incorporate five of the ninety-three ATMs approved by the USEPA in 2024 for analyzing secondary MCLs. See SDWA Update, USEPA Amendments (July 1, 2018 through December 31, 2018), R19-16, (Dec. 19, 2019)**.** This is a substantive deviation from USEPA 2024 actions proposed in today's IIS amendments.

Illinois drinking water rules differ in format and incorporate USEPA ATMs by reference with approved testing methods in subsection format. USEPA NPDWRs list the ATMs separately in the appendix tables. Illinois rules define short-form names to refer to the methods and list them alphabetically in a single listing with approved and alternative versions.

USEPA PFAS Regulations

USEPA added six PFAS contaminants to the NPDWRs. USEPA's PFAS rules establish standards for managing six PFAS (PFOA, PFOS, PFHxS, PFNA, HFPO-DA(GenX), and PFBS) contaminants in drinking water. The PFAS rules include chemical abstract service registrations for six PFAS contaminants, MCL and MCLG standards for five PFAS (PFOA, PFOS, PFHxS, PFNA, and HFPO-DA(GenX)) contaminants, a new Hazard Index (HI) standard to measure compound mixtures of four PFAS (PFHxS, PFNA, HFPO-DA(GenX), and PFBS) contaminants, initial and standard compliance monitoring, approved testing methods, practical quantitation levels, best available and small system compliance technologies, public notice, and consumer confidence reporting.

People commonly call PFAS "forever chemicals" because strong carbon-fluorine bonds do not degrade easily and accumulate in living tissue, including the human body. USEPA explained the reasoning for regulating six specific PFAS contaminants in drinking water as follows:

> USEPA is establishing drinking water standards for six PFAS in this NPDWR to provide health protection against these individual and co-occurring PFAS in public water systems. The EPA's final rule represents data-driven drinking water standards that are based on the best available science and meet the requirements of SDWA. For the six PFAS, the EPA considered PFAS health effects information, evidence supporting dose-additive health concerns from co- occurring PFAS, as well as national and state data for the levels of multiple PFAS in finished drinking water. SDWA provides a

framework for the EPA to regulate emerging contaminants of concern in drinking water. Under the statute, the EPA must act based on the ''best available'' science and information.

For the PFAS covered by this rule, the EPA concluded that the state of the science and information has sufficiently advanced to the point to satisfy the statutory requirements and fulfill SDWA's purpose to protect public health by addressing contaminants in the nation's public water systems.

PFAS are a large class of thousands of organic chemicals that have unique physical and chemical properties. These compounds are designed to be stable and non-reactive because of the applications in which they are used: certain industrial and manufacturing processes; stain and water repellants in clothing, carpets, and other consumer products, as well as certain types of fire- fighting foams. PFAS tend to break down slowly and persist in the environment, and consequently, they can accumulate in the environment and the human body over time. Current scientific research and available evidence have shown the potential for harmful human health effects after being exposed to some PFAS. Although some PFAS have been phased out of use in the United States, they are still found in the environment and in humans based on biomonitoring data.

Drinking water is one of several ways people can be exposed to PFAS. The EPA's examination of drinking water data shows that different PFAS can often be found together and in varying combinations as mixtures. Additionally, decades of research demonstrates that exposure to mixtures of different chemicals can elicit dose-additive health effects: even if the individual chemicals are each present at levels considered ''safe,'' the mixture may cause significant adverse health effects. The high likelihood for different PFAS to co-occur in drinking water; the additive health concerns when present in mixtures; the diversity and sheer number of PFAS; and their general presence and persistence in the environment and the human body are reflective of the environmental and public health challenges the American public faces with PFAS, which poses a particular threat for overburdened communities that experience disproportionate environmental impacts. 89 Fed. Reg. at 32532.

PFAS Definitions. USEPA defined the following PFAS contaminants, analytical measurement, health index, and hazard quotient in the NPDWRs:

"Hazard Index (HI)" is the sum of component hazard quotients (HQs), which are calculated by dividing the measured regulated PFAS component contaminant concentration in water (e.g., expressed as parts per trillion (ppt) or nanograms per liter (ng/l)) by the associated health-based water concentration (HBWC) expressed in the same units as the measured concentration (e.g., ppt or ng/l). For PFAS, a mixture Hazard Index greater than 1 (unitless) is an exceedance of the MCL.

"Hazard quotient (HQ)" means the ratio of the measured concentration in drinking water to the health-based water concentration (HBWC).

"Health-based water concentration (HBWC)" means level below which there are no known or anticipated adverse health effects over a lifetime of exposure, including sensitive populations and life stages, and allows for an adequate margin of safety.

"HFPO-DA or GenX chemicals" means Chemical Abstract Service registration number 122499-17-6, chemical formula C6F11O3-, International Union of Pure and Applied Chemistry preferred name 2,3,3,3-tetrafluoro-2-(heptafluoropropoxy)propanoate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof.

"PFBS" means Chemical Abstract Service registration number 45187-15-3, chemical formula C4F9SO3-, perfluorobutane sulfonate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof.

"PFHxS" means Chemical Abstract Service registration number 108427-53-8, chemical formula C6F13SO3-, perfluorohexane sulfonate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof.

"PFNA" means Chemical Abstract Service registration number 72007-68-2, chemical formula C9F17O2-, perfluorononanoate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof.

"PFOA" means Chemical Abstract Service registration number 45285-51-6, chemical formula C8F15O2-, perfluorooctanoate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof.

"PFOS" means Chemical Abstract Service registration number 45298–90–6, chemical formula C8F17SO3–,perfluorooctanesulfonate, along with its conjugate acid and any salts, derivatives, isomers, or combinations thereof. 89 Fed. Reg. at 32532.

PFAS Effective Dates. USEPA PFAS rules were effective June 25, 2024. USEPA requires PWSs to complete initial monitoring by April 26, 2027, and meet PFAS MCLs by April 26, 2029.[1]

The proposed IIS Illinois drinking water amendments are effective 30 days from the date of adoption with the same USEPA compliance dates, April 26, 2027, for initial monitoring and April 26, 2029, for MCL compliance.

PFAS MCLs, MCLGs and HI. USEPA set MCLGs for PFOA and PFOS at zero (0) and enforceable MCLs for PFOA and PFOS at 4.0 ng/L. Additionally, USEPA established MCLGs and MCLs for PFHxS, PFNA, and HFPO-DA at 10 ng/L each. USEPA finalized an MCLG and enforceable Hazard Index (HI) for compound mixtures of PFHxS, PFNA, HFPO-Da and PFBS of 1.[2]

The Board today proposes identical MCLGs, MCLs, and HIs consistent with USEPA's. The intent in providing MCLGs is to increase transparency and public awareness as to what ideal levels of PFAS in drinking water would be. PFAS MCLGs proposed in today's Illinois amendments are non-enforceable health goals.

PFAS Analytical Methods. USEPA approved and incorporated two EPA Analytical Methods to measure PFAS MCLs in drinking water:

[1] 40 C.F.R. § 141.900 (2024).

[2] 89 Fed. Reg. 32750 (April 26, 2024) and 40 C.F.R. § 141.61(c) (2024).

EPA Method 533: Determination of Per- and Polyfluoroalkyl Substances in Drinking Water by Isotope Dilution Anion Exchange Solid Phase Extraction and Liquid Chromatography/Tandem Mass Spectrometry, 815-B-19-020, November 2019.

EPA Method 537.1, Version 2.0: Determination of Selected Per- and Polyfluorinated Alkyl Substances in Drinking Water by Solid Phase Extraction and Liquid Chromatography/Tandem Mass Spectrometry (LC/MS/MS), EPA/600/R-20/006, March 2020. 89 Fed. Reg. at 32532.[3]

PFAS Practical Quantitation Levels (PQLs). USEPA set practical quantitation levels (PQLs) for PFAS analysis. The PFAS PQLs are 5.0 ng/L(HFPO-DA), 4.0 ng/L (PFOA, PFOS, PFNA), and 3.0 ng/L (PFHxS, PFBS) set to ensure precision, accuracy, and national lab availability for USEPA PFAS compliance monitoring programs. 89 Fed. Reg. at 32532.

PFAS Treatment Technologies. USEPA identified the best available treatment technologies (BATs) and affordable small system compliance technologies (SSCTs) for PFAS contaminant analysis. Both PFAS BATs and SSCTs listed by the USEPA can be used to measure the MCL regulatory limits, however, other cost effective or better suited technologies are acceptable.[4]

PFAS Initial Monitoring. USEPA established PFAS initial monitoring requirements to produce accurate baseline measurements. The number and frequency of initial samples vary by system type, size, and water source.

In the proposed Illinois amendments, initial monitoring reports are due to the Agency by April 26 of 2027, the identical date promulgated by the USEPA.[5] Specific details and requirements for each type of supplier can be found in the addendum to this order in Section 611.7901.

PFAS Standard Compliance Monitoring. USEPA established standard monitoring for PFAS by defining three sampling frequencies: quarterly, annual, and triennial. Sampling frequencies change based on sampling trigger level thresholds USEPA set for PFAS (PFOA and PFOS(2ng/L), PFHxS, PFNA, and HFPO-DA(5ng/L), Hazard Index (HI) (.5 Unitless) for compound mixtures of PFHxS, PFNA, HFPO-DA(GenX), and PFBS and MCL violations.

In the proposed Illinois amendments, the standard monitoring period begins April 26 of 2027 for PFAS trigger level threshold violations and April 26, 2029, for PFAS MCL violations, identical dates set by the USEPA.[6] USEPA proposed standard monitoring details, which vary by supplier type and frequency based on trigger level and MCL violations, are attached in Section 611.7902.

PFAS Public Notification. USEPA added PFAS to Tier 2 and 3 PN requirements. USEPA did not require Tier 1 expedited public notification for PFAS. Suppliers are required to publish Tier 2 notifications within thirty days when their water system is in violation of a PFAS

[3] 40 C.F.R. § 141.901 (2024).

[4] 40 C.F.R. . § 141.61(d) (2024).

[5] 40 C.F.R. § 141.900(b)(2) (2024).

[6] 40 C.F.R. § 141.900(b)(2) thru (6) (2024).

MCL or when operating under a variance or exemption. USEPA requires Tier 3 public notice for PFAS for monitoring or testing violations. [7]

The Board today proposes identical PFAS public notification rules consistent with USEPA's. In the proposed Illinois amendments, attached for review, compliance with the USEPA PN requirements begins April 26 of 2027 for Tier 3 and April 26 of 2029 for Tier 2 public notifications, the same date required by the USEPA.[8]

PFAS Consumer Confidence Report. USEPA requires Community water systems (CWSs) to prepare and deliver annual CCRs with detected PFAS when results are above the trigger levels. CWSs must include PFAS trigger level violations in CCRs beginning April 26, 2027. Systems must report additional PFAS health effect language with any MCL violations beginning on April 26, 2029.[9]

USEPA Lead and Copper Rule Improvement (LCRI)

The USEPA updated the lead and copper rules with the LCRIs to reduce the harmful effects of lead in drinking water. USEPAs LCRIs continue to regulate lead and copper through four treatment techniques (service line replacement, corrosion control treatment (CCT), public education, and source water treatment) as opposed to MCLs. The LCRI makes comprehensive changes to the complex 2021 Lead and Copper Rule Revisions (LCRRs) and simplifies requirements for drinking water suppliers to replace lead and certain galvanized service lines. It eliminates the lead trigger level, reduces the lead action level, and strengthens tap sampling procedures to enhance public health protection. Additionally, the LCRI enhances CCT, public education, consumer awareness, small supplier compliance, and sampling in schools and childcare facilities.[10]

The Board incorporated the LCRI into the Illinois rules with minimal deviation from the federal text.

USEPA's LCRIs were effective on December 30, 2024, with a compliance date of November 1, 2027. The 2021 version of 40 C.F.R. § 141 applies between the effective date and the compliance date. In some instances, applicability dates vary for some subsections and appendices. For specific details, see 40 C.F.R § 141.80(4)(i) through (ii).

The IIS Illinois drinking water regulations will be effective 30 days from the date of publication in the Illinois Register with the same compliance date November 1, 2027 as the USEPA's LCRIs.[11] While the Board can add a delayed effective date, the Board must maintain the older version of the rule until obsolete. Thus, the Board must incorporate an "effective December 30, 2025," version of each revised rule together with an "until December 30, 2025" version. The Board amended Subpart G to incorporate USEPA's LCRI amendments. The Board opted to incorporate the existing version of the LCRR in Subpart G as a new Subpart AAG with all Sections

[7] Appendix B E.55, E.56, E.57, E.58, E.59, and E.60 to subpart Q of 40 C.F.R. 141 (2024).

[8] 40 C.F.R. § 141.80(a)(1) (2024).

[9] 40 C.F.R. § 141.153 (2024).

[10] 89 Fed. Reg. 86418 (October 30, 2024) (2024).

[11] 40 C.F.R. § 141.80(a) (2024).

renumbered based on their prior Section numbers. This helps highlight the changes the LCRI and facilitates removing the older LCR and LCRR versions of the rules in the future.

LCRI Mandatory Full-Service Line Replacement. The LCRIs mandate the complete replacement of lead and galvanized requiring replacement (GRR) service lines without considering corrosion control or tap sampling results. USEPA reasoned that partial replacement of lead or GRR service lines is not known to prevent adverse health effects. USEPA allows partial replacement for emergency repairs and planned infrastructure work under limited circumstances. Full-service replacement is required within ten years, unless the State intervenes, or the system is eligible for deferred replacement deadlines.[12]

USEPA removed the option for systems to use both "test out" and partial service line replacements as counting towards mandatory full replacement. Additionally, during normal and service line replacement operations, systems must replace all lead connectors under their control.[13]

Partial Service Line Replacement Exceptions. USEPA redefined partial service line replacement as the replacement to any portion of lead or GRR service line that leaves in service any length of a lead or GRR service line.[14] As noted above, partial service line replacement is prohibited unless it is part of an emergency repair or planned infrastructure work. USEPA added extensive notification and risk mitigation requirements for any type of partial line replacement.[15]

Access. Water systems unable to conduct full replacements due to lack of access must document the reasons why access is limited and submit a report to the State each year. The report must identify and provide copies of any local regulations preventing access to lines in need of replacement. If owner consent is needed to access a line, the water system must make four contact attempts using at least two different types of communication methods before the replacement deadlines. When property ownership changes, water systems are required to offer full-service replacement within six months and to make a reasonable effort to obtain the new property owners' consent to replace the lines within a year. USEPA encourages systems to provide replacement at no cost to the customer but emphasizes that it is not a requirement.[16]

Replacement Timeframes, Rates, and Deadlines. USEPA established a ten-year timeframe to replace all lead and GRR lines with an annual minimum replacement rate of ten percent calculated cumulatively. The first-rate calculation must be assessed at the end of the third program year and then annually thereafter. USEPA defined the first program year from the baseline inventory due date November 1, 2027 through December 31, 2028, and then each calendar year thereafter. To address significant variations in lead and GRR inventory between systems, USEPA provided additional provisions in the LCRI for deferred deadlines and States may shorten the ten-year timeframe for systems, if needed.[17]

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[12] 40 C.F.R. § 141.84(2024).
[13] 40 C.F.R. § SITE 141.84(e) (2024).

[14] 40 C.F.R. § 141.2 (2024).

[15]40 C.F.R. § 141.84(g) (2024).

[16] 40 C.F.R. § 141.84(d)(2) (2024).

[17] 40 C.F.R. § 141.84(d)(1) through (6) (2024).

Service Line Replacement Plan. The LCRIs require systems to establish a replacement plan. Any system with at least one lead, GRR, or unknown service line must submit a plan by November 1, 2027. USEPAs LCRI replacement plans must include the following seven elements: description of the process used to identify the material of unknown service lines; standard operating procedure for full service line replacement; communication strategy to inform customers and consumers prior to replacement; a procedure for consumers and customers to flush service lines post replacement; funding strategy ; communication strategy to inform customers and consumers; identification of any laws, regulations, and water tariff agreements that affect full replacement.[18]

Service Line Inventory. USEPA updated inventory reporting requirements to include connectors attached to the public water distribution systems. Systems must classify connectors as lead, non-lead, unknown, or no connector present in their inventories. LCRI baseline inventory reports are due on November 1, 2027, with updated annual reports to follow thereafter.[19]

In addition to submitting annual inventory reports to the State, USEPA requires systems to make the reports accessible to the public with the material and street address of each service line and connector identified. Systems serving over 50,000 people must make the annual reports available on-line. Inventory reporting is mandatory until the inventory status includes only non-lead service lines, non-lead connectors, or no connectors present. If, after receiving the report, consumers or customers notify the system that an error has occurred and a line or connector has been miscategorized as non-lead or with no connector present, the system must respond within 30 days and offer to inspect the line or connector for the presence of a lead.[20]

Inventory Classification Method Validation and Due Dates. USEPA requires proof that systems use an accurate method to classify lines as non-lead. Lines installed after June 1988, the federal ban on lead, lines validated using the two-point test method or lines previously replaced with an inspection of at least two points do not require method validation. Lines classified as non-lead using any other method must be added to a validation pool that will be tested to prove accuracy at a 95 percent confidence level. Inventory validation data must be submitted to the State no later than December 31 following seven years after November 1, 2027, or the States alternative deadline, if applicable. Water systems may request a waiver in writing from the State if previous classification methods were as stringent as those required in the LCRIs. For unknown service lines, systems are required to categorize the material by the mandatory full-service line replacement deadline.[21]

Tap Sampling. USEPA designed tap sampling to identify lead and copper levels in water distribution systems. The LCRIs modify multiple tap sampling requirements designed to enhance system wide sampling methods, identify treatment deficiencies, and determine next steps in the treatment process.[22]

First and Fifth-Liter Sampling. LCRIs require first and fifth liter paired sampling at lead service lines sites. Tier 1 or 2 sites with premise plumbing (no lead service lines) only require first

[18] 40 C.F.R. § 141.84(c) (2024).

[19] 40 C.F.R. § 141.84(a)(2)

[20]40 C.F.R. § 141.84(a) through (b)

[21] 40 C.F.R. § 141.84(b)(5)

[22]40 C.F.R. § 141.86

liter samples. Water systems must continue to collect first liter samples at Tier 3, 4, and 5 sites.[23]

Sample Site Tiering Criteria. The LCRIs prioritize capturing the highest level of lead by redefining tiering criteria to include various types of premise plumbing, structures, connectors, and service lines. Tier 1 sampling sites include single-family structures with lead premise plumbing. Tier 2 sites are buildings and/or multi-family residences with premise plumbing containing lead or served by a lead service line. Tier 3 consists of structures served by a lead connector, galvanized service line, or galvanized premise plumbing identified as ever having been downstream of a lead service line at any time. For community water systems, Tier 3 sites must be single-family structures. Tier 4 sites contain copper premise plumbing and lead solder installed before the state's ban on lead. For community water systems, Tier 4 sites only include single-family structures. Tier 5 sites represent locations throughout the distribution system with similar materials to other sites in the system.[24]

Sample Site Selection. USEPA now requires systems to identify multiple sampling sites and submit a plan to the state for approval. States are encouraged to review site selections to ensure compliance with the LCRIs. Systems must select sampling sites from the highest tiers within their network. Under the LCRIs, sites are not available for testing if a customer refuses or fails to respond to a sampling request after two contact attempts. Systems must submit customer refusals and failed contact data to the state.[25]

Standard Monitoring. The LCRIs require systems with lead or galvanized requiring replacement service lines in their inventory to begin standard monitoring in the first six month tap monitoring period, January 1, 2028, after the compliance date for LCRIs, November 1, 2027. Systems that adopt LCRI tap sampling protocols before the compliance date may not need to begin standard monitoring unless sampling results exceed the lead or copper action levels.[26] Systems with non-lead or unknown material service lines are not required to begin standard monitoring within the first six month tap monitoring period of the compliance date unless triggered by lead action levels, water quality parameters (WQPs).[27]

Monitoring Frequency. USEPA eliminated trigger levels and revised sampling frequencies based on action level parameters. Annual reduced monitoring is available for any system that tests under the lead (.010 mg/L) and copper (1.3 mg/L) action levels for two consecutive six-month monitoring periods. Triennial reduced monitoring is available for systems that meet the lead (.005 mg/L) and copper (.65 mg/L) practical quantitation level (PQL) for two consecutive tap monitoring periods. Small and medium systems qualify for triennial monitoring if they meet the lead and copper action levels for three consecutive years.[28]

90th Percentile Calculation. The LCRI requires samples from Tier 1 and 2 sites to meet the minimum number required to calculate the 90th percentile. Systems without sufficient Tier 1 or 2

[23] 40 C.F.R. § 141.86(b)

[24] 40 C.F.R. § 141.86(a)(4) (2024).

[25] 40 C.F.R. § 141.86(b) (2024).

[26] 40 C.F.R. § 141.86 (c)(2)(A)(i) through (iii) (2024).

[27] 141.86(c)(2)(C) (2024).

[28] 40 C.F.R. § 141.86(d)(2)(A) through (D) (2024).

sites available are required to sample from the next highest Tiers with the most sampling sites available. Systems are required to include the highest sample from each site and offer consumer requested sampling even if a site is sampled multiple times during the six month tap sampling period.[29]

Wide-Mouth Bottles. The LRCIs reduced the size of the inner diameter of a wide mouth bottle for sampling from 55 to 40 mm due to commercial availability. Other than volume, 1-liter, there are no additional restrictions in shape, color or materials for wide mouth sampling bottles.[30]

Sample Invalidation. The LCRIs add the ability for States to invalidate samples for improper site selection or collection criteria. Systems may also resample on a case-by-case basis when samples don't represent regular water usage.[31]

Corrosion Control Treatment (CCT). USEPA streamlined requirements for CCT to improve flexibility, address technical challenges, and protect public health. The LCRIs removed lead trigger level compliance and mandated CCT for systems based on size, existing corrosion control treatments, and lead practical quantitation limits (PQLs), a new lead action level (.010 mg/L) or copper action level (1.3 mg/L).[32]

The LCRIs require systems that exceed the action levels to conduct CCT regardless of any future 90th percentile lead levels. In addition to CCT, large and medium systems with lead service lines that fail to meet the mandatory replacement requirements for all lead and GRR service lines must conduct a mandatory harvested pipe/rig loop study. Small systems that fail to replace the required lead and GRR service lines are exempt from the mandatory pipe rig study unless mandated by the State.[33]

Under the LCRIs there are exceptions from CCT for water systems that exceed PQLs, or action levels. First, systems with lead and/or galvanized requiring replacement (GRR) lines may defer installing or re-optimizing optimal corrosion control treatment (OCCT) if they replace one hundred percent of their service lines within five years while meeting annual line replacement rates. If OCCT is already present, systems must maintain it with state-designated optimal water quality parameters (OWQPs) during the five-year replacement period. Second, systems with OCCT do not need a CCT under some circumstances. Systems with OCCT that exceed the lead or copper action level after the compliance date, November 1, 2027, must re-optimize OCCT once if they meet their state-designated OWQPs and maintain OCCT. Next, systems with OCCT that exceed the lead action level after full replacement of all lead and GRR service lines must re-optimize OCCT but are not subject to CCT requirements. Finally, systems with OCCT may be required to re-optimize by the State at any time or when there is a new source added or a long-term treatment change.[34]

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[29] 40 C.F.R. § 141.86(e) (2024).

[30] 40 C.F.R. § 141.2 (2024).

[31] 40 C.F.R. § 141.86(f)(1)(i) through (iv) (2024).

[32] 40 C.F.R. § 141.81(a) (2024).

[33] 40 C.F.R. § 141.82(c) (2024).

[34] 40 C.F.R. § 141.82 (2024).

Small Water System Compliance Flexibility. USEPA added compliance flexibility for small water systems serving 3,300 or fewer persons and all NTNCWSs. Eligible systems must not exceed the copper action level but may exceed the lead action level.[35] When an exceedance occurs systems must notify customers within one business day and provide point of use devices and public education with instruction on how to use them. In addition, systems must add the additional public education messaging requirements listed in section 141.85(a)1(ii) thru (iv) regarding risk and impact of lead in drinking water, sources of lead in the water, and steps to reduce the lead.[36]

Water Quality Parameters. The LCRIs mandate water quality parameter (WQP) monitoring for large, medium systems with OCCT and small systems serving 10,000 or fewer persons with OCCT when they exceed the new action level. Medium systems with OCCT must also monitor WQPs unless the 90th percentile lead level is at or below the PQL of .005 mg/L.[37]

Distribution System and Site Assessment (DSSA). The USEPA mandated a DSSA for water systems with results that exceed the lead action level (.010 mg/L). Any site with the same size water main and pressure zones within a half mile radius of the site that exceeded the limit must be sampled for lead levels. Systems without CCT are exempt from the additional DSSA sampling requirements.[38]

CWSs must provide public education materials with DSSA information updates to local and State health agencies. The DSSA information must be sent by mail, email or another method approved by the State and include the location of the tap sample site that exceeded the action level, initial sample results, follow-up sample results, and WQPs monitoring and system distribution management actions or CCT adjustments to the system.[39]

Notification of Results, Supplemental Monitoring, and Public Education. The LCRIs mandate public education to both customers and consumers. Starting November 1, 2027, water systems must include mandatory health effects language in all public notices and education materials. Systems must submit a copy of all written public education materials to the State before delivery and the State may require systems to obtain approval of the materials.[40]

Systems with tap samples that exceed the lead action level or lead, GRR, or status unknown lines must offer any person served by the water system who requests it supplemental monitoring. Systems with lead, GRR, or service unknown lines must use first- and fifth-liter samples to capture water in contact with the service lines and provide a test for anyone that requests it even when tap sampling results are under the lead action levels.[41] The LCRIs require systems to provide consumers with notice of the results within three business days, The results must include contaminant levels, explanation of health effects, possible sources of contaminants in drinking water and all other

[35] 40 C.F.R. § 141.93 (2024).

[36]40 C.F.R. § 141.93 (2024).

[37] 40 C.F.R. § 41.81(b)(3) (2024).
[38] 40 C.F.R. § 141.82(j) (2024).

[39] 40 C.F.R. § 141.85(i) (2024).

[40] 40 C.F.R. § 141.85 (2024).

[41] 40 C.F.R. § 141.85(c) (1) through (3) (2024).

content and delivery requirements for lead and copper listed in in Sections 40 C.F.R. § 141.85(d)(3) through (4) (2024).

Notification of Service Line Replacement. The LCRIs mandate line replacement notification requirements to educate and inform customers and consumers that may be impacted by the risk of increased lead exposure. Systems must provide forty-five days written notice of any planned infrastructure replacement work or in the case of emergency work offer replacement of lead, GRR or status unknown lines within 45 days of the emergency. For planned partial replacements, the notice must include education materials required in 40 C.F.R. §141.85(a)(1)(ii) through (iv) and contact information for the water system. Return to service procedures for both planned and emergency line replacements are required. Before lines are returned to service instructions for flushing lines and pitcher filters or certified point of use devices must be provided to both customers and consumers. Finally, systems must offer a tap sample between three and six months after replacement is completed and provide the result to the consumers in compliance with 40 C.F.R. §141.85(d) (2024).[42]

CWS that fail to meet the annual service line replacement rate must perform outreach activities that discuss their mandatory service line replacement program and plan. Outreach is required each year thereafter until the system meets the required annual replacement rate or the system is 100 percent free of lead, GRR or status unknown service lines.[43]

Lead Action Level Exceedance. The LCRIs mandate additional public outreach and filter distribution requirements for any water system that exceeds the lead action level multiple times, specifically three times in five years. If the system exceeds the lead action level twice in five years, it must submit a filter plan to the State. The plan must include how the system will make filters or certified point-of-use devices, including replacement cartridges, available to consumers and address any barriers that would prevent consumers from obtaining filters. The State has sixty days to approve the filter distribution plan.[44]

After a system exceeds the lead action level for a third time, it must provide pitcher filters and/or point-of-use devices, along with six months' worth of replacement cartridges, with instructions to consumers within sixty days after the tap sampling period ends. Within six months of the start of the next tap sampling period following the third action level exceedance, the system must conduct at least one outreach activity to include a public meeting, community event to that provides information about service line replacement program, customer contact via phone, text message, email or door hanger, or any other outreach approved by the state.[45]

Translation Requirements Site. The LCRIs require water systems serving more than 100,000 persons to develop a plan for consumers with limited English proficiency. The system must provide the State with a plan that evaluates the language and approach to address translation needs. The plan is due to the State in 2027 and must be assessed annually and updated as needed.[46] The

[42] 40 C.F.R. § 141.84(h) (2024).

[43] 40 C.F.R. § 141.84(h) (2024).

[44] 40 C.F.R. § 141.85(j)(1) through (6) (2024).

[45] 40 C.F.R. § 141.85(h)(2)(i) through (iv) (2024).

[46] 40 C.F.R. § 141.155(j) (2024).

system must submit certification to the State within 10 days that the translated plan was distributed to the customers.[47]

Consumer Confidence Reports (CCRs). The LCRIs require CWSs to submit CCRs after November 1, 2027. CCRs must include the following information: updated information statement about lead, mandatory health effects language, information about sampling in schools and childcare facilities that directs the public to the school or facility for further details, corrosion control treatments, notice regarding the inventory list, and instructions on how to access it online.[48]

PUBLIC COMMENTS

The Board will receive public comments on this proposal for at least 45 days following its publication in the *Illinois Register*. After that time, the Board will immediately consider adopting final amendments, making any necessary changes made evident through the public comments. The Board expects to file any adopted rules with the Secretary of State immediately after adoption, likely by December 30, 2025.

1. The Board requests comment on whether the proposed amendments ensure that Illinois' primary drinking water regulations remain consistent with the NPDWRs.

2. The Board requests comments on the incorporation of the USEPA alternative equivalent methods into the Illinois regulations.

3. The Board requests comments on the thirty-day post adoption effective date.

4. The Board requests comments on USEPA's plans to rescind current PFAS regulations. Although no repeal has been filed in the *Federal Register,* the announcement to rescind and delay PFAS MCL levels has been publicized. However, the announcement does not provide evidence of reduced risk to human health or scientifically based reasoning for the delay and removal of the 2024 PFAS regulations. U.S. Environmental Protection Agency (EPA), *EPA Announces It Will Keep Maximum Contaminant Levels for PFOA, PFOS*, (May 14, 2025) https://www.epa.gov/newsreleases/epa-announces-it-will-keep-maximum-contaminant-levels-pfoa-pfos.

ORDER

The Board directs the Clerk to provide notice in the *Illinois Register* of the appended proposed amendments to the Illinois Primary Drinking Water Regulations.

I, Don A. Brown, Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above order on October 2, 2025, by a vote of 5-0.

Don A. Brown

Don A. Brown, Clerk
Illinois Pollution Control Board

[47] 40 C.F.R. § 141.155(c) (2024).

[48] 40 C.F.R. § 141.153(h)(8)(i) through (v) (2024).