



## 103RD GENERAL ASSEMBLY

### State of Illinois

2023 and 2024

SB1545

Introduced 2/8/2023, by Sen. Dale Fowler

#### SYNOPSIS AS INTRODUCED:

New Act  
30 ILCS 105/5.990 new

Creates the Photovoltaic Module Stewardship and Takeback Program Act. Requires the Environmental Protection Agency to develop guidance for photovoltaic module stewardship and takeback programs to guide manufacturers in preparing and implementing a self-directed program to ensure the convenient, safe, and environmentally sound takeback and recycling of photovoltaic modules and their components and materials. Provides that a stewardship organization may be designated to act as an agent on behalf of a manufacturer or manufacturers in operating and implementing the stewardship program. Requires each manufacturer to prepare and submit a stewardship plan with specified requirements to the Agency on or before the later of July 1, 2025 or within 30 days after its first sale of a photovoltaic module in or into the State. Provides that a manufacturer or its designated stewardship organization must provide to the Agency a report that documents implementation of the stewardship plan and assesses the achievement of performance goals. Provides that the Agency may collect a flat fee from participating manufacturers to recover costs associated with the stewardship plan guidance, review, and approval process. Creates the Photovoltaic Module Recycling Fund and makes a conforming change to the State Finance Act. Requires the Department of Commerce and Economic Opportunity to convene a Photovoltaic Module Recovery, Reuse, and Recycling Working Group to review and provide recommendations regarding potential methodologies for the management of end-of-life photovoltaic modules. Provides that the Act is repealed on January 1, 2028. Contains other provisions. Effective immediately.

LRB103 24975 HLH 51309 b

1 AN ACT concerning safety.

2 **Be it enacted by the People of the State of Illinois,**  
3 **represented in the General Assembly:**

4 Section 1. Short title. This Act may be cited as the  
5 Photovoltaic Module Stewardship and Takeback Program Act.

6 Section 5. Findings. The General Assembly finds that a  
7 convenient, safe, and environmentally sound system for the  
8 recycling of photovoltaic modules, minimization of hazardous  
9 waste, and recovery of commercially valuable materials must be  
10 established. The General Assembly further finds that the  
11 responsibility for this system must be shared among all  
12 stakeholders, with manufacturers financing the takeback and  
13 recycling system.

14 Section 10. Definitions. In this Act:

15 "Agency" means the Environmental Protection Agency.

16 "Consumer electronic device" means any device containing  
17 an electronic circuit board that is intended for everyday use  
18 by individuals, such as a watch or calculator.

19 "Distributor" means a person who markets and sells a  
20 photovoltaic module to a retailer in Illinois.

21 "Fund" means the Photovoltaic Module Recycling Fund  
22 created under Section 50.

1 "Installer" means a person who assembles, installs, and  
2 maintains a photovoltaic module system.

3 "Manufacturer" means any person in business, or who is no  
4 longer in business but has a successor in interest, who,  
5 irrespective of the selling technique used, including by means  
6 of distance or remote sale:

7 (1) manufactures or has manufactured a photovoltaic  
8 module under its own brand name for use or sale in or into  
9 this State;

10 (2) assembles or has assembled a photovoltaic module  
11 that uses parts manufactured by others for use or sale in  
12 or into this State under the assembler's brand name;

13 (3) resells or has resold in or into this State, under  
14 its own brand name, a photovoltaic module produced by  
15 another supplier, including a retail establishment that  
16 sells a photovoltaic module under the supplier's own brand  
17 name;

18 (4) manufactures or has manufactured a co-branded  
19 photovoltaic module product for use or sale in or into  
20 this State that carries the name of both the manufacturer  
21 and a retailer;

22 (5) imports or has imported a photovoltaic module into  
23 the United States that is used or sold in or into this  
24 State; however, if the imported photovoltaic module is  
25 manufactured by any person with a presence in the United  
26 States meeting the criteria of paragraph (1), (2), (3),

1 (4), or (6), that person is the manufacturer;

2 (6) sells at retail a photovoltaic module acquired  
3 from an importer that is the manufacturer and elects to  
4 register as the manufacturer for that product; or

5 (7) elects to assume the responsibility of, and  
6 registers in lieu of, a manufacturer meeting the criteria  
7 of paragraph (1), (2), (3), (4), (5), or (6).

8 "Photovoltaic module" means the smallest, nondivisible,  
9 environmentally protected assembly of photovoltaic cells or  
10 other photovoltaic collector technology, and any ancillary  
11 part, intended to generate electrical power under sunlight.

12 "Photovoltaic module" does not include a photovoltaic cell  
13 that is part of a consumer electronic device for which it  
14 provides electricity needed to make the consumer electronic  
15 device function. "Photovoltaic module" includes, but is not  
16 limited to, interconnections, terminals, and protective  
17 devices such as diodes that are:

18 (1) installed on, connected to, or integral to  
19 buildings;

20 (2) used as components of freestanding, off-grid power  
21 generation systems, such as for powering water pumping  
22 stations, electric vehicle charging stations, fencing,  
23 street and signage lights, and other commercial or  
24 agricultural purposes; or

25 (3) part of a system connected to a grid or utility  
26 service.

1 "Predecessor" means an entity from which a manufacturer  
2 purchases a photovoltaic module brand, its warranty  
3 obligations, and its liabilities. "Predecessor" does not  
4 include an entity from which a manufacturer purchases only  
5 manufacturing equipment.

6 "Rare earth element" means lanthanum, cerium,  
7 praseodymium, neodymium, promethium, samarium, europium,  
8 gadolinium, terbium, dysprosium, holmium, erbium, thulium,  
9 ytterbium, lutetium, yttrium, or scandium.

10 "Retailer" means a person who offers a photovoltaic module  
11 for retail sale in the State through any means, including, but  
12 not limited to, a remote offering such as a sales outlet,  
13 catalog, or internet sale.

14 "Reuse" means any operation by which a photovoltaic module  
15 or a component of a photovoltaic module changes ownership and  
16 is used for the same purpose for which it was originally  
17 purchased.

18 "Stewardship plan" means the plan developed by a  
19 manufacturer or its designated stewardship organization for a  
20 self-directed stewardship program under subsection (a) of  
21 Section 25.

22 "Stewardship program" means the activities conducted by a  
23 manufacturer or a stewardship organization to fulfill the  
24 requirements of this Act and implement the activities  
25 described in its stewardship plan.

26 "Working Group" means the Photovoltaic Module Recovery,

1 Reuse, and Recycling Working Group created under Section 65.

2 Section 15. Program guidance, review, and approval. The  
3 Agency must develop guidance for photovoltaic module  
4 stewardship and takeback programs to guide manufacturers in  
5 preparing and implementing a self-directed program to ensure  
6 the convenient, safe, and environmentally sound takeback and  
7 recycling of photovoltaic modules and their components and  
8 materials. On or before January 1, 2024, the Agency must  
9 establish a process to develop guidance for photovoltaic  
10 module stewardship plans by working with manufacturers,  
11 stewardship organizations, and other stakeholders on the  
12 content, review, and approval of stewardship plans. The  
13 Agency's process must be fully implemented and stewardship  
14 plan guidance completed on or before July 1, 2024.

15 Section 20. Stewardship organization as an agent of a  
16 manufacturer. A stewardship organization may be designated to  
17 act as an agent on behalf of a manufacturer or manufacturers in  
18 operating and implementing the stewardship program required  
19 under subsection (a) of Section 25. Any stewardship  
20 organization that has obtained such a designation must provide  
21 to the Agency a list of the manufacturers and brand names that  
22 the stewardship organization represents within 60 days after  
23 its designation by a manufacturer as its agent and within 60  
24 days after the removal of such a designation.

1 Section 25. Stewardship plan; requirements.

2 (a) A manufacturer must prepare and submit a stewardship  
3 plan to the Agency on or before the later of July 1, 2025 or  
4 within 30 days after its first sale of a photovoltaic module in  
5 or into the State.

6 (b) A stewardship plan must, at minimum:

7 (1) describe how the manufacturer will finance the  
8 takeback and recycling system and include an adequate  
9 funding mechanism to finance the costs of collection,  
10 management, and recycling of photovoltaic modules and  
11 residuals sold in or into the State by the manufacturer,  
12 with a mechanism ensuring that photovoltaic modules can be  
13 delivered to takeback locations without cost to the last  
14 owner or holder;

15 (2) require the manufacturer's stewardship program to  
16 accept all of the manufacturer's photovoltaic modules sold  
17 in or into the State on and after July 1, 2025;

18 (3) describe how the stewardship program will minimize  
19 the release of hazardous substances into the environment  
20 and maximize the recovery of other components, including  
21 rare earth elements and commercially valuable materials;

22 (4) provide for the takeback of photovoltaic modules  
23 at locations that are within the region of the State in  
24 which the manufacturer's photovoltaic modules are used and  
25 are as convenient as reasonably practicable, and if no

1 such location within the region of the State exists,  
2 include an explanation for the lack of the location;

3 (5) identify how relevant stakeholders, including  
4 consumers, installers, building demolition firms, and  
5 recycling and treatment facilities, will receive  
6 information required in order for them to properly  
7 dismantle, transport, and treat end-of-life photovoltaic  
8 modules in a manner consistent with the objectives  
9 described in paragraph (3); and

10 (6) establish performance goals, including a goal for  
11 the rate of combined reuse and recycling of collected  
12 photovoltaic modules as a percentage of the total weight  
13 of photovoltaic modules collected, which rate must be no  
14 less than 85%.

15 (c) A manufacturer must implement the stewardship plan  
16 submitted under subsection (a).

17 (d) A manufacturer may periodically amend its stewardship  
18 plan. The Agency must approve the amendment if it meets the  
19 requirements for plan approval outlined in the Agency's  
20 guidance created under Section 15. When submitting a proposed  
21 amendment under this subsection, a manufacturer must include  
22 an explanation of why the amendment is necessary.

23 Section 30. Plan approval. The Agency must approve a  
24 stewardship plan if it determines that the stewardship plan  
25 addresses each element outlined in the Agency's guidance



1 created under Section 15.

2 Section 35. Annual report.

3 (a) On or before April 1, 2026, and on or before April 1 of  
4 each subsequent year, a manufacturer or its designated  
5 stewardship organization must provide to the Agency a report  
6 for the previous calendar year that documents the  
7 implementation of the stewardship plan submitted under  
8 subsection (a) of Section 25 and assesses the achievement of  
9 the performance goals established under paragraph (6) of  
10 subsection (b) of Section 25.

11 (b) The report submitted under subsection (a) may include  
12 any recommendation to the Agency or the General Assembly  
13 regarding modifications to the stewardship program that would  
14 enhance the effectiveness of the stewardship program,  
15 including management of stewardship program costs and  
16 mitigation of environmental impacts of photovoltaic modules.

17 (c) A manufacturer or stewardship organization must post  
18 the report submitted under subsection (a) on a publicly  
19 accessible website.

20 Section 40. Enforcement.

21 (a) On and after July 1, 2026, no manufacturer,  
22 distributor, retailer, or installer may sell or offer for sale  
23 a photovoltaic module in or into the State unless the  
24 manufacturer of the photovoltaic module has submitted to the

1 Agency a stewardship plan and received plan approval from the  
2 Agency.

3 (b) The Agency must send a written warning to a  
4 manufacturer that is not participating in a stewardship plan.  
5 The written warning must inform the manufacturer that it must  
6 submit a stewardship plan or participate in a stewardship plan  
7 within 30 days after receiving the notice. The Agency may  
8 assess a civil penalty of up to \$10,000 upon a manufacturer for  
9 each sale after the initial written warning that occurs in or  
10 into the State of a photovoltaic module for which a  
11 stewardship plan has not been submitted by the manufacturer  
12 and approved by the Agency. A manufacturer may appeal a  
13 penalty issued under this Section to the circuit court of the  
14 county in which the alleged violation occurred within 180 days  
15 after receipt of the written warning.

16 (c) The Agency must send a written warning to a  
17 distributor, retailer, or installer that sells or installs a  
18 photovoltaic module made by a manufacturer that is not  
19 participating in a stewardship plan. The written warning must  
20 inform the distributor, retailer, or installer that the  
21 distributor, retailer, or installer may no longer sell or  
22 install a photovoltaic module if a stewardship plan for that  
23 brand has not been submitted by the manufacturer and approved  
24 by the Agency within 30 days after receipt of the written  
25 warning.

1           Section 45. Fee. The Agency may collect a flat fee from  
2 participating manufacturers to recover costs associated with  
3 the stewardship plan guidance, review, and approval process  
4 described in Section 15. Other administrative costs incurred  
5 by the Agency for stewardship program implementation  
6 activities, including stewardship plan review and approval,  
7 enforcement, and any rulemaking, may be recovered by charging  
8 every manufacturer an annual fee calculated by dividing the  
9 Agency's administrative costs by the manufacturer's pro rata  
10 share of the Illinois State photovoltaic module sales in the  
11 most recent preceding calendar year, based on the best  
12 available information. The sole purpose of assessing the fee  
13 authorized under this Section is to predictably and adequately  
14 fund the Agency's costs of administering the photovoltaic  
15 module recycling program.

16           Section 50. Photovoltaic Module Recycling Fund. The  
17 Photovoltaic Module Recycling Fund is created as a special  
18 fund in the State treasury. All fees collected from  
19 manufacturers under Section 45 must be deposited into the  
20 Fund. Expenditures from the Fund may be used only for  
21 administering this Act. Only the Director of the Agency or the  
22 Director's designee may authorize expenditures from the Fund.  
23 The Fund is subject to the applicable allotment procedures  
24 provided by law, but an appropriation is not required for  
25 expenditures. Moneys in the Fund may not be diverted for any

1 purpose or activity other than those specified in this Act.

2 Section 55. Rulemaking. The Agency may adopt rules as  
3 necessary for the purpose of implementing, administering, and  
4 enforcing this Act.

5 Section 60. National program. In lieu of preparing a  
6 stewardship plan as provided under Section 25, a manufacturer  
7 may participate in a national program for the convenient,  
8 safe, and environmentally sound takeback and recycling of  
9 photovoltaic modules and their components and materials if the  
10 national program is substantially equivalent to the intent of  
11 the State stewardship program. The Agency may determine  
12 substantial equivalence if it determines that the national  
13 program (1) adequately addresses and fulfills each element of  
14 a stewardship plan outlined in subsection (b) of Section 25  
15 and (2) includes an enforcement mechanism reasonably  
16 calculated to ensure a manufacturer's compliance with the  
17 national program. Upon issuing a determination of substantial  
18 equivalence, the Agency must notify affected stakeholders,  
19 including the manufacturer. If the national program is  
20 discontinued or the Agency determines that the national  
21 program is no longer substantially equivalent to the State  
22 stewardship program, the Agency must notify the manufacturer  
23 and the manufacturer must provide a stewardship plan as  
24 described in subsection (b) of Section 25 to the Agency for

1 approval within 30 days after notification.

2 Section 65. Photovoltaic Module Recovery, Reuse, and  
3 Recycling Working Group.

4 (a) Subject to appropriation for this specific purpose,  
5 the Department of Commerce and Economic Opportunity shall  
6 convene a Photovoltaic Module Recovery, Reuse, and Recycling  
7 Working Group to review and provide recommendations regarding  
8 potential methodologies for the management of end-of-life  
9 photovoltaic modules, including modules from utility-scale  
10 solar projects.

11 (b) The members of the Working Group shall be appointed by  
12 the Director of Commerce and Economic Opportunity and shall  
13 include, but are not limited to, members representing the  
14 following:

15 (1) A manufacturer of photovoltaic modules located in  
16 the State.

17 (2) A manufacturer of photovoltaic modules located  
18 outside the State.

19 (3) A national solar industry group.

20 (4) Solar installers in the State.

21 (5) A utility-scale solar project.

22 (6) A nonprofit environmental organization with  
23 expertise in waste minimization.

24 (7) A city solid waste program.

25 (8) A county solid waste program.

1           (9) An organization with expertise in photovoltaic  
2           module recycling.

3           (10) A community-based environmental justice group.

4           (11) The Agency.

5           (c) Participation in the Working Group is strictly  
6           voluntary. Members of the Working Group shall serve without  
7           compensation or reimbursement. The members shall elect from  
8           their number a chair and such other officers as they may deem  
9           necessary. The meetings of the Working Group shall be held at  
10          the call of the chair.

11          (d) The Department of Commerce and Economic Opportunity  
12          shall submit a final report of the Working Group's findings  
13          and recommendations to the General Assembly and the Governor  
14          on or before January 1, 2027.

15          Section 70. Repeal. This Act is repealed on January 1,  
16          2028.

17          Section 90. The State Finance Act is amended by adding  
18          Section 5.990 as follows:

19               (30 ILCS 105/5.990 new)

20               Sec. 5.990. The Photovoltaic Module Recycling Fund. This  
21               Section is repealed on January 1, 2028.

22          Section 99. Effective date. This Act takes effect upon  
23          becoming law.