

ILLINOIS POLLUTION CONTROL BOARD

July 24, 2025

BRAD KESTNER (Property Identification)	
Number 11-0-0042-000-00),)	
)	
Petitioner,)	
)	
v.)	PCB 26-7
)	(Tax Certification - Water)
ILLINOIS ENVIRONMENTAL)	
PROTECTION AGENCY,)	
)	
Respondent.)	

ORDER OF THE BOARD (by M.D. Mankowski):

On July 9, 2025, the Illinois Environmental Protection Agency (Agency) filed a recommendation that the Board certify specified facilities of Brad Kestner as “pollution control facilities” for preferential tax treatment under the Property Tax Code. *See* 35 ILCS 200/11-5 *et seq.* (2024); 35 Ill. Adm. Code 125. Kestner’s cattle facility is located at 1153 N 2753 Lane in Clayton, Adams County. In this order, the Board describes the legal framework for tax certifications, discusses the Agency’s recommendation, and certifies that Kestner’s identified manure management structures are pollution control facilities.

LEGAL FRAMEWORK

Under the Property Tax Code, “[i]t is the policy of this State that pollution control facilities should be valued, at 33 1/3% of the fair cash value of their economic productivity to their owners.” 35 ILCS 200/11-5 (2024); *see also* 35 Ill. Adm. Code 125.200(a)(2). “For tax purposes, pollution control facilities shall be certified as such by the Pollution Control Board and shall be assessed by the Department [of Revenue].” 35 ILCS 200/11-20 (2024); *see also* 35 Ill. Adm. Code 125.200(a). Under the statute, the Board determines if the facilities are pollution control facilities; however, the Board is not authorized to assess a value of those facilities.

Under Section 125.202 of the Board’s procedural rules, a person may submit an application for tax certification to the Agency. *See* 35 Ill. Adm. Code 125.202. If the Agency receives a tax certification application, the Agency must file with the Board a recommendation on the application, unless the applicant withdraws the application. *See* 35 Ill. Adm. Code 125.204(a). Among other things, the Agency’s filing must recommend that the Board issue or deny tax certification. *See* 35 Ill. Adm. Code 125.204(a)(4). If the Board finds “that the claimed facility or relevant portion thereof is a pollution control facility . . . , the Pollution Control Board . . . shall enter a finding and issue a certificate to that effect.” 35 ILCS 200/11-25 (2024); *see also* 35 Ill. Adm. Code 125.216(a).

AGENCY RECOMMENDATION

The Agency states that it received a tax certification application from Kestner on March 15, 2024.¹ Rec. at 1. On July 9, 2025, the Agency filed a recommendation with the Board, attaching Kestner’s application and the Agency’s technical memorandum. The Agency’s recommendation identifies the facilities at issue:

One (1) bedpack barn 280 ft. (length) x 60 ft. (width) consisting of:

- one (1) concrete bedpack area measuring 204 ft. (length) x 46 ft. 2 in. (width) with 4 ft. (height) walls and the portion of the roof covering this area;
- one (1) manure stack area measuring 74 ft. (length) x 46 ft. 2 in. (width) x 6 ft. (height) and the portion of the roof covering this area;
- one (1) concrete manure scrape alley measuring 280 ft. (length) x 12 ft. (width) used for the transfer of manure and the portion of roof covering this area;
- one (1) 280 ft. (length) x 18 in. (width) x 6 in. (height) concrete curb used to contain waste and keep stormwater from entering; and
- two (2) 6 in. (height) x 12 ft. (length) reinforced roll curbs to help contain waste within the building and prevent surface water entrance. *Id.*

The Agency further details that “[t]hese livestock waste management facilities are used to collect, transport, and/or store livestock waste prior to cropland application.” *Id.* at 2.

The Agency recommends that the Board certify that the manure management structures are pollution control facilities as defined in Section 11-10 of the Property Tax Code (35 ILCS 200/11-10 (2024)) with the “primary purpose “of eliminating, preventing, or reducing water pollution”. Rec. at 1; Rec., Agency Technical Memorandum.

TAX CERTIFICATE

Based upon the Agency’s recommendation, Kestner’s application, and the Board’s technical review, the Board finds and certifies that Kestner’s manure management structures identified in this order are pollution control facilities under the Property Tax Code (35 ILCS 200/11-10 (2024)). The Board makes no finding regarding the assessed value of those facilities. Under Section 11-25 of the Property Tax Code, the effective date of this certificate is “the date of application for the certificate or the date of the construction of the facility, which ever is later.” 35 ILCS 200/11-25 (2024); *see also* 35 Ill. Adm. Code 125.216(a). Section 125.216(d) of the Board’s procedural rules states that the Clerk “will provide the applicant and the Agency with a copy of the Board’s order setting forth *the Board’s findings and certificate, if any.*” 35 Ill. Adm. Code 125.216(d) (quoting in italics 35 ILCS 200/11-30 (2024)). The Clerk therefore will provide Kestner and the Agency with a copy of this order.

IT IS SO ORDERED.

¹ The Agency’s recommendation is cited as “Rec. at _.”

Section 11-60 of the Property Tax Code provides that any applicant or holder aggrieved by the issuance, refusal to issue, denial, revocation, modification or restriction of a pollution control certificate or a low sulfur dioxide emission coal fueled device certificate may appeal the Board's finding and order to the Circuit Court under the Administrative Review Law (735 ILCS 5/3-101 *et seq.* (2024)). *See* 35 ILCS 200/11-60 (2024). Within 35 days after receiving this final Board order, a party to this Board proceeding may file a motion asking the Board to reconsider or modify the order. 35 Ill. Adm. Code 101.520. Filing a motion to reconsider this final Board order is not a prerequisite to appealing the order. 35 Ill. Adm. Code 101.902.

Names and Addresses for Receiving Service of Any Appeal Filed with the Circuit Court	
Parties	Board
Brad Kestner 1153 N 2753 Lane Clayton, IL, 62324 fryinsag@adams.net	Illinois Pollution Control Board Attn: Don A. Brown, Clerk 60 East Van Buren Street, Suite 630 Chicago, Illinois 60605 don.brown@illinois.gov
Illinois Environmental Protection Agency Attn: Christine Zeivel 2520 W Iles Ave. P.O. Box 19276 Springfield, IL 62794 christine.zeivel@illinois.gov	

I, Don A. Brown, Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above order on July 24, 2025, by a vote of 4-0.



Don A. Brown, Clerk
Illinois Pollution Control Board