

**CHICAGO
DEVELOPMENT
FUND** ★ ★ ★ ★

2025 ANNUAL REPORT





LETTER FROM THE BOARD CHAIR

2025 was a milestone year for Chicago Development Fund (CDF), the City of Chicago's New Markets Tax Credit (NMTC) financing entity, as it marked 20 years of catalyzing opportunity and lasting impact in underserved communities. In 2025, CDF deployed \$27.5 million in NMTC allocation into three transformative projects, including:

- a community learning center providing early childhood education, youth enrichment, and holistic family support services in South Lawndale;
- a Federally Qualified Health Center and nutrition center in Riverdale; and
- a pediatric health and youth services hub providing clinical care and community-based services in Austin.

Since its inception in 2005, CDF has received a total of \$571 million in federal NMTC allocation, and it had deployed \$533.5 million of those resources to 55 projects through 2025, prioritizing investments on the city's South and West Sides that:

- increase access to healthcare, programs for at-risk youth, job training, and other vital community services;
- eliminate food deserts by bringing new retail grocery projects to underserved areas; and
- create and retain well-paying jobs that are accessible to residents of low-income communities.

Building on a foundation of strong partnerships with community organizations, board members, and elected officials, CDF remains committed to advancing high-impact projects in 2026 and beyond.

With gratitude,

Ciere Boatright
Chair of the Board of Directors
Chicago Development Fund



 **North Lawndale Employment Network**
Creating a Community That Works

1111 S. Homan Avenue

1111 S. Homan Avenue
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North Lawndale Employment Network (Photo Credit: Tom Harris)



TABLE OF CONTENTS

| | | |
|----|--------------------------------------|----|
| 01 | OVERVIEW | 2 |
| 02 | GOVERNANCE | 3 |
| 03 | INVESTMENT PRIORITIES | 4 |
| 04 | COMMUNITY & ECONOMIC IMPACTS TO DATE | 6 |
| 05 | COMMUNITY SPOTLIGHT: BRIGHTON PARK | 8 |
| 06 | 2025 FUNDING ACTIVITY | 10 |
| 07 | 2025 PROJECT UPDATES | 13 |

01 OVERVIEW

CDF History

On July 27, 2005, the Chicago City Council passed a resolution authorizing the creation of CDF, an Illinois not-for-profit corporation. The purpose of CDF is to augment the community and economic development activities of the City of Chicago by using the federal NMTC program to invest in Low-Income Communities (LICs). CDF was certified by the Community Development Financial Institutions Fund (CDFI Fund) of the U.S. Treasury as a Community Development Entity (CDE) in August 2005, making it eligible to compete for and use NMTCs.

Tax Credit Allocation Authority

CDF applies for and is awarded NMTC allocation in a competitive federal NMTC application process. To generate capital for projects, tax credit investors -- typically, large commercial banks that are active in Chicago -- make Qualified Equity Investments (QEIs) into CDF. These QEIs are then used to provide subsidized financing to projects that meet NMTC criteria and CDF's investment priorities.

Over its 20-year history, CDF has received \$571 million in NMTC allocation, 93% of which has been deployed to 55 high impact projects in the City of Chicago (summarized in table to right). This allocation has generated \$166 million in NMTC equity and supported a total of \$1.17 billion in new investment.

| ROUND | RECEIVED | CLOSED | REMAINING | CLOSED % |
|--------------|----------------|------------------|-----------------|------------|
| 4th (2006) | \$100 M | \$100 M | \$0 | 100% |
| 7th (2009) | \$55 M | \$55 M | \$0 | 100% |
| 8th (2011) | \$18 M | \$18 M | \$0 | 100% |
| 9th (2012) | \$65 M | \$65 M | \$0 | 100% |
| 11th (2014) | \$43 M | \$43 M | \$0 | 100% |
| 13th (2016) | \$75 M | \$75 M | \$0 | 100% |
| 16th (2019) | \$55 M | \$55 M | \$0 | 100% |
| 17th (2020) | \$55 M | \$55 M | \$0 | 100% |
| 19th (2022) | \$55 M | \$44 M | \$11 M | 80% |
| 20th (2023) | \$50 M | \$23.5 M | \$26.5 M | 47% |
| TOTAL | \$571 M | \$533.5 M | \$37.5 M | 93% |

About New Markets Tax Credits

Congress created the NMTC program in 2000 to incentivize investments that create jobs and provide services in economically disadvantaged areas. The CDFI Fund, a division of the U.S. Department of Treasury, administers the NMTC program. Through 2025, the CDFI Fund has made 1,809 awards totaling \$91 billion in tax credit authority to CDEs.

The NMTC program is used primarily to fund commercial, industrial, community facility, and mixed-use real estate projects, as well as operating businesses located in qualifying LICs. NMTCs can provide “gap financing” covering up to about 20% of a project’s capital costs, usually in the form of low-interest, forgivable debt.



02 GOVERNANCE

CDF’s activities are overseen by a Governing Board and an Advisory Board, the compositions of which are described below, and staffed by the City of Chicago’s Department of Planning and Development (DPD).

Governing Board

The Governing Board, which met on May 6, 2025, is composed of the following officials:

- Commissioner of DPD (Chair of the Governing Board)
- Director of the Office of Budget and Management
- Chief Financial Officer (or City Comptroller, in absence of a CFO)
- City Treasurer
- Chair of the Committee on Finance of the City Council
- Chair of the Committee on Economic, Capital and Technology Development of the City Council
- Chair of the Committee on the Budget and Government Operations of the City Council
- DPD Employee appointed by the Board Chair
- Chair of CDF’s Advisory Board

Advisory Board

CDF’s Advisory Board, which met on May 1, 2025, evaluates CDF’s investment activities in furtherance of the organization’s mission, reviewing all major CDF policies and proposed investments of NMTC allocation and making formal recommendations to the Governing Board. At all times, the Advisory Board maintains accountability to Chicago’s LICs through members who are LIC representatives.¹ These members bring valuable perspective to investment decisions through their experience with community development and the local organizations with which they are affiliated. The DPD Commissioner serves in an ex-officio capacity on the Advisory Board. Up to eight additional members are appointed by the Mayor and approved by City Council. The appointed members serving in 2025 included the following:

| Name | Title & Professional Affiliation |
|-----------------------|--|
| Rafael Leon (Chair) | Executive Director, Chicago Metropolitan Housing Development Corporation |
| Craig Chico | President & CEO, Back of the Yards Neighborhood Council |
| Edward Coleman | Executive Director, Austin Chamber of Commerce |
| Jaime DiPaulo | President & CEO, Illinois Hispanic Chamber of Commerce |
| Angela Hurlock | Executive Director, Claretian Associates |
| Maxine Mitchell | Founder and President, Applied Real Estate Analysis, Inc. |
| Carlos Nelson | Executive Director, Greater Auburn-Gresham Development Corporation |
| Rev. Richard Tolliver | President & CEO, St. Edmund’s Redevelopment Corporation |

¹ As of December 31, 2025, 78% of members were LIC representatives, substantially greater than the 20% minimum required by the CDFI Fund

03 INVESTMENT PRIORITIES

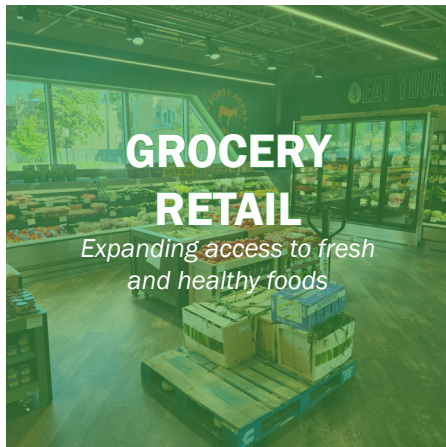
CDF uses its NMTC allocations to provide critically-needed financial support to projects in Low-Income Communities (LICs) on the South and West sides of the City, focusing on three major project types:



CDF supports facilities and organizations that provide low-income residents with key services that improve their quality of life. CDF has closed on financing for 35 such projects through 2025, including job training facilities, health clinics, and social service centers.

RECENT EXAMPLE: SANKOFA WELLNESS CENTER

Construction of a 56,000-square-foot multi-tenant community facility with healthcare, workforce development, youth programming, and financial literacy services. At full operations, the project will serve more than 43,000 individuals annually through programming delivered in collaboration with community partners.



CDF enhances the City’s healthy foods access initiatives by financing grocery stores in food deserts and other underserved areas. Through 2025, six such developments have received financing from CDF, bringing 167,000 square feet of full-service grocery space to their communities.

RECENT EXAMPLE: FORTY ACRES FRESH MARKET

Rehabilitation of a vacant 11,800-square-foot building into a multi-tenant facility anchored by a 9,700-square-foot Forty Acres Fresh Market store. The project expanded healthy foods access for 40,700+ low-income residents, including about 31,800 Food Desert residents in a one-mile radius.



CDF invests in projects that create economic opportunity for disadvantaged residents by supporting high-quality, accessible jobs in their neighborhoods. Through 2025, CDF has provided NMTC allocation to 14 projects in this category.

RECENT EXAMPLE: FILLMORE CENTER

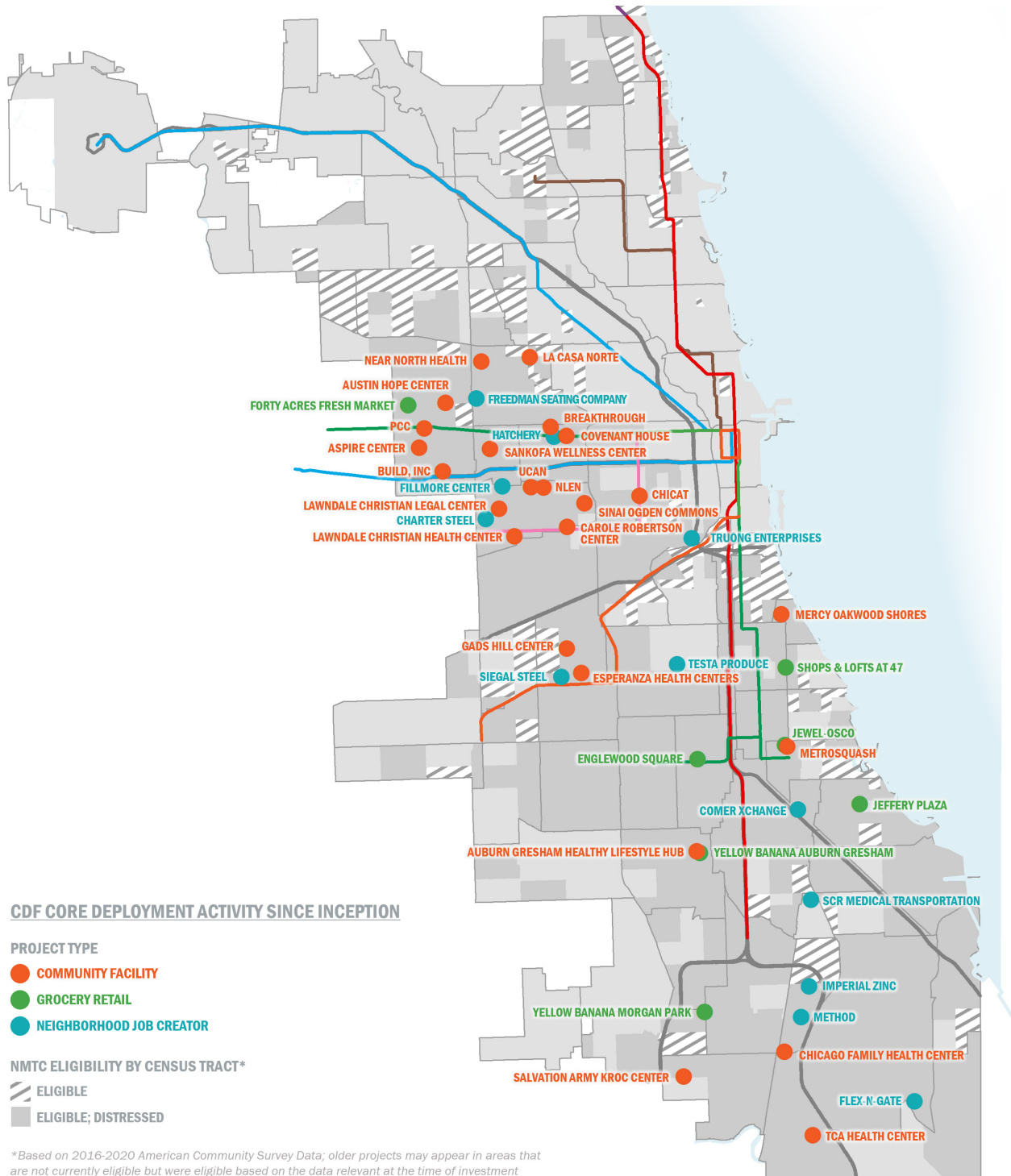
Redevelopment of a vacant 168,000-square-foot building into a multi-tenant economic hub and equipment purchase and installation for tenant Fillmore Linen Services, a commercial laundry social enterprise. The project supports 80+ full-time equivalent positions (FTEs), of which 98% receive a living wage and/or benefits and 93% are accessible without a four-year degree.



The CDFI Fund designates a subset of NMTC-eligible census tracts as being particularly distressed based on American Community Survey (ACS) data. On average, CDF's projects lie in tracts that far exceed the distress requirements:

| | Median Family Income as % of Area Median Income | Poverty Rate | Unemployment Rate as function of National Average |
|------------------------|--|--------------|--|
| CDF Track Record* | 45% | 34% | 2.5x |
| Distressed Requirement | ≤60% | >30% | ≥1.5x |

* per the relevant ACS at the time of investment



04 COMMUNITY & ECONOMIC IMPACTS TO DATE

SERVICES

35 projects supported that offer health care, job training and placement, after-school programs, and education

1.5M square feet developed to provide low-income residents with vital community services

307K clients anticipated to be served annually at full operation, 83% of whom are projected to be low-income

HEALTHY FOODS

100% of the 6 projects providing retail access to healthy foods, are SNAP and/or WIC certified

167K square feet developed that improve healthy food access in underserved areas

248K residents of USDA-designated Low-Income, Low-Access areas live within each stores' primary trade radius



JOBS

7,000 FTEs anticipated to be supported at full operation
(1 FTE per \$23,600 in NMTC subsidy)

94% of FTEs earn a Living Wage and/or receive benefits

76% of FTEs are in roles that are accessible without a four-year college degree

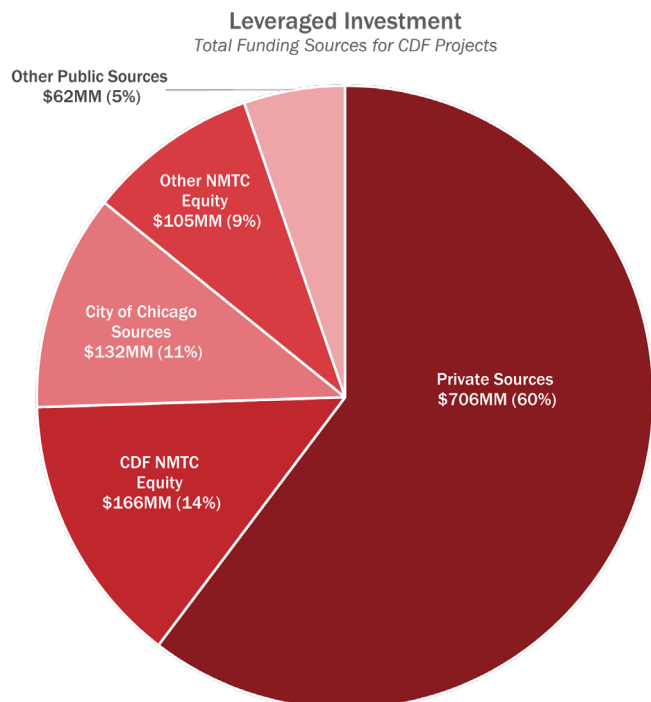
LEVERAGING PRIVATE INVESTMENT

\$533.5M

in NMTC allocation
provided to 55 projects

\$1.17B

supported in total project
investment



05 COMMUNITY SPOTLIGHT: BRIGHTON PARK

CDF is a place-based CDE that invests in alignment with city initiatives and local revitalization strategies, prioritizing projects that build critical momentum to support lasting change. CDF’s four investments in Brighton Park exemplify this approach, and together they have generated the following impacts:

\$11MM

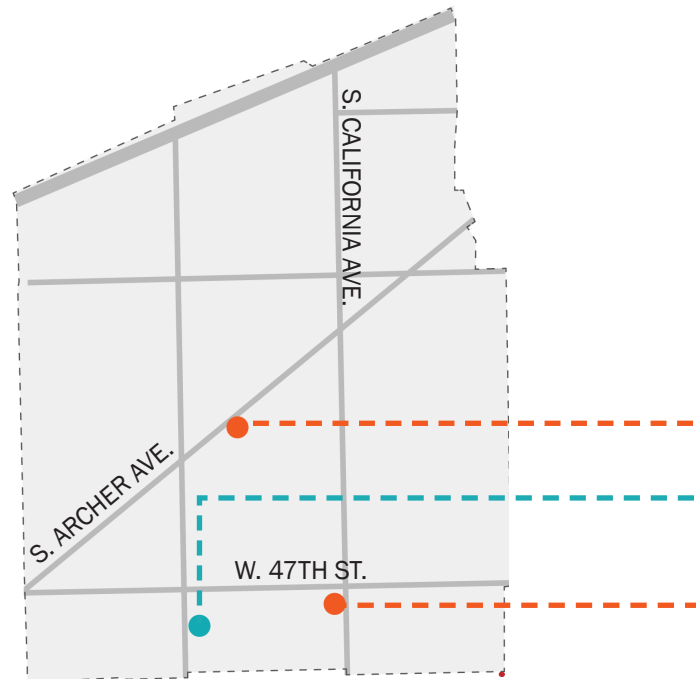
in net NMTC benefit from CDF allocation

300+

permanent FTEs supported, with nearly all receiving a Living Wage and/or benefits

38,600+

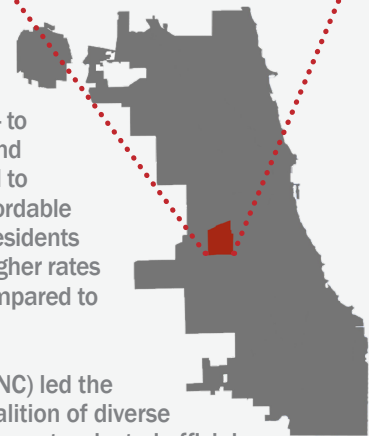
community residents receiving high-quality, affordable healthcare, violence prevention services, and early childhood education



ABOUT BRIGHTON PARK

Once a livestock trading center, Brighton Park transformed into a thriving industrial hub following the construction of the Illinois & Michigan Canal in the 1850s, attracting migrants with the promise of employment. However, like many other rust belt communities, it fell victim to deindustrialization in the mid- to late-20th century, during which time Brighton Park saw its population decline and economic hardship take hold. As nearby neighborhoods like Pilsen have started to gentrify in recent years, many people have relocated to Brighton Park for its affordable housing stock and family-friendly culture. Despite the neighborhood’s growth, residents face persistent challenges: Brighton Park’s community members experience higher rates of unemployment, lower household incomes, and higher social vulnerability compared to the City of Chicago.

In response to these challenges, the Brighton Park Neighborhood Council (BPNC) led the creation of the Brighton Park Neighborhood Network (BPNN) in 2012. This coalition of diverse stakeholders, including schools, hospitals, social service providers, city departments, elected officials, and small businesses, strives to promote the well-being of all Brighton Park residents and strengthen neighborhood outcomes. Through cross-sector collaboration, BPNN facilitates access to coordinated supports in education, health, violence prevention and safety, and economic stability. Since its inception, the coalition has grown to include nearly 80 member organizations, the three CDF NMTC borrowers with projects in Brighton Park.



Gads Hill Brighton Park Early Learning Center



Photograph courtesy of Gads Hill Center

In 2018, CDF's \$6 million NMTC QEI supported the purchase and renovation of a two-story former retail building into the 18,000-square-foot Gads Hill Brighton Park Early Learning Center. The facility features two infant classrooms, two toddler classrooms, and three classrooms for three- to five-year-olds, along with office and meeting space for staff and room for future expansion. The project added 124 childcare seats for low-income families, addressing a significant shortfall in Brighton Park, which had capacity to serve just 15.6% of children in the area at the time of investment per a study by IFF.

Siegal Steel



Photograph courtesy of Siegal Steel

In 2022, CDF's \$6.5 million NMTC QEI funded equipment investments at Siegal Steel's steel coil processing plant, including upgrades to a steel slitting line, the purchase of an edger, and investments in an inventory program. The project supports approximately 60 FTEs, 100% of which receive a Living Wage and benefits. 98% of all positions are accessible to individuals without a four-year degree, and all production positions are unionized and have no minimum education requirement. Siegal Steel recruits locally through community partners, including the BPNC, St. Gall Catholic Church, St. Sabina Catholic Church, and the local alderman's office.

Esperanza Health Centers



Photographs courtesy of Esperanza Health Centers

In 2018, CDF's \$10 million NMTC QEI supported the construction of a new 26,100-square-foot medical home for Esperanza Health Centers (Esperanza), a Federally Qualified Health Center. The project includes 30 exam rooms, counseling rooms, a community garden and playground, a teaching kitchen, a pharmacy, and space for social service agency Mujeres Latinas en Acción (Mujeres). Esperanza serves nearly 18,000 patients annually with adult and pediatric primary care, behavioral health, and OBGYN services, and Mujeres provides violence prevention and parental visitation services to nearly 500 individuals each year.

In 2023, CDF's \$12 million NMTC QEI supported the construction of a 44,000-square-foot health and wellness center that completes Esperanza's flagship Brighton Park campus. It includes 34 exam rooms, 12 counseling rooms, space for specialty programs like senior day services and patient education, and a full-service café. The new facility expands Esperanza's capacity, equipping it to serve more than 20,000 additional patients annually with primary care, behavioral health, and Adult Day services.

06 2025 FUNDING ACTIVITY

Carole Robertson Center for Learning



Photograph courtesy of Carole Robertson Center for Learning

Project Type

Community Facility

CDF NMTC Allocation

\$6.5 million

Community Area

South Lawndale

Closing Date

February 25, 2025

Scope

Renovation and modernization of the Center's 38,100-square-foot existing Little Village facility

Sponsor

The Carole Robertson Center for Learning (the Center) is a nonprofit organization founded in 1976 by families and community residents to fill a need for high-quality afterschool programming on Chicago's West Side. Today, the Center operates three flagship sites, reaching 15,000 children and adults annually through comprehensive early childhood education, youth development, and family support programs.

Features

The project will improve spaces for early childhood, afterschool, and wraparound service programming, including technology and infrastructure upgrades in 19 classrooms, a new multi-purpose community hub, improvements to an existing kitchen to support meal preparation for program participants, and updates to several other spaces including the multi-age library and gymnasium.

Impact

The project will deliver low- and no-cost comprehensive early childhood education and out-of-school youth enrichment programs to 300 low-income children and youth annually, addressing the community's limited childcare availability and high youth disconnection rate. The project will also provide more than 1,000 individuals annually with holistic family support services, including case management, in-home visits, physical and mental health consultations, and on-site events.

TCA Health Center



Project Type

Community Facility

CDF NMTC Allocation

\$9 million

Community Area

Riverdale

Closing Date

March 4, 2025

Scope

Renovation of TCA's existing 22,100-square-foot health center and addition of its 10,000-square-foot Nutrition Innovation Center

Sponsor

TCA Health (TCA) began in 1970 as a privately owned clinic in the Altgeld Gardens/Murray Homes public housing development on Chicago's South Side. Today, it is a Federally Qualified Health Center that has expanded to multiple community and school-based health centers, a mobile clinic, and WIC sites, providing comprehensive care to South Side communities.

Features

The updated clinic will include 21 exam rooms, 4 behavioral health consultation rooms, 4 dental operatories, a reception area, and offices and staff support space. The new Nutrition Innovation Center will include a client choice food pantry and market, a teaching kitchen, wellness and community meeting spaces, offices, and a healthy choice café.

Impact

The project will improve health outcomes for Riverdale residents and the broader community by co-locating the healthcare facility with access to healthy food, a known social determinant of health. At full operation, TCA's expanded health center will serve more than 10,700 patients annually with high-quality healthcare services, including primary care, behavioral health, dentistry, and care coordination services. The new Nutrition Innovation Center will provide 1,500 clients annually with free food via a client choice food pantry and VeggieRx program, healthy cooking classes and nutrition education, wellness programs such as yoga and Zumba classes, and employment and training services.

Austin Hope Center



Rendering courtesy of Gregory Ramón Design Studio

Project Type

Community Facility

CDF NMTC Allocation

\$12 million

Community Area

Austin

Closing Date

October 7, 2025

Scope

Construction of a 25,000-square-foot pediatric health and services center

Sponsor

Austin Hope Center is a joint venture between Stone Community Development Corporation (Stone CDC), which has provided after-school programs in Austin since 2018, and Chicago Neighborhood Initiatives (CNI), a nonprofit specializing in real estate development and neighborhood revitalization. Recognizing a growing need for behavioral health services and high pediatric emergency department volumes in Austin, Austin Hope Center was established to provide youth and families with a welcoming space for clinical care and community-based services.

Features

The project will house a pediatric health clinic and offices for Lurie Children’s Hospital, offices and programming space for Stone CDC, offices for behavioral health services provider Thresholds, and a Wintrust Bank branch.

Impact

The project will address a critical need for pediatric specialty care and behavioral health services on Chicago’s West Side, serving more than 5,600 individuals annually. Lurie Children’s Hospital will provide high-quality pediatric health services, including specialty care and community-responsive health education and training for youth and families. Stone CDC will offer after-school and summer programs that support the wellbeing of neighborhood youth. The project will also house Thresholds’ outreach teams, which will provide behavioral health services in the community to individuals with serious mental illness. At full operations, the project is anticipated to support 74 FTEs across all tenants.

07 2025 PROJECT UPDATES

Based on the federal program regulations, NMTC-financed projects have a 7-year compliance period. The following transactions successfully reached the end of their compliance period in 2025 and unwound in good standing.

The Hatchery



Photograph courtesy of Wight & Company;
© 2019 James Steinkamp Photography

In January 2018, CDF provided \$5 million in NMTC allocation to finance the construction of The Hatchery, a new 67,000-square-foot incubator for emerging food businesses that includes 56 private, rentable kitchens; a variety of shared spaces including a large kitchen, food storage, and meeting areas; and offices for Allies for Community Business, a nonprofit lender. In addition to hosting up to 75 small businesses at a time and providing them with industry-specific supports, the project offers small businesses access to flexible capital and free entrepreneurship classes. Tenants employ approximately 145 FTEs, and construction supported about 135 temporary FTEs.

Gads Hill Brighton Park Early Learning Center



Photograph courtesy of Gads Hill Center

In March 2018, CDF provided \$6 million in NMTC allocation to finance the purchase and renovation of a two-story former retail building into the 18,000-square-foot Gads Hill Brighton Park Early Learning Center. The project includes two infant classrooms, two toddler classrooms, and three classrooms for three- to five-year-olds that provide 124 childcare seats for low-income families. Gads Hill employs more than 30 FTEs at the project, and the project supported approximately 25 prevailing wage temporary construction FTEs.

Flex-N-Gate



Photograph courtesy of Tim Graham

In March 2018, CDF provided \$15 million in NMTC allocation to finance equipment expenditures and leasehold improvements at a new 290,000-square-foot manufacturing facility that produces advanced plastic injection molded automotive parts for original equipment manufacturers, particularly Ford Motor Company. The project has created nearly 450 permanent FTEs, all of which pay above the living wage and nearly all of which are accessible to individuals with a high school diploma or less. Flex-N-Gate has partnerships with Calumet Area Industrial Commission, Illinois Manufacturing Excellence Center, and Davis Staffing to recruit employees locally.

Esperanza Health Centers



Photograph courtesy of Esperanza Health Centers

In June 2018, CDF provided \$10 million in NMTC allocation to finance the construction of a new 26,100-square-foot medical home that includes 30 exam rooms, counseling rooms, a community garden, a teaching kitchen, a playground, a pharmacy, and space for nonprofit Mujeres Latinas en Acción’s primary offices. Esperanza Health Centers provides nearly 18,000 unduplicated patients annually with adult and pediatric primary care, behavioral health, and OBGYN services. Mujeres Latinas en Acción serves more than 480 individuals each year with violence prevention programming and supervised parental visitation. The project supports over 85 permanent FTEs, and construction supported approximately 70 temporary FTEs.

Woodlawn Jewel-Osco



In December 2018, CDF provided \$11.5 million in NMTC allocation to finance the purchase and installation of equipment and inventory costs for Jewel-Osco’s new 48,000-square-foot store. The project brought the first full-scale, full-service grocer to Woodlawn in 40 years, serving a two-mile radius with over 30,000 residents of USDA-designated low-income/low-access “food desert” areas. The project has created more than 270 FTEs, many of which Jewel-Osco recruited from the local community via its extensively partnership with Preservation of Affordable Housing, Inc. Additionally, the store’s pharmacy provides access to important medications and offers no-cost condition management and educational classes.

Chicago Development Fund

Contacts:

Tim Jeffries

Managing Deputy Commissioner

Bureau of Economic Development

Department of Planning and Development

(312) 744-0893

Tony Q. Smith

SB Friedman Development Advisors

Consultant to Chicago Development Fund

(312) 424-4254