

















# The Foundation is Poured

1969-1972

In the 1960s, it was easier than ever for tourists to experience the wonders of Vacationland. The Maine Turnpike had been extended to Augusta, clearing the way for folks "from away." But for many people living in Maine year-round, and looking for a good home, times were tough.

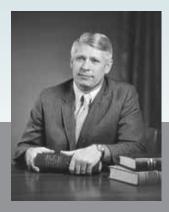


ur state was suffering from a lack of new, well-maintained, affordable housing that could hold up during challenging winters. There just weren't enough good houses and apartments to go around. Maine was on the verge of a bona fide housing crisis.

Local municipalities were unable to focus their efforts on housing problems – and lacked the capacity needed to successfully apply for federal funds. These issues helped fuel the push to create a statewide housing organization, which really picked up steam when Governor Kenneth Curtis took office in 1967.

\$68,500

MaineHousing's first-year budget



## Curtis Cares: A Young Governor with Big Ideas

Kenneth Curtis became the youngest governor in the country when Maine elected him in 1966. The 35-year-old brought new energy to the office, including the desire to create MaineHousing. "He was fearless," reminisces Tom Allen, former Curtis intern and Maine congressman. "He had us take a good look at what other states were doing to improve the supply of housing for people who couldn't afford it." By the end of his first term, Curtis's vision was a reality – lending some credence to his gubernatorial campaign theme, "Curtis Cares."

From the start of his term, Curtis advocated for the creation of a Maine State Housing Authority. And those efforts came to fruition in July 1969, when the state legislature passed "An Act to Create a State Housing Authority."

The brand-new Housing Authority (MaineHousing) began its first year with a \$68,500 budget and five commissioners overseeing it, including its first director, Eben Ewell. By the end of the year, 96 communities had reached out to the new organization for housing assistance.





In our first full year of existence, the commissioners voted to move forward on some initiatives that were the first steps on a journey toward helping Mainers overcome obstacles, on the road to happier and healthier lives:



They requested HUD funding for low-income housing.



They purchased 20 lots in Augusta for a manufactured housing demonstration project.



They began the process of issuing tax-exempt bonds.

# 1,100

Rental and housing units in Maine were cleared for development by the U.S. Department of Housing and Urban Development (HUD) in 1971.



By the end of 1972, MaineHousing had made small, but extremely important progress. Because while the state's housing problem was far from being solved, here was proof that change was possible. That government could step in and help. That people who deserve help could actually hope to receive it.



HUD officially recognized MaineHousing as a legally constituted entity, eligible for up to 1,100 units of low- and moderate-income housing under Sections 235 and 236.



MaineHousing's right to issue tax-exempt bonds for the purchase of mortgages without pledging the credit of the state was upheld by the Maine Supreme Court.



A competitive demonstration project that encouraged new industrialized housing techniques was completed, resulting in the construction of around 2,500 homes.



MaineHousing Commissioners adopted the Mortgage Purchase Fund Resolution and shortly after we sold our first tax exempt bond issue for \$19,740,000. Since then, MaineHousing has sold \$8 billion in tax exempt single family and multifamily bonds.





Tom Allen
This intern didn't just make copies.
He made laws.

The legislation that created MaineHousing was largely researched by one of Governor Kenneth Curtis's interns – future Maine Congressman Tom Allen.

## How were you able to take part in this landmark legislation as an intern?

It was my principal project in the eight weeks I worked for Governor Curtis. My job was to look at all the states that had created housing authorities, analyze their legislation, and read everything I could about how they worked.

What was the driving force of this work back then?
It was an effort to make life better for people who were being left behind.

## Did you learn any lessons from that experience that you held onto through your political career?

Starting with the MaineHousing project and continuing all the way through my service in Congress, I learned that for government to function, you need talented people doing the work.

## Are you happy with the impact that legislation has had, 50 years later?

It's hard to imagine what the state would be like if MaineHousing did not exist. Many more people would be homeless, desperate to find shelter and food. In a lot of ways, it's more crucial today than it was in 1969.

### Augusta Housing Project Is Dedicated By Curtis

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# An ARCH to the Future

In September 1972, MaineHousing had one of its first out-and-out success stories under its belt. ARCH Alpha, the first low-income housing project that relied on funding from MaineHousing, opened in Augusta.

Built in partnership with the Augusta Regional Church Housing Corporation (ARCH), the newly constructed apartment complex established what the three-year-old state housing authority truly stood for – safe, quality, affordable housing for Mainers who had been left behind.

Today, ARCH Alpha is now Westman Village, and it's still helping Maine residents find their way home. Just like MaineHousing itself, its reason for being has not changed one iota.





# Building Something Special

1973-1982

As we know all too well in Maine, a structure is only as good as how it performs in the harshest weather. And after only four years of existence, MaineHousing would find out if it was built to handle adversity.

n the wake of a nationwide recession, President Richard Nixon declared an 18-month moratorium on approvals for subsidized housing programs at the beginning of 1973. This hit at the core of MaineHousing's growth areas – HUD's Section 235 and 236 programs.

In May of that year, MaineHousing took action, joining its counterparts in Pennsylvania, New York, and Ohio in a suit against HUD to free impounded funds. In July, a U.S. District Court judge ordered them reinstated.

By the end of 1974, the moratorium had been lifted and HUD had introduced its Section 8 and Section 23 housing programs – which MaineHousing would take advantage of in a major way.



18%

The mortgage interest rate in 1981

### **Section 8 in Action**

In 1976, two years after HUD introduced its revolutionary Section 8 housing program, MaineHousing celebrated a (literally) groundbreaking new development – the completion of the Blackstone apartment complex in Falmouth. As one of the first newly constructed Section 8 projects in the nation, Blackstone received national attention. It was a premier example of how MaineHousing could utilize federal funds to help low- and moderate-income Mainers find a quality, affordable place to live.

The development has been a rousing success, right from the start. A new expansion was completed in 2018, adding 19 new units to the original 20, funded mostly with Low Income Housing Tax Credits. After over 40 years of positive social impact, Blackstone is as relevant, and influential. as ever.

### By the end of 1974:



199 units for low- to moderate-income families and older adults were completed under Section 23.



The Management and Tenant Services Division was managing 20 housing developments with 388 units.



MaineHousing became Maine's first consumer protection agency in the field of mobile and modular homes.

With that first big test in the rearview mirror, MaineHousing continued to break new ground. In 1975, construction began on the first newly built Section 8 development in the nation -Strawberry Bluff in South Paris, which provides affordable housing for families and people with disabilities to this day. MaineHousing also became the first agency in the country to link construction of housing for older adults with Section 8. Now with a staff of 41, this organization had grown into a significant, high-functioning government entity, protecting consumers and bettering their quality of life. The shovels were in our hands, and the wind at our backs. Of course. even bigger challenges were right around the corner.



Affordable housing units sponsored in MaineHousing's first decade

In 1979, when a global oil crisis of historic proportions began,
MaineHousing was on a roll, having expanded to eight divisions
(Administration; Legal; Engineering and Technical Services; Finance;
Housing Management; Housing Development; Development Cost
Underwriting; and Plans Review and Inspection). Our assets had
exceeded \$10 million for the first time. We were helping more
Mainers than ever before.



In 1976, MaineHousing received national recognition with the opening of Blackstone. The Falmouth development featured 24 units for older adults and tenants with disabilities, expanding to 39 units in 2018.

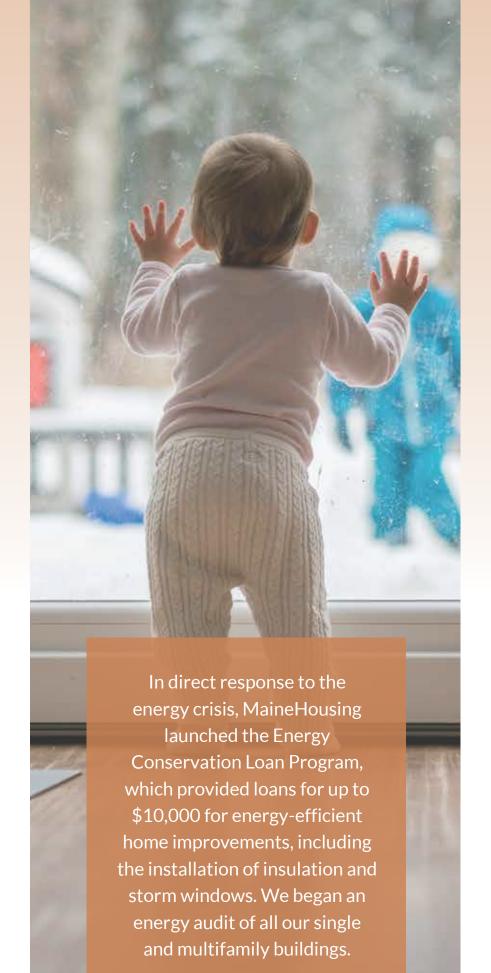


By the end of 1978, MaineHousing had financed 4,942 units of affordable housing and subsidized another 426.



1979 began with the creation of the Mortgage Acquisition Program [MAP], with the goal of making it easier than ever to get a single-family mortgage in Maine. Over \$200 million single-family bonds were sold in the MAP.





\$10,000

The loan limit for the Energy Conservation Loan Program



MaineHousing became the first agency in the country to link construction of housing for older adults with Section 8.



As oil prices skyrocketed, the U.S. was mired in another recession. The federal government began cutting back on housing programs. And while there was no avoiding the financial challenges, MaineHousing never stopped looking for ways to help Mainers.

By 1981, the mortgage interest rate was 18%. And despite MaineHousing's best efforts, it couldn't compensate for the lack of federal support. Maine Governor Joseph Brennan pushed for state involvement to help mitigate the crisis, and the Housing Opportunities for Maine (HOME) legislation was passed, with an initial appropriation of \$4.5 million. It was the most support MaineHousing had received from the state since its \$68,500 start-up budget in 1969.

Once again, MaineHousing was in a position to help Mainers find their way home. And in the years ahead, we would devote special energy to those who had no homes at all.



Signing of the HOME legislation in 1981





Tom Cary
TREASURER
Crunching numbers.
Helping Mainers.

In 1984, Tom Cary left Wall Street to work for MaineHousing. He's one of the best investments we've ever made.

### What brought you to Maine?

I was working in New York, on Wall Street, and was really attracted to the idea of living in Maine, and the public purpose of this job.

### How does your job serve a public purpose?

We sell bonds, which fund projects to benefit low-income renters and fund our first-time homebuyer program. If I can come up with a more efficient bond structure, we might be able to do 17 projects instead of 15. If we can get the single-family mortgage rate an eighth of a point lower, that means hundreds of dollars a year back in those families' pockets. It is a great incentive to have public purpose as a bottom line.

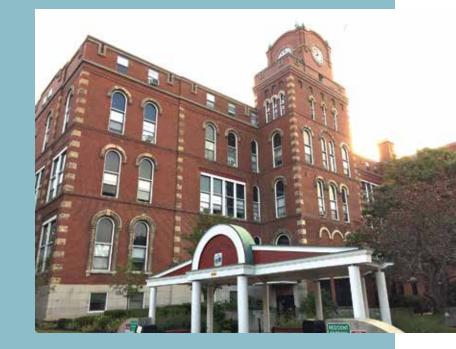
### Have you seen the difference it makes out in the real world?

One of our buildings can change the character of a whole downtown. Turning an old school or abandoned factory into affordable housing lets people stay in that town. And the historical preservation aspect is icing on the cake.

How have you embodied the MaineHousing mission these last 35 years? I grew up with a single mom who was always worried about money. I like to feel that I'm contributing, in my way, to working class people like her.

# Making History in a Historic Building

In 1982, Maine Housing continued its tradition of using Section 8 funds in inspired, thoughtful ways, with a new program to provide affordable housing to older adult renters. The historic North School in Portland was converted to a 60-unit apartment complex, the same year it was listed on the National Register of Historic Places. It was the city's first congregate housing option for older adults, and has been a less expensive, community-based alternative to nursing home care ever since.







# Helping Those Without Homes

1983-1990

In 1983, the federal government stopped funding new Section 8 housing projects. Once again, MaineHousing needed to compensate in other ways, to create new, forward-thinking programs that targeted more than low-income households.

aineHousing generated funding from a variety of sources, expanding its focus to households with special needs, and Mainers who didn't have a home at all.

As homelessness became an emerging issue in Maine and across the country, MaineHousing didn't hesitate – devoting \$278,000 in 1984 to either purchase homeless shelters or make improvements to them. We were one of the first state housing authorities in the nation to make such a commitment.

But it's tough to face a problem when you're not sure how bad it is. So a year later, MaineHousing Director Kathleen Boland chaired the Maine Task Force to Study Homelessness, which found that 250-350 people were homeless on any given night, and that 50,000 Maine households were at risk of becoming homeless. By presenting the problem with stark, easy-to-understand numbers like these, it became even harder for our government to ignore.

MaineHousing introduced three programs in 1986 to address this challenge directly – the Homeless Shelter Loan Program, the Homeless Shelter Grant Program, and the Partnership to Aid the Homeless (PATH) Program. They combined to finance 325 shelter beds and 67 federal rental assistance certificates.

# Affordable Housing Makes All the Difference

The mid-1980s ushered in a new era of affordable housing development with the passage of the federal Low-Income Housing Tax Credit (LIHTC). This landmark legislation changed the game – and made affordable housing development a reality for many across the United States. Shepherded through Congress by Maine Senator George Mitchell with the help of MaineHousing Director Elizabeth Mitchell, LIHTC uses private capital to build and restore housing that is affordable to low- and moderate-income people. In the first four years of the program in Maine (1987-1990), MaineHousing allocated tax credits to 68 projects, resulting in \$3.35 million in investment and nearly 2,000 new affordable housing units for Mainers. The program would go on to be the main driver of affordable housing development in Maine and the United States.

Homelessness in Maine wasn't solved by these efforts; it remains a complicated challenge to this day. But by taking proactive steps to reach achievable goals, MaineHousing laid the groundwork for homeless advocacy, and started a legacy of empathetic service. Thirty-five years later, we continue the mission of the Kathleen Boland era – to help as many homeless Mainers as possible, giving them the attention and respect they deserve.

\$278,000

Invested in homeless shelters in 1984

And of course, during this time we also didn't lose sight of the obstacles facing low-income Mainers and homeowners with disabilities:



The Housing Accessibility Demonstration Program was launched, providing \$250,000 to people with disabilities to make accessibility improvements to their homes.



The Low-Income Housing Tax Credit was created, thanks to the tireless efforts by Maine Senator George Mitchell and MaineHousing Director Elizabeth Mitchell.



The HOME Fund generated 1,424 jobs and \$28 million in income.



MaineHousing provided closing cost assistance to homebuyers for the first time.



The National Council of State Housing Agencies recognized MaineHousing's Environmental Access Grants and Loans Program as the best program of its kind for assisting people with special needs.

Shelter beds financed in 1986





# Innovation in the Internet Age

1991-2003

In general, the 1990s were a decade of economic prosperity, including what was the longest recorded expansion of the Gross Domestic Product in U.S. history. But even though these years provided a reprieve from the pressures of recessions past, MaineHousing didn't lose its focus on efficiencies – financially, environmentally, and technologically.

n 1991, the state legislature transferred two home weatherization programs to MaineHousing. This helped us make huge strides in our mission to help low-income Mainers stay warm without breaking the bank. Our Home Energy Assistance Program (HEAP) and the Central Heating Improvement Program (CHIP) served 65,000 households, or 150,000 Mainers.

Two years later, MaineHousing sponsored the first Maine Annual Housing Conference, an event that brings the housing community together to think creatively, tackle problems, and plan for the future. To this day, we depend on the conference as a generator of ideas – it's become a dependably efficient way to engage the talent of Mainers to solve these issues.

Some other notable developments from that period include:

- A record 1,611 households bought a home with our help. Closing cost assistance was one of the many tools used to grow the program.
- MaineHousing served its 25,000th family with a first-time homebuyer loan.
- Congress made the Low-Income Housing Tax Credit Program permanent – encouraging affordable development in Maine and around the country.

Then, with the millennium around the corner and 30 years of experience under its belt, MaineHousing commissioned a study called the "State of Maine Housing 1999" to determine what could be expected in the coming decade. Its main finding – that affordable housing for older adults would become a critical need – has absolutely proven true.



## Bea Tondreau RECEPTIONIST

Reaching people, every day.

Simply put, Bea Tondreau is the heart and soul of MaineHousing. After four years in the Homeownership department, Bea noticed an opening at the front desk. The job was a perfect fit for her genuine, empathetic nature. She started in 1991, and has been brightening people's days ever since.

## What made you want to change gears and work at the front desk?

It's a joy to work with such wonderful people, and in this job I get to see everyone coming in and out, and speak with them every day.

## How do you embody the MaineHousing mission?

When somebody comes in and needs help, I'm the first person they see. I get to reach out to them from my heart. My goal is to make a difference in one person's life per day.

## What impresses you most about MaineHousing?

I'm proud of the relationships we have built. People are caring and good listeners. At MaineHousing, employees get a chance to dialogue and be heard.



## MaineHousing Builds a Home[page]

With the launch of mainehousing.org in 1996, our organization made one of the most efficient and impactful advances in its history. A demonstration of our commitment to inform customers and partners via new technologies, the site was a success from the start – it won the Golden Arrow award for the best new website in Maine. MaineHousing also began storing agency program data and other information digitally, and took the first steps toward filing all forms electronically. From this point forward, it would just get easier for Mainers to learn, get the forms they need, or get in touch with somebody who can help.

And after the turn of the century, MaineHousing kept pursuing more efficient and effective ways to help Mainers find their way home:



We began administering 100 properties with nearly 3,000 units of assisted rental housing formerly managed by HUD, bringing our total to over 17,000 units.



We awarded \$200,000 in planning grants to municipalities and non-profit organizations.



We became the first state to adopt a strategic plan to address homelessness.



We trained over 500 contractors to work with and test lead paint hazards.



We offered special incentives to families who purchased homes in Maine's largest communities through our New Neighbors Program.





# Recession and Reinvigoration 2004-2019

Starting in 2007, MaineHousing's decades of experience facing tough economic challenges really came in handy. The U.S. housing market made a sharp downturn, with home sales falling to levels not seen in a decade.

n 2007, median home prices began slipping. Within a year, the world was facing a full-blown economic crisis. The Great Recession was upon us.

Unlike previous recessions, the housing sector did not rebound quickly. Millions of foreclosures had created a large surplus of properties, and consumers were paying down their debts rather than purchasing homes. When the market did begin its recovery, it was slow going. There were no guarantees that residential construction would ever play a significant role in our economy any time soon.

But just like the organization had done several times before, MaineHousing banded together and used its deep pool of experience and talent to find creative ways to help Mainers. Our HOPE (Home Ownership Protection for unEmployment) Program helped 71 families in 2008, with a 90% success rate in avoiding foreclosure. We devoted \$42 million of American Recovery and Reinvestment Act funding to weatherize homes – 5,469 by 2012, to be exact. (This effort also employed 150 full-time workers.) In 2010, we served over 4,000 households with Housing Choice Vouchers, and provided nearly 64,000 homes with federal heating assistance.

Families who lost their homes in a 2013 apartment fire and

had new homes within a week





# The Housing Choice Voucher Program

When there was fire, they were fighters.

In 2013, arson claimed three apartment complexes in Lewiston, displacing many families, including 27 with rental assistance. The Housing Choice Voucher Program didn't waste a second, working with partner organizations to ensure every family had a new home in a matter of weeks. We asked former program director Denise Lord how they were able to pull it off.

### What enabled MaineHousing to find a solution?

People really came together. The right people were at the table talking, coming up with solutions - the Maine Department of Health and Human Services, the City of Lewiston, the American Red Cross, and local housing partners.

### How were you able to pull this off so quickly?

We solicited rental listings from local landlords using our web-based listing service, negotiated with HUD to make vouchers portable, and held a well-attended housing fair to match tenants with landlords.

How did it feel to have such an immediate impact? It felt good to put the values of MaineHousing in action, to meet the needs of displaced tenants. To show how we can work with others as compassionate, caring problem-solvers.

As the housing market was slowly recovering, MaineHousing didn't stop trying new things, making as big an impact as possible:



MaineHousing worked with partners to create three "housing first" projects: Logan Place, Florence House, and Houston Commons.



We began offering \$3,500 in down payment and closing cost assistance via our First Home Advantage Program.



We re-energized our HUD Family Self Sufficiency Program with the ReStart Program, helping people rebuild their lives by finding decent, safe, and affordable housing.



In 2017, we launched Community Aging in Place, which funds public housing authorities and community action agencies to provide low-cost, high-impact home modifications to help older adults stay at home.



While times were tough during the Great Recession, we knew they were even tougher for low-income Mainers, people with special needs, and older adults. Never for a second did we consider giving up on the communities that needed us most.

It's this tenacious devotion to our mission, our state, and our people, that helped us through our early years as an unproven organization in the '70s. That saw us overcome the cuts to Section 8 in the '80s. That helped us stay focused during the boom years of the '90s. Today, our goal is exactly the same as it was 50 years ago – to help as many Mainers as possible find their way home.



## There's No Place Like The Motherhouse

We believe Mainers deserve more than just a roof over their heads. They deserve to live somewhere special. In October 2018, this vision became reality in a major way, when renovations were finished on one of the most stunning historic buildings in Portland. The Motherhouse boasts the original stairways, stained glass windows, and iconic dome of the former home of the Sisters of Mercy. Today, with the help of MaineHousing, it provides 66 units of affordable housing for Mainers 55 and over. Each apartment is unique, and the 163-year-old architecture has become the backdrop for a dedicated, thriving community.

5,469

Homes weatherized using funding from the American Recovery and Reinvestment Act



# Developing Tomorrow's Leaders

In 2017, MaineHousing began a concerted effort to invest in a professional development strategy, hiring our first Learning and Development Coordinator and creating the Leadership Development Program – a 10-month track that focuses on increasing leadership in MaineHousing's current and future leaders. Twelve MaineHousing staff members were selected for the inaugural class, and six were promoted to leadership positions within the year.



In down payment and closing cost assistance offered via our First Home Advantage Program

"As we look back on our first 50 years, we are honored to continue the work of changing Mainers' lives every day. We are grateful for the lessons we've learned from those who persevered and grew a small agency into the flourishing organization it is today, and are eager to continue to meet Maine's affordable housing challenges head-on. Thank you to those who made MaineHousing possible – and to those who have contributed to our work and success. Our mission, values, staff, and steadfast commitment to serving Mainers have gotten us this far – and will take us well into the next 50 years as leaders in this work."







# Acknowledgements

This book would not be possible without the generous natures and sharp memories of the following MaineHousing employees and partners, past and present:

Tom Allen, Dan Brennan, Tom Cary, Bob Conroy,
Vicky Dute, John Gallagher, Laurie Glidden,
Bill Glover, Don Guild, Denise Lord, Don McGilvery,
Mike Myatt, Frank O'Hara, Bill Olsen, Jason Parent,
Tina Partridge, Linnea Rogers, Dan Simpson,
Jane Sturk, Bea Tondreau, Dana Totman,
Danny Towle, Linda Uhl, and Paula Weber.

Special thanks to Peter Merrill, for his passion in seeing this project through.



## 50 Years of MaineHousing

A look back at big ideas, fearless leaders, and our perpetual mission to help Mainers find their way home.

Governor Ken Curtis and the Maine Legislatu create the Mair State Housing Authority.









appointed director



199 units for low- to moderate-

completed.



income families and



MaineHousing establishes rigorous energy conservation standards for newly constructed or substantially rehabilitated apartment units.

older adults are



Elizabeth Mitchell appointed director

Federal Low-Income Housing Tax Credit created with significant input from MaineHousing.

Maine's HOME (Housing Opportunities for Maine) Fund receives dedicated and permanent funding allocation through the Real Estate Transfer Tax.



Housing Associations (NCSHA) recognizes MaineHousing's **Environmental Access Grants** and Loans (EAGL) Program as the best state housing finance agency program in the country





for assisting people with special needs.







Dwight Sewell

appointed

MaineHousing uses

The Underground Oil

Tank Removal Program

remove 500 oil tanks.



the new Housing Opportunity Zone Program to upgrade housing in inner-city neighborhoods.



MaineHousing's New Lease Program is selected by NCSHA as the nation's most outstanding program for developing affordable housing.





Michael Finnegan appointed director MaineHousing

MaineHousing receives a \$3.1 million grant

from HUD for the

Continuum of Care

Homeless Assistance

work with and

test lead paint

hazards.

trains over 500 contractors to

# 2006

MaineHousing completes the first affordable housing property using Green Building Standards

## 2008

The HOPE (Home Ownership Protection for unEmployment) Program helps 71 families and has a 90% success rate in avoiding foreclosure.



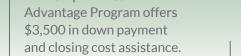
## 2011



A revamped First Home \$3,500 in down payment

MaineHousing is recognized by the NCSHA for the Home to Stay Program, pairing HCV rental assistance and housing navigation services to reduce homelessness.





older adults stay

housing bond and MaineHousing Community Aging in receives \$15 million Place grants fund public housing authorities and to help finance community action housing projects for older adults across agencies to provide low the state. cost, high-impact home modifications to help



Governor Janet Mills

signs voter-approved



Eben Ellwell appointed the first director of Maine State Housing Authority



housing project financed in part by MaineHousing, opens in Augusta.

# 1972

MaineHousing sold its first bonds for singleand multi-family loans.



Arch Alpha, the first low-income



MaineHousing breaks ground on the first newly constructed Section 8 project in the country - Strawberry Bluff in South Paris.



Sharon Lunner

appointed

director







Kathleen Boland appointed director



Governor John McKernan creates Maine Task Force on Affordable Housing



1987



MaineHousing wins national awards from NCSHA for having the best two rental housing programs of any state housing finance agency in the country.

# 1991

The Home Energy Assistance Program (HEAP) and Weatherization Program are transferred to MaineHousing.



MaineHousing launches its website, which

David Lakari

appointed

director

wins the Golden Arrow award for the best new website in Maine.

MaineHousing sells its 25,000th First Home Loan.

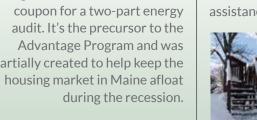


MaineHousing conducts its first comprehensive analysis of the State of Maine's Housing, declaring that affordable housing for older adults will be among the most critical needs over the next few decades.



Dale McCormick appointed director





## 2009

The American Recovery and Reinvestment Act pours millions of dollars into home energy and weatherization assistance for Mainers.



## 2012





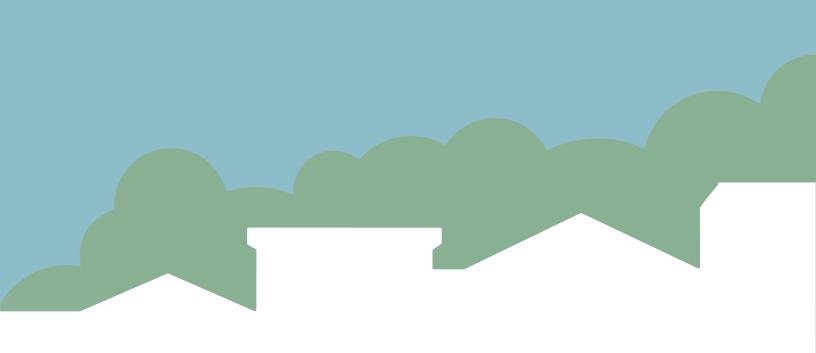
2016

re-energizes its HUD Family Self Sufficiency Program with the ReStart Program, helping people



appointed director







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mainehousing.org

