



Janet T. Mills  
GOVERNOR

STATE OF MAINE  
OFFICE OF THE GOVERNOR  
1 STATE HOUSE STATION  
AUGUSTA, MAINE  
04333-0001

March 31, 2020

The Honorable Donald Trump  
President of the United States  
The White House  
1500 Pennsylvania Avenue, N.W.  
Washington, D.C. 20500

Through: Captain W. Russ Webster, USCG (Ret.)  
Regional Administrator  
FEMA Region 1  
99 High Street  
Boston, Massachusetts 02110

**Re: Major Disaster Declaration for COVID-19**

Dear President Trump;

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (Stafford Act), and implemented by 44 CFR § 206.36, I request that you declare a Major Disaster for the State of Maine as a direct result of the overwhelming and adverse impacts from the Coronavirus Pandemic of 2019 (COVID-19) beginning January 20, 2020 and continuing. Specifically, I am requesting Public Assistance (PA) Category B, including direct federal assistance, and four supplemental assistance programs under the Individual Assistance (IA) Program: Disaster Unemployment Assistance (DUA), Crisis Counseling Program (CCP), Disaster Case Management (DCM) and Disaster Legal Services (DLS). Additionally, I am requesting the Individuals and Households Program Other Needs Categories of Child Care Assistance and Funeral Assistance. I am requesting these programs for all sixteen Maine counties. This pandemic has placed an enormous burden on communities across the State and its impacts continue to adversely affect individuals and families in the State of Maine.

United States Health and Human Services Secretary Alex M. Azar II declared a public health emergency for the United States on January 31, 2020, pursuant to Section 319 of the Public Health Service Act. The World Health Organization declared COVID-19 a global pandemic on March 11, 2020. A National Emergency was declared by President Trump on March 13, 2020, pursuant to Section 201 and Section 301 of the National Emergencies Act (50 U.S.C § 1621), as well as an Emergency Declaration for all states pursuant to Section 501(b) of the Stafford Act.



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As of March 31, 2020, the total number of residents that have tested positive in the State is 303. Cases have been confirmed in twelve Maine counties. As of March 31, Maine has lost five residents to COVID-19; 57 are currently hospitalized. To date, over 3,549 tests have been conducted in both state and private laboratories. The number of confirmed cases continues to rise exponentially daily, both because of increased testing and also as the spread of contagion increases.

Today I am also requesting federal authorization and funding to activate the Maine National Guard pursuant to 32 U.S.C. 502(f) to conduct operational missions to preserve life and property within the state in response to the Novel Coronavirus (COVID-19). On March 22, 2020, the President approved Major Disaster Declarations for New York, California and Washington, and provided additional Federal Support for the Governors' Use of the National Guard to Respond to COVID-19. I request inclusion of this additional authority for federal support to provide for the use the National Guard under the authority of 32 U.S.C. 502(f) with broad mission authority to respond to COVID-19 including the use of logistic, medical, transportation, security, rotary and fixed wing aviation, cyber, incident assessment and awareness, and engineering assets to support to civil authorities.

### **Implementation of the State Emergency Operations Plan and Actions Taken by the State**

On March 2, 2020 I convened a Coronavirus Response Team charged with coordinating State government's response across departments and local agencies and health authorities to the potential spread of COVID-19. The response team is led by Maine Center for Disease Control and Prevention.

The unusual severity and magnitude of this event has required the state to take unprecedented measures to save lives, protect public health and safety and to lessen the spread of COVID-19. In accordance with 44 C.F.R. §206.36 and in order to mitigate the spread of COVID-19, I took appropriate action under state law. I directed the execution of the State Emergency Operations Plan in accordance with Section 401 of the Stafford Act and the activation of the State Emergency Operations Center, beginning on March 16, 2020.

On March 15, 2020, I proclaimed a Civil State of Emergency throughout the State pursuant to 37-B M.R.S. §703 (2), §742 (1)(A) and 37-B M.R.S. Ch. 13, subchapter II and 22 M.R.S. §801 (4-A) and §802 (2-A). Following this proclamation, additional measures have been taken to protect public health and safety, to include:

- Proclamation Declaring Abnormal Market Disruption Emergency - March 17th
- Executive Order 14: An Order to Protect Public Health - 3/18/2020
- Executive Order 15: An Order Regarding School Readiness - 3/19/2020
- Executive Order 16: An Order Suspending Provisions of Certain Health Care Professional Licensing Statutes and Rules in Order to Facilitate the Treatment and Containment of Covid-19 - 3/20/2020
- Executive Order 17: An Order Regarding Certain Laws Enforced by IFW - 3/20/2020

- Executive Order 18: An Order Extending Compliance Dates Under Certain Motor Vehicle Laws - 3/23/2020
- Executive Order 19: An Order Regarding Essential Businesses and Operations - 3/24/2020
- Executive Order 20: An Order Modifying Requirements Applicable to Family Child Care Providers in Order to Facilitate Employment of Persons Needed for the Treatment and Containment Of COVID-19 - 3/24/2020
- Executive Order 21: An Order Regarding Certain Elver Fishing Laws - 3/25/2020
- Executive Order 22: An Order Increasing Flexibility in Scheduling Physical Exams for Children Ordered into the Custody of DHHS for Their Protection and Containment Of COVID-19 - 3/26/2020
- Executive Order 23: An Order Suspending Provisions of the Maine Pharmacy Act and Related Rules in Order to Facilitate the Continuation of Out-of-State Clinical Trials of Investigational Drugs During the Covid-19 Pandemic - 3/26/2020
- Executive Order 24: An Order Regarding Recycling and Solid Waste Facility Operating Hours Enforced by the Department of Environmental Protection - 3/26/2020
- Executive Order 25: An Order Regarding the Maine Quality Centers Program - 3/27/2020
- Executive Order 26: An Order Regarding Certain Watercraft Laws Enforced by the Department of Inland Fish & Wildlife - 3/27/2020

Additional Executive Orders follow daily in an effort to reduce the spread of COVID-19 by, among other actions, instituting aggressive social distancing measures, closing schools and non-essential businesses, and waiving and modifying laws, regulations and policies to enable rapid and nimble medical and operational response.

### **State and Local Impacts**

The following information is furnished on the nature and amount of state and local government resources that have been, or will be used, to alleviate conditions of COVID-19.

The continuing and exponential spread of the virus has led to extensive closures of schools and cancellations of a tremendous number of public events and conferences, increasingly impacting state and local economies and placing a considerable burden on state and local public health workers, emergency responders, and government officials.

The small business community in our state has suffered substantial economic losses as a result of the COVID-19 pandemic. With major employers closing their doors or encouraging employees to work from home, small business, hospitality, and entertainment commerce has dropped precipitously across the state. Many small businesses do not have sufficient capital to withstand closures lasting multiple weeks, forcing them to take drastic measures including temporary lay-offs to stay afloat.

The United States Small Business Administration (SBA) declared an Economic Injury Disaster in Maine on March 13, 2020, which will cover all sixteen counties in the state. The full economic impact to our state, though not yet fully realized, will require substantial financial assistance from the federal government for years to come.

**Individual Assistance Declaration Factors**

44 C.F.R. 206.48(b) establishes six factors for individual assistance requests. These include:

**State Fiscal Capacity and Resource Availability**

According to State and Federal Treasury reporting the State of Maine has total taxable resources of \$66.9 billion (US Treasury, 2016) and a gross domestic product of 56.69 billion U.S. dollars (current-dollar GDP, BEA 2018).

**Uninsured Home and Personal Property Losses**

COVID-19 will not damage homes and property as in a natural disaster, but temporary housing and medical surge sites are going to be required to maintain isolation for high-risk individuals.

**Disaster Impacted Population Profile**

According to the Small Area Income and Poverty Estimates (SAIPE) Program, 11.6% of Maine residents live below the poverty level. The table below provides additional demographic information for the State.

	Average of Persons below Poverty Level <sup>1</sup>	Median Household Income	Percentage of Elderly (65 and older) <sup>2</sup>	Percent Disabled <sup>3</sup>	Pre-Disaster Unemployment Rates
National Average	13.1	60,293	15.2	12.6	3.6
State Average	11.6	56,277	20.6	11.8	3.2

**Impact to Community Infrastructure**

The impact to the community infrastructure, to the entire fabric of the community, includes the following:

- Closure of schools requiring additional childcare and student meal solutions for students;
- Social distancing, isolation and quarantine measures directly impacting the community networks, including schools, churches, etc.;

<sup>1</sup> 2018 Poverty and Median Household Income Estimates, Small Area Income and Poverty Estimates (SAIPE) Program

<sup>2</sup> U.S. Census Bureau, 2018: ACS 5-year Estimates, percent 65 years and over

<sup>3</sup> Local Area Unemployment Statistics (LAUS) program, February 2020

- Isolation and self-quarantine measures impact the supply chain, including food and medical supplies;
- Restaurants, bars, clubs, malls, libraries, hair salons, barbershops, gyms, and myriad other places of entertainment, refreshment and are all closed;
- Fear and anxiety over the spread of COVID-19 will require additional resources for crisis counseling.

The impact the COVID-19 outbreak will have on school systems and students across the state is immeasurable. Prolonged school closings will create additional challenges for students including those with special needs and economically-disadvantaged students. The absence of school services during and following this public health emergency is likely to have significant and long-lasting impacts on all students. As a state, we are pulling together to address these issues.

Additionally, mandatory closures and social distancing measures have interrupted the normal flow of support services upon which residents rely. Many of the support networks that exist in our communities, schools and churches have been suspended in a time of heightened anxiety and uncertainty. In the first three weeks of fielding questions about COVID-19, 211 Maine has received over 4,900 contacts (calls, emails, and texts) to specialists from individuals across the state. Common questions include: what I can do to protect myself, what should I do if I get sick, and do I need to be tested. But the individual needs for assistance are increasing. The SEOC is also collecting offers of donations related to Personal Protective Equipment. Volunteer management systems are being put into operation. We have established a Donations Coordination Team, comprised of state and non-governmental officials, to match needs with resources. But those needs are growing as exponentially as the illness.

The long-term impacts to this disaster include significant mental and behavioral health concerns. As senior centers, faith-based organizations, and other voluntary organizations close and cancel services, the local mental health need is expected to grow across the State. Many services provided by state and local governmental agencies have been forced to close due to concerns over public health and safety. Locations offering congregate nutrition meal site programs, behavioral health, and other services to individuals and families in communities across the state, including to very low-income and homeless individuals and families, have either been closed completely or reduced their services. COVID-19 has adversely affected our most at-risk populations and resulted in reduced operations or closures of libraries, adult day care centers, skilled nursing programs, client transition services, community choice guiding services, counseling and support groups, senior foot care centers, and many other governmental and non-governmental programs that are vital to supporting the well-being of individuals and families in our communities. The enormity of this disaster will require substantial supportive crisis counseling, education, development of coping skills, and a robust support system that the State of Maine is unable to adequately provide without federal assistance. In order to implement this program, the state will explore vendor relationships with in-state private not-for-profit organizations capable utilizing telephonic and/or video-chat technologies to

conduct one on one or group sessions designed to prevent the onset of diagnosable disorders. The goal of the program will be to help those in need to understand that they are experiencing common reactions to extraordinary occurrences as a result of COVID-19. The Maine Department of Health and Human Services will be the lead agency for this program and has previous experience in these areas. In order to provide additional support to residents, I am requesting the Crisis Counseling Program (CCP) to supplement our resources. I am requesting Disaster Legal Assistance to provide resources for residents that may require help with a variety of legal issues that may arise from COVID-19, including insurance claims for doctor, hospital or loss of life claims. Additionally, I am requesting Disaster Case Management to assist residents in connecting to resources.

### Casualties

As of March 31, the total number of residents that have tested positive in Maine is 303. To date, five residents have died as a result of COVID-19, another 57 are hospitalized. More cases will be identified as testing increases and the virus spreads across the state.

### Disaster Related Unemployment

On March 24, I signed Executive Order 19: An Order Regarding Essential Businesses and Operations, directing all non-essential businesses and operations to cease activities at sites that are public facing and thereby allow customer, vendor or other in-person contact; or are at sites that require more than 10 workers to convene in space where social distancing is not possible. For purposes of this order, essential businesses and operations are those identified by the United States Department of Homeland Security, Cybersecurity and Infrastructure Security Agency, Memorandum on Identification of Essential Critical Infrastructure Workers During COVID-19 Response, dated March 19, 2020. This Executive Order also extends the duration of Executive Order 14, restricting certain gatherings of more than 10 people and closure of certain services by restaurants and bars. The Department of Economic and Community Development is designated as the lead agency for addressing questions regarding the interpretation and application of this Order.

The effect of COVID-19 on our residents, business and non-profit communities is unprecedented. Due to the mandatory closures of schools and non-essential businesses, unemployment rates have surged in recent weeks. This trend is expected to continue as additional non-essential businesses close, requiring the need for federal Disaster Unemployment Assistance under Section 410 of the Stafford Act. In order to support our business community, I requested a Small Business Administration Declaration (SBA), under the provisions of Title 13 C.F.R. Part 123.3, on March 13, 2020. SBA approved my request and released the Economic Injury Disaster Loan (EIDL) Program in all sixteen Maine counties. The state Department of Economic and Community Development continues to develop and offer programs to assist businesses, particularly small businesses that are suffering from the closure of their doors.

A secondary impact of business closures is continuing daycare costs. The majority of daycare center and provider contracts utilized in the state include a provision requiring regular payment when the center/provider is closed or if the family opts not to bring their

children into the center. Families employed by non-essential businesses and non-profits across the state are not only unable to work to support their families, but they must continue to pay their childcare provider. Additionally, members of our first responder and health care community have additional childcare needs due to their extended hours during COVID-19 response. Again, we have received some donations to keep day care facilities open, particularly for the children of our first responders and healthcare workers. But there are many other families facing child care challenges. I am requesting the Child Care Assistance program to assist families with these standard child care services fees and additional child care costs.

### **Recent Disasters**

The State of Maine has managed Public Assistance and the Hazard Mitigation Grant Program for several disasters over the past ten years; Maine has not received a declaration for Individual Assistance since 2008.

- Maine Severe Storm and Flooding (DR-4367)  
Incident period: March 02, 2018 to March 08, 2018  
Major Disaster Declaration declared on May 30, 2018  
Total Public Assistance Grants Dollars Obligated: \$4,076,792.82
- Maine Severe Storm and Flooding (DR-4354)  
Incident period: October 29, 2017 to November 01, 2017  
Major Disaster Declaration declared on January 02, 2018  
Total Public Assistance Grants Dollars Obligated: \$7,971,674.48
- Maine Severe Winter Storm, Snowstorm, and Flooding (DR-4208)  
Incident period: January 26, 2015 to January 28, 2015  
Major Disaster Declaration declared on March 12, 2015  
Total Public Assistance Grants Dollars Obligated: \$2,643,562.21
- Maine Winter Storm, Snow Storm, Flooding (DR-4108)  
Incident period: February 08, 2013 to February 09, 2013  
Major Disaster Declaration declared on March 25, 2013  
Total Public Assistance Grants Dollars Obligated: \$3,114,956.97
- Maine Tropical Storm Irene (DR-4032)  
Incident period: August 27, 2011 to August 29, 2011  
Major Disaster Declaration declared on September 13, 2011  
Total Public Assistance Grants Dollars Obligated: \$1,995,886.96
- Maine Severe Storms and Flooding (DR-1953)  
Incident period: December 12, 2010 to December 19, 2010  
Major Disaster Declaration declared on February 01, 2011  
Total Public Assistance Grants Dollars Obligated: \$1,600,455.83

**Summary**

In summary, I am requesting a major disaster declaration for all sixteen Maine counties, based on the impact of COVID-19, to include: Public Assistance (PA), Category B, and three supplemental assistance programs under the Individual Assistance (IA) Program: Disaster Unemployment Assistance (DUA), Crisis Counseling Program (CCP), and Disaster Legal Services (DLS). Additionally, I am requesting the Individuals and Households Program including the Other Needs Category of Child Care Assistance, and Funeral Assistance.

I have determined that COVID-19 will be of such severity that effective recovery is beyond the capabilities of state and local governments and supplemental federal assistance is necessary.

I certify that for this major disaster, the state and local governments will assume all applicable non-federal shares of costs required by the Stafford Act.

I have designated Peter Rogers, Director, Maine Emergency Management Agency, as the State Coordinating Officer for this request. He will work with FEMA and may provide further information or justification on my behalf.

Thank you for your continuing support of the state of Maine and our citizens.

Sincerely,



Janet T. Mills  
Governor

Enclosures

Estimated Assistance from Other Federal Agency Programs (Enclosure C)

OMB No. 1660-0009/FEMA Form 010-0-13

**ENCLOSURE C TO MAJOR DISASTER REQUEST**

Estimated Assistance from Other Federal Agency Programs

County/ Tribal Area	SBA Home Loans	SBA Business Loans	FSA Loans	NRCS	FHWA	USACE	BIA	OTHER
<b><i>Statewide</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>
<b>Totals</b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>	<b><i>TBD</i></b>