



国家灾后恢复框架

National Disaster Recovery Framework

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文内关键名词的统一翻译对照声明:

- 缩略名词
 - DHS Department of Homeland Security 国土安全部
 - FEMA Federal Emergency Management Agency 联邦紧急措施署
 - NDRF National Disaster Recovery Framework 国家灾后恢复框架
 - SNRA Strategic National Risk Assessment 国家战略风险评估
 - LDRM Local Disaster Recovery Manager 地方灾后恢复长官
 - FDRC Federal Disaster Recovery Coordinator 联邦灾后恢复协调员
 - TDRC、SDRC Tribal, Territorial, and State Disaster Recovery Coordinators 部落\领土灾后协调员、州灾后恢复协调员
 - FCO Federal Coordinating Officer 联邦协调官
 - RSF Recovery Support Functions 恢复支撑职能
 - ESF Emergency Support Functions 应急支撑职能
 - FIOP Federal Interagency Operational Plan 联邦机构间行动计划
- 属性或功能名词
 - Resilient 韧性、复原力
 - Sustainable 可持续性
- 动作或行为名词
 - Prevention 预防
 - Mitigation 减灾
 - Response 响应
 - Protection 保护、防护
- 类别名词
 - Stakeholders 利益相关方

执行摘要 Executive Summary

国家灾后恢复框架（NDRF）为整个社区如何构建、维持和协调恢复能力的交付建立了一个通用平台和论坛。抗灾韧性和可持续的恢复不仅限于将社区的物理结构恢复到灾前状态。通过有效协调合作伙伴和资源，我们可以确保服务和支持的连续性，以满足遭受毁灭性灾难带来的社区成员在经济上、情感上或身体上受灾受困的需求。

The National Disaster Recovery Framework (NDRF) establishes a common platform and forum for how the whole community builds, sustains, and coordinates delivery of recovery capabilities. Resilient and sustainable recovery encompasses more than the restoration of a community's physical structures to pre-disaster conditions. Through effective coordination of partners and resources, we can ensure the continuity of services and support to meet the needs of affected community members who have experienced the hardships of financial, emotional, and/or physical impacts of devastating disasters.

NDRF 的主要价值在于它强调在灾难发生之前做好恢复准备。社会加快恢复过程的能力源自其在灾前准备方面做出的努力，包括协调整个社会的成员、降低风险、纳入连续性规划、明确资源、培养有效达成恢复过程的能力，以及通过协作、包容的规划过程。整个社会的协作为将减缓灾害、适应性和可持续性整合进社会的短期和长期恢复目标中提供了机会。

The primary value of the NDRF is its emphasis on preparing for recovery in advance of disaster. The ability of a community to accelerate the recovery process begins with its efforts in pre-disaster preparedness, including coordinating with whole community partners, mitigating risks, incorporating continuity planning, identifying resources, and developing capacity to effectively manage the recovery process, and through collaborative and inclusive planning processes. Collaboration across the whole community provides an opportunity to integrate mitigation, resilience, and sustainability into the community's short- and long-term recovery goals.

本框架始终有效，其内容随时可以实施执行。本框架中描述的结构、角色和职责可以在威胁或危险发生的情况下，在重大事故发生前或发生后部分或全部执行。NDRF 选择性的执行允许可量化和有意识地提供特定资源和能力，并为每一事件提供适当的协调。基于丰富的目标、循证知识以及社会经验，该框架旨在提高整个社会对灾后恢复能力的认知。

This Framework is always in effect, and elements can be implemented at any time. The structures, roles, and responsibilities described in this Framework can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or following an incident. Selective implementation of the NDRF allows for a scalable and deliberate delivery of specific resources and capabilities and a level of coordination appropriate for each incident. Building on a wealth of objective and evidence-based knowledge and community experience, this Framework seeks to increase awareness of recovery capabilities across the whole community.

自 NDRF 于 2011 年首次发布以来，其指导原则和核心恢复能力是对所有读者都极具意义

的关键要素。NDRF 以 8 项原则为指导，这些原则在付诸实施时，将会最大化成功恢复的机会。这些指导原则提醒我们共同努力以满足幸存者的需求和建设恢复力的重要性：

Key elements of the NDRF since it was first published in 2011 that are significant for all readers are the guiding principles and the Recovery core capabilities. The NDRF is guided by eight principles that when put into practice, maximize the opportunity for achieving recovery success. The guiding principles remind us of the importance of how we work together to support survivor needs and build resilience:

- 赋权于个人和家庭 Individual and Family Empowerment
- 领导力与地方主导 Leadership and Local Primacy
- 灾前恢复规划预案 Pre-Disaster Recovery Planning
- 参与性与包容性 Engaged Partnerships and Inclusiveness
- 形成恢复行动合力 Unity of Effort
- 及时性和灵活性 Timeliness and Flexibility
- 韧性与可持续性 Resilience and Sustainability
- 心理与情感康复 Psychological and Emotional Recovery

本版 NDRF 强调并进一步定义了八项核心恢复能力——实现国家备灾目标中确定的备灾和恢复的关键功能。其中三项核心能力适用于所有五个领域：规划；公共信息发布和预警；行动协调。而其余五项核心能力是只针对恢复的：

This edition of the NDRF highlights and further defines the eight Recovery core capabilities—critical functions to enable preparedness and recovery—as identified in the National Preparedness Goal. Three core capabilities are common to all five mission areas: Planning; Public Information and Warning; and Operational Coordination. The remaining five are specific to recovery:

- 经济恢复 Economic Recovery
- 卫生和社会服务 Health and Social Services
- 住房 Housing
- 基础设施系统 Infrastructure Systems
- 自然和文化资源 Natural and Cultural Resources

NDRF 着重于确保国家在发生任何事故后都能实现恢复，无论事故的规模和大小，并考虑全方位的威胁和危害，包括自然的，技术的或意外的以及对立的或人为的。NDRF 有助于确保整个社会能够协调恢复工作，以满足他们的特定需求、能力、人口特征和治理结构。它鼓励一种包容性的恢复过程，将传统的和非传统的整个社会成员都参与进来，并提供一种战略性、全国性的方法来领导、管理和协调恢复工作，同时提高我们社会的恢复能力。

The NDRF focuses on ensuring that the Nation will be able to achieve recovery following any incident regardless of size or scale, and considers the full spectrum of threats and hazards, including

natural, technological/accidental, and adversarial/human-caused. The NDRF helps ensure that all communities can coordinate recovery efforts to address their unique needs, capabilities, demographics, and governing structures. It encourages an inclusive recovery process, engaging traditional and nontraditional whole community partners, and provides a strategic and national approach to lead, manage, and coordinate recovery efforts while increasing the resilience of our communities.

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框架介绍 Introduction

国家备灾系统概述了整个社会为推进备灾活动和实现国家防备目标的有组织的过程。国家备灾系统整合了五个备灾领域的工作，即预防、保护、缓解、应对和恢复，以实现建立一个安全和有恢复力的国家的目标。国家灾后恢复框架（NDRF）是国家备灾系统的一部分，概述了整个社会¹如何综合其他领域构建、维持和协调国家备灾目标中确定的核心恢复能力的战略和原则。NDRF 的第二版反映了从现实世界的事件和国家备灾系统的实施中获得的见解和教训。

The National Preparedness System outlines an organized process for the whole community to move forward with their preparedness activities and achieve the National Preparedness Goal. The National Preparedness System integrates efforts across five preparedness mission areas—Prevention, Protection, Mitigation, Response, and Recovery—in order to achieve the goal of a secure and resilient Nation. The National Disaster Recovery Framework (NDRF), part of the National Preparedness System, outlines the strategy and doctrine for how the whole community builds, sustains, and coordinates delivery of Recovery core capabilities identified in the National Preparedness Goal in an integrated manner with the other mission areas. This second edition of the NDRF reflects the insights and lessons learned from real-world incidents and the implementation of the National Preparedness System.

预防：避免、防止或停止一次威胁或实际发生的恐怖主义行为所必需的能力。在国家备灾领域中，“预防”一词指的是预防迫在眉睫的威胁。

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Within national preparedness, the term “prevention” refers to preventing imminent threats.

保护：保护国土免受恐怖主义行为以及人为或自然灾害的必要能力。

Protection: The capabilities necessary to secure the homeland against acts of terrorism and man-made or natural disasters.

减灾：通过减轻灾害影响来减少生命和财产损失的必要能力。

Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

响应：事故发生后拯救生命、保护财产和环境以及满足人类基本需求所需的能力。

Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

恢复：帮助受事故影响的社会有效恢复所需的能力。

Recovery: The capabilities necessary to assist communities affected by an incident to recover effectively.

¹ 整个社区包括个人和社区、私营和非营利部门、基于信仰的组织以及各级政府（地方、地区/大都市、州、部落、领土、岛屿地区和联邦）。整个社区在国家备灾目标中被定义为“在各级参与的同时，重点使来自私营和非营利部门的更广泛的参与者（包括非政府组织和公众）参与国家备灾活动”，以促进更好的协调和工作关系。The whole community includes individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, state, tribal, territorial, insular area, and Federal). Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of all levels of government in order to foster better coordination and working relationships.”

框架的目的与结构 Framework Purpose and Organization

NDRF 作为国家条令规定的组成部分，描述了全社会在任何大小或规模的事故发生后更有效地管理和实现恢复所必需的原则、过程和能力。该框架定义了包括应急管理人员、社会发展专家、恢复从业者、政府机构、私营部门、非政府组织（NGO）领导人和公众的整个社会将怎样进行合作和协调，以更有效地利用现有资源，促进恢复能力，并支持那些受事故影响者的恢复。国家备灾目标将恢复力定义为“适应不断变化的情况、抵御突发事件造成的破坏并迅速恢复的能力”

As a component of national doctrine, the NDRF describes principles, processes, and capabilities essential for all communities to more effectively manage and enable recovery following an incident of any size or scale. This Framework defines how the whole community, including emergency managers, community development professionals, recovery practitioners, government agencies, private sector, nongovernmental organization (NGO) leaders, and the public, will collaborate and coordinate to more effectively utilize existing resources to promote resilience and support the recovery of those affected by an incident. The National Preparedness Goal defines resilience as “the ability to adapt to changing conditions and withstand and rapidly recover from disruption due to emergencies.

NDRF 提出了这样一个概念，即恢复不仅仅是修复受损结构。它还包括继续或恢复对支持受影响社区成员的身体、情感和财务福祉至关重要的服务。恢复包括恢复和加强对社区自身的经济稳定、活力和长期可持续性至关重要的关键系统和资源资产。这些包括健康（包括行为健康）和人类服务能力和网络，公共和私人残疾支持和服务系统，教育系统，社区社会网络，自然和文化资源，负担得起的和可获得的住房，基础设施系统，以及地方和区域经济驱动力。这些恢复要素共同有助于重建有韧性的社区，这些社区拥有满足未来需求所需的物质、社会、文化、经济和自然基础设施。

The NDRF advances the concept that recovery extends beyond simply repairing damaged structures. It also includes the continuation or restoration of services critical to supporting the physical, emotional, and financial well-being of impacted community members. Recovery includes the restoration and strengthening of key systems and resource assets that are critical to the economic stability, vitality, and long-term sustainability of the communities themselves. These include health (including behavioral health) and human services capabilities and networks, public and private disability support and service systems, educational systems, community social networks, natural and cultural resources, affordable and accessible housing, infrastructure systems, and local and regional economic drivers. Together, these elements of recovery contribute to rebuilding resilient communities equipped with the physical, social, cultural, economic, and natural infrastructure required to meet future needs.

该框架建立了可扩展的、灵活的、适应性强的协调平台，以协调整个社会的关键职能和责任，并描述了一个社会充分参与并考虑其所有成员需求的过程。该过程的一个关键要素是，社会在发展恢复现实的、计划好的，沟通明确的优先事项和活动中发挥领导作用。社会加快恢复

过程的能力源自其做准备工作时的付出,包括协调整个社会成员、降低风险、纳入连续性规划、确定资源、发展有效实现恢复的能力,以及通过协作和包容性的规划过程。这些努力创造了一个更具恢复力的社会,提高了抵御灾难、应对灾难和从灾难中恢复的能力。

This Framework establishes scalable, flexible, and adaptable coordinating platforms that align key roles and responsibilities across the whole community and depicts a process in which a community fully engages and considers the needs of all its members. A key element of the process is that the community assumes leadership in developing recovery priorities and activities that are realistic, well-planned, and clearly communicated. The ability of a community to accelerate the recovery process begins with its efforts in preparedness, to include coordinating whole community partners, mitigating risks, incorporating continuity planning, identifying resources, and developing capacity to effectively manage recovery, and through collaborative and inclusive planning processes. These efforts result in a more resilient community with an improved ability to withstand, respond to, and recover from disasters.

该框架通过以下方式恢复领导者和利益相关者提供指导:

This Framework provides guidance to recovery leaders and stakeholders by:

- 确定实现成功恢复的指导原则;
- 概述灾前和灾后恢复利益相关者的角色和责任,并推荐各级政府的领导角色;
- 描述整个社区将如何构建、维持和协调恢复核心能力的实现;
- 解释恢复与其他任务领域(预防、保护、减灾和响应)之间的关系;
- 促进包容性和公平性的协调、规划和信息共享过程;
- 鼓励整个社区利用各种机会提高抗灾能力,并在灾前和灾后包含气候适应和缓解措施,如连续性规划、土地使用和环境条例;
- 确定可扩展的和适应性强的组织以协调恢复;
- 描述灾前和灾后恢复规划的关键因素、活动和考虑事项;
- 确保恢复资源来自广泛的全部社会成员,包括个人和志愿者、非营利组织、慈善组织、私营部门以及政府机构和组织。
- Identifying guiding principles for achieving successful recovery;
- Outlining pre- and post-disaster roles and responsibilities for recovery stakeholders and recommending leadership roles across all levels of government;
- Describing how the whole community will build, sustain, and coordinate the delivery of the Recovery core capabilities;
- Explaining the relationship between Recovery and the other mission areas (Prevention, Protection, Mitigation, and Response);
- Promoting inclusive and equitable coordination, planning, and information sharing processes;

- Encouraging the whole community to leverage opportunities to increase resilience and incorporate climate adaptation and mitigation measures pre- and post-disaster, such as continuity planning and land use and environmental regulations;
- Identifying scalable and adaptable organizations for coordinating recovery;
- Describing key factors, activities, and considerations for pre- and post-disaster recovery planning; and
- Ensuring recovery resources are sourced from a wide range of whole community partners, including individuals and voluntary, nonprofit, philanthropic, and private sector and governmental agencies and organizations.

无论发生的灾难大小或规模如何,受影响的社会都将有恢复需求,需要获取资源,因此需要一个有效的管理和协调过程。作为国家原则,NDRF 始终有效且其原则应在灾前和灾后都实施。大多数事件由地方、地区/大都会、州、部落、地区或岛屿的地方政府管理,无需联邦政府的协助。本框架中所概述的指导原则与整个社会的职能、责任、资源和协调机制对没有获得额外援助的事件同样有效。此框架强调了恢复资源的类型例如决策、技术援助、专业知识、劳动力、设备,协调、资金运转机制;和整个社会的成员,包括保险公司、志愿者、信仰者、非营利机构和慈善组织等非政府组织,以及政府部门和机构。

Following any incident, regardless of size or scale, affected communities will have recovery needs and require access to resources that necessitate an effective management and coordination process. As national doctrine, the NDRF is always in effect and principles should be implemented pre- and post-disaster. The majority of incidents are managed by local, regional/metropolitan, state, tribal, territorial, and insular area governments without assistance from the Federal Government. The guiding principles and whole community roles, responsibilities, resources, and coordination mechanisms outlined in this Framework are equally valid for incidents that do not receive additional assistance. This Framework highlights types of recovery resources such as information for decision making, technical assistance, subject matter expertise, labor, and equipment, as well as coordination and funding mechanisms; and the whole community partners from which they are sourced, to include insurance companies, NGOs such as voluntary, faith-based, nonprofit, and philanthropic organizations, and government departments and agencies.

本框架无意改变或阻碍任何地方、地区/大都市、州、部落、领地、岛屿地区或联邦政府部门或机构执行其权力或遵守适用的法律、行政命令和指令。相反,它要求整个社会协调或整合各个独立部门的职能和任务。由于 NDRF 适用于所有事件,其结构和程序同样适用于联邦政府根据《Robert T. Stafford 救灾和紧急援助法》(Stafford 法案)协调对地方、地区/大都市、州、部落、领地和岛屿地区政府的支持的事件以及联邦部门和机构在斯塔福德法案之外行使其他权力和责任的事件。例如,在 2010 年深水地平线漏油事件之后,联邦政府根据《石油污染法》进行了应对和支持。《国土安全法》、《小企业法》、《农业法案》和《公共卫生服务法》等其他法规授权联邦政府对某些类型的事件提供实质性援助。联邦政府恢复支持的直接费用将继续由各机构使用为此目的的拨款承担,但根据《Stafford 法案》或法律规定授权报销的费用除外。当恢复需求持续很长一段时间时,可以利用稳态计划来支持恢复工作。

This Framework is not intended to alter or impede the ability of any local, regional/metropolitan, state, tribal, territorial, insular area, or Federal government department or agency to carry out its authorities or to comply with applicable laws, executive orders, and directives. Instead, it requires the whole community to coordinate or integrate individual authorities and missions. As the NDRF applies to all incidents, its structures and procedures apply equally to incidents where Federal support to local, regional/metropolitan, state, tribal, territorial, and insular area governments is coordinated under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) and to incidents where Federal departments and agencies exercise other authorities and responsibilities outside the Stafford Act. After the 2010 Deepwater Horizon oil spill, for example, Federal response and support was managed pursuant to the Oil Pollution Act. Other statutes such as the Homeland Security Act, Small Business Act, the Farm Bill, and the Public Health Service Act authorize substantive Federal assistance in response to certain types of incidents. The costs of direct Federal recovery support will continue to be borne by agencies using appropriations made for such purposes, except for those expenses authorized for reimbursement under the Stafford Act or as otherwise provided by law. When recovery requirements extend over long periods of time, steady state programs may be leveraged to support recovery efforts.

框架的演变过程 *Evolution of the NDRF*

2009 年, 代表地方、地区/大都市、州、部落、领地、岛屿地区和联邦政府以及来自全国各地的公共和私营部门组织的 600 多名灾后恢复利益相关者聚集在一起, 以帮助制定一个灾后恢复框架。通过国家相关人员确定的领导、协调和灾前规划的指导原则与关键要素形成了 2011 出版的 NDRF 的第一版。核心原则和关键概念仍然具有相关性, 并继续指导各级政府灾前和灾后的恢复工作。许多地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府在制定灾前恢复计划时实施了这些原则, 并在一系列事件后纳入了示范性协调机制。²

In 2009, more than 600 recovery stakeholders representing local, regional/metropolitan, state, tribal, territorial, insular area and Federal governments, as well as public and private sector organizations from across the Nation, were brought together to help inform the development of a recovery framework. The guiding principles and key elements of leadership, coordination, and pre-disaster planning identified through the national stakeholder process formed the foundation of the first edition of the NDRF published in 2011. The core principles and key concepts remain relevant and continue to guide pre- and post-disaster recovery at all levels of government. Many local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments have implemented these principles in developing pre-disaster recovery plans and incorporated exemplary coordination mechanisms following a wide range of incidents.

本文件结合其他领域的国家规划框架, 阐述了预防、保护、减灾和响应等其他领域之间的

² 案例研究可在指导文件有效协调州、部落、地区和地方事件的恢复资源中找到, 网址为 <https://www.fema.gov/media-library/assets/documents/101940>. Case studies can be found in the guidance document Effective Coordination of Recovery Resources for State, Tribal, Territorial and Local Incidents at <https://www.fema.gov/media-library/assets/documents/101940>.

结合和相互关系。它结合了从现实事件和国家级演习中吸取的经验教训和最佳做法。³无论何种灾难威胁或危害，该框架都提供了一个战略性的国家视角，以实现全社会的协调、信息共享与恢复力增强。

In conjunction with the National Planning Frameworks for other mission areas, this document expands on the integration and interrelationships among the other mission areas of Prevention, Protection, Mitigation, and Response. It incorporates lessons learned and best practices from real-world incidents and national level exercises. This Framework provides a strategic national perspective to enable coordination, information sharing, and increased resilience across the whole community regardless of the threat or hazard.

框架目标阅读群体 *Intended Audience*

尽管 NDRF 旨在为整个社会提供指导，它特别关注参与提供和应用国家备灾目标中定义的核心恢复能力的人的需求。恢复从业者将获得有关核心恢复能力和关键恢复功能的指导，例如领导力、组织和协调结构、关键恢复人员、适用资源，以及包容性的大众参与和沟通战略。对于参与预防、保护、缓解和应对领域的相关人员，NDRF 确定了目标、原则、实践和领导、管理和指导灾难恢复的相关人员。对广大群众进行灾前和灾后恢复原则、流程和能力方面的教育将会提高抗灾能力，并进一步加强任务区域和整个社会的整合与协调。

Although the NDRF is intended to provide guidance for the whole community, it focuses especially on the needs of those who are involved in delivering and applying the Recovery core capabilities defined in the National Preparedness Goal. Recovery practitioners will find guidance on Recovery core capabilities and critical recovery functions such as leadership, organizational and coordination structures, key recovery partners, applicable resources, and inclusive public engagement and communication strategies. For stakeholders involved in Prevention, Protection, Mitigation, and Response mission areas, the NDRF identifies the objectives, principles, practices, and stakeholders that lead, manage, and guide disaster recovery. Educating a broad audience on pre - and post-disaster recovery principles, processes, and capabilities will increase resilience and further enhance integration and coordination across mission areas and the whole community.

成功的关键是让整个社会参与，而个人和社会的备灾准备是关键部分。通过提供获得和使用必要知识和技能的平等机会，该框架旨在使整个社会能够为国家备灾做出贡献并从中受益。这包括儿童⁴；老年人；残疾人和其他有需求的人⁵；来自不同宗教、种族和民族背景的人；英

³ 经验教训、创新实践、行动后报告、计划、模板、指南和其他材料可以在海军研究生院的国土安全数字图书馆找到 HSDL.org 和上 FEMA.gov. Lessons learned, innovative practices, after-action reports, plans, templates, guides, and other materials can be found on Naval Postgraduate School's Homeland Security Digital Library at HSDL.org and on FEMA.gov.

⁴ 儿童需要对本文档中包含的核心功能进行一套独特的考虑。作为任何综合规划工作的一部分，必须考虑他们的需求。Children require a unique set of considerations across the core capabilities contained within this document. Their needs must be taken into consideration as part of any integrated planning effort.

⁵ 有访问和功能需求的个人是指在功能区域发生事件之前、期间和之后可能有额外需求的人，包括但不限于：保持健康、独立、沟通、交通、支持、服务、自决和医疗关心。需要额外响应援助的个人可能包括残疾人；生活在制度化的环境中；是老年人；是儿童；来自不同的文化；英语水平有限或不会说英语；或者交通不便。Individuals having access and functional needs refers to persons who may have additional needs before, during and after an incident in functional areas, including but not limited to:

语水平有限的人；以及养了宠物和服务动物等动物的主人。直接让有不同需求或残疾的人参与规划过程可以增强国家的备灾准备工作。NDRF 提供了一个框架，在这个框架下，这些不同的个人和团体可以共同工作，协调资源，以支持受事故影响的人，因为成功的恢复需要整个社会的积极奉献。

Engaging the whole community is critical to success, and individual and community preparedness is a key component. By providing equal access to acquire and use the necessary knowledge and skills, this Framework seeks to enable the whole community to contribute to and benefit from national preparedness. This includes children; older adults; individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; people with limited English proficiency; and owners of animals including household pets and service animals. Directly engaging people with different kinds of needs or disabilities in the planning process enhances national preparedness efforts. The NDRF provides a framework under which these various individuals and groups can work together and coordinate resources to support those affected by an incident, because a successful recovery requires the active commitment of the whole community.

框架适用范围 Scope

灾后恢复任务范围包括重建灾区基础设施系统、提供所有幸存者所需的足量临时和长期住房、振兴卫生系统（包括行为健康）以及社区所需的各项服务，并促进经济发展，恢复自然和文化资源。恢复有效管理恢复始于灾前准备，并依赖于灾难发生时救灾支持和资源保障。

The Recovery mission area defines capabilities necessary for communities affected or threatened by any incident to rebuild infrastructure systems, provide adequate, accessible interim and long-term housing that meets the needs of all survivors, revitalize health systems (including behavioral health) and social and community services, promote economic development, and restore natural and cultural resources. The ability to manage recovery effectively begins with pre-disaster preparedness and requires support and resources focused on recovery at the immediate onset of an incident.

灾后恢复的连续过程 Recovery Continuum

灾后恢复过程最好描述为一系列相互依存且同时进行的的活动，这些活动逐步推动社区朝着计划中的恢复目标前进。社区在灾前和恢复过程早期做出的决定和确定的优先事项会对恢复的性质、速度和影响范围产生级联效应。图 1 描述了灾难恢复活动从发生前到之后长期内的互联系情况。

The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward its planned recovery outcomes. Decisions made and priorities set by a community pre-disaster and early in the recovery process have a cascading

maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. Individuals in need of additional response assistance may include those who have disabilities; live in institutionalized settings; are older adults; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged.

effect on the nature, speed, and inclusiveness of recovery. Figure 1 depicts the interconnectedness of recovery activities from pre-incident through the long term.

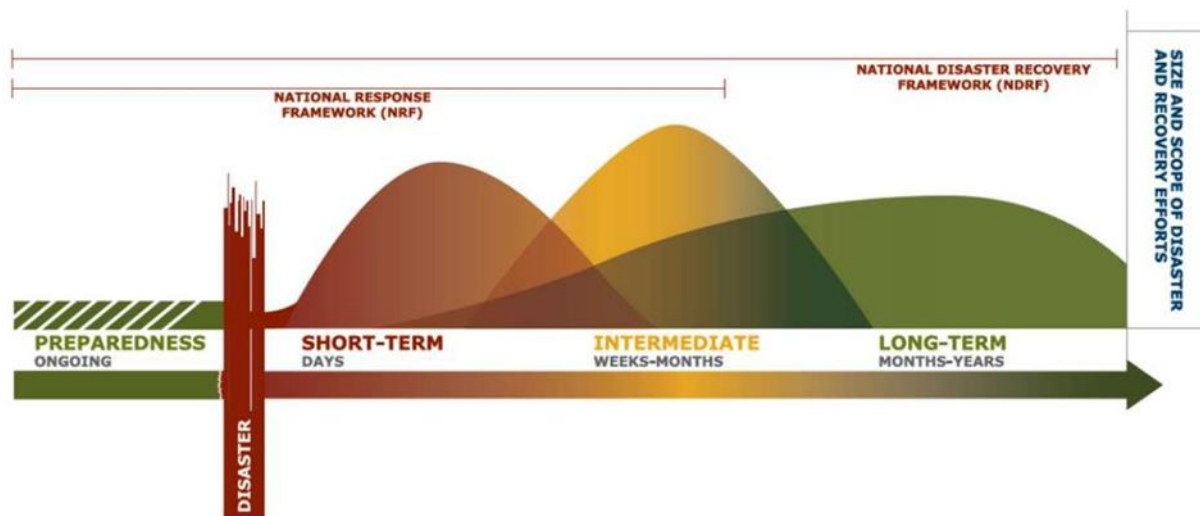


图 1 灾后恢复的连续过程 **Recovery Continuum**

灾后恢复的连续过程强调了这样一个现实：即对于面临重大和广泛灾难影响的社区而言，准备、响应和恢复不是也不能是独立的和线性的努力。灾难响应活动的要义在于给灾难恢复成效奠定有效的基础，但恢复计划应当在响应之前就开始。社区层面的灾后恢复规划是准备阶段的活动，其能加强连续性和响应性并加速恢复。灾后恢复的挑战在于确保不同工作和参与者之间进行充分和有效的协调，因为所有阶段的决策和结果都是相互关联的。

The Recovery Continuum highlights the reality that, for a community faced with significant and widespread disaster impacts, preparedness, response, and recovery are not and cannot be separate and sequential efforts. Laying an effective foundation for recovery outcomes is a key requirement of response activities, but planning for recovery begins before response. Community-level planning for recovery is a preparedness-phase activity that strengthens continuity and response and hastens recovery. The challenge is to ensure adequate and effective coordination between different efforts and players, as the decisions and outcomes for all phases are interconnected.

如果协调不好，企业的主管会由于毁坏的住房、道路、零售和基本的政府服务没有得到及时和充分地恢复重建，而决定直接搬迁而不是重建。通过让企业雇主参与灾前和灾后恢复计划工作并在事件发生后保持密切协调，可以避免这种结果。

An example is a major employer deciding to relocate rather than rebuild because it perceives that destroyed housing, roads, retail, and basic government services are not being restored and rebuilt timely and adequately. This outcome may have been avoided by including the employer in pre- and post-disaster recovery planning efforts and maintaining close coordination after the incident.

指导原则 **Guiding Principles**

以下内容详细介绍了指导 NDRF 下的恢复核心能力发展和支撑灾后恢复活动的八项原

则。当付诸实践时，这些原则可以最大限度地提高恢复成功的机会。

The following subsections detail eight principles that guide Recovery core capability development and recovery support activities under the NDRF. When put into practice, these principles maximize the opportunity for achieving recovery success.

赋权于个人和家庭 Individual and Family Empowerment

成功的恢复包括个人和家庭以维持其身体、情感、社会和经济福祉的方式从损失中恢复过来的能力，以及**全体社区**成员必须有平等的机会以有意义的方式参与社区恢复。恢复行动需要确保广泛的关爱，无论种族，颜色，种族，民族起源（包括英语水平），宗教，性别，性取向，性别认同，年龄或残疾。还必须注意识别和移除妨碍或排除残疾人的社会和体制障碍，以及历史上的社区中的其他人，以获得完整的平等的恢复方案、商品、服务、活动、设施、特别照顾和提供的住宿。所有人都是至关重要的，包括所有者和他们的动物（包括家庭宠物和服务和援助动物），都应当可以访问和使用持续的社区支持和资源的连续性，以解决持续的身体损失和心理和情感创伤经历。

Successful recovery includes the ability of individuals and families to rebound from their losses in a manner that sustains their physical, emotional, social, and economic well-being, and **all community** members must have equal opportunity to participate in community recovery efforts in a meaningful way. Care must be taken to assure that actions, both intentional and unintentional, do not exclude groups of people based on race, color, ethnicity, national origin (including limited English proficiency), religion, sex, sexual orientation, gender identity, age, or disability. Care must also be taken to identify and remove social and institutional barriers that hinder or preclude individuals with disabilities, and others in the community historically subjected to unequal treatment, from full and equal enjoyment of the programs, goods, services, activities, facilities, privileges, advantages, and accommodations provided. It is vital that all individuals, including owners and their animals (including household pets and service and assistance animals) are provided with the tools to access and use a continuum of community support and resources that addresses both the physical losses sustained and the psychological and emotional trauma experienced.

领导力与地方主导 Leadership and Local Primacy

成功的恢复需要通知和协调领导各级政府、社会各部门以及恢复过程的各阶段。我们承认地方、区域/大都市、州、部落、领土、岛屿地区和联邦政府对其社区的恢复负有主要责任，并

指导原则 Guiding Principles

1. 赋权于个人和家庭 Individual and Family Empowerment
2. 领导力与地方主导 Leadership and Local Primacy
3. 制定灾前救援预案 Pre-Disaster Recovery Planning
4. 参与性与包容性 Engaged Partnerships and Inclusiveness
5. 形成恢复行动合力 Unity of Effort
6. 及时性和灵活性 Timeliness and Flexibility
7. 韧性与可持续性 Resilience and Sustainability
8. 心理与情感康复 Psychological and Emotional Recovery

在规划和管理社区恢复的各个方面发挥主导作用。这是一个重要的基本原则，地方、区域/大都市、州、部落、领土、岛屿地区、联邦政府和其他应急管理人员不应忽视这一原则。地方、区域/大都市、州、部落、领土和岛屿地区采取行动支持他们的社区，评估他们的能力，并为不堪重负的地方政府提供支持手段。联邦政府是恢复的合作伙伴和促进者，准备在事件影响涉及联邦管辖权主要或影响国家安全的地区时迅速加强其作用。在承认地方、区域/大都市、州、部落、领土、岛屿地区政府的主要作用的同时，联邦政府需要准备在重大灾难或灾难性事件后提供支持。

Successful recovery requires informed and coordinated leadership throughout all levels of government, sectors of society, and phases of the recovery process. It recognizes that local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments have primary responsibility for the recovery of their communities and play the lead role in planning for and managing all aspects of community recovery. This is a basic, underlying principle that should not be overlooked by local, regional/metropolitan, state, tribal, territorial, insular area, and Federal, and other recovery and emergency managers. Local, regional/metropolitan, state, tribal, territorial, and insular areas act in support of their communities, evaluate their capabilities, and provide a means of support for overwhelmed local governments. The Federal Government is a partner and facilitator in recovery, prepared to quickly enhance its role when the incident impacts relate to areas where Federal jurisdiction is primary or affects national security. While acknowledging the primary role of local, regional/metropolitan, state, tribal, territorial, insular area governments, the Federal Government is prepared to provide support following a major disaster or catastrophic incident.

制定灾前救援预案 **Pre-Disaster Recovery Planning**

通过灾前恢复计划可以大大提高灾后恢复的速度和有效性，以及与之相关的韧性。灾前行动也可以减少恢复需求的规模和程度。所有利益相关者，包括响应和减灾等其他任务领域合作伙伴，都需要参与进来，以确保协调和全面规划⁶，并促进灾后协作和统一决策。讨论和合作也将促进成功恢复救援的共识。灾前恢复计划将帮助社区采取灾前和灾后行动，从而显著减少未来的灾害影响。通过关注可能的影响，灾前规划通过诸如鼓励抗灾建筑实践的规范等方式确定短期减灾的途径，并通过避免风险区域的重建土地使用计划确定长期缓解的途径。此外，所有参与的合作伙伴们将共同努力，建立和发展他们的集体能力，以领导、计划和管理提高整体恢复力。鼓励创新的灾前规划做法可以产生支持和维持减灾恢复工作的工具和资源。

The speed and effectiveness of recovery operations, and the resilience of outcomes associated with them, can be greatly improved through pre-disaster recovery planning. The scale and magnitude of recovery needs can also be reduced through pre-disaster actions. All stakeholders, including other mission area partners such as Response and Mitigation, need to be involved to ensure a coordinated and comprehensive planning process, and to develop relationships that increase post-disaster

⁶ 针对地方、州、部落和地区政府的具体恢复规划指南正在制定中，将发布于 <https://www.fema.gov> 网站。Recovery specific planning guidance for local, state, tribal, and territorial governments is under development. It will be posted on <https://www.fema.gov> when published.

collaboration and unified decision-making. Discussion and collaboration will also facilitate the development of a common definition of success. Pre-disaster recovery planning will help communities take pre- and post-disaster actions that significantly reduce future disaster impacts. By focusing on likely impacts, pre-disaster planning identifies avenues for near-term mitigation through means such as building codes that encourage disaster resilient building practices, and for long-term mitigation through reconstruction land use plans that avoid risk areas. In addition, all partners involved will work together to build and develop their collective capacity and capability to lead, plan, and manage their recovery and increase their overall resilience. Encouraging innovative pre-disaster planning practices can generate tools and resources that will support and sustain disaster mitigation and recovery efforts.

参与性与包容性 Engaged Partnerships and Inclusiveness

有效的参与性依赖于包容性的恢复管理和协调过程，以让整个社区的所有力量都参与进来。恢复工作领导者必须制定共同目标和调整能力来降低任何司法管辖区在危机时期不堪重负的风险，从而与整个社区进行沟通和参与。个人、社区、私营部门、非政府组织、部落政府和各级政府相互支持的能力是允许协调管理和规划的支撑。跨团体、部门和政府的参与和协作可以帮助受影响的社区评估当前和预期的恢复需求，并了解如何获取传统恢复计划之外的所有可用资源。⁷在整个恢复过程中，可访问且文化上适当的沟通和信息共享。

Effective partnerships rely on an inclusive recovery management and coordination process that engages all elements of the whole community. Those who lead recovery efforts must communicate and support engagement with the whole community by developing shared goals and aligning capabilities to reduce the risk of any jurisdiction being overwhelmed in times of crisis. Layered, mutually supporting capabilities of individuals, communities, the private sector, NGOs, tribal nations, and governments at all levels allow for coordinated management and planning. Partnerships and collaboration across groups, sectors, and governments can assist affected communities in evaluating current and anticipated recovery needs and understanding how to access all available resources beyond traditional recovery programs. Engaged partnership and coalition building includes ongoing clear, consistent, effective, accessible, and culturally appropriate communication and information sharing throughout recovery.

充分的参与性对于确保听到参与恢复的所有各方的所有声音并确保所有可用资源都摆在桌面上至关重要。这在社区层面尤为重要，私营和非营利部门的非政府合作伙伴在满足当地需求方面发挥着关键作用。恢复过程中的包容性包括残疾人和其他有访问和功能需求的人、儿童、老年人、服务不足的社区成员以及动物（包括家庭宠物和服务和辅助动物）饲养者。敬业的领导依赖于整个社区所有人的参与，并确保每个社区应急管理流程都包括所有委员会、项目和公共集会中的残疾人。让残疾人参与准备工作为他们参与响应、恢复和减灾工作奠定了基础。必

⁷ 与应急管理相关的信息、警告和通信必须确保可操作、可访问和有效的通信，例如美国（或其他）手语翻译、字幕、替代格式、计算机辅助实时翻译和其他服务。Information, warning, and communications associated with emergency management must ensure actionable, accessible, and effective communication, such as American (or other) Sign Language interpreters, captioning, alternative formats, computer assisted real-time translation, and other services.

须始终保持对社会和文化多样性的敏感性和尊重。必须保障平等机会和民权权利。

Engaged partnerships are vital for ensuring that all voices are heard from all parties involved in recovery and that all available resources are brought to the table. This is especially critical at the community level where nongovernmental partners in the private and nonprofit sectors play a critical role in meeting local needs. Inclusiveness in the recovery process includes individuals with disabilities and others with access and functional needs, advocates of children, older adults, members of underserved communities, and those with animals (including household pets and service and assistance animals). Engaged leadership relies on participation and involvement of all people in the whole community and ensures every community emergency management process includes people with disabilities across all committees, projects, and public gatherings. Involving people with disabilities in preparedness sets the stage and frame of mind to involve them in response, recovery, and mitigation. Sensitivity and respect for social and cultural diversity must be maintained at all times. Compliance with equal opportunity and civil rights laws must also be upheld.

形成恢复行动合力 Unity of Effort

社区定义的成功恢复需要统一协调的努力。恢复经验一致表明，加强协调工作是高效、有效和及时恢复的核心。任何事件后的协调将使恢复领导者能够更有效地确定需求和优先事项，重新分配现有资源，吸引传统和非传统的整个社区合作伙伴，并确定其他援助。由于大多数事件是在地方、区域/大都市、州、部落、领土或岛屿级别进行管理的，因此协调努力的结合至关重要。

Successful recovery, as defined by the community, requires a unified coordinated effort. Recovery experiences have consistently pointed to examples of increased coordination efforts as central to efficient, effective, and timely recovery. Coordination following any incident will allow recovery leaders to identify needs and priorities more effectively, reallocate existing resources, engage traditional and nontraditional whole community partners, and identify other assistance. Since most incidents are managed at the local, regional/metropolitan, state, tribal, territorial, or insular area level, the incorporation of a coordinated effort is critical. A unity of effort respects the authority and expertise of each participating organization while coordinating support of common recovery priorities and objectives built upon consensus and a transparent and inclusive planning process.

及时性和灵活性 Timeliness and Flexibility

成功的恢复在协调和有效开展恢复活动和提供援助方面体现了及时性和灵活性的价值。它还可以最大限度地减少延误和机会损失。该过程从战略上对恢复决策进行排序并促进跨任务领域的协调，解决潜在冲突，在所有利益相关者之间建立恢复过程的信心和所有权，并确保恢复计划、计划、政策和实践能够适应不可预见的、未满足的和不断变化的恢复需求。

Successful recovery upholds the values of timeliness and flexibility in coordinating and efficiently conducting recovery activities and delivering assistance. It also minimizes delays and loss of opportunities. The process strategically sequences recovery decisions and promotes coordination across mission areas, addresses potential conflicts, builds confidence and ownership of the recovery

process among all stakeholders, and ensures recovery plans, programs, policies, and practices are adaptable to meet unforeseen, unmet, and evolving recovery needs.

韧性及可持续性 **Resilience and Sustainability**

灾前和灾后恢复活动提供了独特的机会来降低当前和未来的风险，并为更可持续的社区做出贡献。成功的恢复过程需要对可能危及或构成额外恢复挑战的社区风险进行严格的评估和理解。韧性是准备和适应不断变化的条件以及承受中断并从中断中迅速恢复的能力，包括承受蓄意攻击、事故或自然发生的威胁或事件并从中恢复的能力。减灾、恢复和保护任务领域侧重于相同的社区系统，以提高韧性。跨任务区整合活动，例如规划、对于确保在恢复过程中采取风险规避和风险降低措施至关重要。可以利用灾前和灾后恢复工作来实施解决方案，以提高社区在经济、住房、自然和文化资源、基础设施、健康（包括行为健康）和社会服务以及政府部门的韧性。

Pre- and post-disaster recovery activities offer unique opportunities to reduce current and future risk and contribute to a more sustainable community. A successful recovery process engages in a rigorous assessment and understanding of community risks that might endanger or pose additional recovery challenges. Resilience is the ability to prepare for and adapt to changing conditions and withstand and recover rapidly from disruptions. Resilience includes the ability to withstand and recover from deliberate attacks, accidents, or naturally occurring threats or incidents. The Mitigation, Recovery, and Protection mission areas focus on the same community systems to increase resilience. Cross-mission area integration activities, such as planning, are essential to ensuring that risk avoidance and risk reduction actions are taken during the recovery process. Pre- and post-disaster recovery efforts can be leveraged to implement solutions that will increase community resilience in the economic, housing, natural and cultural resources, infrastructure, and health (including behavioral health) and social services, and government sectors.

社区可以利用重建期间的机会来支持其可持续性和宜居性目标，例如为未来增长奠定基础；做出明智的能源选择；提高经济竞争力；扩大位置和能源效率高的无障碍住房选择；并加强健康、安全和适合步行的社区——农村、城市或郊区。灾前规划过程可以通过在事故发生前仔细考虑物理、运营的连续性、环境和社会风险和机会来帮助建设能力并提高韧性和可持续性。精心策划的、包容性的、良好协调的和可执行的解决方案培养才干和能力，并使社区能够为未来做好准备。

Communities can capitalize on opportunities during rebuilding to support their sustainability and livability goals such as laying foundations for future growth; making smart energy choices; improving economic competitiveness; expanding location- and energy-efficient accessible housing choices; and enhancing healthy, safe, and walkable neighborhoods—rural, urban, or suburban. The process of pre-disaster planning can help build capacity and increase resilience and sustainability by taking a deliberate look at physical, continuity of operations, environmental, and societal risks and opportunities prior to an incident. Well planned, inclusive, coordinated, and executed solutions can build capacity and capability and enable a community to prepare for the future.

心理与情感康复 Psychological and Emotional Recovery

成功的恢复解决了与灾难影响和由此产生的恢复挑战相关的所有心理、情感和行为健康需求。在康复过程中提供的行为健康援助可能包括提供信息和教育资源、基本心理支持和危机咨询、评估以及在需要治疗更严重的心理健康或成瘾问题时转诊。一旦满足个人和家庭的基本需求，例如住所、食物以及与家人和家庭宠物或服务辅助动物团聚，个人和家庭将能够更好地管理他们的康复。成功的康复重视个人、家庭、社交网络 and 社区的康复之间的联系。

Successful recovery addresses the full range of psychological, emotional, and behavioral health needs associated with the disaster's impact and resulting recovery challenges. Behavioral health assistance provided in recovery may include provision of information and educational resources, basic psychological support and crisis counseling, assessment, and referral to treatment when needed for more serious mental health or addiction issues. Individuals and families will be better situated to manage their recovery once their basic needs are met, such as shelter, food, and reunification with family and household pets or service and assistance animals. Successful recovery acknowledges the linkages between the recovery of individuals, families, social networks, and communities.

基本风险 Risk Basis

社区面临的风险会直接影响和限制那些负责交付核心能力的人。整个社区必须保持在实际事件期间和之后立即执行基本职能的能力，以确保为所有任务领域提供核心能力。风险识别、预防和减灾必须作为整个社区灾前恢复准备计划的一个组成部分，并在适用时作为其灾前和灾后恢复计划的重要组成部分。

The risks faced by a community can directly impact and limit those responsible for delivering core capabilities. The whole community must maintain the ability to conduct essential functions during and immediately following an actual incident to ensure delivery of core capabilities for all mission areas. Risk identification, prevention, and mitigation must be included as an integral part of the whole community's pre-disaster recovery preparedness initiative and, when applicable, as an essential part of its pre-and post-disaster recovery plan.

为了促进国家的准备工作，该框架鼓励所有社区与其合作伙伴和利益相关者紧密合作，并定期评估可能影响他们的不断变化的风险。风险评估确定每个可能的风险发生的概率或频率，并确定社区内易受灾害影响的区域和易受影响的资产。评估还将估计风险对生命、财产、建筑和建筑的范围和严重程度的潜在影响、以及自然环境、基本服务、关键基础设施和经济系统。随着风险的变化，每个社区都可以优先考虑并投资于降低风险的措施，这些措施可以建立预防、保护、减轻和应对最有可能和最严重影响它的风险和影响的能力。这种投资减少了任何灾后恢复所需的时间、精力和成本。

To further national preparedness, this Framework encourages all communities to work with their partners and stakeholders rigorously and regularly assess continuously changing risks that may impact them. Risk assessments identify each possible risk's probability or frequency of occurrence and

determine hazard-prone areas and susceptible assets within a community. An assessment will also estimate a risk's potential impact in terms of scope and severity upon life, property, built and natural environments, essential services, critical infrastructures, and economic systems. As risks change, each community can prioritize and invest in risk reduction measures that can build capabilities to prevent, protect, mitigate, and respond to risks and impacts that most likely and severely affect it. Such investment reduces the time, effort, and cost required for any post-disaster recovery.

国家防备目标第二版中包含的国家战略风险评估（SNRA）结果表明，范围广泛的威胁和危害继续对国家构成重大风险，确认了对所有危害、能力的需求以防备规划为基础的方法。目标中包含的结果包括：

Results of the Strategic National Risk Assessment (SNRA), contained in the second edition of the National Preparedness Goal, indicate that a wide range of threats and hazards continue to pose a significant risk to the Nation, affirming the need for an all hazards, capability-based approach to preparedness planning. The results contained in the Goal include:

- 自然灾害，包括飓风、地震、龙卷风、干旱、野火、冬季风暴和洪水，在全国范围内构成了重大而多样的风险。气候变化有可能导致与天气有关的灾害的后果变得更加严重。
- Natural hazards, including hurricanes, earthquakes, tornadoes, droughts, wildfires, winter storms, and floods, present a significant and varied risk across the country. Climate change has the potential to cause the consequence of weather-related hazards to become more severe.
- 一种致命的大流行性流感病毒株可能会杀死数十万美国人，影响数百万人，并造成经济损失。其他人类和动物传染病，包括那些未被发现的，可能会带来重大风险。
- A virulent strain of pandemic influenza could kill hundreds of thousands of Americans, affect millions more, and result in economic loss. Additional human and animal infectious diseases, including those undiscovered, may present significant risks.
- 技术和意外危害，例如交通系统故障、水坝故障、化学品泄漏或泄漏，有可能造成大量死亡和严重的经济影响。此外，由于基础设施老化，这些危害可能会增加。
- Technological and accidental hazards, such as transportation system failures, dam failures, chemical spills or releases, have the potential to cause extensive fatalities and severe economic impacts. In addition, these hazards may increase due to aging infrastructure.
- 恐怖组织或附属机构可能会寻求获取、制造和使用大规模杀伤性武器（WMD）。传统的恐怖袭击，包括“单独行动者”使用爆炸物和武装袭击等物理威胁的袭击，对国家构成持续的风险。
- Terrorist organizations or affiliates may seek to acquire, build, and use weapons of mass destruction (WMD). Conventional terrorist attacks, including those by “lone actors” employing physical threats such as explosives and armed attacks, present a continued risk to the Nation.
- 恶意网络活动可能产生灾难性后果，进而可能导致其他危害，例如电网故障或金融系统故障。这些级联危害增加了网络事件的潜在影响。网络安全威胁利用关键基础设施系统日益增加的复杂性和连通性，使国家的安全、经济以及公共安全和健康面临风险。
- Malicious cyber activity can have catastrophic consequences, which in turn, can lead to other hazards, such as power grid failures or financial system failures. These cascading hazards increase the potential impact of cyber incidents. Cybersecurity threats exploit the increased complexity and

connectivity of critical infrastructure systems, placing the Nation's security, economy, and public safety and health at risk.

- 一些单独事件，例如爆炸物袭击或地震，通常会造成更局部的影响，而其他事件，例如人类大流行病，可能会造成分散在全国各地的影响，从而产生不同类型的影响，供备灾规划者考虑。

- Some incidents, such as explosives attacks or earthquakes, generally cause more localized impacts, while other incidents, such as human pandemics, may cause impacts that are dispersed throughout the Nation, thus creating different types of impacts for preparedness planners to consider.

除了这些已确认的风险之外，气候变化还有可能对许多威胁和危害产生不利影响。海平面上升、越来越强的风暴和更大的倾盆大雨已经导致洪水风险增加。在该国一些地区，干旱和野火变得越来越频繁和严重。

In addition to these findings, climate change has the potential to adversely impact a number of threats and hazards. Rising sea levels, increasingly powerful storms, and heavier downpours are already contributing to an increased risk of flooding. Droughts and wildfires are becoming more frequent and severe in some areas of the country.

各单位角色和职责 **Roles and Responsibilities**

成功的恢复依赖于所有利益相关方对灾前灾后的角色与职责的清晰理解。根据 NDRF 原则，界定清晰的角色与职责是所有参与恢复的伙伴们团结努力的基础，以此共同确定机会、促进参与性、优化资源配置。本节将回顾地方、区域/大都市、州、部落、地区、岛屿地区和联邦政府的应具有的角色与职责，以及恢复中的所需的领导岗位。此外，本节将阐述个人、家庭、住户、非政府组织和私营部门实体的角色和职责。

Successful recovery depends on all recovery stakeholders having a clear understanding of pre- and post-disaster roles and responsibilities. In keeping with the NDRF principles, clearly defined roles and responsibilities are a foundation for unity of effort among all recovery partners to jointly identify opportunities, foster partnerships, and optimize resources. This section will review the recommended roles and responsibilities of local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments as well as the recommended recovery leadership positions. Additionally, this section will address roles and responsibilities for individuals, families, and households, NGOs, and private sector entities.

本节详细介绍的恢复管理职位包括地方灾后恢复长官（LDRM）、部落、地区和州灾后恢复协调员（TDRC 和 SDRC）以及联邦灾后恢复协调员（FDRC）。这些职位代表着各自的政府实体的支持、管理和组织恢复工作。为当地、地区/大都市、州、部落、领土和岛屿地区政府设立恢复协调和领导职位是对整个社区促进恢复的建议。

The recovery management positions detailed in this section include the Local Disaster Recovery Manager (LDRM), the Tribal, Territorial, and State Disaster Recovery Coordinators (TDRC and SDRC), and the Federal Disaster Recovery Coordinator (FDRC). These positions support, manage,

and organize recovery efforts on behalf of their respective government entities. The establishment of recovery coordination and leadership positions for local, regional/metropolitan, state, tribal, territorial, and insular area governments are recommendations to the whole community to facilitate recovery.

所有辖区的康复管理人员都有一项基本责任，即考虑整个社区所有成员的需求，包括：儿童、残疾人和其他有出入和功能需求的人、来自不同宗教、种族和民族背景的人，以及英语水平有限的人。所有这些群体在恢复期间通过提供核心能力带来的潜在贡献（例如，为这些人群服务的协会和联盟）应纳入规划工作。

Recovery management staff in all jurisdictions have a fundamental responsibility to consider the needs of all members of the whole community, including children; individuals with disabilities and others with access and functional needs; those from religious, racial, and ethnically diverse backgrounds; and people with limited English proficiency. The potential contributions of all these individuals toward delivering core capabilities during recovery (e.g., through associations and alliances that serve these populations) should be incorporated into planning efforts.

工作人员还必须考虑那些拥有或对动物负有责任的人，他们既可以是可能受到事故影响的社区成员，也可以是支持恢复工作的潜在手段。这包括那些拥有家庭宠物、辅助犬、工作犬、家畜的人，以及和野生动物、外来动物、动物园动物、研究动物、收容所、救援组织、饲养设施和避难所中的动物有关联的人。

Staff must also consider those who own or have responsibility for animals both as members of the community who may be affected by an incident and as a potential means of supporting recovery efforts. This includes those with household pets, service and assistance animals, working dogs, livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries.

确保全社会的涵盖性 *Ensuring Inclusion of Whole Community*

成功的恢复工作将整个社区囊括在内。在规划和实施恢复战略时，至关重要的是要理解法律义务并分享最佳做法以避免将群体排除在外。基于种族、肤色、民族、国籍（包括有限的英语水平）、宗教、性别、性取向、性别认同、年龄或残疾而排斥某些人群的行为，无论是有意还是无意，都可能对整个社区产生长期的负面影响，并可能违反法律。从事康复活动的人受到禁止歧视的具体法律义务的保护。法定的和行政命令要求的义务还包括建筑、交通、住房、有效通信、就业、社会服务和公共福利、教育以及政策和方案（包括接受联邦资助的政策和方案）的无障碍性。

A successful recovery effort is inclusive of the whole community. Understanding legal obligations and sharing best practices when planning and implementing recovery strategies to avoid excluding groups is critical. Actions, both intentional and unintentional, that exclude groups of people based on race, color, ethnicity, national origin (including limited English proficiency), religion, sex, sexual orientation, gender identity, age, or disability can have long-term negative consequences on entire

communities and may violate law. Those who are engaging in recovery activities are covered by specific legal obligations that prohibit discrimination. Statutory and Executive order obligations also include accessibility in architecture, transportation, housing, effective communications, employment, social services and public benefits, education, and policies and programs including those receiving Federal funding.

相关的法定和行政命令义务可能包括：

Relevant statutory and Executive order obligations may include:

- 经修订的《罗伯特·斯塔福德救灾和紧急援助法案》（斯塔福德法）；
- *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)*, as amended;
- 卡特里娜飓风后《紧急管理改革法案》；
- *Post-Katrina Emergency Management Reform Act*;
- 经修订的 1973 年《康复法案》；
- *Rehabilitation Act of 1973*, as amended;
- 2008 年修订的《美国残疾人法案》；
- *Americans with Disabilities Act (ADA)*, as amended 2008;
- 经修订的 1968 年《公平住房法案》；
- *Fair Housing Act of 1968*, as amended;
- 1968 年《建筑障碍法案》；
- *Architectural Barriers Act of 1968*;
- 经修订的 1934 年《通信法案》；
- *Communications Act of 1934*, as amended;
- 经修订的 1975 年《残疾人教育法案》；
- *Individuals with Disabilities Education Act (IDE A) of 1975*, as amended;
- 经修订的 1964 年《民权法法案》第六编；
- *Title VI of the Civil Rights Act of 1964*, as amended;
- 经修订的 1975 年《年龄歧视法案》
- *The Age Discrimination Act of 1975*, as amended;
- 第 12898 号行政命令（1994 年 2 月 11 日），联邦政府采取行动解决少数民族人口和低收入人口的环境正义问题；
- Executive Order 12898 (February 11, 1994), – *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*;
- 第 13166 号行政命令（2000 年 8 月 11 日）改善英语能力有限的人获得服务的机会；
- Executive Order 13166 (August 11, 2000), – *Improving Access to Services for Persons with Limited English Proficiency*; and
- 第 13347 号行政命令（2004 年 7 月 22 日）应急准备工作中的残疾人

- Executive Order 13347 (July 22, 2004), — *Individuals with Disabilities in Emergency Preparedness*.

这些确保应用 NDRF 的人员应了解相关的法定和行政命令中的义务。

Those applying the NDRF should be aware of statutory and Executive Order obligations involved.

个人、家庭和住户 **Individuals, Families, and Households**

个人、家庭和住户在促进其自身恢复方面和促进其社区的恢复方面，皆发挥着关键作用。个人和家庭可以采取的一个重要行动是拥有一个备灾工具包和恢复计划，以满足疏散、就地避难和避难需求。如果每个个人、家庭和住户都建立了包括食物、水和电池供电通信设备的应急包，他们将在灾难发生后立即作出更好的准备。个人计划应包括满足居住在家中的所有人的出入和功能需求的要求，包括儿童、孕妇、老年人、残疾人和宠物主人及其动物，包括居住在家中的宠物和服务及辅助动物的需求。做好准备的人将减少个人压力、帮助需要帮助的人，并更好地为灾后恢复规划工作做出积极贡献。

Individuals, families and households have a pivotal role in facilitating not only their recovery but the recovery of their community. One key action individuals and households can take is to have a disaster preparedness kit and recovery plan that addresses evacuation, sheltering-in -place, and sheltering needs. Each individual, family, and household will be better prepared in the immediate aftermath of a disaster if they build an emergency kit that includes food, water, and battery powered communication devices (see resources at www.ready.gov). Individual plans should include requirements to address the access and functional needs of all individuals who reside in the household, including children, pregnant women, older adults, people with disabilities, and pet owners and their animals, including household pets and service and assistance animals that reside in the household. Those who prepare will reduce their personal stress, be able to reach out to others in need of assistance, and be better positioned to actively contribute to post-disaster recovery planning efforts.

拥有足够的灾害和洪水保险，并采取措施保护其财产免受所在地区常见灾害影响，减少事故影响，较少依赖外部援助来修复或重建房屋的房主。降低常见灾害风险的措施包括根据房屋和特定风险加固现有房屋结构。如果个人、家庭和住户在设计、维修和重建房屋时将缓解措施结合起来，未来的影响也可能会减少。遭受损失后，幸存者可以从保险范围中获得最大利益，通过任何可用的个人或贷款资源寻求额外资金，还可以申请当地、地区/大都市、州、部落、领土、岛屿地区或联邦计划援助。申请后，幸存者应确保他们跟进机构的要求，充分了解项目流程，并表达未满足的需求。

Homeowners who have adequate hazard and flood insurance coverage and take steps to protect their property from hazards common to their area, reduce the impacts of an incident and are less reliant on external assistance to repair or rebuild their homes. Examples of measures to reduce risk from common hazards include strengthening the existing home's structure as appropriate for the home and specific risks. Future impacts may also be reduced if individuals, families, and households integrate mitigation measures into design, repair, and rebuilding of their home. After suffering losses, survivors

can maximize any benefits from insurance coverage, pursue additional funding through any available personal or loan-based resources, and also apply for local, regional/metropolitan, state, tribal, territorial, insular area, or Federal program assistance that may be available. After applying, survivors should ensure they follow up on agency requests, gain full understanding of program processes, and express unmet needs.

鼓励个人、家庭和住户了解并参与其社区的备灾工作，并了解与洪泛区管理、建筑法规、土地使用和环境法规相关的规划工作。灾害发生后，鼓励个人、家庭、住户参与社区的恢复活动，包括为灾后恢复规划过程提供投入。

Individuals, families, and households are encouraged to stay aware of and participate in disaster preparedness efforts in their community and become aware of planning efforts in regards to floodplain management, building codes, and land use and environmental regulations. After an incident, individuals, families, households, are encouraged to get involved in their community's recovery activities, including providing input in the post-disaster recovery planning process.

非政府组织 Nongovernmental Organizations

非政府组织是自愿、基于信仰的慈善组织或社区组织，它们协调和合作帮助个人和社区应对灾害并从中恢复。非政府组织的支持由一系列组织提供，从基于社区的小型非营利组织到在灾害应对和恢复方面拥有丰富经验的全国性组织皆参与其中。非政府组织针对于儿童、残疾人、有无障碍和功能需求的人、不同种族和文化的群体、英语水平有限的人以及动物所有者，包括家庭宠物和服务及辅助动物。由于非政府组织对于受影响管辖区的恢复至关重要，因此整个社区都必须了解它们的作用，并及时获得恢复信息和积极参与恢复进程所需的资源。

NGO are voluntary, faith-based, philanthropic, or community organizations that coordinate and collaborate to help individuals and communities respond to and recover from disasters. NGO support is provided by a range of organizations from small community-based nonprofits to national organizations with extensive experience in disaster response and recovery. NGOs provide targeted services to groups such as children, individuals with disabilities, people with access and functional needs, ethnically and culturally diverse communities, people with limited English proficiency, and animal owners, including household pets and service and assistance animals. As NGOs are pivotal to the recovery of an affected jurisdiction, it is crucial that the whole community understands their role and that they receive timely recovery information and the resources necessary to be an active participant in the recovery process.

非政府组织围绕恢复动力的问题贡献了丰富的研究和经验，要么通过私营部门的倡议、慈善事业和公共政策实现变革，要么通过具体项目的承诺形成更强大的社区。在灾前环境中，灾害预防部门与这些组织合作，促进关系建设，使这些团体能够有效地参与恢复合作。非政府组织通常可以通过当地办事处和组织的分支机构接触到广泛的网络，提供基于背景的洞察力，并接触到潜在的恢复参与和韧性倡导者。

NGOs contribute a wealth of research and experience around issues of resilience, either by

effecting change through private sector initiatives, philanthropy, and public policy, or through project-specific undertakings that result in stronger communities. In the pre-disaster setting, disaster planners work with these organizations to foster relationship building that will enable these groups to effectively engage in recovery collaboration. NGOs often have access to extended networks through local offices and chapters of the organization, providing contextually based insight and access to potential recovery partnerships and resilience champions.

一些非政府组织是活跃在灾害中的志愿组织（VOAD）或活跃在灾害中的社区组织（COAD）的一部分，它们负责满足灾害造成的灾难幸存者未得到满足的需求。

Some NGOs are part of Voluntary Organizations Active in Disaster (VOAD) or Community Organizations Active in Disaster (COAD), which are responsible for meeting disaster-caused unmet needs of disaster survivors.

非政府组织的例子包括：Examples of NGOs include:

- 志愿组织，501(c)(3)，有救灾/恢复任务 Voluntary organizations, 501(c)(3), with disaster response/recovery missions
- 信仰组织和部长联盟 Faith-based organizations and ministerial alliances
- 基于社区的组织 Community-based organizations
- 部落间组织 Intertribal organizations
- 动物控制、福利和/或救援组织 Animal control, welfare, and/or rescue organizations
- 住房非营利组织 Housing nonprofits
- 商会和商业组织 Chambers of commerce and business organizations
- 环境组织 Environmental organizations
- 文化组织 Cultural organizations
- 专业组织 Professional organizations
- 学术界 Academia
- 独立的国家、地区和地方宣传、健康和社会服务机构 Independent national, regional, and local advocacy, health, and social services agencies
- 兄弟组织 Fraternal organizations
- 区域规划委员会 Regional planning commissions
- 规划和发展区 Planning and development districts
- 国家规划组织 National planning organizations
- 独立慈善机构 Independent charities
- 国家和社区基金会 National and community-based foundations
- 志愿者招募小组 Volunteer recruitment groups
- 公民团体 Civic groups

- 退伍军人组织 Veterans organizations
- 老龄化组织 Aging organizations
- 跨残疾组织 Cross-disability organizations
- 独立的国家、地区和地方残疾倡导、健康、支持和服务机构 Independent national, regional, and local disability advocacy, health, support, and service agencies.

非政府组织还在广泛的服务和能力方面提供专门知识和援助。具体例子包括志愿者协调、沟通支持、膳食、长期庇护、替代住房解决方案、社区恢复规划、个案管理服务、短期心理和情感支持、暂时缓解、个人护理、其他医疗或非医疗支持服务、个人和系统宣传、精神护理、捐赠管理、临时屋顶维修、碎片清除、清理、福利申请援助、支持团体促进、家庭护理者援助、技术和财政支持、赠款撰写、环境和文化资源、符合无障碍/普遍无障碍标准的住房维修和重建以及项目实施。

NGOs also offer expertise and assistance in a wide range of services and capabilities. Examples include volunteer coordination, communication support, feeding, long-term sheltering, alternate housing solutions, community recovery planning, case management services, short-term psychological and emotional support, respite, personal care, other medical or nonmedical supportive services, individual and systemic advocacy, spiritual care, donations management, temporary roof repair, debris removal, muck out, benefits application assistance, support group facilitation, family caregiver assistance, technical and financial support, grant writing, environmental and cultural resources, housing repair and reconstruction and rehabilitation that meets accessibility/universal accessibility standards, and project implementation.

许多非政府组织拥有关于社区和社区残疾适应/辅助设备以及其他地方/州资源的主题专长和知识，这些资源对于地方、区域/大都市、州、部落、领土、岛屿地区以及联邦备灾和恢复规划工作非常宝贵。与地方、地区/大都市、州、部落、领土、岛屿地区或联邦政府的恢复领导建立和保持关系的非政府组织可以清楚地表达他们的资源和能力。

Many NGOs have subject matter expertise and knowledge of communities and community disability adaptive/assistive equipment and other local/state resources that are valuable to local, regional/metropolitan, state, tribal, territorial, insular area, and Federal disaster preparedness and recovery planning efforts. NGOs that establish and maintain relationships with recovery leadership in the local, regional/metropolitan, state, tribal, territorial, insular area, or Federal government where they operate can articulate their resources and capabilities.

许多非政府组织来自或留在受影响的社区，继续动员、支持和提供服务。当确定需求超出一个组织的范围时，可以与其他灾难恢复组织（包括整个社区的合作伙伴）协调这些需求，以确保统一的恢复流程，最大限度地提高整体工作的效率。如果非政府组织积极参与长期恢复和社区组织或实体的形成，这将有利于地方、区域/大都市、州、部落、领土、岛屿地区和联邦的恢复努力。

Many NGOs originate from or remain in the affected community to continue to mobilize, support

and provide services. When needs are identified that fall outside the scope of one organization, these needs can be coordinated with other disaster recovery organizations, including whole community partners to ensure a unified recovery process that maximizes effectiveness of the overall effort. It will benefit local, regional/metropolitan, state, tribal, territorial, insular area, and Federal recovery efforts if NGOs actively participate in the formation of long-term recovery and community organizations or entities.

非政府组织在实施包容性的、由当地领导的恢复组织和规划过程中发挥着关键作用。非政府组织的专业知识意味着它们通常有能力为恢复工作做出贡献。在整个恢复过程中，非政府组织可能会注意到所取得的重大成就，并记录最佳做法，供其使用，并为其同行造福。该信息也可以适当地实施到州 VOAD 或 COAD 的规划过程中。非政府组织的经验和专业知识可以极大地帮助管理资金、人力和物资，以满足恢复需求和义务，否则政府项目不会提供资金。除了与灾后恢复伙伴合作进行灾害规划之外，非政府组织制定自己的支持灾后恢复工作的计划也是有益的。

NGOs play a critical role in the implementation of an inclusive, locally led recovery organization and planning process. The expertise of NGOs means they are often well positioned to contribute to recovery efforts. Throughout the recovery process, NGOs may note milestones achieved and document best practices for their use and for the benefit of their peers. This information may also be implemented into the planning process for the state VOAD or COAD as appropriate. The experience and subject matter expertise of NGOs can greatly assist with the management of money, manpower, and materials to meet recovery needs and obligations that otherwise are not funded by government programs. In addition to collaborating on disaster planning with recovery partners, it is beneficial for NGOs to develop their own plans for how they will support disaster recovery efforts.

私营部门实体 Private Sector Entities

私营部门在事件发生后立即建立公众信心方面发挥着关键作用。当商业界开始工作时，其通过保留和提供工作、商品和服务以及稳定的税基，使该地区可以更快地恢复。未来经济复苏的一个重要方向是，当地方和部落民族领导人与商界在灾前共同努力制定复苏计划时，公众更有可能对社区的复苏能力持乐观态度。

The private sector plays a critical role in establishing public confidence immediately after an incident. When the business community is working, the area recovers more quickly by retaining and providing jobs, goods and services and a stable tax base. A prevailing indicator of future economic recovery efforts is when local and tribal nation leadership and the business community work together during pre-disaster periods to develop recovery plans, the public is more likely to be optimistic about the community's ability to recover.

在事故前后，企业都有机会参与当地的恢复规划流程，并在其中发挥领导作用。事件发生后，私营部门实体可能会以恢复小组或工作队的方式进行合作，以有效地协调和沟通政府和社区领袖的经济复苏问题。当地企业可以直接或通过商会或其他协会参与。与其他企业的伙伴关

系可以促进识别和引导援助申请流程的过程。

Businesses have an opportunity to participate and assume leadership roles in the local recovery planning process both before and after an incident. Private sector entities may collaborate post-incident in the form of recovery groups or task forces to effectively coordinate and communicate business recovery issues to government and community leaders. Local businesses may participate directly or through chambers of commerce or other associations. Partnerships with other businesses can facilitate the process of identifying and navigating the assistance application processes.

主管灾后恢复的官员必须认识到，在灾前规划过程中创造私营部门领导人参与和协调是非常重要的。灾后恢复官员需要与私营部门保持沟通，了解运营和供应链的状况以及恢复的挑战和时间表。私营部门拥有并运营着美国绝大多数的关键基础设施系统，如电力、金融和电信系统。这些实体在社区和整个地区的恢复中发挥着重要作用；例如，小企业经常塑造和支持一个社区的特征。私营部门的资源和能力，包括公用事业、银行、保险公司、医疗保健系统以及地方和部落企业，也在鼓励整个社区的缓解和创造更大的复原力（例如，信息共享和优先事项设定）方面发挥着重要作用。私营部门实体还可以努力确定在发生事故时可以使用的潜在资金来源，并应实施有关业务连续性计划的定期审查和培训。计划应对中断的企业在事故发生后比没有计划的企业更不容易倒闭。企业需要制定连续性计划，包括可操作的、有效的和可访问的内部沟通流程和协议，以传达关键信息。在某些情况下，雇主可以提供志愿者、领导、技术援助、商品和设施来支持恢复工作。

It is critical that recovery officials recognize the importance of partnership and create coordination opportunities with private sector leaders during pre-disaster planning processes. Post-disaster, recovery officials need to maintain communication with the private sector about the status of operations and supply chains as well as restoration challenges and timelines. The private sector owns and operates the vast majority of the Nation's critical infrastructure systems, such as electric power and financial and telecommunications systems. These entities play a major role in the recovery of a community and a region as a whole; small businesses, for example, often shape and support the character of a community. The resources and capabilities of the private sector, including utilities, banks, insurance companies, healthcare systems, and local and tribal businesses also play an important role in encouraging mitigation and creating greater resilience (e.g., information sharing and priority setting) in a whole community. Private sector entities can also work to identify potential funding sources to be used in the event of an incident and should implement regular review and training on business continuity plans. Businesses that plan for disruption are less likely to go out of business after an incident than those that do not. Businesses need to develop continuity plans that include actionable, effective, and accessible internal communication processes and protocols to convey critical information. In some cases employers can provide volunteers, leaders, technical assistance, commodities, and facilities to support the recovery effort.

作为灾后恢复工作的主要参与者，企业，特别是关键基础设施的所有者和经营者，有着通过识别风险并将减灾措施纳入相应的设施设计和建设来提高抗灾能力的重要责任。如果事故需

要重建或修复私营部门的设施或基础设施，私营部门实体有机会纳入缓解措施，以减少未来事故的影响。这些行动，再加上购买足够的一切险保单，将加快灾后恢复和建设复原力。

As major players in recovery efforts, businesses, especially critical infrastructure owners and operators, have an important responsibility to improve resilience by identifying risks and incorporating mitigation measures into facility design and construction accordingly. If the incident necessitates rebuilding or repair of private sector facilities or infrastructure, private sector entities have an opportunity to incorporate mitigation measures to reduce the impacts of future incidents. These actions, coupled with purchase of adequate all hazards insurance policies, will expedite recovery from disaster and build resilience.

私营部门虽然经常受到灾害的影响，但也可以成为社区的主要资源。私营部门在提供基础设施服务、其他基本商品、关键就业或社区的色彩和特征方面的复原力在社区当前和未来的生存能力中发挥着关键作用。受灾地区私营部门的复原力与有效的社区恢复密切相关。

The private sector, while often affected by disasters, can also be a major resource to the community. The resilience of the private sector in providing infrastructure services, other essential commodities, critical employment, or the color and character of a community plays the key role in the current and future viability of a community. The resilience of the private sector in the affected area works hand in hand with an effective community recovery.

除了作为雇主，为社区成员提供商品和服务，私营部门还经常为社区提供资源，以协助灾后恢复工作。所提供资源的确切性质因社区和企业而异，但在灾后环境中，社区投资和私营部门的慈善性质应在灾前和灾后恢复规划过程中予以考虑。

Apart from being an employer, and providing access to goods and services for members of the community, the private sector often provides resources to the community to assist with disaster recovery efforts. The exact nature of the resources provided will vary from community to community and business to business, but the community investment and philanthropic nature of the private sector in a post-disaster environment should be considered during both pre- and post-disaster recovery planning processes.

地方政府 Local Governments

地方政府在准备和管理其社区的应对和恢复方面负有首要责任。个人、家庭和企业期待地方政府阐明他们的恢复需求。地方政府领导灾前恢复和减灾规划工作，并在规划和管理社区灾后恢复的所有方面发挥主要作用。即使没有其他提示或者存在威胁与风险，政府的这些功能也必须得到实现。由于此类事件可能影响组织或社区完成这些职能的能力，因此连续性规划和运作需要成为灾前规划过程的固有组成部分，以确保每项核心能力以及提供这些能力的协调结构的连续性。

The local government has primacy in preparing for and managing the response and recovery of its community. Individuals, families, and businesses look to local governments to articulate their

recovery needs. The local government leads pre-disaster recovery and mitigation planning efforts and has the primary role of planning and managing all aspects of a community's recovery post-disaster. These capabilities must be able to be delivered in a no-notice environment regardless of the threat or hazard. Because such incidents may affect organizations' or communities' ability to accomplish these functions, continuity planning and operations need to be an inherent component of pre-disaster planning processes to ensure the continuation of each core capability and of the coordinating structures that provide them.

灾前准备 Pre-Disaster

灾前规划过程是必要的,可使地方政府能够预先确定灾后恢复工作中本地恢复功能、角色、结构和资金,从而加快恢复过程,其内容包括规划和培训地方灾后恢复长官 LDRM。这将有助于确定地方应急支持职能如何与州和联邦资源合作,包括恢复支持职能(RSF),建立一个灾前流程来进行灾后损失评估(即培训社区居民和企业主,招募灾后损失评估志愿者,扩大公民团体的工作),和向州官员通报事故影响。当地民选领导(市长/县长)有权任命他们选择的或由指定的恢复管理组织选择的当地恢复领导。定期进行的培训和演习使地方政府能够教育复原伙伴和利益攸关方了解当地的灾前复原计划,并确保维持复原管理和领导能力。

A pre-disaster recovery planning process is necessary to enable local governments to predetermine local recovery functions, roles, structures, and funding for post-disaster recovery efforts to expedite the recovery process, including planning for and training an LDRM. This will help determine how local emergency support functions work with state and Federal resources, to include Recovery Support Functions (RSF), and establish a process pre-disaster to conduct post-disaster damage assessments (i.e., train community residents and business owners, recruit post-disaster damage assessments volunteers, expand on citizen corps efforts) and to inform state officials about incident impacts. The local elected leadership (mayor/county executive) has the authority to appoint local recovery leadership that they select or that is selected by a designated recovery management organization. Training and exercise, conducted regularly, enable the local government to educate recovery partners and stakeholders about the local pre-disaster recovery plan and to ensure recovery management and leadership capacity is maintained.

地方政府需要了解对恢复、重建和振兴造成系统性和重大干扰和挑战的主要灾害和不断变化的风险,并以方便和有效的方式向受影响的社区传达这些风险。风险和危害教育可以通过社区绘图计划进行,这些计划直观地描述或识别已知的易受影响的地理区域和基础设施系统、能力有限的社区/社区、社区内环境和/或文化资源的风险、可用资源区域以及预计的灾后影响。这些以及其他教育和培训举措有助于鼓励个人和家庭为复苏做好准备。理想情况下,地方政府将与残疾人一起规划,而不是为残疾人规划。目标是共同努力,审查计划、协议和行动计划,以确保整个社区能够建立、维持和提高其准备、防范、应对、恢复和减轻所有灾害的能力。如果有人担心在满足残疾人或有无障碍和功能需求的其他人的需求方面可能存在不足,建立残疾问题核心咨询小组或咨询当地残疾问题咨询组织或具有专门知识的非营利组织对政府而言是

颇有益处的。让当地残疾人、残疾倡导者、服务提供者和支持提供者参与进来，将各种主题专家带到规划桌上，并提高了当地准备工作的标准。

Local governments need to understand key hazards and evolving risks that cause systemic and major disruptions and challenges for recovery, reconstruction, and revitalization and communicate those risks to the exposed community in an accessible and effective manner. Education on risks and hazards can occur through community mapping initiatives that visually depict or otherwise identify known susceptible geographic areas and infrastructure systems, neighborhoods/communities with limited capacity and capability, risks to environmental and/or cultural resources within a community, resource available areas, and projected post-disaster impacts. These and other education and training initiatives can help encourage individuals and households to prepare for their recovery. Ideally, local governments will plan with and not for people with disabilities. The goal is to work together, reviewing plans, agreements, and operational initiatives to ensure the whole community can build, sustain, and improve their capability to prepare for, protect against, respond to, recover from, and mitigate all hazards. If concerns have been raised about possible deficiencies in addressing the needs of individuals with disabilities or others with access and functional needs, local governments may benefit from creating disability core advisory groups or consulting with local disability advisory organizations or nonprofits with subject matter expertise. Engaging local people with disabilities, disability advocates, service providers, and support providers brings a wide array of subject matter experts to the planning table and raises the bar for local preparedness.

大多数缓解措施在地方一级被采用、编纂和执行。虽然有州和联邦标准，但通常由地方政府来采纳和执行，或者在某些情况下加强这些标准。例子包括参加国家洪水保险计划和执行建筑法规。将减灾和灾前恢复规划结合起来，有助于建设社区的抗灾能力，并使这些社区不那么容易受到未来事故的影响。

The majority of mitigation measures are adopted, codified, and enforced at the local level. While there are state and Federal standards, it is often up to the local government to adopt and enforce them, or in some cases strengthen them. Examples include participating in the National Flood Insurance Program and enforcing building codes. Integrating hazard mitigation and pre-disaster recovery planning helps to build resilience in communities and can make those communities less vulnerable to future incidents.

灾后恢复 Post-Disaster

灾害发生后，地方政府努力重建和振兴社区的所有部门，包括地方关键基础设施和基本服务。地方政府还必须关注企业保留和被损坏或摧毁的住房单元的再开发。修复和重建的过程为当地政府提供了一个机会将缓解措施纳入恢复重建战略和计划。虽然有些战略可以在灾前确定，但地方政府将从灾后修订这些战略中受益，以适应社区面临的不断变化的长期风险，如气候变化。

After a disaster, local governments seek to rebuild and revitalize all sectors of the community,

including local critical infrastructure and essential services. Local governments also must focus on business retention and the redevelopment of housing units that are damaged or destroyed. The process of repairing and rebuilding presents an opportunity for the local government to promote and integrate mitigation measures into recovery rebuilding strategies and plans. While some strategies can be identified pre-disaster, local governments will benefit from revising these strategies post-disaster in order to adapt to changing and long-term risks that the community faces such as climate change.

在整个恢复过程中，寻找机会与公众分享有关恢复工作状况的信息至关重要，以便保持社区协调和关注。地方政府可以带头确保恢复需求评估和规划进程的包容性和可及性，通常是通过建立地方恢复结构来解决总体协调、受影响部门和幸存者服务等问题。在整个恢复规划过程中，记录在实现目标和最佳实践方面取得的进展非常重要，以便在将来的事件中使用。在与灾后可能面临类似情况的其他地方政府进行对等接触的机会方面，这一信息可能特别有帮助。此外，记录最佳做法和经验教训对于指导未来修订地方计划至关重要。

Throughout the recovery process, it is critical to find opportunities to share information with the public on the status of recovery efforts in order to maintain community coordination and focus. The local government can take the lead in ensuring that recovery needs assessment and planning processes are inclusive and accessible, often by establishing local recovery structures that address overall coordination, sectors impacted, and survivor services. Throughout the recovery planning process, it is important to document progress made towards objectives and best practices for use in future incidents. This information could be especially helpful in the context of peer-to-peer engagement opportunities with other local governments who may face similar situations post - disaster. Additionally, best practices and lessons learned are vital to guide future revisions of local plans.

政府机构作为雇主也发挥着重要作用，需要自己的计划在紧急情况下保护和帮助员工。内部沟通结构可用于通知员工有关应对个人和家庭需求的准备工作。整合连续性规划和运营，特别是关于组织领导层、员工、通信和设施的重组，可以帮助推进整个社区的灾难恢复进程。

Government agencies also play an important role as employers and need their own plans to protect and assist employees during emergencies. Internal communication structures can be used to inform employees about preparedness efforts that address needs for individuals and households. The incorporation of continuity planning and operations, specifically with regards to the reconstitution of an organization's leadership, staff, communications, and facilities can aid in the overall community disaster recovery process.

事故发生后，当地政府可能会变得不知所措，需要人员、恢复专家或其他援助。此外，他们可以建立协议和机制，以确保灾后有足够的人员和专业知识。他们还可以实施协议或协定，以提高地方、地区/大都市、州、部落、领地、岛屿地区和联邦政府在灾难响应和恢复方面的效率。残疾问题核心咨询小组可以召集更多当地残疾人和其他有无障碍和功能需求的人，帮助组建社区康复小组，不仅充当包容性社区成员，还充当主题专家。社区康复小组应该有关于无障碍设施、有效的通信接入和项目接入的指导。让当地公民成为残疾主题专家，可以进一步整合

整个社区，帮助恢复工作取得进展。州和联邦官员可以在需要和要求时与地方政府合作，制定和实施他们的计划和恢复工作。

Local government may become overwhelmed and need staffing, recovery expertise, or other assistance after an incident. In addition, they may establish agreements and mechanisms to ensure adequate staffing and expertise is available post-disaster. They can also implement protocols or agreements that create efficiencies with local, regional/metropolitan, state, tribal, territorial, insular area, and Federal government, as appropriate, for disaster response and recovery. Disability core advisory groups can be called upon for additional local people with disabilities and others with access and functional needs to help populate community recovery groups and serve not only as inclusive community members but also as subject matter experts. Community recovery groups should have guidance about accessible facilities, effective communication access, and program access. Including local citizens as disability subject matter experts can further integrate the whole community and help recovery efforts progress. State and Federal officials are available to work with local governments in the development and implementation of their plans and recovery efforts when needed and requested.

地方灾后恢复长官（LDRM） Local Disaster Recovery Managers

为了促进有效和高效的地方恢复，NDRF 强烈建议地方政府领导人任命一名 LDRM，作为该辖区恢复协调活动的中央管理者。

In order to facilitate effective and efficient local recovery, the NDRF strongly recommends that local government leaders appoint an LDRM to serve as the central manager for recovery coordination activities for the jurisdiction.

LDRM 的作用是组织、协调和推进地方一级的恢复工作。为了有效地组织和管理恢复，这个职位需要一个在管理、领导、公共管理、社区规划和/或社区发展方面有丰富知识的人。此外，担任此职位的个人应能代表其各自的首席执行官（如市长、部落酋长）发言。LDRM 可以作为本辖区与国家机构的主要联系点。

The role of the LDRM is to organize, coordinate, and advance the recovery at the local level. To effectively organize and manage recovery, this position calls for an individual with a good knowledge of management, leadership, public administration, community planning, and/or community development. In addition, the individual occupying this position should be able to represent and speak on behalf of their respective chief executive (e.g., mayor, tribal chief). The LDRM may serve as the jurisdiction's primary point of contact with the state agencies.

理想情况下，LDRM 的职位将在灾难发生前填补。这将提供时间来建立和保持与邻近社区以及地区和国家恢复机构的恢复伙伴的联系。LDRM 还可以在将复原力和可持续性原则纳入恢复规划倡议方面发挥作用。LDRM 们还可以协调培训和实施恢复计划的机会。

Ideally, the LDRM position would be filled pre-disaster. This would provide time to establish and maintain contact with recovery partners in neighboring communities as well as regionally and with state recovery agencies. The LDRM can also play a role in integrating resiliency and sustainability

principles into recovery planning initiatives. LDRMs may also coordinate opportunities to train and exercise recovery plans.

在发生灾害时，LDRM 牵头协调地方政府领导的恢复组织和举措。LDRM 们与当地应急管理部门合作评估影响，并向州政府和联邦政府以及其他恢复利益相关方传达当地的恢复优先事项。LDRM 还在促进将减灾、抗灾和可持续性措施纳入地方恢复计划和战略方面发挥作用。

In the event of a disaster, the LDRM takes the lead in coordinating local government-led recovery organizations and initiatives. LDRMs work with local emergency management to assess impacts and communicate local recovery priorities to the state and Federal governments, as well as other recovery stakeholders. The LDRM also has a role in promoting inclusion of mitigation, resilience, and sustainability measures in local recovery plans and strategies.

LDRM 致力于确保包容性的社区康复进程，让整个社区参与进来，让所有社区成员，包括残疾人、英语能力有限的人或其他有接触和功能需求的人都能接触到。在整个恢复过程中，LDRM 与恢复伙伴合作，确保恢复活动适当地传达给利益相关者。理想情况下，LDRM 们将建立一个核心恢复协调团队，并积极寻求来自广泛领域的主题专家，以确保更高效和有效的恢复工作。一些有帮助的专业至少包括恢复核心能力，如经济发展、住房、基础设施/公共工程、卫生和社会服务以及自然和文化资源。此外，该小组还可以受益于残疾人融入、复原力和减灾、当地文化社区等方面专家的参与。一个有组织的、包容性的恢复流程有助于恢复计划或战略的快速启动，并得到公众的支持、可操作且可行（基于可用资金和能力）。

The LDRM works to ensure an inclusive community recovery process that engages the whole community and is accessible to all community members including individuals with disabilities, limited English proficiency, or others with access and functional needs. Throughout the recovery process, the LDRM works with recovery partners to ensure recovery activities are communicated to stakeholders as appropriate. Ideally, LDRMs will build a core recovery coordination team and actively seek subject matter experts from a wide range of disciplines to ensure a more efficient and effective recovery effort. Some specialties that are helpful include at a minimum the recovery core capabilities such as economic development, housing, infrastructure/public works, health and social services, and natural and cultural resources. In addition, the team may benefit from participation of experts in disability integration, resilience and hazard mitigation, local cultural communities, etc. An organized, inclusive recovery process facilitates a recovery plan or strategy that can be rapidly initiated and is publicly supported, actionable, and feasible based on available funding and capacity.

为了实施恢复计划和战略，LDRM 可以与州、联邦和其他利益相关者和支持者（如商业和非营利社区）合作，为社区恢复筹集资金支持（包括对当地企业的长期资本投资），尽可能利用资源，并解决潜在的重复援助问题。

In order to implement recovery plans and strategies, the LDRM can collaborate with state, Federal and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support (including long-term capital investment in local businesses) for the community's

recovery, leverage the resources where possible, and resolve potential duplication of assistance.

州、部落、领土和岛屿地区政府 *State, Tribal, Territorial, and Insular Area Governments*

州政府 *State Government*

国家在支持地方恢复努力方面发挥着关键作用。灾后恢复是一个由地方推动的过程，国家通过协调和/或提供任何必要的技术或财政支持来支持社区，帮助社区解决恢复需求。

The state has a critical role in supporting local recovery efforts. Post-disaster recovery is a locally driven process, and the state supports communities by coordinating and/or providing any needed technical or financial support to help communities address recovery needs.

预案 *Planning*

除了维持和促进减灾计划和行动，实现业务的连续性和政府计划的连续性，我们还鼓励各州启动灾难发生前的灾后恢复预案进程。灾前恢复规划使国家能够有效地支持地方、部落和领土的恢复工作。一旦预案到位，州政府便可以进行演习和培训，以确保各恢复救援伙伴非常熟悉他们的角色和职责。

In addition to maintaining and promoting mitigation plans and actions and implementing continuity of operations and continuity of government plans, states are also encouraged to initiate a pre-disaster recovery planning process. Pre-disaster recovery planning positions the state to effectively support local, tribal, and territorial recovery efforts. If a plan is already in place, the state may conduct exercises and training to ensure recovery partners are well versed in their roles and responsibilities.

各州可以在灾前采取许多行动来促进灾后恢复工作。许多州向地方政府和非政府组织提供州预案、方案和其他恢复资源方面的技术援助和培训，并支持地方政府建立灾前恢复领导和协调机构。各州可以建立一个灾后恢复机构，立即实施，并配备确保有效恢复进程所需的法律和财政工具。此外，它们可以建立协议和机制，以便确保灾后有足够的人员和专业知识，并实施协议或协定，以提高地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府的效率，以进行适当的灾难响应和恢复。各州还可以促进与其他州和地方政府的对等接触机会，以分享最佳做法和经验教训。恢复规划过程也提供了一个降低灾害脆弱性的机会；州政府可以制定和帮助实施建筑和无障碍法规和土地使用标准，并建立、组织和协调恢复的目标、目的和时间表。将恢复计划与现有的州预案和项目联系起来，可以帮助各州识别和利用可用资源。

There are numerous actions states can take pre-disaster to facilitate post-disaster recovery efforts. Many states provide technical assistance and training to local governments and NGOs on state plans, programs, and other resources for recovery and support local governments in the establishment of pre-disaster recovery leadership and coordination structures. States may create a post-disaster recovery authority that is implemented immediately and features the legal and fiscal tools needed to ensure an effective recovery process. In addition, they may establish agreements and mechanisms to ensure adequate staffing and expertise is available post-disaster and implement protocols or agreements that create efficiencies with local, regional/metropolitan, state, tribal, territorial, insular area, and Federal

government, as appropriate, for disaster response and recovery. States can also promote peer-to-peer engagement opportunities with other state and local governments to share best practices and lessons learned. The recovery planning process also presents an opportunity to reduce vulnerability to hazards; the state can develop and aid enforcement of building and accessibility codes and land use standards, and establish, organize, and coordinate goals, objectives, and timelines for recovery. Connecting recovery plans to preexisting state plans and programs can help states identify and leverage available resources.

理想的情况是，各州在灾前建立恢复管理结构，以促进灾后恢复举措的组织和协调。这包括确定和培训领导来管理该州的恢复工作（如下面讨论的州灾后恢复协调员 SDRC），并建立一个组织或指定机构在该州的优先职能领域（如无障碍住房、社会服务、基础设施）提供恢复支持。联邦机构将适应并配合各州的恢复结构。联邦 RSF 结构为各州在规划中考虑提供了一个模型。重要的是审查已经到位的预案、政策或举措，以帮助最小化冲突并确保优先事项的一致性。

Ideally, states establish a recovery management structure pre-disaster to facilitate organization and coordination of recovery initiatives post-disaster. This includes identifying and training leadership to manage recovery for the state (e.g., SDRC, discussed below) and creating an organization or designating agencies that will provide recovery support in priority functional areas for the state (e.g., accessible housing, social services, infrastructure). Federal agencies will adapt and align with state recovery structures. The Federal RSF structure provides a model for states to consider in their planning. It is important to review plans, policies, or initiatives already in place to help minimize conflicts and ensure alignment of priorities.

对地方政府的帮助 **Assistance to Local Governments**

灾后，各州通过为地方政府确定、保护和利用恢复资源和资金来帮助地方政府。各州还监督恢复要素的区域协调，确定优先事项，并在需要时提供直接援助。除了管理联邦政府提供的资源之外，州政府还可以制定计划或获得资金（例如，在事故发生前获得适当的保险或在事故发生后发行债券），以帮助融资和实施恢复项目。各州还可以制定新的或现有的州法律和/或法规豁免，以促进重建活动，促进更安全、更坚固、更智能的建筑，并与联邦合作伙伴（包括联邦紧急事务管理局（FEMA）志愿机构联络人）协调监督志愿者和捐赠管理。

States assist local governments post-disaster by identifying, securing, and leveraging recovery resources and funds for local governments. States also oversee regional coordination of recovery elements, set priorities, and direct assistance where it is needed. In addition to managing federally provided resources, state governments may develop programs or secure funding (e.g., assistance acquiring appropriate insurance coverage pre-incident or issuing bonds after an incident) that can help finance and implement the recovery projects. States may also enact new or existing exemptions to state laws and/or regulations to facilitate rebuilding activities and promote safer, stronger, and smarter building and oversee volunteer and donation management in coordination with Federal partners, including Federal Emergency Management Agency (FEMA) Voluntary Agency Liaisons.

在存在额外需求的情况下，州政府可以重新分配现有内部资源，以简化和加快恢复工作，例如成立一个新的或特设的国家恢复机构，或者重新安排和重新分配现有资金的优先次序。许多州都有满足灾害相关需求的计划，这些需求可能包括幸存者、企业、受影响的地方政府和其他人的需求；这些项目应该在灾后加以利用。公示灾后恢复政策信息以让公众了解救灾情况是州政府的重要职责，并且州政府与所有其他利益攸关方合作一起进行信息分发过程。此外，各州可以协助开发和维护一个系统，以管理和监测恢复工作的实施，加强问责制，确保可及性，并跟踪资源。州政府机构也是雇主，需要自己的灾难恢复计划，包括政府连续性和运营连续性计划，以保护和帮助他们的员工。

Where additional needs exist, states can reassign existing internal resources to streamline and expedite recovery, such as forming a new or ad hoc state recovery agency or reprioritizing and reallocating existing funds. Many states have programs that meet disaster-related needs, which may include the needs of survivors, businesses, affected local governments and others; these programs should be leveraged post-disaster. States also play an important role in keeping the public informed through strategic messaging, and they work with all other stakeholders to provide an information distribution process. In addition, states can assist in developing and maintaining a system to manage and monitor implementation of the recovery effort, enforce accountability, ensure accessibility, and track resources. State government agencies are also employers and need their own disaster recovery plans, including continuity of government and continuity of operations plans, to protect and assist their employees.

部落政府 Tribal Government

部落作为主权州，负责治理和管理其土地和社区成员的安全和安保。许多部落的边界跨越多个县和州，给灾难响应和恢复工作的规划带来了独特的挑战。联邦政府承认，部落自治权来自美国印第安人和阿拉斯加土著部落作为民族的固有主权，联邦政府承认的部落有着独特和直接的关系与联邦政府合作。虽然来自其他社区和政府的资源对大多数地方和州政府来说可能是可用的和容易获得的，但在许多部落政府社区却不是这样。了解这些基本事实有助于地方、地区/大都市、州、领土、岛屿地区和联邦政府与主权部落政府合作，制定和实施灾前和灾后的恢复计划。

Tribes, as sovereign nations, govern and manage the safety and security of their lands and community members. Many tribal boundaries cross multiple counties and states, presenting a unique challenge in planning for response and recovery efforts. The Federal Government recognizes that the tribal right of self-government flows from the inherent sovereignty of American Indian and Alaska Native Tribes as nations and that federally recognized tribes have a unique and direct relationship with the Federal Government. While resources from other communities and governments may be available and easily accessible for most local and state governments, this is not the case in many tribal government communities. Understanding these basic facts assists local, regional/metropolitan, state, territorial, insular area, and Federal governments when working with the sovereign tribal governments to develop and implement their recovery plans both pre- and post-disaster.

联邦政府必须在最终确定政策或方案实施之前与部落政府进行有意义的磋商。鼓励地方和邦政府也与部落政府接触（见第 13175 号行政命令，与印度部落政府的协商和协调）。根据《桑迪恢复改善法案》（2013 年 1 月 29 日），联邦政府承认的印第安部落政府可以选择请求总统宣布独立于一个州的紧急状态或重大灾难。

The Federal Government is required to engage in meaningful consultation with tribal governments prior to the finalization of policy or program implementation. Local and state governments are encouraged to engage with tribal governments as well (see Executive Order 13175, Consultation and Coordination with Indian Tribal Governments). Per The Sandy Recovery Improvement Act (January 29, 2013), federally recognized Indian tribal governments have the option to request a Presidential emergency or major disaster declaration independent of a state.

除了维护和促进减灾计划和行动以及实现业务连续性和政府计划连续性之外，部落还通过进行灾前恢复规划进行准备。灾前规划将允许部落政府建立、组织和协调恢复的目标、目的和时间表。理想情况下，部落与地方、地区/大都市、州、其他部落、领土、岛屿地区和联邦政府协调，酌情制定协议或协定，以促进灾害应对和恢复工作。建立这种协调可以确保伙伴们知道在部落中沟通的最佳方式，并提供一个机会让伙伴们了解任何需要注意的部落差异或文化差异。必须将自然和文化资源、圣地和传统土地的保护纳入灾前规划讨论以及恢复和减灾规划工作。为了促进包容性恢复进程，部落政府在制定恢复计划时，必须满足残疾人、老年人和其他有出入和功能需求的人的需求。如果定期进行培训和演习，开展对恢复工作伙伴和利益攸关方进行关于部落恢复计划的教育，并确保恢复领导和管理能力得到维持，将是有益的。

In addition to maintaining and promoting mitigation plans and actions and implementing continuity of operations and continuity of government plans, tribes prepare by conducting pre-disaster recovery planning. Pre-disaster planning will allow tribal governments to establish, organize, and coordinate goals, objectives, and timelines for recovery. Ideally, tribes coordinate with local, regional/metropolitan, state, other tribal, territorial, insular area, and Federal governments, as appropriate, to develop protocols or agreements that facilitate disaster response and recovery efforts. Establishing this coordination ensures that partners know the best means of communicating within the tribe and provides an opportunity to inform partners of any tribal distinctions or cultural differences to be aware of. It is essential that preservation of natural and cultural resources, sacred sites, and traditional lands be integrated into pre-disaster planning discussions and in recovery and mitigation planning efforts. To promote an inclusive recovery process, it is important for tribal governments to address the needs of individuals with disabilities, older adults, and others with access and functional needs when developing recovery plans. It is beneficial if training and exercises occur regularly to educate recovery partners and stakeholders about the tribal recovery plan and to ensure recovery leadership and management capacity is maintained.

灾前规划过程使部落政府能够建立恢复管理结构，以促进灾后恢复举措的组织和协调。这包括确定、规划和培训领导来管理恢复工作（如下面讨论的部落灾后恢复协调员 TDRC），并建立一个组织或指定机构，在优先职能领域为部落政府提供恢复支持（如住房、社会服务、基

基础设施)。灾前恢复规划还将允许部落政府开发一个系统来管理和监测恢复工作的实施,加强问责制,确保可及性,并跟踪资源。与联邦恢复支撑职能 RSF 机制一致是最佳选择,但不是必需的;联邦机构将适应和配合部落恢复机制。

The pre-disaster planning process enables tribal governments to establish a recovery management structure to facilitate organization and coordination of recovery initiatives post-disaster. This includes identifying, planning, and training leadership to manage recovery (e.g., TDRC, discussed below) and creating an organization or designating agencies that will provide recovery support in priority functional areas for the tribal government (e.g., housing, social services, infrastructure). Pre-disaster recovery planning will also allow tribal governments to develop a system to manage and monitor implementation of the recovery effort, enforce accountability, ensure accessibility, and track resources. Alignment with the Federal RSF structure is optimal but not required; Federal agencies will adapt and align with the tribal recovery structure.

灾后,部落政府推动评估恢复需求、确定优先事项以及与地方、地区/大都市、州、其他部落、领土、岛屿地区、联邦和非政府伙伴沟通和合作的进程,以解决恢复需求。由 TDRC 牵头组织和管理复原援助的复原管理结构的实施将促进复原进程。

Post-disaster, tribal governments drive the process of assessing recovery needs, setting priorities, and communicating and collaborating with local, regional/metropolitan, state, other tribal, territorial, insular area, and Federal, and nongovernmental partners to address recovery needs. The implementation of a recovery management structure, led by a TDRC to organize and manage recovery assistance, will facilitate the recovery process.

领土/岛屿地区 Territories/Insular Areas

领土和岛屿地区政府的作用和责任类似于国家的作用和责任。他们的政府负责协调资源,以解决实际或潜在的事件。由于地处偏远,领土和岛屿地区的政府经常面临独特的从辖区外快速获得援助的挑战,并且经常向邻近岛屿、其他邻近国家、州、私营部门或非政府资源或联邦政府请求援助。联邦援助是根据相关的联邦授权(例如,《斯塔福德法》和其他联邦部门或机构的授权)提供的。

The roles and responsibilities of territorial and insular area governments are similar to those of a state. Their governments are responsible for coordinating resources to address actual or potential incidents. Due to their remote locations, territories and insular area governments often face unique challenges in receiving assistance from outside the jurisdiction quickly and often request assistance from neighboring islands, other nearby countries, states, the private sector or nongovernmental resources, or the Federal Government. Federal assistance is delivered in accordance with pertinent Federal authorities (e.g., the Stafford Act and other authorities of Federal departments or agencies).

州、部落和地区灾后恢复协调员 (SDRC\TDRC) State, Tribal, and Territorial Disaster Recovery Coordinators

NDRF 强烈建议各州州长以及部落和领土领导人任命一名 SDRC 或 TDRC 来领导本辖区

的恢复协调活动。

The NDRF strongly recommends that state governors as well as tribal and territorial leaders appoint an SDRC or TDRC to lead recovery coordination activities for the jurisdiction.

SDRC 们和 TDRC 们的作用是组织、协调、推进和领导州或部落范围的恢复。SDRC/TDRC 是有关恢复问题的主要联络点，领导恢复组织和整个州/部落的恢复优先事项的确定。此外，担任该职位的个人应该能够代表其各自的首席执行官（例如，州长、部落首领）发言。SDRC/TDRC 作为辖区与州和联邦机构以及 FDRC 的主要联系点，探索如何理想地解决未满足的恢复需求。灾难发生前，SDRC 或 TDRC 协调辖区灾难恢复计划的开发、培训和演习。

The role of the SDRCs and TDRCs is to organize, coordinate, advance, and lead state or tribe-wide recovery. The SDRC/TDRC is the primary point of contact regarding recovery issues and leads the recovery organization and state/tribal-wide recovery priority setting. In addition, the individual occupying the position should be able to represent and speak on behalf of his or her respective chief executives (e.g., governor, tribal leader). The SDRC/TDRC serves as the jurisdiction's primary point of contact with the state and federal agencies and the FDRC to explore and ideally resolve unmet recovery needs. Pre-disaster, an SDRC or TDRC coordinates development, training, and exercises of the jurisdiction disaster recovery plan.

根据事件的严重程度和灾难恢复工作的预期范围和持续时间，州协调官员或部落协调官员可以履行斯塔福德法案规定的恢复协调员的职责。然而，重大灾害或灾难性事件往往需要任命一个单独的职位，以确保在长期应对和短期恢复活动进行的同时，恢复活动得到良好的管理。此外，有应用这一框架经验的州发现，为此目的任命应急管理以外的官员有好处；例子包括州立经济发展局的一名高级官员和州长办公室的代表。

Depending on the severity of the incident and anticipated scope and duration of disaster recovery efforts, the State Coordinating Officer or Tribal Coordinating Officer may fulfill the Recovery Coordinator role under the Stafford Act. However, major disasters or catastrophic incidents often necessitate the appointment of a separate position to ensure recovery activities are well managed while extended response and short-term recovery activities are ongoing. Also, states that have experience applying this Framework have discovered advantages in appointing officials outside emergency management for this purpose; examples have included a senior official from the state economic development agency and representatives from the office of the governor.

为了有效地组织和管理恢复工作，SDRC 和 TDRC 的职位最好由在具体的州、部落或领土社区内具有工作知识和现有关系，以及在社区发展方面有丰富背景的合作领导人担任。他们的主要作用是管理和协调再发展、复兴和重建，让整个社区参与进来，确保社区恢复进程的包容性。这包括残疾人、有接触和功能问题的人以及英语水平有限的人。为了与所有利益相关方有效沟通，SDRCs 和 TDRCs 制定了一个适用于所有恢复利益相关方的统一且易于使用的沟通计划。SDRCs 和 TDRCs 还在协调和利用州、部落、地区、联邦和其他恢复工作的资金流，以及沟通问题和解决方案以解决恢复援助缺口和重叠方面发挥作用。在州/领土和部落社区都受到

影响的情况下，SDRC 和 TDRC 之间的协调很重要。

In order to effectively organize and manage recovery, the SDRC and TDRC positions will ideally be filled by collaborative leaders with a working knowledge of and existing connections within the specific state, tribal, or territorial community, as well as a strong background in community development. Their primary role is to manage and coordinate redevelopment, revitalization, and to rebuild in a manner that engages the whole community and ensures inclusiveness in the community recovery process. This includes persons with disabilities, individuals with access and functional issues, and people with limited English proficiency. In order to effectively communicate with all stakeholders, SDRCs and TDRCs create a unified and accessible communication plan applicable to all recovery stakeholders. SDRCs and TDRCs also have a role in coordinating and leveraging state, tribal, territorial, Federal, and other funding streams for recovery efforts and communicating issues and solutions to address recovery assistance gaps and overlaps. In cases where state/territorial and tribal communities are both affected, coordination between the SDRC(s) and TDRC(s) is important.

为减少未来事故的影响，SDRC 和 TDRC 应寻求将关键的减灾、抗灾、可持续性和无障碍建设措施纳入恢复计划和努力。这种整合可以在灾前恢复规划过程中开始，并将成为 SDRC 或 TDRC 灾后的一个重要重点。

To reduce the impact of future incidents, the SDRC and TDRC should seek integration of critical mitigation, resilience, sustainability, and accessibility-building measures into the recovery plans and efforts. Such integration can begin during the pre-disaster recovery planning process, and will be an important focus of the SDRC or TDRC post-disaster.

恢复工作可能会根据进度度量的跟踪进行调整或改进。发展改革委员会和贸易发展改革委员会应注意记录各自管辖范围内的最佳做法，为未来的规划工作提供信息，并促进同行之间的经验交流。

Recovery efforts may be adjusted or improved based on tracking of progress measures. SDRCs and TDRCs should take care to document best practices for their respective jurisdictions to inform future planning efforts, as well as to facilitate peer-to-peer sharing of experiences.

联邦政府 **Federal Government**

灾前，联邦各部门和机构通过联合规划、培训和演习，致力于建设联邦区域服务框架（见联邦政府协调机制）的所有恢复核心能力。为地方、地区/大都市、州、部落、领土、岛屿地区以及联邦政府和非政府组织制定了关于灾前恢复和减灾规划和协调活动的指南、培训和工具。联邦政府除了鼓励、协调和制定连续性计划以确保政府和私营部门实体的基本服务和职能不间断地持续以外，还通过指导和拨款来提高抗灾能力，以减少全国各地的灾害影响。政府机构也扮演着雇主的角色，需要有自己的计划在紧急情况发生后保护和帮助他们的员工。为了利用当地社区以及州、部落和地区政府的经验教训和最佳做法，联邦政府可以促进和协调对等参与，将那些已经渡过恢复过程的人联系起来。

Pre-disaster, Federal departments and agencies work to build capacity for all Recovery core capabilities across the Federal RSFs (see Federal Coordinating Structures) through joint planning, training, and exercises. Guidance, training, and tools are developed for local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments and NGOs on pre-disaster recovery and mitigation planning and coordination activities. The Federal Government promotes resilience through guidance and grants to reduce the impacts of disaster across the Nation in addition to encouraging, coordinating, and developing continuity plans to ensure the uninterrupted continuation of essential services and functions by governmental and private sector entities. Government agencies also play roles as employers and need to have their own plans to protect and assist their employees after emergencies. In order to leverage the lessons learned and best practices of local communities and state, tribal, and territorial governments, the Federal Government may facilitate and coordinate peer-to-peer engagement to connect those who have navigated the recovery process.

联邦政府利用 NDRF 及其协调机构，调动必要和可用的部门和机构能力，在必要时加强协调并支持州、地区、部落和地方的恢复工作。首先，当一个或多个事件超出州、部落或领土资源的能力时，需要加强资源和支持的协调，这些事件异常复杂，涉及多个州，或影响联邦财产、其他主要联邦管辖区或国家安全利益。解决每个受灾社区独特的恢复需求需要整个社区的全国性协作努力，包括联邦机构、地方、区域/大都市、州、部落、领土、岛屿地区和联邦政府、社区成员、非政府组织和私营部门。

The Federal Government uses the NDRF and its coordinating structures to engage necessary and available department and agency capabilities to provide enhanced coordination and support state, territorial, tribal, and local recovery efforts when necessary. Primarily, enhanced coordination of resources and support is needed when one or more incidents occur that exceed the capacity of state, tribal, or territorial resources that are exceptionally complex, involve multiple states, or impact Federal property, other areas of primary Federal jurisdiction, or national security interests. Addressing the unique recovery need of each affected community requires a national, collaborative effort of the whole community, including Federal agencies, local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments, community members, NGOs, and the private sector.

在重大灾难或灾难性事故发生后的最初几周，联邦政府的支持作用尤为重要，因为此时许多地方、地区/大都市、州、部落、领地和岛屿地区政府都忙于应对和短期恢复工作。联邦机构通过技术援助、专业知识或其他请求和需要的援助，参与并支持恢复规划、能力建设和减灾工作。联邦政府鼓励采取恢复行动，减少未来灾害风险，提高恢复能力，同时与国家法律和政策保持一致。许多联邦机构可能通过在其正常权限下提供援助，直接或间接地帮助满足受灾社区的恢复需求。联邦支持的持续时间和程度部分取决于事故的规模和持久影响，以及社区依靠自身力量维持恢复工作的能力。联邦政府的灾难恢复管理和支持系统必须具有可扩展性和适应性，以便能够快速有效地做出更改，满足每个特定事件的需求。不断评估恢复目标的进展，并根据需要调整支持工作，以满足受灾社区、州、部落和地区的需求。

The Federal Government's supporting role is especially important during the early weeks after a

major disaster or catastrophic incident, when many local, regional/metropolitan, state, tribal, territorial, and insular area governments are overwhelmed with response and short-term recovery efforts. Federal agencies participate in and support recovery planning, capacity building, and mitigation efforts through technical assistance, expertise, or other assistance as requested and needed. The Federal Government encourages adopting recovery actions that reduce future risk from hazards and increase resilience while remaining consistent with national laws and policies. Many Federal agencies may directly or indirectly contribute to meeting recovery needs of affected communities by delivering assistance provided under their normal authorities. The duration and extent of Federal support is determined in part by the scale and enduring impacts of the incident and on the ability of the community to sustain recovery efforts on its own. The Federal Government's disaster recovery management and support systems must be scalable and adaptable so changes can be made quickly and effectively to meet the needs of each specific incident. Progress towards recovery objectives is continually evaluated and support efforts adjusted as needed to meet the needs of affected communities, states, tribes, and territories.

联邦政府还在向公众和参与恢复的所有利益攸关方提供无障碍信息方面发挥重要作用, 包括可能适用于恢复的联邦赠款和贷款信息。联邦政府与地方、地区/大都市、州、部落、领地和岛屿地区的通信机构协调, 负责确保信息以无障碍的方式传播并被充分理解, 以便公众、国会、私营部门和所有利益相关者了解并意识到这一过程, 并对恢复抱有现实的期望。联邦政府还要求所有接受联邦援助的人遵守《康复法》第 504 条规定的公民权利和义务和 1964 年民权法案第六章。联邦机构还可以促进地理空间和数据分析支持的提供, 以增强地方、区域/大都市、州、部落、领土和岛屿区域的数据收集和分析工作。

The Federal Government also plays an important role in providing accessible information to the public and all stakeholders involved in recovery, including information about Federal grants and loans with potential applications to recovery. In coordination with local, regional/metropolitan, state, tribal, territorial, and insular area communicators, the Federal Government is responsible for ensuring that information is distributed in an accessible manner and is well understood, so that the public, Congress, the private sector, and all stakeholders are informed and aware of the process and have realistic expectations for recovery. The Federal Government also requires that all recipients of Federal assistance comply with civil rights obligations under Section 504 of the Rehabilitation Act and Title VI of the Civil Rights Act of 1964. Federal agencies may also facilitate provision of geospatial and data analysis support to augment local, regional/metropolitan, state, tribal, territorial, and insular area data collection and analysis efforts.

事故和地点的差异如此之大, 以至于大多数恢复计划必须在地方一级进行并以地方一级为重点。尽管如此, 一些地区规划, 加上联邦指导或标准, 可以确保最有效地利用外部资源和援助。重大灾害和灾难性事件通常跨越市、县、州和部落管辖区。州或国家协调鼓励政府机构和非政府组织形成恢复行动合力, 为受影响者实现最佳利益。

Incidents and localities vary so widely that most recovery planning must be done at and focus on the local level. Nonetheless, some regional planning, coupled with Federal guidance or standards, can

ensure the most effective application of outside resources and assistance. Major disasters and catastrophic incidents often cross municipal, county, state, and tribal jurisdictions. State or national coordination encourages unity of effort among government agencies and NGOs to achieve the optimal benefit for those affected.

联邦灾难恢复协调员（FDRC） Federal Disaster Recovery Coordinator

根据需要，启动并部署联邦灾难恢复协调员 FDRC，与地方、区域/大都市、州、部落、地区和岛屿地区的恢复领导密切合作，实施恢复操作协调结构。FDRC 是一个协调中心，负责将全社区包容性恢复和减灾考虑纳入早期决策进程，监测此类决定的影响和结果，并评估在整个恢复过程中是否需要额外的必要和可行的援助和调整。根据国家原则，领导事故类型恢复工作的联邦机构或部门指定一名 FDRC。视情况而定，可以任命一名 FDRC 支持一个州或部落，或多个州或部落，以促进区域甚至全国的协调。

As needed, an FDRC is activated and deployed to implement a recovery operational coordination structure in close collaboration with local, regional/metropolitan, state, tribal, territorial, and insular area recovery leadership. The FDRC is a focal point for incorporating whole community inclusive recovery and mitigation considerations into the early decision-making processes, monitoring the impacts and results of such decisions, and evaluating the need for additional assistance and adjustments where necessary and feasible throughout the recovery. In accordance with national doctrine, the Federal agency or department that leads the recovery effort of the incident type appoints an FDRC. Depending on the situation, an FDRC may be appointed to support one state or tribe, or multiple states or tribes, to facilitate regional, or even national coordination.

如果个人了解灾前恢复规划以及灾后恢复领导和协调，则最能履行 FDRC 的职责。例如，联邦应急管理局维持着一支有资格证书的 FDRCs 骨干队伍，支持联邦应急管理局的 10 个地区。这些常设的 FDRCs 与他们所在地区的地方、地区/大都市、州、部落、领地、岛屿地区和联邦级别的合作伙伴建立了关系，包括私营和非营利部门。这些常设 FDRCs 参与并促进各自区域的恢复培训和演习，以教育恢复合作伙伴和利益攸关方有关恢复规划的知识，并确保恢复管理能力得到发展和维持。

The responsibilities of the FDRC are best met if the individual has an understanding of pre-disaster recovery planning as well as post-disaster recovery leadership and coordination. For example, FEMA maintains a cadre of credentialed FDRCs supporting the 10 FEMA Regions. These standing FDRCs have pre-established relationships with partners at the local, regional/metropolitan, state, tribal, territorial, insular area, and Federal levels in their region, including the private and nonprofit sectors. These standing FDRCs participate in and contribute to recovery training and exercises in their respective Regions to educate recovery partners and stakeholders about recovery planning and to ensure recovery management capacity is developed and maintained.

对于《斯塔福德法案》下的紧急情况和重大灾难声明，任命一名联邦协调官员（FCO）。外交和联邦事务部主要负责根据《国家响应框架 NRF》和《国家灾后恢复框架 NDRF》协调对

整个社区的联邦应对和恢复支持。在需要加强恢复协调支持的灾难发生后，可以任命一名 FDRC。一旦部署了 FDRC，他们就作为外交和联邦事务部的副手，处理与灾难恢复有关的所有事务。外交和联邦事务部负责对事件的联邦响应进行全面管理。FDRC 负责促进联邦机构间和地方、地区/大都市、州、部落、领土和岛屿地区政府之间的恢复协调和合作；私营部门；以及自愿的、基于信仰的和社区的组织。FDRC 与 LDRM、SDRC 和 TDRC 合作并支持它们促进复苏。FDRC 与联邦复兴伙伴合作，根据地方、地区/大都市、州、部落、领土和岛屿地区政府复兴伙伴的投入，制定协调联邦援助和政策的战略方针。在整个恢复支持过程中，FDRC 将确保跟踪战略目标的进展情况，以确保联邦资源得到高效和有效的应用。FDRC 将与 SDRC/TDRC 合作，以多种形式传达明确、一致的信息，以确保可获得、全面、文化和语言上适当的沟通外联战略。

For emergencies and major disaster declarations under the Stafford Act, a Federal Coordinating Officer (FCO) is appointed. The FCO has primary responsibility for coordinating Federal response and recovery support to the whole community in accordance with the National Response Framework and NDRF. An FDRC may be appointed following a disaster in which enhanced recovery coordination support is needed. Once the FDRC is deployed, they work as a deputy to the FCO for all matters concerning disaster recovery. The FCO is responsible for the overall management of the Federal response to the incident. The FDRC is responsible for facilitating recovery coordination and collaboration between the Federal interagency and local, regional/metropolitan, state, tribal, territorial, and insular area governments; the private sector; and voluntary, faith-based, and community organizations. The FDRC partners with and supports the LDRM, SDRC, and TDRC to facilitate recovery. The FDRC works with Federal recovery partners to develop a strategic approach for coordinating Federal assistance and policies based on input from local, regional/metropolitan, state, tribal, territorial, and insular area government recovery partners. Throughout the recovery support process, the FDRC will ensure that progress towards strategic objectives is tracked in order to ensure Federal resources are being applied efficiently and effectively. The FDRC will collaborate with the SDRC/TDRC to communicate a clear, consistent message in multiple formats to ensure an accessible, comprehensive, and culturally and linguistically appropriate communication outreach strategy.

FDRC 将确保恢复支助涉及整个社区，促进包容性，并包括恢复沟通和外联，以吸引所有利益攸关方，包括残疾人、英语水平有限的人以及其他有无障碍和功能需求的人。在大多数情况下，当 FDRC 被任命时，他或她将聘请顾问协助协调关键问题，如残疾融合、缓解和统一联邦审查。

The FDRC will ensure that recovery support involves the whole community, promotes inclusiveness and includes recovery communications and outreach to engage all stakeholders including individuals with disabilities, people with limited English proficiency, and others with access and functional needs. In most cases when an FDRC is appointed, he or she will engage advisors to assist with coordination of key issues such as disability integration, mitigation, and Unified Federal Review.

FDRC 是运营核心能力的领导者，并积极协调联邦恢复支撑职能 RSF（见协调结构）的运

营和活动，以将联邦资源集中用于最相关的恢复需求，并促进联邦政府与地方、区域/大都市、州、部落、领土和岛屿各级利益攸关方之间的伙伴关系。FDRC 还通过与内部和外部伙伴的伙伴关系，积极寻求将减灾措施纳入恢复支助工作。

The FDRC is the lead for the operational core capability and actively coordinates Federal RSF (see Coordinating Structures) operations and activities to focus Federal resources on the most pertinent recovery needs and to promote partnerships between the Federal Government and stakeholders at the local, regional/metropolitan, state, tribal, territorial, and insular levels. The FDRC also actively seeks to incorporate mitigation measures into recovery support efforts through partnership with internal and external partners.

联邦灾难恢复协调员的权力 FDRC Authority

促进恢复协调和合作的 FDRC 权力来自适用于事故的适当权力。其他联邦部门和机构在 NDRF 的总体架构内行使其权力和职责。NDRF 的任何规定都无意妨碍任何联邦部门或机构将关注的问题直接提交给总统或总统的任何工作人员。

FDRC authority to facilitate recovery coordination and collaboration is derived from the appropriate authorities that apply to the incident. Other Federal departments and agencies carry out their authorities and responsibilities within the overarching construct of the NDRF. Nothing in the NDRF is intended to impede the ability of any Federal department or agency to take an issue of concern directly to the President or any member of the President's staff.

灾后恢复核心能力 Core Capabilities

核心能力是由一些实现国家准备工作的目标所必须且整个社区应当具备的不同的关键要素组成的。它们提供了一个通用词汇，描述了必须在整个社区开发和执行以确保国家的准备工作的重要功能。The core capabilities are distinct critical elements, necessary to achieve the National Preparedness Goal, which the whole community must be able to perform. They provide a common vocabulary describing the significant functions that must be developed and executed across the whole community to ensure national preparedness.

表 1 按任务领域划分的核心能力⁸

预防 Prevention	保护 Protection	减灾 Mitigation	响应 Response	恢复 Recovery
制定规划 Planning				
公共信息发布和预警 Public Information and Warning				
行动协调 Operational Coordination				
情报和信息共享 Intelligence and Information Sharing		社区韧性 Community Resilience 降低长期脆弱性 Long-term Vulnerability Reduction 风险和抗灾能力评估 Risk and Disaster Resilience Assessment 威胁和危害识别 Threats and Hazards Identification Security	基础设施系统 Infrastructure Systems	
拦截和中断 Interdiction and Disruption			关键运输系统 Critical Transportation 环境响应/健康和安 全 Environmental Response/Health and Safety 遇难善后服务 Fatality Management Services 消防管理与控制 Fire Management and Suppression 物流供应与连锁经营 Logistics and Supply Chain Management 大型护理服务 Mass Care Services 广域搜救行动 Mass Search and Rescue Operations 现场安检、防护与法律施行 On-scene Security,	恢复经济 Economic Recovery 卫生与社会服务 Health and Social Services 住房 Housing 自然和文化资源 Natural and Cultural Resources
筛选、搜索和检测 Screening, Search, and Detection				
取证和归因 Forensics and Attribution	权限控制和身份识别 Access Control and Identity Verification 网络安全 Cybersecurity 物理防护措施 Physical Protective Measures 保护程序和活动的风险管理 Risk Management for Protection Programs and Activities 供应链完整和安全 Supply Chain Integrity and			

⁸ 规划、公共信息和预警以及行动协调对所有任务区都是通用的。

			Protection, and Law Enforcement 行动交流通信 Operational Communications 公共卫生、医疗和紧 急医疗服务 Public Health, Healthcare, and Emergency Medical Services 情境评估 Situational Assessment	
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恢复核心能力（见表 2：恢复核心能力）旨在应对 SNRA 中确定的风险，该风险包括经济恢复、卫生和社会服务、住房、基础设施系统以及自然和文化资源。制定规划、公共信息发布和预警以及行动协调是贯穿所有任务领域的核心能力。

The Recovery core capabilities (see Table 2: Recovery Core Capabilities) are designed to address the risks identified in the SNRA, to include Economic Recovery, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. Planning, Public Information and Warning, and Operational Coordination are the core capabilities that cross all mission areas.

表 2 Recovery Core Capabilities

制定规划 Planning
开展系统化流程，适当地让整个社区参与制定可执行的战略、运营和/或战术层面的方法，以实现既定目标。Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical- level approaches to meet defined objectives.
公共信息发布和预警 Public Information and Warning
通过使用清晰、一致、可访问且在文化和语言上适当的方法向整个社区提供协调、及时、可靠和可操作的信息，以有效地传递有关任何威胁或危害的信息，并适当地传达正在采取的行动和提供援助。Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
行动协调 Operational Coordination
建立和维护一个统一协调的运营结构和流程，适当整合所有关键利益相关者并支持核心能力的执行。Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
恢复经济 Economic Recovery
将经济和商业活动（包括粮食和农业）恢复到健康状态，并开发新的商业和就业机会，从而形成一个经济

上有活力的社区。Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.

卫生与社会服务 Health and Social Services

恢复和改善卫生和社会服务能力和网络，以促进整个社区的复原力、独立性、健康（包括行为健康）和福祉。Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.

住房 Housing

实施有效支持整个社区需求并有助于其可持续性和复原力的住房解决方案。Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

基础设施系统 Infrastructure Systems

稳定关键基础设施功能，最大限度地减少健康和安全威胁，并有效地恢复和振兴系统和服务，以支持一个可行的、有韧性的社区。Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

自然和文化资源 Natural and Cultural Resources

按照灾后社区优先事项和最佳实践以及适用的环境和历史保护法律和行政命令，通过适当的规划、缓解、响应和恢复行动来保护、保存、修复、还原自然和文化资源和历史财产。Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

在社区内开发和维护恢复核心能力需要一种多机构、跨学科的方法，让包括广泛的服务和资源提供者和利益相关者在内的整个社区参与进来。建立核心能力的可行努力应覆盖各个任务领域。

Developing and maintaining the Recovery core capabilities within a community requires a multiagency, interdisciplinary approach that engages the whole community, including a wide range of service and resource providers and stakeholders. Actionable efforts to build capabilities should be integrated across mission areas.

制定规划 Planning

灾前和灾后规划是在地方、地区/大都市、州、部落、领土、岛屿地区和联邦各级实施精心策划、领导良好和包容性恢复过程的先决条件。准备活动既有助于为恢复过程奠定基础，也有

助于在灾难后有效和高效地实现社区的灾难恢复目标。灾前和灾后恢复规划对于社区发展复原力和成功和及时的恢复而言都十分重要。所有政府都有责任在事件发生之前和之后制定恢复战略。

Pre- and post-disaster planning is a prerequisite for the implementation of a well-orchestrated, well-led, and inclusive recovery process at the local, regional/metropolitan, state, tribal, territorial, insular area, and Federal levels. Preparedness initiatives help set the foundation for a recovery process that is then applied post event to effectively and efficiently reach a community's disaster recovery goals. Both pre- and post-disaster recovery planning are critical for communities to develop resilience and for successful and timely recovery. All governments have the responsibility to develop recovery strategies prior to and following an incident.

灾前恢复预案 **Pre-Disaster Recovery Planning**

灾前恢复预案使地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府能够有效地指导活动，以确定角色并提高恢复能力。灾前预案提供了一个通用平台来指导恢复决策和活动，并加快统一的恢复工作。在当地和区域综合社区发展和减灾规划一起进行时，灾前救援规划有助于确立角色、责任和伙伴关系；制定恢复优先事项和政策；在灾害发生后纳入减灾战略；并确定灾后进程和协调。通过整合和协调其他任务区之间以及其他地方、区域/大都市、州、领土、部落、岛屿地区和联邦规划的规划倡议，建立抗灾韧性。

Pre-disaster recovery planning enables local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments to effectively direct activities to identify roles and increase resilience. Pre-disaster plans provide a common platform to guide recovery decisions and activities and expedite a unified recovery effort. When done in conjunction with local and regional comprehensive community development and mitigation planning, pre-disaster recovery planning helps to establish roles, responsibilities, and partnerships; lay out recovery priorities and policies; incorporate hazard mitigation strategies in the wake of a disaster; and identify post-disaster processes and coordination. By integrating and coordinating planning initiatives among the other mission areas as well as across other local, regional/metropolitan, state, territorial, tribal, insular area, and Federal planning, resilience is built.

基于社区的规划 **Community-Based Planning**

为恢复做准备的责任始于个人，并与社区和地方政府的更大责任相结合。社区规划工作需要反映和涉及整个社区的需求，并得到自愿的、基于信仰的社区组织、企业、地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府的支持。为了支持在灾前规划中包容所有社区成员，地方政府采用了全社区参与战略，以提升地方复原力，并促进所有利益攸关方对社区恢复的共同参与。要求地方政府确保社区公共会议和通信无障碍(无障碍要求包括物理无障碍、程序无障碍和所有人的有效通信无障碍)，并且所有信息都是充分、有效和可访问的。

Pre-disaster recovery planning enables local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments to effectively direct activities to identify roles and increase

resilience. Pre-disaster plans provide a common platform to guide recovery decisions and activities and expedite a unified recovery effort. When done in conjunction with local and regional comprehensive community development and mitigation planning, pre-disaster recovery planning helps to establish roles, responsibilities, and partnerships; lay out recovery priorities and policies; incorporate hazard mitigation strategies in the wake of a disaster; and identify post-disaster processes and coordination. By integrating and coordinating planning initiatives among the other mission areas as well as across other local, regional/metropolitan, state, territorial, tribal, insular area, and Federal planning, resilience is built.

灾后恢复规划 **Post-Disaster Recovery Planning**

灾后恢复规划提供了一个既有的灾后决策过程，可以适应并应用于灾前优先事项和政策。灾后社区恢复规划允许地方领导和社区利益相关者做出复杂的社区范围的决定。灾后规划过程的首要目的是指导决策，可能不会自动产生正式的规划文件。规划的结果是建立社区愿景、目标、倡议、计划、战略和/或项目。灾后恢复计划文件通常是在恢复和振兴活动的复杂性需要一个更全面的过程时制定的。由此产生的文件通过综合计划传达了这一复杂过程的结果。

Post-disaster recovery planning supports a post event decision-making process to adapt and implement pre-disaster priorities and policies. Post-disaster community recovery planning allows local leaders and community stakeholders to make complex, community-wide decisions. The post-disaster planning process is intended, first and foremost, to guide decisions and may not automatically result in a formal plan document being produced. Planning results in establishment of community vision, goals, initiatives, programs, strategies, and/or projects. A post-disaster recovery plan document is often created when the complexity of the recovery and revitalization activities necessitates a more comprehensive process. The resulting document communicates the outcome of that complex process through an integrated plan.

无论是否创建了正式文件，灾后规划流程都为公共、私人和非政府部门在恢复核心能力方面的最佳整合奠定了基础；在社区一级制定恢复目标和优先事项；和资源分配的本地管理。规划过程有助于社区领导设定和传达基准，以衡量社区定义的成功结果的进展。所有受影响的社区都可以通过参与灾难恢复规划和制定对多方受众有意义的包容性战略而受益，包括社区成员、潜在资助者、非政府组织、其他整个社区的利益相关者以及地方、区域/大都市、州、部落、领土、岛屿地区和联邦政府。

Whether a formal document is created or not, a post-disaster planning process forms the foundation for optimal integration of public, private, and nongovernmental efforts across the Recovery core capabilities; the setting of recovery goals and priorities at the community level; and local management of recovery and allocation of resources. The planning process aids community leaders in setting and communicating benchmarks to measure progress toward a community defined successful outcome. All affected communities can benefit by engaging in disaster recovery planning and developing inclusive strategies that are meaningful to multiple audiences, including members of the community, potential funders, NGOs, other whole community stakeholders, and local,

regional/metropolitan, state, tribal, territorial, insular area, and Federal governments.

向社区提供支持的联邦和州机构也将进行灾后规划，以便组织支持资源。任命后，FDRC 和 RSFs 共同制定联邦恢复支持战略，以确保各机构支持州、部落、地区和地方恢复工作的统一战略或方法。

Federal and state agencies providing support to communities will also plan post-disaster in order to organize support resources. When appointed, the FDRC and the RSFs work together to develop a federal Recovery Support Strategy to ensure a unified strategy or approach for agencies to support state, tribal, territorial, and local recovery efforts.

关键任务 Critical Tasks

- 召集一个包容性的全社区规划团队的核心，在灾前确定该团队将监督灾后恢复规划流程和活动，以降低恢复风险并提高复原力。
- Convene the core of an inclusive whole community planning team, identified pre-disaster, which will oversee disaster recovery planning process and activities to reduce recovery risk and increase resilience.
- 制定统一的方法对抗灾基础设施进行投资，使社区能够抵御灾害的影响，并且有效应对、快速恢复、适应不断变化的条件，并管理未来的灾害风险。
- Develop a unified approach to making investments in resilient infrastructure to enable communities to withstand the effects of a disaster, respond effectively, recover quickly, adapt to changing conditions, and manage future disaster risk.
- 完成初始恢复规划流程，提供总体恢复战略，包括操作和战术层面的方法。
- Complete an initial recovery planning process that provides an overall strategy for recovery, including operational and tactical level approaches.
- 解决所有恢复核心能力，并在恢复规划流程和战略中整合社会经济、人口统计、可访问性和风险评估考虑因素。
- Address all Recovery core capabilities and integrate socioeconomic, demographic, accessibility, and risk assessment considerations in recovery planning processes and strategies.
- 确定支持社区确定的恢复目标的，可实现的、切实的基于社区的恢复行动和活动。
- Identify achievable, tangible community based recovery actions and activities that support the community's identified recovery goals.
- 跨辖区协调规划工作。
- Coordinate planning efforts across jurisdictional boundaries.

公共信息发布和警告 Public Information and Warning

在灾难恢复环境中，地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府、私营部门、非政府组织和联邦机构共同努力，向整个社区提供协调、及时、可靠和可操作的信息，以支持恢复。公共信息传递有助于管理整个恢复过程中的预期，并支持地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府通信计划的制定。公共信息/通信管理人员使用具有包容性的

流程,确保所有人,包括残疾人、英语水平有限的人以及其他有访问和功能需求的人都能使用。关于事故和紧急情况的公共警告必须是多种多样的,因为具有相似或相同残疾的人并不总是具有相似的接收信息的能力。应使用美式英语(或其他)手语、字幕和计算机辅助实时翻译来提供信息。州政府和地方政府应该制定计划,以便在事故发生时立即获得美式英语的手语翻译。这在紧急消息至关重要的未通知事件中尤其重要。当州或地方官员在事件发生后第一次进行广播时,美式英语手语(可能还有其他语言手语翻译)应该以分屏的方式显示在电视上,以便聋人可以与社区中的其他人获得实时和同一时间的信息。开放字幕应该包括在内,因为不是所有的聋人都使用美式英语手语。印刷材料应以替代形式提供,包括盲文、电子媒体或残疾人要求的形式。负责向公众传达灾难信息的人必须记住,关键问题不是把信息传播出去,而是确保传播出去的信息是整个社区的所有成员都能采取行动的信息。

In a disaster recovery environment, local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments, the private sector, NGOs, and Federal agencies work together to provide coordinated, prompt, reliable, and actionable information to the whole community to support recovery. Public information messaging helps manage expectations throughout the recovery process and supports the development of local, regional/metropolitan, state, tribal, territorial, insular area, and Federal government communications plans. Public information/communications managers use an inclusive process that ensures accessibility to all, including individuals with disabilities, those with limited English proficiency, and others with access and functional needs. Public warning about incidents and emergencies must be varied because people with similar or even the same disabilities do not always have similar capabilities to receive information. Information should be provided using American (or other) Sign Language, captioning, and computer assisted real-time translation. State and local governments should develop plans for immediate access to American Sign Language (ASL) interpreters for use as an incident is unfolding. This is especially critical in no-notice incidents where emergency messaging is critical. When state or local officials go on the air for the first time following an incident, ASL (and possibly other language sign language interpreters) should be shown on television in a split-screen fashion so people who are deaf get real-time and same-time information with others in the community. Open Captioning should be included because not all people who are deaf use ASL. Printed material should be provided in alternative formats including Braille, electronic media, or a format requested by a person with a disability. People charged with communicating disaster messages to the public must remember the critical issue is not getting the message out but making sure the message that goes out is one all members of the whole community can take action on.

有效的公共信息做法是双向的,也就是说,它们将确保受影响的居民,包括那些因事故而暂时流离失所的人,有机会了解恢复管理规划和决策并为恢复管理规划和决策提供意见。这可确保利益相关方清楚地了解可用的援助以及他们自己的角色和责任,明确实现恢复所需的要求、时间和信息,包括转介帮助热线、网站、社交媒体、智能手机应用程序、信息亭和其他媒体以及恢复资源网站。

Effective public information practices are two-way, that is, they will ensure affected residents,

including those temporarily displaced due to the incident, have the opportunity to communicate with community leaders and provide input into recovery management planning and decisions. This ensures stakeholders have a clear understanding of available assistance and their own roles and responsibilities, makes clear the requirements and time needed to achieve recovery, and includes information and referral help lines, websites, social media, smartphone applications, kiosks, and other media and websites for recovery resources.

关键任务 Critical Tasks

- 制定沟通策略，以确保利益相关方清楚了解可用的援助以及他们在整个恢复过程中的角色和职责。
- Develop communications strategy to ensure stakeholders have a clear understanding of the available assistance and their own roles and responsibilities throughout the recovery process.
- 通过清晰、准确和透明来管理民众期望。
- Manage expectations through clarity, accuracy, and transparency.
- 确保整个社区的信息都是可访问的格式，包括残疾人和其他有访问和功能需求的人，以及主人和他们的动物(包括家庭宠物和服务及辅助动物)。
- Ensure information is in accessible formats for the whole community, including individuals with disabilities and others with access and functional needs, and owners and their animals (including household pets and service and assistance animals).
- 向当地和其他受众提供可实现的、切实的恢复目标；根据情况跟进进度报告。
- Provide achievable, tangible recovery goals to local and other audiences; follow up with progress reports, as appropriate.

行动协调 Operational Coordination

灾前和灾后的业务协调跨越所有任务区，对于高效和有效的恢复活动至关重要。事故的影响将带来独特的挑战，需要不同的方法进行应对。在这些方法中，领导力将在建立社区信心和有效应对影响方面发挥关键作用。成功的恢复需要通过有意义的联盟建设，在各级政府、社会各部门和恢复进程的各个阶段发挥传递信息和协调工作的领导作用。

Pre- and post -disaster Operational Coordination crosses all mission areas and is critical to efficient and effective recovery activities. The effects of the incident will present unique challenges and require different approaches in which leadership will play a key role in building the confidence of the community and addressing impacts in an effective manner. Successful recovery requires informed and coordinated leadership throughout all levels of government, sectors of society, and phases of the recovery process through meaningful coalition building.

地方、地区/大都市、州、部落、领地和岛屿地区政府对其社区的恢复负有主要责任，需要建立领导和协调机制以便有效评估和评价恢复问题、确定优先事项、吸引合作伙伴、确定和协调关键资源并实施恢复战略。在适当规模的协调结构下让所有利益相关者参与进来，将提高任何单一机构的合作能力，并促进恢复。支持地方、区域/大都市、州、部落、领土、岛屿地区和联邦的优先事项，还将增加获得恢复资源的机会，包括信息共享、技术援助、主题专门知识和

潜在的供资机会。

Local, regional/metropolitan, state, tribal, territorial, and insular area governments have primary responsibility for the recovery of their communities and will need leadership and coordination mechanisms in place in order to effectively assess and evaluate recovery issues, determine priorities, engage partners, identify and coordinate key resources, and implement recovery strategies. Engaging all stakeholders under an appropriately scaled coordination structure will increase the capacity of any single agency to partner and facilitate recovery in support of local, regional/metropolitan, state, tribal, territorial, insular area, and Federal priorities. It will also enhance access to recovery resources, including information sharing, technical assistance, subject matter expertise, and potential funding opportunities.

运营协调核心能力引领跨部门、跨能力的整合，以确保在所有职能领域实现恢复、健康社区和包容性等普遍目标。

The Operational Coordination core capability leads cross-sector, cross-capability integration to ensure universal goals such as resilience, healthy communities, and inclusiveness are addressed across all functional areas.

运营协调实现运营功能，并促进更有效地利用资源、信息共享和整个社区合作伙伴的协作，以包括各级政府、私营部门、非营利组织、商业和信仰社区、个人和家庭，包括残疾人、其他有出入和功能需求的人以及主人和他们的动物(包括家庭宠物和服务和辅助动物)。这种能力涉及国家、区域和实地一级的行动，以协调正在进行的恢复行动。

Operational Coordination enables operational functioning and promotes more effective use of resources, information sharing, and the collaboration of whole community partners, to include all levels of government, private sector, nonprofit organizations, business and faith-based communities, individuals, and households, including people with disabilities, others with access and functional needs, and owners and their animals (including household pets and service and assistance animals). This capability involves national, regional, and field-level operations to coordinate ongoing recovery operations.

关键任务 Critical Tasks

- 领导、协调和推动恢复过程。
- Lead, coordinate, and drive the recovery process.
- 协调和利用恢复核心能力资源。
- Coordinate and leverage Recovery core capability resources.
- 将整个社区的利益纳入正在进行的恢复工作和未来的举措中。
- Integrate the interests of the whole community into ongoing recovery efforts and future initiatives.
- 通过信息共享和协调，确保跨任务和跨能力整合。
- Ensure cross-mission and cross-capability integration through information sharing and coordination.

- 建立机制，更有效地让整个社区的合作伙伴参与进来。
- Establish mechanisms to more effectively engage whole community partners.
- 通过持续的流程改进来改善未来的运营协调。
- Improve future operational coordination through continual process improvements.

恢复经济 **Economic Recovery**

恢复经济的核心能力整合了政府和私营部门各机构和组织的专门知识和资源，以促进个人的灾前和灾后努力；地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府；和私营部门维持和（或）重建企业和就业，并发展经济机会，从而形成包容的、经济上可行的社区。

The Economic Recovery core capability integrates the expertise and resources of agencies and organizations, both governmental and private sector, to facilitate the pre- and post-disaster efforts of individuals; local, regional/metropolitan, state, tribal, territorial, insular area and Federal governments; and the private sector to sustain and/or rebuild businesses and employment and to develop economic opportunities that result in inclusive, economically viable communities.

经济的恢复是由众多复杂且相互关联的因素推动的。公共部门、非营利组织和私营部门共同承担事故成本，并采取积极措施重建当地经济。私营部门在经济复苏中的作用不可低估，因为它们不仅满足关键的重建需求，而且它们积极参与复苏规划工作使社区的恢复更具生机，提升了包容性和有效性。通过促进灾前恢复规划，社区、地区和国家应对经济恢复挑战的能力可以得到显著提高。事故发生后，当地企业、个人、非营利组织和政府的经济恢复需求通常是暂时的，并随着时间的推移而变化。通常，恢复工作的重点是为那些在关键程度和优先级方面已经失效的问题提供帮助，实际上变得“太少、太晚”而不具有后果性。灾前恢复规划可以通过充分调动经济恢复利益攸关方及其网络并利用现有资源，大幅减少应对经济恢复挑战所需的时间。

Economic recovery is driven by a multitude of complex and interconnected components. The contributions of the public sector, nonprofits, and the private sector collectively absorb costs borne from the incident and take active steps to reestablish the local economy. The role of the private sector in economic recovery cannot be understated, as they not only serve critical rebuilding needs, but their active participation in recovery planning efforts enriches the community recovery, encouraging further inclusiveness and effectiveness. The capacity of the community, region, and state to address economic recovery challenges can be significantly enhanced by promoting pre-disaster recovery planning. The economic recovery needs of local businesses, individuals, nonprofits, and governments after an incident are often temporal in nature, and tend to shift as time progresses. Too often recovery efforts focus on providing assistance for issues that have since lapsed in criticality and priority, effectively becoming “too little, too late” to be consequential. Pre-disaster recovery planning can dramatically reduce the time needed to meet economic recovery challenges by thoroughly engaging economic recovery stakeholders and their networks and leveraging existing resources.

事故发生后，经济恢复核心能力的最佳特征是促进受灾地区经济恢复利益相关者之间的协调、整合和协作，以支持个人决策和利用现有资源。这项工作的共同利益相关者包括商会、经

济和劳动力发展组织、地方政府和区域规划组织。这些组织中的每一个都有支持其社区的经济发展、劳动力发展或商业福祉的日常责任。事故需要他们更加关注改善事故的直接和间接影响，包括对当地经济健康部门的影响。常见问题通常集中在资本获取和不确定性问题上——家庭、企业和地方政府重建所需的资本获取——由未知影响、未来市场条件和重建结果驱动的不确定性通常会阻碍行动。地方、地区、州和部落组织以及联邦机构协调可用资源的交付和应用，以支持地方和州的经济恢复优先事项。

After an incident, the economic Recovery core capability is best characterized as promoting coordination, integration, and collaboration among the economic recovery stakeholders of the affected area to support individual decision-making and leverage existing resources. Common stakeholders in this effort include chambers of commerce, economic and workforce development organizations, local governments, and regional planning organizations. Each of these organizations has a day-to-day responsibility to support economic development, workforce development, or business well-being in their community. An incident necessitates a heightened focus of their efforts to ameliorate the direct and indirect effects of the incident, to include impacts to the health sector of the local economy. Common issues often center on capital access and uncertainty issues—capital access needed for rebuilding for household, business, and local government—uncertainty driven by unknown impacts, future market conditions, and outcome of rebuilding efforts, often stymies action. Local, regional, state, and tribal organizations and Federal agencies coordinate the delivery and application of available resources to support local and state economic recovery priorities.

关键任务 Critical Tasks

- 分享、汇总和整合经济影响数据，以评估经济问题，并确定促进受影响社区稳定的潜在抑制因素。
- Share, aggregate, and integrate economic impact data to assess economic issues and identify potential inhibitors to fostering stabilization of the affected communities.
- 实施恢复经济的战略，整合私营部门的能力，实现强有力的信息共享，并促进经济恢复中利益攸关方之间问题有力解决。
- Implement economic recovery strategies that integrate the capabilities of the private sector, enable strong information sharing, and facilitate robust problem solving among economic recovery stakeholders.
- 确保社区恢复和缓解计划包含恢复经济并消除灾难后恢复经济的抑制因素，同时维护所有个人的权利。
- Ensure the community recovery and mitigation plan(s) incorporate economic recovery and remove inhibitors to post-incident economic resilience, while maintaining the rights of all individuals.

卫生和社会服务 Health and Social Services

及时恢复医疗卫生系统（例如医院、透析中心等）和社会服务（例如儿童保育、启蒙计划提供者等）对一个社区的恢复至关重要，需要受灾地区所有合作伙伴和利益相关方的共同努力。这些合作伙伴和利益攸关方包括政府机构；老龄、残疾、非营利、志愿、信仰和社区组织；营

利性企业；服务提供商；以及获得服务的个人和家庭——整个社区。通过在包容性的规划进程中共同努力，灾后恢复利益攸关方可以确定灾前赤字，评估与事件相关的影响，为灾前和灾后活动确定适当的资源，并制定战略，促进受灾个人和社区的健康和福祉，以增强社区的抗灾能力。

Timely restoration of health systems (i.e., hospitals, dialysis centers, etc.) and social services (i.e., child care, Head Start providers, etc.) is critical to a community's recovery and requires a unified effort from all partners and stakeholders in the affected region. These partners and stakeholders include government agencies; aging, disability, nonprofit, voluntary, faith-based, and community organizations; for-profit businesses; service providers; and individuals and families accessing services—the whole community. By working together in an inclusive planning process, recovery stakeholders can identify pre-disaster deficits, assess incident-related impacts, target appropriate resources for pre-and post-disaster activities, and develop strategies to promote the health and well-being of affected individuals and communities to foster community resilience.

健康和社会服务核心能力包括预期灾难医疗保健服务、社会服务、行为健康服务、环境和公共健康以及食品和医疗供应安全、灾难中的儿童和响应者的长期健康问题的影响。

The Health and Social Services core capability includes anticipated incident impacts to health care services, social services, behavioral health services, and environmental and public health, as well as food and medical supply safety, children in disasters, and long-term health issues specific to responders.

关键任务 Critical Tasks

- 确定受影响的人口、群体以及恢复中的关键伙伴。
- Identify affected populations, groups and key partners in recovery.
- 完成对社区卫生和社会服务需求的评估；基于整个社区在恢复规划过程中的投入和参与，对这些需求进行优先排序；制定一个全面的恢复时间表，其中包括对可用人力和预算资源的考虑。
- Complete an assessment of community health and social service needs; prioritize these needs based on the whole community's input and participation in the recovery planning process; and develop a comprehensive recovery timeline that includes consideration of available human and budgetary resources.
- 恢复医疗保健（包括行为健康）、公共卫生和社会服务功能。
- Restore health care (including behavioral health), public health, and social services functions.
- 按照规定的恢复时间表，恢复和改善保健系统和社会服务能力及网络的复原力和可持续性，以促进社区成员的独立性和福祉。
- Restore and improve the resilience and sustainability of the health care system and social service capabilities and networks to promote the independence and well-being of community members in accordance with the specified recovery timeline.
- 实施多项战略以保护公众和恢复工作人员的健康和安全，免受灾后环境的影响。

- Implement strategies to protect the health and safety of the public and recovery workers from the effects of a post-disaster environment.

住房 Housing

住房核心能力提供现实可行且负担得起的临时和永久住房方案，这些方案符合长期社区计划和进程相一致并与之相联系的原则。在所有灾难中，住房核心能力将积极支持在现有资源和法定条件下开发永久性住房方案的监管机构。

The Housing core capability develops realistic accessible and affordable temporary and permanent housing options consistent with principles that are in line with and linked to existing long-term community plans and processes. Across all incidents, the Housing core capability will actively support development of permanent housing options within existing resources and statutory and regulatory authorities.

住房的核心能力是实施安全和健康的住房解决方案的能力，通过确保社区领导和规划者关注适当、负担得起和普遍可获得的住房，有效支持整个社区的需求，并促进其可持续性和复原力。住房是灾后恢复的一个关键且往往具有挑战性的组成部分。如果没有足够的住房，特别是负担得起和可获得的住房，地方经济就无法从灾难中恢复。这是一个挑战，因为多年的住房维护、修复、重建和新建筑往往需要因事故而加速进行，且资金可能无法完全满足社区的住房需求，特别是负担得起和无障碍的住房。重建的迫切需要和可用资源的缺乏造成了设计、施工、劳动力、材料、物流、检查和融资问题。

The core capability for housing is the ability to implement safe and healthy housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience by ensuring community leadership and planners focus on adequate, affordable, and universally accessible housing. Housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from disasters without adequate housing, especially affordable and accessible housing. It is challenging because many years' worth of housing repair, rehabilitation, reconstruction, and new construction often need to occur at an accelerated pace as a result of an incident, and funding may not be available to fully support a community's housing needs, especially affordable and accessible housing. The immediate need to rebuild and the lack of resources readily available create design, construction, labor, materials, logistics, inspection, and financing issues.

关键任务 Critical Tasks

- 评估初步的住房影响以及灾前和灾后需求，确定临时住房的可用选项，并支持当地制定永久住房计划。
- Assess preliminary housing impacts and pre- and post-disaster needs, identify available options for temporary housing, and support the local development of the plan for permanent housing.
- 在社区规划工作中解决负担得起的、无障碍的和劳动力住房需求。
- Address affordable, accessible, and workforce housing needs in community planning efforts.

- 解决临时住房需求, 评估永久性住房的选择, 并在社区恢复计划中为实现具有韧性的、无障碍和可持续的住房市场确定一个可实现的时间表。
- Address interim housing needs, assess options for permanent housing, and define an achievable timeline for achieving a resilient, accessible, and sustainable housing market in community recovery plans.
- 满足社区的韧性和可持续的永久住房需求, 包括在特定时间框架内为业主及其家庭宠物提供无障碍住房和住房选择的需求。
- Meet the resilient and sustainable permanent housing needs of the community, including the need for accessible housing and housing options for owners and their household pets within a specified timeframe.

基础设施系统 Infrastructure Systems

基础设施系统核心能力整合了公共和私人基础设施所有者和运营商的努力。在某些情况下, 稳态运行和维护的扩展定义了新的建设和系统升级项目。

The Infrastructure Systems core capability integrates the efforts of the owners and operators of public and private infrastructure. It is the extension of steady state operations and maintenance that, in some situations, defines new construction and system upgrade projects.

恢复流程的目标是将灾后基础设施与社区对其已建环境和虚拟环境的预期需求相匹配。这一目标应利用现有的公私合作结构来制定, 如《国家基础设施保护计划》中概述的结构。资源所有者在纳入灾前和灾后复原活动以及确定其系统及其服务的人群和企业的最大脆弱性方面发挥着主要作用。这些程序确保尽最大可能探索和实施保护方案。基础设施系统核心能力合作伙伴通过他们的网络促进规划。参与高度包容性的公私规划工作的社区通常能够在事件发生之前、期间和之后更好地发挥作用。此外, 减灾工作有助于最大限度地减少灾害后果, 并使建筑物能够更有效地恢复。

The goal of the recovery process is to match the post-disaster infrastructure to the community's projected demand on its built and virtual environment. Such a goal should be developed using existing public-private collaborative structures such as those outlined in the National Infrastructure Protection Plan. Resource owners play the primary role in including resilience pre- and post-disaster activities and identifying the greatest vulnerabilities in terms of their systems and the people and businesses they serve. Those processes ensure that options for protection have been explored and implemented to the maximum extent possible. Infrastructure Systems core capability partners promote planning through their networks. Communities that engage in highly inclusive, public-private planning efforts are generally able to function better before, during, and after an incident. Additionally, mitigation efforts help to minimize disaster consequences and put structures in position to recover more effectively.

基础设施系统恢复工作首先是为了保持持续的客户服务。这就需要必须与永久工程一起设计的工作区和补丁。这项复杂工作的主要驱动力是赋予整个社区权力。基础设施系统合作伙伴通过共享信息、识别/利用资源和促进共同目标来关注这一点。基础设施的使命支持始于最初的应对阶段, 随着长期活动的增加, 支持将持续到恢复阶段。参与的公共和私人实体提供技术

援助和监管便利以及资助项目。

The Infrastructure Systems recovery effort is first and foremost about maintaining continuous customer service. This necessitates workarounds and patches that must be engineered in conjunction with the permanent work. The principal driver for this complex effort is the empowerment of the whole community. The Infrastructure Systems partners focus on this by sharing information, identifying/leveraging resources, and promoting common objectives. The mission of infrastructure support begins during the initial response and continues by providing support to the recovery as long-term activities increase. The public and private entities involved provide technical assistance and regulatory easements as well as funded programs.

关键任务 Critical Tasks

- 促进基础服务（公共和私人）的恢复和维持，以维持社区功能。
- Facilitate the restoration of and sustain essential services (public and private) to maintain community functionality.
- 在区域和全系统层面协调基础设施重建规划。
- Coordinate planning for infrastructure redevelopment at the regional, system-wide level.
- 制定一个有具体时间表的计划，用于开发、再开发和增强社区基础设施，以促进韧性、可达性和可持续性。
- Develop a plan with a specified timeline for developing, redeveloping, and enhancing community infrastructures to contribute to resilience, accessibility, and sustainability.
- 提供满足社区需求的系统，同时在恢复计划中指定的时间内最大限度地减少恢复期间的服务中断。
- Provide systems that meet the community needs while minimizing service disruption during restoration within the specified timeline in the recovery plan.

自然和文化资源 Natural and Cultural Resources

自然和文化资源（NCR）核心能力整合了所有主体的专长和资源，包括地方、地区/大都市、州、部落、领土、岛屿地区和联邦政府；其他自然和文化资源利益相关者，如非政府、非营利和志愿组织；和私营部门实体以包容、可持续和有韧性的方式保存、保护和恢复受影响社区的自然和文化资源及历史财产。

The Natural and Cultural Resources (NCR) core capability integrates the expertise and resources of all individuals; local, regional/metropolitan, state, tribal, territorial, insular area, and Federal governments; other natural and cultural resource stakeholders such as nongovernmental, nonprofit, and voluntary organizations; and private sector entities to preserve, protect, and restore the affected community's natural and cultural resources and historic properties in a way that is inclusive, sustainable, and resilient.

资源管理员发挥主要作用，确定每个社区的自然和文化财富，并确保尽最大可能探索和实施保护这些财富的备选方案。当资源有限时，确定这些工作的优先顺序至关重要。NCR 核心

能力合作伙伴可以通过他们的网络促进灾前规划。参与高度包容的公私规划和备灾工作的社区通常能够在事件发生之前、期间和之后更好地发挥作用。此外，减灾努力，如通过考虑环境友好型措施确定脆弱性和减少风险，有助于最大限度地减少灾害后果和加快恢复。

Resource caretakers play the primary role identifying each community's natural and cultural treasures and ensuring that options for their protection have been explored and implemented to the maximum extent possible. It is critical to prioritize these efforts when resources are limited. NCR core capability partners can promote pre-disaster planning through their networks. Communities that engage in highly inclusive, public-private planning and preparedness efforts are generally able to function better before, during, and after an incident. Additionally, mitigation efforts, such as identifying vulnerabilities and reducing risks by considering environmentally friendly measures, help to minimize disaster consequences and expedite recovery.

NCR 的恢复工作首先是一项保护行动。顾名思义，自然和文化资源是独特的，但往往是脆弱的，必须得到保护/保存，因为恢复或替代它们是不可能的。任何保护和/或修复工作的主要驱动力是赋予整个社区权力。NCR 合作伙伴通过让整个社区参与进来、改善信息共享、确定/利用资源以及促进共同目标来关注这一点。

The NCR recovery effort is first and foremost a preservation operation. By definition, natural and cultural resources are unique and often fragile and must be protected/conserved, since restoring or replacing them may be impossible. The principal driver for any preservation and/or restoration effort is the empowerment of the whole community. NCR partners focus on this by engaging the whole community and improving information sharing, identifying/leveraging resources, and promoting common objectives.

NCR 核心能力的交付建立在致力于自然和文化资源福祉的个人和团体的灾前活动之上。这些人包括那些靠它们谋生的人，也包括那些因为它们而享受它们的人。当事故迫在眉睫或发生时，NCR 核心能力合作伙伴专注于保护，然后最小化和/或减轻对 NCR 的影响，然后恢复，最后抓住机会重建一个更可持续和更具韧性的社区。

The delivery of the NCR core capability builds from the pre-disaster activities of individuals and groups dedicated to natural and cultural resource well-being. These include those who earn a living from them to those who enjoy them for what they are. When incidents are imminent or occur, the NCR core capability partners concentrate on protection, then minimization and/or mitigation of impacts to NCR, then restoration, and finally realizing opportunities to rebuild a more sustainable and resilient community.

关键任务 Critical Tasks

- 采取措施保护和安定（自然文化）记录和具有文化意义的文件、物品和结构。
- Implement measures to protect and stabilize records and culturally significant documents, objects, and structures.

- 减轻对自然和文化资源的影响，稳定自然和文化资源，并对影响进行初步评估，确定在稳定和恢复期间需要采取的保护措施。

- Mitigate the impacts to and stabilize the natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections that need to be in place during stabilization through recovery.

- 完成对受影响的自然和文化资源的评估，并制定一个时间表，包括考虑可用的人力和预算资源，以可持续和有韧性的方式应对这些影响。

- Complete an assessment of affected natural and cultural resources and develop a timeline that includes consideration of available human and budgetary resources for addressing these impacts in a sustainable and resilient manner.

- 按照恢复计划中规定的时间表，通过自然和文化资源专家和恢复团队的协调努力，将自然和文化资源作为整体社区恢复的一部分进行保护。

- Preserve natural and cultural resources as part of an overall community recovery that is achieved through the coordinated efforts of natural and cultural resource experts and the recovery team in accordance with the specified timeline in the recovery plan.

协调机制与整合措施 **Coordinating Structures and Integration**

恢复领导层需要一个有效的协调结构，以评估恢复问题，确定优先事项，雇用相关人员，并确定和协调关键资源。在适当规模的协调结构下让所有相关人员参与进来，将会提高任何单一机构的合作能力，促进恢复，以支持地方、区域、州、部落和领土地区的优先事项。它还将加强恢复资源的获取，包括信息共享、技术援助、专业相关技能和潜在的融资机会。

Recovery leadership will need an effective coordination structure in place to assess and evaluate recovery issues, determine priorities, engage partners, and identify and coordinate key resources. Engaging all stakeholders under an appropriately scaled coordination structure will increase the capacity of any single agency to partner and facilitate recovery in support of local, regional, state, tribal, and territorial priorities. It will also enhance access to recovery resources, including information sharing, technical assistance, subject matter expertise, and potential funding opportunities.

恢复协调结构存在多种选择，在一个地方起作用的可能在另一个地方并不适用。发展协调结构和机制存在不同的模式，但它们并不相互排斥；概念可以以多种方式整合与使用，这取决于最适合不同地方、地区/都市、州、部落、领土或岛屿地方政府的是什么。

Various options for a recovery coordination structure exist—what works in one place may not work in another. Different models exist for developing coordination structures and mechanisms, but they are not mutually exclusive; concepts can be integrated and used in a variety of ways, depending on what works best for the local, regional/metropolitan, state, tribal, territorial, or insular area government.

联邦政府和很多州政府及地方政府使用 RSF 来协调恢复支持工作的关键职能领域。RSF 将各部门、机构和许多其他支持组织（包括传统上与应急管理无关的相关人员）聚集在一起，

专注于恢复需求。联邦应急支撑职能部门（ESF）是建设、维持和提供应对核心能力的主要但非唯一的联邦协调机构。ESF 是应对 Stafford 法案灾难的重要机构；然而，它们也可能用于其他事件。州政府和联邦政府协调机构应确保规划包括协调 ESF 和 RSF 活动的努力，并强调它们之间的联系。

The Federal Government and many state and local governments use RSF to coordinate key functional areas of recovery support. RSFs bring together departments and agencies and many other supporting organizations—including stakeholders not traditionally associated with emergency management—to focus on the recovery needs. The Federal Emergency Support Functions (ESF) are the primary, but not exclusive, Federal coordinating structures for building, sustaining, and delivering the response core capabilities. The ESFs are vital structures for responding to Stafford Act disasters; however, they may also be used for other incidents. State and Federal coordinating structures should ensure that planning includes efforts to coordinate ESF and RSF activities and highlight linkages between them.

确定恢复协调结构是实现有效、高效、公平的恢复过程的关键里程碑。在恢复协调过程中，这些里程碑越早实现，相关人员就有越多的时间进行协作并利用资源，而不是重复劳动。⁹

Identifying a recovery coordination structure is a critical milestone in managing an effective, efficient, and equitable recovery process. The earlier these milestones are reached in the recovery coordination process, the more time stakeholders will have to collaborate and leverage resources, rather than duplicate efforts.

非政府组织协调机制 NGOs' Coordinating Structures

非政府组织可以作为独立实体开展工作，也可以在各种不同的论坛上召开会议，以加强伙伴关系、协调活动、共同制定计划，并确保与合作伙伴进行内部或外部的沟通。这些协调机构可能在稳定状态或灾难行动期间处于活跃状态，并参与不同的任务领域：响应、恢复和减灾。以下是几个非政府组织协调结构的例子：

NGOs may work as standalone entities or convene in a variety of different forums to strengthen partnerships, coordinate on activities, collaborate on plans, and ensure that communication is occurring internally and externally to their partners. These coordinating structures may be active during steady state and/or during disaster operations and be engaged in the different mission areas of preparedness: response, recovery, and mitigation. The following are a few examples of NGO coordinating structures:

- **积极参与救灾的志愿组织。**VOAD 存在于整个国家、州和州以下各级。国家 VOAD 成员机构在从灾前到长期恢复时期为整个任务区域提供需要专门技术的直接服务。这些成员机构与应急管理人员合作，通过全面、协调的志愿者资源提供服务。事实证明，这种合作是各种各样的志愿者和组织在危机中最有效的合作方式。

⁹ 有关恢复协调的更多信息，州，部落，领土和地方事件的有效协调指南可在以下位置找到：For more information on recovery coordination, FEMA's Effective Coordination for State, Tribal, Territorial, and Local Incidents guide can be found at <https://www.fema.gov/media-library/assets/documents/101940>.

- **Voluntary Organizations Active in Disaster.** VOADs are present at national, state, and substate levels. The National VOAD member agencies provide skilled direct services along the continuum of preparedness mission areas, from pre-disaster through the longest-term recovery. These member agencies provide their services through comprehensive, coordinated volunteer resources in partnership with emergency managers. This cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis.

- *州 VOAD* 致力于灾前培训和备灾工作。他们在灾后协助协调救灾和恢复工作，协助立即协调志愿机构的救灾工作。在州一级，VOAD 可能包括不含国家项目的地方成员机构。州 VOAD 经常充当地方成员机构和州政府机构之间合作的发起者和联络人。
- *State VOADs* work pre-disaster to promote training and preparedness. They work postdisaster to facilitate coordination of response and recovery efforts to assist in immediate coordination of voluntary agency response. At the state level, the VOAD may include local member agencies that do not have a national program. The state VOAD often serves as advocate and liaison between member agencies and the state government agencies

- **长期恢复小组\不同宗教团体的圆桌会议。**灾难发生后，在 FEMA 志愿机构联络人或国家 VOAD 成员的协助下，当地宗教团体、政府、志愿组织、个人和许多其他社会成员组成一个委员会，帮助解决灾难直接导致的问题。例如捐赠管理、志愿者管理、媒体沟通、案例管理和其他问题。

- **Long-Term Recovery Groups/Interfaith Roundtable.** After a disaster occurs and with the assistance of FEMA Voluntary Agency Liaisons or members of National VOAD, the local faith community, government, voluntary organizations, individuals, and many other community members form a committee to help address items that arise as a direct result of a disaster. Examples include donations management, volunteer management, media communications, case management, and other issues.

无论一个组织的结构是怎样的，无论它怎样称呼自己——未满足需求委员会、宗教团体、组织、联盟、圆桌会议、伙伴关系、协调委员会等等——目标都是一样的：将恢复资源与社会需求结合起来，以确保即使是社会中最脆弱的人也能从灾难中恢复过来。未满足需求委员会也可能是这些当地组织的一个分部，与向灾难幸存者提供幸存者管理服务的组织协调，可能会将恢复延长到未来几年。

No matter how a group is structured or what it calls itself—unmet needs committee, interfaith, organization, coalition, roundtable, partnership, coordinating council, etc.—the goal is the same: to unite recovery resources with community needs to ensure that even the most vulnerable in the community recover from disaster. The Unmet Needs Committee may also be a subset of these local groups, and in coordination with organizations providing case management services to disaster survivors, may extend years into recovery.

- **未满足需求委员会。**由于资格或项目的限制，灾难中的幸存者可能有传统政府项目无法完全满足的恢复需求。未满足需求委员会由提供货币、实物或支持与服务资源的组织组成，可能能够满足个人、家庭的未满足需求。这个论坛可能会出现社会需求，但通过社会规划者的规划能力，可以更好地解决和协调社会需求。私营部门、地方组织、志愿组织、社会组织和宗教团体可以相互确定和协调资源，以满足确定的需求。及早发现问题并建立长期的幸存者管理体系对解决未满足需求至关重要。案例经理对每个灾难幸存者的案例进行尽职的调查，以避免出现重复的福利和服

务，然后将案例提交给未满足需求委员会。然后，这些组织就是否援助以及如何满足援助需求展开合作。该资助委员会的协调是为了支持所确定的任何灾害案例管理计划，无论是基于联邦还是基于地方社区。

- *Unmet Needs Committee.* Disaster survivors may have recovery needs that cannot be fully met by traditional government programs due to eligibility or program limitations. The Unmet Needs Committee is comprised of organizations that bring monetary, in-kind, or support and service resources and may be able to fill an unmet need of individuals, families, and households. Community needs may arise in this forum, but are better addressed and coordinated through the planning capabilities of community planners. Private sector, local, voluntary, community, and faith-based organizations may identify and coordinate resources among each other to meet the identified needs. Early identification of issues and establishment of long-term case management is critical to addressing unmet needs. Case managers perform due diligence on each disaster survivor's case to avoid duplication of benefits and services, and the case is then presented to the Unmet Needs Committee. The organizations then collaborate on if and how they will fill the need for assistance. This funding committee is coordinated to support whatever disaster case management program, be it Federal or local community based, is determined.

- **社会组织积极参与救灾。**一些社区成立了 COAD，即基于社区或地理区域的组织联盟，由公共、私人和非营利机构的代表组成。COAD 将增强社区减轻、准备、应对灾难和从灾难中恢复的能力，帮助评估和解决事故中固有的公众需求。

- **Community Organizations Active in Disaster.** Some communities develop COADs, which are coalitions of organizations based within a community or geographic area and composed of representatives from public, private, and not-for-profit agencies. A COAD will enhance the community's ability to mitigate, prepare, respond, and recover from disasters, helping to evaluate and address the human needs inherent in an incident.

- COADs 可能被认为是未满足需求委员会的继承者，因为它们代表着许多公共服务的提供者，以及对灾难幸存者的救济和恢复的关心。然而，相似之处就到此为止，COADs 有一个更广泛的使命，即通过共享项目、政策、信息、联合规划和培训来加强整个地区的灾难协调。COADs 将积极参与应急管理的所有领域。
- COADs may be considered the successors to Unmet Needs Committees because they represent many human services providers and a concern for the relief and recovery of survivors of disasters. The similarity, however, ends there—COADs have a much broader mission to strengthen area-wide disaster coordination by sharing programs, policies, information, joint planning and training. COADs will be active in all areas of emergency management.

地方政府协调机制 **Local Coordinating Structures**

地方司法机构在灾前和灾后实施了各种协调结构，以帮助识别风险、建立关系、组织和建设有效实现恢复的能力。由于每个管辖区都面临着不同的伙伴关系、地理条件和威胁，每个管辖区的能力也不同，不同地方的协调结构将有所不同。当地社区有反映其历史、居民情况和地理条件的特定文化、价值观、规范和法律。协调结构将以社区内现有的地方组织和实体为基础，而并非取代它们。可能的地方恢复协调结构的例子包括成立一个工作组或成立一个恢复委员会。这些机构将其能力和资源组织起来，并与邻近的司法管辖区、州、部落、私营部门和非政府组

织进行整合。理想情况下，当地协调结构应尽可能由 LDRM 协调，以最好地与州、部落、领土和联邦结构整合（见地方灾后恢复长官 LDRM）。

Local jurisdictions implement a variety of coordination structures pre- and post-disaster to help identify risks, establish relationships, and organize and build capabilities to effectively manage recovery. Due to the unique partnerships, geographic conditions, and threats each jurisdiction faces, as well as the capabilities of each jurisdiction, the coordinating structures at the local level will vary. Local communities have specific cultures, values, norms, and laws that reflect their history, residents, and geography. Coordination structures will build upon, rather than replace, the existing local organizations and entities within the community. Examples of possible local recovery coordination structures include establishing a task force(s) or setting up a recovery committee. These structures organize and integrate their capabilities and resources with neighboring jurisdictions, the state, tribes, the private sector, and NGOs. Ideally, the local coordination structure should be coordinated by an LDRM where possible, to best integrate with state, tribal, territorial and Federal structures (see Local Disaster Recovery Managers).

洲/领土政府协调机制 **State/Territorial Coordinating Structures**

各州和地区在确定其需求与建设恢复能力时，会利用各州成员的能力和资源。与地方协调结构非常相似，州和地区协调结构也将因地理、人口、工业和文化等因素而发生巨大变化。在确定满足州需求的结构时，尤其是确定在整个恢复过程中与地方司法机构的往来时，州和地区法规也将是一个考虑因素。一个州或地区内的地方司法机构领导、管理和规划恢复的能力将是最有效运作的州结构中的一个因素。一种结构不可能适用于所有州，在一个州有效的方法可能不适用于另一个州。州和地区结构旨在利用整个社会的合适代表，其中一些人可能还参与了地方或区域协调结构。

States and territories leverage the capabilities and resources of partners across the state when identifying needs and building capabilities for recovery. Much like the local coordination structures, the state and territorial structures will also vary greatly depending on factors such as geography, population, industry, and culture. State and territorial statutes will also be a consideration in defining a structure that meets the needs of the state, specifically in determining interaction with local jurisdictions throughout recovery. The capacity of local jurisdictions within a state or territory to lead, manage, and plan for recovery will be a factor in the state structure that works most effectively. One size will not fit all states, and what works in one state may not work for another. State and territorial structures are designed to leverage appropriate representatives from across the whole community, some of whom may also participate in local or regional coordinating structures.

可能的州协调结构的例子包括采用 RSF、州长委员会、州机构工作组和州办公室（法律任命的）。各州与联邦恢复结构整合的过去经验表明，将恢复领导权置于不同的机构，而不是一个人领导响应的机构是有益的。一个州或地区结构，无论其组织如何，都由 SDRC/TDRC 或类似的高级要员进行协调（见州、部落灾后恢复协调员）。

Examples of possible state coordination structures include adopting RSFs, Governor's Commission, state agency task force, and a state office (legislatively appointed). Previous experience of states integrating with the Federal recovery structure suggests that they often find it beneficial to place recovery leadership in a different agency from the one that is leading the response. A state or territorial structure, however it is organized, is coordinated by an SDRC/TDRC or similar senior official (see State, Tribal, and Territorial Disaster Recovery Coordinators).

部落政府协调机制 Tribal Coordinating Structures

部落政府¹⁰于内部开展工作，并与地方、地区/大都市、州、其他部落、领土、岛屿地区和联邦对应方开展恢复工作。每个部落在许多方面都是独特的，包括母语、人口规模、跨越多个州的保留地（例如，纳瓦霍族横跨犹他州、科罗拉多州、新墨西哥州和亚利桑那州）、文化规范、政治和法律结构、可用资源，以及与周边司法管辖区的关系。所有这些因素都会影响最有效的部落协调结构。部落将直接与联邦政府合作，但也需要与部落土地周围的地方和州政府合作，还可能与其他私营部门和非政府合作伙伴进行合作。TDRC 或类似的高级官员负责协调任何结构，无论它是怎样建立的（见州、部落和地区灾难恢复协调员）。

Tribal nations work internally, as well as with local, regional/metropolitan, state, other tribal, territorial, insular area and Federal counterparts in recovery. Each tribe is unique in many aspects including native language, population size, reservations that cross multiple state lines, (e.g., the Navajo Nation spans Utah, Colorado, New Mexico, and Arizona), cultural norms, political and legal structures, available resources, and relationships with surrounding jurisdictions. All of these factors influence the tribal coordination structure that will be most effective. Tribes will interact directly with the Federal Government, but will also need to interact with the local and state governments surrounding tribal lands, and may engage with other private-sector and nongovernmental partners as well. A TDRC or similar senior official is responsible for coordinating whatever structure is established (see State, Tribal, and Territorial Disaster Recovery Coordinators).

联邦政府协调机制 Federal Coordinating Structures

联邦灾后恢复支撑职能 RSF 由负责关键职能领域援助的 NDRF 协调机构组成。其目的是通过促进问题解决、改善资源获取、整合恢复力、可持续性和恢复原则，促进州、部落、领土和联邦机构、非政府合作伙伴和其他利益相关者之间的协调，来支持地方、地区/大都市、州、部落、领土和岛屿地区政府。

The Federal RSFs comprise the NDRF coordinating structure for key functional areas of assistance. Their purpose is to support local, regional/metropolitan, state, tribal, territorial, and insular area governments by facilitating problem solving, improving access to resources, integrating principles of resilience, sustainability, and mitigation, and fostering coordination among state, tribal, territorial, and Federal agencies, nongovernmental partners, and other stakeholders.

¹⁰ See Tribal Government <https://www.fema.gov/media-library/assets/documents/32279>

在联邦灾后恢复协调员 FDRC（负责整合联邦项目专业知识的要员）的指导下，RSF 汇集了联邦部门与机构以及其他支持组织的知识、经验、技能和资源，以关注恢复问题和需求。RSF 按核心能力分为六个功能部分，并通过在灾前规划期间与灾后启动时同相关人员和专家协调，将其整合在一起，以确定和完成恢复任务。六个 RSF 包括社区规划和能力建设；经济复苏；卫生和社会服务；住房基础设施系统；以及自然和文化资源，详见表 3：恢复支持功能。每个 RSF 由一个协调机构领导，支持机构与实体根据该机构提供特定领域与问题的专业技能。支持机构在多个 RSF 中出现。RSF 和相关组织请求援助，资源的提供和解决方案。这些 RSF 共同帮助相关人员的参与，促进政府与公共或私人的合作伙伴关系。

Under the direction of the FDRC, the principal official responsible for integration of expertise across Federal programs, the RSFs bring together the knowledge, experience, skills, and resources of Federal departments and agencies and other supporting organizations to focus on recovery issues and needs. The RSFs are organized into six functional components by core capability and are brought together through coordination with relevant stakeholders and experts during pre-disaster planning and when activated post-disaster to identify and resolve recovery challenges. The six RSFs include Community Planning and Capacity Building; Economic Recovery; Health and Social Services; Housing; Infrastructure Systems; and Natural and Cultural Resources and are described in Table 3: Recovery Support Functions. Each RSF is headed by a coordinating agency, under which supporting agencies and entities provide subject matter expertise for a particular sector or issue. Supporting agencies appear across multiple RSFs. RSFs and stakeholders organize and request assistance and/or contribute resources and solutions. Together, these RSFs help facilitate stakeholder participation and promote intergovernmental and public-private partnerships.

此框架无意对联邦机构施加新的、额外的或无资金支持的净资源要求。相反，NDRF 旨在通过 RSF 组织，利用和集中现存联邦资源、项目、工程和活动的影响，于灾前和灾后促进受灾地区的有效恢复。FEMA 于国家层面促进 RSF 之间的协调。FDRC 于区域和地区层面促进 RSF 之间的协调。

This Framework is not intended to impose new, additional, or unfunded net resource requirements on Federal agencies. Instead, the NDRF aims to leverage and concentrate the effects of existing Federal resources, programs, projects, and activities through an organization of RSFs to promote effective recovery for affected areas pre- and post-disaster. FEMA facilitates inter-RSF coordination at the national level. And the FDRC facilitates the inter-RSF coordination at the Regional and field levels.

RSF 的每一个成员机构都会提供关于主题的专业知识、权限和资源。联邦机构间恢复行动计划（FIOP）包括每个核心能力的附件，可在 www.fema.gov 上找到。附件包括各机构如何通过 RSF 协调结构进行合作，通过确保提供高性价比、高效率的核心能力和援助，帮助提高社会恢复力。附件还规定了如何将风险信息 and 风险降低技术的专业知识整合进帮助恢复的核心能力交付工作中，包括恢复过程中最合适、最具性价比做法的推广。

Each of the RSF member agencies brings subject matter expertise, authorities, and resources to

the table. The Recovery Federal Interagency Operational Plan (FIOP) includes Annexes for each core capability and can be found at www.fema.gov. The Annexes include how agencies collaborate through the RSF coordinating structures to help increase community resilience by ensuring cost-effective and efficient delivery of core capabilities and assistance. The Annexes also define how risk information and risk reduction technical expertise will be integrated into core capability delivery efforts in support of recovery, including promotion of the use of the most appropriate and cost-effective practices during recovery.

每个 RSF 都有一个指定的协调机构，以及项目同职能领域相关的首要机构与支持组织，各 RSF 协调机构指定一名高级负责人担任 RSF 国家协调员，向 RSF 提供重要的参与和管理，并鼓励 RSF 与首要机构和支持组织之间以及联邦机构之间的持续沟通和协调。首要机构是根据其权限、资源和能力以及支持机构来指定的，支持机构可能会根据需要提供相关的专业技能和技术援助。¹¹

Each RSF has a designated coordinating agency along with primary agencies and supporting organizations with programs relevant to the functional area. Each RSF Coordinating Agency designates a senior-level principal to serve as the RSF National Coordinator, provides significant engagement and management for the RSF, and encourages ongoing communication and coordination between the primary agencies and support organizations for the RSFs and between the Federal agencies. Primary agencies are designated on the basis of their authorities, resources, and capabilities as well as supporting agencies which may bring relevant subject matter expertise and technical assistance as needed.

联邦政府和许多州政府在 ESF 架构下组织其应对资源和应对能力。ESF 已被证明是协调和管理资源以提供核心应对能力的有效方式。联邦 ESF 是构建、维持和提供核心应对能力的主要但非唯一的联邦协调机构。ESF 是应对不同规模和范围事故的重要机构。

The Federal Government and many state governments organize their response resources and capabilities under the ESF construct. ESFs have proven to be an effective way to coordinate and manage resources to deliver the Response core capabilities. The Federal ESFs are the primary, but not exclusive, Federal coordinating structures for building, sustaining, and delivering the response core capabilities. The ESFs are vital structures for responding to incidents of varying sizes and scope.

与 RSF 类似，联邦 ESF 将联邦部门、机构和其他资产的能力整合在一起。ESF 并非基于单个部门或机构的能力，它们所负责的职能不能由任何单个部门或机构完成。相反，联邦 ESF 是一个共同提供核心能力并支持有效应对的组织联合。

Similar to the RSFs, the Federal ESFs bring together the capabilities of Federal departments and

¹¹ 请注意，美国国防部 (DoD) 及其组成部分的主要任务是国防。国防部资源只有在得到联邦机构的请求并得到国防部长的批准或在总统的指示下才会投入使用。当国防部军事和文职人员和资源被授权支持民政当局时，这些部队的指挥权仍归国防部长。Note that the primary mission of the U.S. Department of Defense (DoD) and its components is national defense. DoD resources are committed only after a request from a federal agency and approval by the Secretary of Defense, or at the direction of the President. When DoD military and civilian personnel and resources are authorized to support civil authorities, command of those forces remains with the Secretary of Defense.

agencies and other assets. ESFs are not based on the capabilities of a single department or agency, and the functions for which they are responsible cannot be accomplished by any single department or agency. Instead, Federal ESFs are groups of organizations that work together to deliver core capabilities and support an effective response.

由于应对和恢复工作之间的天然关系，以及应对和恢复活动经常同时发生的事实，部分 ESF 的责任与 RSF 的责任相互对应并整合在一起。RSF 经常利用 ESF 的资源与其近期为恢复工作付出的努力来满足基本的公共需求，将近期为恢复工作付出的努力与恢复需求结合起来。恢复不能等到那些忙于应对和近期恢复活动的人有时间和空间开始考虑恢复才进行。为确保完成应对工作的社会能在组织和规划恢复所需的重大重建与在开放领域处于领先地位，应建立一个与应对活动同时展开的独立且资源充足的恢复中心。在恢复的初期，FDRC、SDRC、TDRC、LDRM 和 RSF 的协调员与 ESF 领导密切合作，分享有关影响、援助供给和各级工作关系的信息。从应对活动到恢复活动的转变取决于活动的性质，各个 RSF 之间可能存在很大的差异。鉴于这一事实，尽管随着行动从应对过渡到恢复，ESF 活动在逐渐减少，但 ESF 活动会持续进行直到 RSF 们完全参与到恢复任务中。

Because of the natural relationship between response and recovery efforts and the fact that response and recovery activities often occur simultaneously, the responsibilities of some ESFs correspond and integrate with the responsibilities of RSFs. The RSFs frequently build on the ESF resources and the short-term recovery efforts applied by the ESFs to meet basic human needs to integrate short-term recovery efforts with recovery needs. Recovery cannot wait until those occupied with response and short-term recovery activities have time and space to start thinking about recovery. A discrete and well-resourced recovery focus, operating at the same time as response activities, is established to ensure that communities wrapping up response activities are positioned to find themselves ahead of the curve in organizing and planning for major reconstruction and redevelopment necessary for recovery. Early in recovery, the FDRC, SDRC, TDRC, LDRMs, and the RSF coordinators are working closely with ESF leads to share information about impacts, assistance provided, and working relationships at all levels. The shift from response to recovery activities depends on the nature of the activity, and may vary considerably between RSFs. In light of this fact, while there is a gradual ramping down of ESF activity as operations transition from response to recovery, there will often be a continuing presence of select ESF activity once RSFs are fully engaged in the recovery mission.

所有成员都要在整个恢复过程中承担责任，包括备灾、减灾和发展活动以及灾后稳定和恢复行动，这对 NDRF 的成功至关重要。区域支援部队与联邦级别的其他领域协调机构之间的关系与结合详见 FIOPs。

It is essential to the success of the NDRF that all partners address responsibilities across the recovery continuum, including preparedness, mitigation, and development activities as well as post-disaster stabilization and recovery actions. The relationships and integration between the RSFs and the coordinating structures of other mission areas at the Federal level are detailed in the FIOPs

表 3 恢复支撑职能 *Recovery Support Functions***社会规划与能力建设 Community Planning and Capacity Building**

社区规划和能力建设的 RSF 统一并协调来自联邦政府和非政府合作伙伴的专业技能与援助项目，以帮助地方和部落政府建设有效规划和完成恢复的能力，并让整个社会参与恢复规划过程。

The Community Planning and Capacity Building RSF unifies and coordinates expertise and assistance programs from across the Federal Government as well as nongovernment partners to aid local and tribal governments in building their local capabilities to effectively plan for and manage recovery and engage the whole community in the recovery planning process.

协调机构：国土安全部/FEMA

主要机构：FEMA；住房和城市发展部

支持组织：美国红十字会；国家和社会服务委员会；三角洲地区管理局；农业部；商务部；教育部；卫生和公共服务部；国土安全部；住房和城市发展部；内政部；律政司；交通运输部；环境保护局；总务管理；积极参与救灾的国家志愿组织；小企业管理；美国访问委员会；美国陆军工程兵团

Coordinating Agency: Department of Homeland Security/FEMA

Primary Agencies: FEMA; Department of Housing and Urban Development

Supporting Organizations: American Red Cross; Corporation for National and Community Service; Delta Regional Authority; Department of Agriculture; Department of Commerce; Department of Education; Department of Health and Human Services; Department of Homeland Security; Department of Housing and Urban Development; Department of the Interior; Department of Justice; Department of Transportation; Environmental Protection Agency; General Services Administration; National Voluntary Organizations Active in Disaster; Small Business Administration; U.S. Access Board; U.S. Army Corps of Engineers

经济复苏 Economic Recovery

经济复苏是指使经济和商业活动（包括农业）恢复到健康状态，并创造新的经济机遇，从而形成一个可持续发展的、经济上可独立发展的社会。经济复苏 RSF 整合了联邦政府的专业知识，以帮助地方、地区/都市、州、部落、领土和岛屿地区的政府和私营部门维持或重建企业和就业，并创造新的经济机遇，从而在事故发生后形成可持续的、具有经济恢复力的社会。

Economic Recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. The Economic Recovery RSF integrates the expertise of the Federal Government to help local, regional/metropolitan, state, tribal, territorial, and insular area governments and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after an incident.

协调机构：贸易部

主要机构：农业部；贸易部；国土安全部；劳工部；财政部；联邦应急管理局；小企业管理部门

支持组织：国家和社会服务委员会；三角洲地区管理局；卫生和公共服务部；住房和城市发展部；内政部；环境保护局；总务管理；国务院

Coordinating Agency: Department of Commerce

Primary Agencies: Department of Agriculture; Department of Commerce; Department of Homeland Security; Department of Labor; Department of the Treasury; Federal Emergency Management Agency; Small Business Administration

Supporting Organizations: Corporation for National and Community Service; Delta Regional Authority; Department of Health and Human Services; Department of Housing and Urban Development; Department of the Interior; Environmental Protection Agency; General Services Administration; Department of State

卫生和社会服务 Health and Social Services

医疗保健是许多社会的经济驱动力，如果受损，将严重影响大多数社会的灾难恢复。社会服务对社会恢复能力有重大影响。支持对受灾害影响的高危和弱势儿童、个人和家庭进行社会服务的项目可以促进更有

效、更迅速的恢复。卫生和社会服务 RSF 概述了联邦框架，以支持当地领导的恢复工作，解决公共卫生、医疗设施和联盟以及基本社会服务的需求。需要住房的流离失所者也需要卫生和社会服务支持。

Healthcare is an economic driver in many communities, which if damaged make this sector critical to most communities' disaster recovery. Social Services have a major impact on the ability of a community to recover. The support of social services programs for at-risk and vulnerable children, individuals, and families affected by a disaster can promote a more effective and rapid recovery. The Health and Social Services RSF outlines the Federal framework to support locally led recovery efforts to address public health, health care facilities and coalitions, and essential social services needs. Displaced individuals in need of housing will also need health and social services support.

协调机构：卫生 and 公共服务部

主要机构：国家和社区服务委员会；农业部；商务部；国土安全部，国家保护和计划局；国土安全部，公民权利和公民自由办公室；住房和城市发展部；内政部；律政司；劳工部；环境保护局；联邦应急管理局

支持组织：美国红十字会；教育部；交通运输部；财政部；退伍军人事务部；积极参与救灾的国家志愿组织；小企业管理部门

Coordinating Agency: Department of Health and Human Services

Primary Agencies: Corporation for National and Community Service; Department of Agriculture; Department of Commerce; Department of Homeland Security/National Protection and Programs Directorate; Department of Homeland Security/Office for Civil Rights and Civil Liberties; Department of Housing and Urban Development; Department of the Interior; Department of Justice; Department of Labor; Environmental Protection Agency; Federal Emergency Management Agency

Supporting Organizations: American Red Cross; Department of Education; Department of Transportation; Department of the Treasury; Department of Veterans Affairs; National Voluntary Organizations Active in Disaster; Small Business Administration

住房 Housing

住房 RSF 协调并促进联邦资源的交付，以实行能有效支持整个社会需求并有助于其可持续性和恢复力的住房解决方案。住房是灾后恢复中一个至关重要且往往具有挑战性的组成部分，住房必须充足、负担得起且易于获得，才能为整个社会带来变化。

The Housing RSF coordinates and facilitates the delivery of Federal resources to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Housing is a critical and often challenging component of disaster recovery, but must be adequate, affordable, and accessible to make a difference for the whole community.

协调机构：住房和城市发展部

主要机构：农业部；律政司；住房和城市发展部；联邦应急管理局

支持组织：美国红十字会；国家和社区服务委员会；商务部；能源部；卫生和公共服务部；退伍军人事务部；环境保护局；总务管理；积极参与救灾的国家志愿组织；小企业管理部门；美国访问委员会

Coordinating Agency: Department of Housing and Urban Development

Primary Agencies: Department of Agriculture; Department of Justice; Department of Housing and Urban Development; Federal Emergency Management Agency

Supporting Organizations: American Red Cross; Corporation for National and Community Service; Department of Commerce; Department of Energy; Department of Health and Human Services; Department of Veterans Affairs; Environmental Protection Agency; General Services Administration; National Voluntary Organizations Active in Disaster; Small Business Administration; U.S. Access Board

基础设施系统 Infrastructure Systems

基础设施系统 RSF 致力于有效促进基础设施系统与服务的恢复，以创建一个可独立发展、可持续的社会，并提高其抵御未来灾害的能力和保护环境。

The Infrastructure Systems RSF works to efficiently facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improves resilience to and protection from future hazards.

协调机构：美国陆军工程兵团

主要机构：能源部；国土安全部；交通运输部；联邦应急管理局；美国陆军工程兵团

支持组织：三角洲地区管理局；农业部；商务部；国防部；教育部；卫生和公共服务部；国土安全部；住

房和城市发展部；内政部；财政部；环境保护局；联邦通信委员会；总务管理；核管理委员会；田纳西河谷管理局

Coordinating Agency: U.S. Army Corps of Engineers

Primary Agencies: Department of Energy; Department of Homeland Security; Department of Transportation; Federal Emergency Management Agency; U.S. Army Corps of Engineers

Supporting Organizations: Delta Regional Authority; Department of Agriculture; Department of Commerce; Department of Defense; Department of Education; Department of Health and Human Services; Department of Homeland Security; Department of Housing and Urban Development; Department of the Interior; Department of the Treasury; Environmental Protection Agency; Federal Communications Commission; General Services Administration; Nuclear Regulatory Commission; Tennessee Valley Authority

自然和文化资源 Natural and Cultural Resources

自然和文化资源 RSF 有助于整合联邦政府的能力，通过适当的应对和恢复行动来维持、保护、修复和整修自然与文化资源和历史遗产，并按照灾后社会优先事项和适用的环境和历史保护法律及行政命令对其进行恢复。

The NCR RSF facilitates the integration of capabilities of the Federal Government to support the protection of natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with applicable environmental and historical preservation laws and Executive orders.

协调机构: 内政部

主要机构: 内政部；环境保护局；联邦应急管理局

支持组织: 历史保护咨询委员会；国家和社区服务委员会；环境质量委员会；三角洲地区管理局；农业部；商务部；国土安全部，国家保护和计划局；总务管理；遗产紧急国家工作队；博物馆和图书馆服务研究所；国会图书馆；国家档案和记录管理局；国家艺术基金会；国家人文基金会；美国陆军工程兵团

Coordinating Agency: Department of the Interior

Primary Agencies: Department of the Interior; Environmental Protection Agency; Federal Emergency Management Agency

Supporting Organizations: Advisory Council on Historic Preservation; Corporation for National and Community Service; Council on Environmental Quality; Delta Regional Authority; Department of Agriculture; Department of Commerce; Department of Homeland Security/National Protection and Programs Directorate; General Services Administration; Heritage Emergency National Task Force; Institute of Museum and Library Services; Library of Congress; National Archives and Records Administration; National Endowment for the Arts; National Endowment for the Humanities; U.S. Army Corps of Engineers

灾前与无灾阶段的职能 Pre-Disaster and Steady State Roles

联邦 RSF 为机构间的协调、信息共享、有效实践经验的交流，以及支持改善社会恢复结果提供了一个平台。RSF 制定指南和标准操作程序，以快速激活其支持社会的恢复能力。各 RSF 确定了关于所协助支持的职能领域的恢复工作相关的法定的或监管的计划、潜在能力或限制因素。RSF 还可以支持特定能力的规划、准备、教育、培训和外联工作，以增强恢复能力。每个 RSF 都与合作伙伴合作，确定关键设施，并确保在灾前和灾后考虑降低风险和提高恢复力。

Federal RSFs provide a forum for interagency coordination, information sharing, exchange of efficient and effective practices, or support of improved recovery outcomes for communities. RSFs develop guidance and standard operating procedures for rapid activation of their capabilities to support community recovery. Each RSF identifies relevant statutory and/or regulatory programs, potential capabilities, and/or limiting factors pertaining to recovery support for their functional area of assistance.

RSFs may also support capability-specific planning, preparedness, education, training, and outreach efforts to enhance capabilities for recovery. Each RSF works with partners to identify critical facilities and ensure considerations are made to reduce risk and increase resilience pre- and post-disaster.

FEMA 与 RSF 机构密切合作，协调联邦指导和培训，以协助地方、地区/大都市、州、部落、领土和岛屿的地方政府做好包容性灾难恢复准备。这包括规划、组织发展和管理能力建设、支持社会恢复力建设、培训、锻炼、评估和改进。

FEMA, in close collaboration with the RSF agencies, coordinates Federal guidance and training to assist local, regional/metropolitan, state, tribal, territorial and insular area governments with inclusive disaster recovery preparedness. This includes planning, organizational development and management capacity building, support of community resilience-building, training, exercise, evaluation, and improvement.

FEMA 负责在必要时召开 RSF 协调会议，讨论联邦政府的恢复准备情况、正在进行的恢复行动以及机构将恢复能力纳入稳态计划和政策的努力。

FEMA is charged with convening RSF coordination meetings as necessary, to discuss Federal readiness for recovery, ongoing recovery operations and agency efforts to promulgate resilience into steady-state programs and policies.

在稳定状态期间，RSF 协调机构将监督准备活动，并与其主要和支持机构进行协调；包括：

During steady state, RSF coordinating agencies will oversee the preparedness activities and coordinate with their primary and support agencies; to include:

- 通过电话会议、会议、培训活动和演习与 RSF 主要和支持机构保持联系
- 监测并协调对 RSF 对其支持的核心恢复能力目标的实现情况的评估；
- 与相应的私营部门、非政府组织和联邦合作伙伴协调工作
- 确保 RSF 参与适当的规划、和准备活动
- Maintaining contact with RSF primary and support agencies through conference calls, meetings, training activities, and exercises;
- Monitoring and coordinating assessment of the RSF's progress in meeting the targets of the Recovery core capabilities it supports;
- Coordinating efforts with corresponding private sector, NGO, and Federal partners; and
- Ensuring the RSF is engaged in appropriate planning, readiness, and preparedness activities.

恢复支撑职能领导小组 **RSF Leadership Group**

RSF 领导小组（RSFLG）是一个联邦跨部门机构，旨在确定和促进解决与 NDRF 有关的运营问题和政策问题，以及总统对于国家备灾、关键基础设施安全与恢复的知识中与恢复相关的要素。RSFLG 让跨部门的领导共同参与进一个论坛，以提高协调八个核心恢复能力的联邦恢复支持工作的有效性和统一性。RSFLG 会议支持直接影响 NDRF 中所述 RSF 职能和责任的项目进行信息交流和更新，并为恢复核心能力提供联邦支持。RSFLG 成员包括发言具有权威

性的高级官员、他们代表每个 NDRF 协调主要和支持联邦机构；FEMA 总部和地方办事处（地方管理部门和 FDRC）；并选择了 RSFLG 主席指定的其他联邦部门或机构以及其他组织。此外，RSFLG 为与具有重大影响的 RSF 相关事件有关的恢复行动提供国家级支持。

The RSF Leadership Group (RSFLG) is a Federal interagency body designed to identify and facilitate resolution of operational and policy issues related to the NDRF and recovery-related elements of Presidential directives for National Preparedness and Critical Infrastructure Security and Resilience. The RSFLG engages the interagency leadership in a forum to improve the effectiveness and unity of effort in coordinating the Federal recovery support of the eight Recovery core capabilities. RSFLG meetings support information exchange and updates on programs that directly affect the roles and responsibilities of the RSFs as described in the NDRF and delivery of federal support for the Recovery core capabilities. RSFLG membership consists of senior officials who can speak authoritatively and represent each NDRF coordinating, primary, and supporting Federal agency; FEMA Headquarters and Regional offices (Regional Administrators and FDRCs); and selected other Federal departments and agencies and other organizations as designated by the RSFLG Chair. In addition, the RSFLG provides national-level support to recovery operations related to incidents with significant RSF-related impacts

灾后阶段的职能 **Post- Disaster Roles**

FEMA 将作为所有对部门或总部级别灾难恢复问题的联邦跨部门协调的中心。FEMA 将通过指定的 RSF 协调机构和主要机构协调国家级的所有 RSF 活动，以应对大多数事件。事故发生后，FEMA 可向 FCO（针对 Stafford 法案事故）或其他负责应对的领导层提供技术援助，以确定 FDRC 激活是否合适。在灾难恢复行动期间，FEMA 为 FDRC 和部署的 RSF 提供咨询服务，并促进与管理层领导的协调。它还协调 RSF 协调机构在国家级别的工作，以支持其地方。在重大灾难和事故中，FEMA 支持部署的 FDRC 与 RSF 的协调恢复工作。

FEMA will serve as a focal point for all federal interagency coordination for disaster recovery issues at the department or agency headquarters level. FEMA will coordinate all RSF activities at the national level through the designated RSF coordinating and primary agencies for most incidents. After an incident, FEMA may provide technical assistance to the FCO (for Stafford Act incidents) or other responsible response leadership to determine if an FDRC activation is appropriate. During disaster recovery operations, FEMA provides consultation support and facilitates coordination with executive-level leadership for the FDRC and deployed RSFs. It also coordinates the efforts of the RSF Coordinating Agencies at the national level to support their field components. In major disasters and catastrophic incidents, FEMA supports the deployed FDRC to coordinate recovery efforts and the deployed RSFs.

当 FDRC 或指定的 RSF 协调员需要时，RSF 联邦机构根据其权限和资源提供协助。

RSF federal agencies provide assistance when requested by the FDRC or the designated RSF coordinator, consistent with their own authority and resources.

参与各 RSF 的机构合作制定用于恢复协调行动的操作指南。RSF 在利用首要协调结构有

效管理和巩固 RSF 支持的 FDRC 领导下运作。

The agencies participating in each RSF collaboratively develop operational guidance for use in recovery coordination operations. RSFs operate under the leadership of the FDRC, who utilizes overarching coordinating constructs to effectively manage and consolidate the RSF support.

联邦政府采用包容性进程，确保与地方、州选举官员以及主权部落的协调，以确定联邦资源应用的优先事项。在与受影响社区的接触中，RSF 寻求具体包括并满足残疾人、功能性障碍人士、儿童、老年人、英语水平有限的人以及未充分享受服务人群的需求。

The Federal Government uses an inclusive process to ensure coordination with local and state elected officials and sovereign tribal nations to identify priorities for the application of Federal resources. In engaging with affected communities, the RSFs seek to specifically include and address the needs of individuals with disabilities, those with access and functional needs, children, older adults, individuals with limited English proficiency, and members of underserved populations.

RSF 与州、部落和地方政府密切合作，以确定地方一级的未充分享受服务人群。必要时，RSF 还与联邦部落联络人、志愿机构联络人、残疾结合顾问以及其他联邦办公室、局和项目进行协调。当地非政府组织和社会团体往往与未充分享受服务人群有着密切的关系。FDRC 通过 RSF 与这些组织合作，以确保项目从人文意义上是合适的，并确定风险人群及其需求。

The RSFs work closely with state, tribal, and territorial governments to identify underserved populations at the local level. The RSFs also coordinate with Federal Tribal Liaisons, Voluntary Agency Liaisons, Disability Integration Advisors, and other Federal offices, bureaus, and programs when necessary. Local NGOs and community groups often have strong relationships with the underserved populations. The FDRCs, through the RSFs, collaborate with these organizations to ensure that programs are culturally appropriate and that at-risk populations and their needs are identified.

在所有行动中，FDRC 和 RSF 努力让受影响居民具有发言权；为最需要的人提供服务；公平分配资源；制定适合社会经济与文化构成的恢复计划。

In all actions, FDRCs and RSFs strive for affected residents to have a voice; for services to reach those who need them most; for equitable distribution of resources; and for recovery programs appropriate for the socioeconomic and cultural makeup of the community.

整合措施 *Integration*

有效恢复需要整合整个社会的协调结构。为了使恢复工作取得成功，必须在任务区域内以及不同任务区域之间进行整合。在联邦层面，RSF 必须在内部协调主要机构与支持机构的工作。此外，由于许多恢复问题与挑战涉及多个 RSF，因此 RSF 之间的协调也同样重要。协调和综合的联邦支持是支持社会实现既定恢复目标的理想选择。

Effective recovery requires the integration of coordinating structures across the whole community.

Integration must happen within and across mission areas for recovery efforts to be successful. At the Federal level, the RSFs must work internally to coordinate the efforts of the coordinating, primary, and supporting agencies. Additionally, because many recovery issues and challenges involve multiple RSFs, coordination among the RSFs is equally important. Coordinated and integrated Federal support is ideal to support communities as they work to achieve their established recovery goals.

已建立的联邦协调结构还必须与地方、地区/都市、州、部落、领土和岛屿地区建立的协调结构，以及可能建立的私营部门协调结构和非政府组织协调结构相结合。在领导层面通过 FDRC、SDRC、TDRC 以及 LDRM，整合这些协调结构；在职能层面，则通过 RSF、工作组、委员会和其他组织结构。

The established Federal coordinating structures must also integrate with those established at the local, regional/metropolitan, state, tribal, territorial and insular area levels, as well as with private sector and NGO coordinating structures that may be established. Integration of these coordination structures occurs at the leadership level through the FDRC, SDRC and/or TDRC, and the LDRM; and at the function level through RSFs, task forces, committees, and other organizational structures.

科学和技术 **Science and Technology**

科技能力和投资对于实现并持续改进国家备灾至关重要。整个社会都应该根据现有的最佳、最严格的科学数据、方法和基于科学的理解来设计、实施和改进操作。确保全球科技领先地位的承诺和投资将产生前沿技术和科学理解，以指导国家防备行动。此外，包括科学研究人员在内的整个社会的协调将确保科学工作对国家准备工作做出贡献。

Science and technology capabilities and investments are essential for enabling the delivery and continuous improvement of National Preparedness. The whole community should design, conduct and improve operations based on the best, most rigorous scientific data, methods and science-based understandings available. Commitments and investments that ensure global leadership in science and technology will yield leading-edge technology and scientific understanding to guide National Preparedness actions. In addition, coordination across the whole community, including scientific researchers, will ensure that scientific efforts are relevant to National Preparedness.

NDRF 在灾难前后的不同阶段上有不同的对应的应对框架。从事件发生前的几年到灾难发生后的数月或数年，都建立了支持恢复的行动和能力。通过对威胁、危害、脆弱性与能力基于科学的评估，可以做出有效的恢复决策，包括正确决策何时将活动从应对态势过渡到以恢复为中心。例如，科学界可以为社会决策者提供关于潜在时间较长的灾害（如地震）的持续恢复阶段风险的指导。

The NDRF differs from its counterpart Response Framework in the duration of activities before and after a disaster. Actions and capabilities supporting recovery are established from the years before an event to the months and years after a disaster takes place. Effective recovery decisions, including making sound decisions about when to transition activities from a response posture to a recovery focus, are informed by science-based assessment of threats, hazards, vulnerabilities, and capabilities. For

example, the scientific community can provide guidance to community decision makers on ongoing recovery phase risk for hazards with potentially long timelines, such as earthquakes.

此外，重建和恢复工作可能由于因关于事件潜在环境影响的问题或担忧而受阻。在解决有害物质释放或其他技术事故的恢复问题时，这些问题可能会变得尤为复杂。科学和技术界可以利用其能力进行科学合理的评估，以确定任何人类健康问题。在新技术和现有技术的部署方面的创新可以为这些挑战提供解决方案，而科学专业知识使社会能够抓住机会，降低危害风险，并实现更有效、更及时的恢复过程。

Additionally, rebuilding and recovery efforts can be stymied by issues or concerns about the potential environmental impacts of the incident. These can become particularly complex when addressing the recovery issues to hazardous material releases or other technological accidents. The science and technology community can leverage its capabilities for scientifically-sound assessment and evaluation to bring certainty to any human health concerns. Innovations in the deployment of new and existing technologies can provide solutions to these challenges and scientific expertise allows communities to seize opportunities to reduce hazard risk and enable a more effective and timely recovery process.

长期科技投资提高了从灾难中恢复的能力，并维持了一支健康的科技大军，为未来数年恢复领域的核心能力提供了支持。为确保科学工作、教育和投资有利于恢复，负责恢复任务的人员与美国科技团体和机构之间的协调是必要的。

Long-term S&T investments advance the ability to recover from disasters, and sustaining a healthy science and technology workforce, supports the recovery area core capabilities for years into the future. Coordination between those with recovery mission responsibilities and U.S. science and technology communities and institutions will be necessary to ensure that scientific efforts, education, and investments are relevant to recovery.

与其他任务领域的关系 Relationship to Other Mission Areas

有效的恢复需要恢复协调机构能够与其他任务领域的协调机构交流并共享信息。例如，有效的缓解措施直接影响恢复。在保护、预防、减灾、响应和恢复任务区域之间建立密切的工作关系、通信线路和协调协议，对于实现成功的恢复至关重要。

Effective recovery requires the ability for the recovery coordinating structures to link to and share information with the coordinating structures in other mission areas. For example, effective mitigation efforts directly impact recovery. Establishing close working relationships, lines of communication, and coordination protocols between Protection, Prevention, Mitigation, Response, and Recovery mission areas is critical to achieving successful recovery.

这五个任务领域通过相互依存关系、共享资产和共同目标相互融合。通过整个社会的全面规划，确定这些重叠区域，以确保在事故发生后的恢复工作中解决这些重叠区域。

The five mission areas integrate with each other through interdependencies, shared assets, and overlapping objectives. These overlapping areas are identified through comprehensive planning with the whole community to ensure that they are addressed during recovery efforts following an incident.

在灾前提高社会从灾难中恢复的能力的努力过程中，以及在灾后恢复规划和实施过程中，所有五个任务领域必须共同努力，避免可能对资源、时间框架与其他目标产生负面影响的不必要冲突。更重要的是，任务区域必须共同努力，更好地协调、利用并最大限度地发挥彼此的关注点、专业知识和职权，以帮助建立、维持和提高我们国家的能力，为所有危险和灾难做好准备、防范、应对、恢复和减轻。以下示例着重介绍了恢复如何与其他四个任务区集成。

In pre-disaster efforts to enhance the community's ability to recover from a disaster, and during recovery planning and implementation post-disaster, all five mission areas must work together to avoid unnecessary conflicts that can negatively affect resources, timeframes, and another's objectives. More importantly, the mission areas must work together to better coordinate, leverage, and maximize one another's focus, expertise, and authorities to help build, sustain, and improve our Nation's ability to prepare for, protect against, respond to, recover from, and mitigate all hazards and disasters. The following examples highlight how the Recovery integrates with the other four mission areas.

预防 Prevention

恐怖事件发生后，与执法活动有关的公共信息和安全将影响恢复。通过管理事件发生后的公共信息发布，可以防止后续攻击，同时启动心理和社会恢复工作。此外，适当的恢复规划可以确保识别和训练所有可用资源和应对资产，以填补相关漏洞缺口，应对不断变化的可能延长恢复工作的威胁。最后，适当的危机应对计划有助于防止事故造成的重大经济损失和对重要基础设施的破坏。

After a terrorist incident, public information and security related to law enforcement activities will impact recovery. Through the management of the release of public information following an incident, follow-on attacks can be prevented while initiating psychological and social recovery efforts. Additionally, proper recovery planning can ensure that all available resources and response assets are identified and trained to fill relevant vulnerability gaps to meet evolving threats that may prolong recovery efforts. Finally, proper crisis response plans can aid in the prevention of significant economic loss resulting from an incident and damage to vital infrastructure.

保护 Protection

以前的保护活动可能会减少恢复需求。实施快速恢复关键基础设施与关键资源运作的计划可以加强恢复工作。恢复工作，例如可以保护现存社会职能的综合土地使用政策，推广创新方法和解决方案，以在灾难发生前解决备灾、减灾和恢复问题。灾后制定的恢复计划可以列入保护措施，以强化潜在目标，并使社会应对未来的事件时更具恢复力。

Previous protection activities may reduce recovery requirements. Implementation of plans for the rapid restoration of critical infrastructure and key resource operations enhance recovery efforts.

Recovery efforts, such as a comprehensive land use policy that can protect existing community functions, promote innovative approaches and solutions to address preparedness, mitigation, and resilience issues before a disaster strikes. Recovery plans developed post-disaster can incorporate protection measures to harden potential targets and make communities more resilient to future incidents.

减灾 Mitigation

以往的减灾活动可能会减少恢复需求。在恢复期间会出现灾后减灾的机会。事故发生后，恢复工作可以利用关键的灾后机会窗口来影响公众舆论，采取灾后减灾措施。这些减灾概念可以传达给社会要员、私房业主、非政府组织和私营部门的业主、运营商和管理者，以最大限度地减少未来事故带来的风险。灾前减灾措施和投资的应用有助于减少灾后恢复资源需求。合适的恢复规划可以确保各级政府努力实施抗灾建筑规范，并鼓励私营部门与个人的灾前准备活动和减灾。最后，恢复计划应努力将考虑健康的、具有恢复力的、可持续的措施纳入已确定的基础设施系统和住房恢复战略中。

Previous mitigation activities may reduce recovery requirements. Opportunities for mitigation occur during recovery. Following an incident, recovery efforts can capitalize on the critical post-disaster window of opportunity to influence public opinion to take steps toward mitigation. These mitigation concepts can be communicated to community officials, homeowners, NGOs, and private sector owners, operators, and managers to minimize risks resulting from future incidents. Application of mitigation initiatives and investments pre-disaster can aid in reducing recovery resource requirements post-disaster. Proper recovery planning can ensure that all levels of government work to implement disaster resistant building codes and incentivize private sector and individual pre-disaster preparedness activities and mitigation. Finally, recovery plans should work to incorporate health considerations and resilience and sustainability measures into identified infrastructure systems and housing recovery strategies.

响应 Response

国家应对框架 NRF 和应急支撑职能 ESF 活动将是早期恢复过程和决策的基础。NDRF 不涉及短期活动，例如维持生命、财产保护和其他旨在消除对生命、环境和财产的直接威胁并稳定社会的举措。然而，这些活动会影响恢复活动，因此需要一种结构来考虑和建议在事件管理的早期阶段中的恢复影响。NDRF 中引入的恢复组织结构与 ESF 共存，并以应对组织结构和资源为基础，以更有效地满足包容性恢复需求。这些结构采纳了国家事故管理系统的核心原则，并支持地方、地区/都市、州、部落地区和岛屿地方政府在准备和管理自然、人为事故的应对与恢复方面的首要地位。

The National Response Framework and ESF activities will be the foundation for early recovery processes and decision-making. The NDRF does not speak to short-term activities such as life sustaining, property protection, and other measures intended to neutralize the immediate threat to life,

environment, and property and to stabilize the community. However, these activities influence recovery activities, necessitating the need for a structure to consider and advise on recovery implications during the early phases of incident management. The recovery organizational constructs introduced in the NDRF coexist with ESFs and build upon the response organizational structure and resources to more effectively address inclusive recovery needs. These constructs incorporate and adopt the central tenets of the National Incident Management System and support the primacy of local, regional/metropolitan, state, tribal territorial and insular area governments in preparing for and managing the response and recovery from natural and human-caused incidents.

NDRF 还提供了一些用以鼓励尽早将恢复考虑纳入应对行动规划中的工具。应对和恢复任务区域包括一些相同的人员和组织；因此，每个协调机构应确保主要机构和支持组织之间，以及联邦机构、相应的地方、地区/都市、州、部落、领土和岛屿地方当局以及非营利组织和私营部门组织之间的持续沟通和协调。

The NDRF also provides the tools to encourage early integration of recovery considerations into planning the response operations. The Response and Recovery mission areas include some of the same people and organizations; therefore, each coordinating agency ensures ongoing communication and coordination between primary agencies and support organizations, and between the Federal agencies, corresponding local, regional/metropolitan, state, tribal, territorial and insular area authorities, and nonprofit and private sector organizations.

框架运行规划 **Operational Planning**

国家规划框架解释了每个任务领域在国家防备中的作用，并为整个社会如何建设、维持和协调核心能力的交付提供了总体战略和原则。框架中的概念用于指导各级规划，提供有关职能和责任的进一步信息，确定实体在执行核心能力时将承担的关键任务，并确定资源、人员和采购需求。

The National Planning Frameworks explain the role of each mission area in national preparedness and provide the overarching strategy and doctrine for how the whole community builds, sustains and coordinates the delivery of the core capabilities. The concepts in the Frameworks are used to guide planning at all levels, which provides further information regarding roles and responsibilities, identifies the critical tasks an entity will take in executing core capabilities, and identifies resourcing, personnel, and sourcing requirements.

在联邦一级，每个框架都有一个特定于任务区域的 FIOP 支持（参见支持资源）。《综合备灾指南 101》¹²是地方、地区/都市、州、部落、领土和岛屿地方政府制定灾害规划流程的指南。下一节阐述了在恢复任务区域内适用的规划基本指南。¹³

¹² 制定和维护应急行动计划：综合准备指南 101 可在以下网址找到：Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide 101 can be found at <https://www.fema.gov/media-library/assets/documents/25975>.

¹³ Recovery specific planning guidance for local, state, tribal, and territorial governments is under development. It will be posted on <https://www.fema.gov> when published.

规划假设 Planning Assumptions

假设是每个战略制定过程的一部分。恢复规划假设通常很宽泛，有助于确定规划工作的目标。它们要求承认规划目标是复杂的、且适用于整个社会的。一些总体恢复规划假设包括：

Assumptions are made as part of every strategy development process. Recovery planning assumptions are typically broad and help to frame the objective of the planning effort. They require acknowledgement that planning objectives are complex and apply to the whole community. Some overarching recovery planning assumptions include:

- 未来风险正在演变，并提出了新的挑战。
- 事故通常在尽可能低的地理、组织和管辖级别进行管理。
- 物理和社会的恢复力是一种理想的结果，即能够适应不断变化的条件，然后抵御并有效地从灾害和事件的影响中恢复。
- 恢复力可以通过灾前和灾后规划、领导力发展和伙伴关系建设的过程获得
- Future risk is evolving and presents new challenges.
- Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level.
- Resilience, both physical and social, is a desired outcome—the state of being able to adapt to changing conditions and then withstand and effectively rebound from the impacts of disasters and incidents.
- Resilience can be acquired through a process of pre- and post-disaster planning, leadership development, and partnership building.

规划活动 Planning Activities

下表概述了用于灾前和灾后中战略、操作和技术层面上规划的恢复任务的独特层面。The following table outlines the unique aspects of the recovery mission that apply to pre- and post-disaster for strategic, operational, and tactical planning.

表 4 战略、操作和技术上的恢复规划活动
Strategic, Operational, and Tactical Recovery Planning Activities

战略层面——由政策驱动，确定规划优先事项 Strategic - Driven by policy, establishes planning priorities	
灾前 Pre-Disaster	灾后 Post-Disaster
<ul style="list-style-type: none"> • 制定缓解计划，确定长期风险降低优先事项和政策，以指导灾后恢复和重建。 • 制定灾前优先级和政策，以指导其他恢复核心功能的恢复和再投资。 • 制定一个包容性的、可访问的全社会公众参与的战略。 • 评估现状；评估风险、脆弱性和潜在的社会范围内的后果。 • 将恢复和缓解目标和政策纳入其他地方、地区、州和联邦的计划之中。 • 确定优先事项和发展恢复力的机会，包括可持 	<ul style="list-style-type: none"> • 评估社会，重新估算风险，评估需求，预测未来需求和趋势。 • 制定短期、中期和长期目标，让公众参与到这一过程中来。 • 确定通过缓解和其他方法建立未来恢复力的机会。 • 考虑可持续、普及的、健康的社会设计和建设标准，可集成缓解力和长期恢复力的建设活动。 • 确保政策覆盖所有社会成员，包括残疾人和其他有功能障碍的人。 • 重新评估社会优先事项、价值观和未来发展愿

<p>续发展、公平性、社会能力和缓解措施。</p> <ul style="list-style-type: none"> • Develop a mitigation plan that establishes long-term risk reduction priorities and policies to guide post-disaster recovery and redevelopment. • Establish pre-disaster priorities and policies to guide recovery and reinvestment across the other Recovery core capabilities. • Develop an inclusive and accessible whole community public engagement strategy. • Evaluate current conditions; assess risk, vulnerability, and potential community-wide consequences. • Integrate recovery and mitigation goals and policies into other local, regional, state, and Federal plans. • Establish priorities and identify opportunities to build resilience, to include sustainable development, equity, community capacity, and mitigation measures. 	<p>景。</p> <ul style="list-style-type: none"> • Assess community conditions, re-assess risk, evaluate needs, and forecast future needs and trends. • Set goals and objectives—short, intermediate and long term—engaging the public in the process. • Identify opportunities to build in future resilience through mitigation and other methods. • Consider standards for sustainable, universally accessible, healthy community design and construction that also integrates mitigation and long-term resilience-building activities. • Ensure policies are inclusive of the whole community, including people with disabilities and others with access and functional needs. • Re-assess community priorities, values and vision for future development.
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操作层面-描述职能和责任，重点是协调和整合整个社会的活动

Operational - Describes roles and responsibilities, focuses on coordinating and integrating the activities of the whole community

灾前 Pre-Disaster	灾后 Post-Disaster
<ul style="list-style-type: none"> · 在地方、地区/都市、州、部落、领土、岛屿地区和联邦各级建立明确的领导、行动协调和决策架构。 · 发展灾前伙伴关系，确保所有潜在资源的参与。 · 明确并使整个社会的相关人员参与进来，包括公众、社会领袖、宗教团体、非营利组织、私营部门实体和健康提供者（包括行为健康）。 · 明确社会恢复管理能力的局限性以及补强这种能力的手段，如培训和教育，并使所有相关人员都能拥有这种能力。 · 定义所有社会成员的职能、责任和资源 · 建立连续性的运营计划，以确保在任何情况下都能提供基本的恢复服务。 • Establish clear leadership, operational coordination, and decision-making structures at the local, regional/metropolitan, state, tribal, territorial, insular area, and Federal levels. • Develop pre-disaster partnerships to ensure engagement of all potential resources. • Identify and engage whole community stakeholders including the general public, community leaders, faith-based organizations, nonprofit organizations, private sector entities, and health providers (including behavioral health). • Identify limitations in community recovery management capacity and the means to supplement this capacity, such as training and 	<ul style="list-style-type: none"> · 组织、建立和调整（必要时）现有计划和优先事项，包括灾前恢复和缓解计划 · 使用社会驱动和当地管理的流程，旨在推广当地的决策和对恢复规划与实施工作的所有权。 · 与受事故影响的所有群体合作，推广包容的、可获取的社会外展服务，并解决与他们相关的问题。 · 确保包容和鼓励可能需要替代的或额外的外展服务的个人和社区参与。 · 让公众了解恢复的各个方面，并鼓励社会成员之间的合作。 · 在地方机构和司法管辖区以及州、部落和联邦政府之间建立协调结构并构建伙伴关系。 · 根据设定的目标和里程碑，开发评估进展的工具和指标。进行社区或州范围内的恢复问题鉴定与影响评估。 • Organize, build on, and adapt (as necessary) preexisting plans and priorities, including pre-disaster recovery and mitigation plans. • Use a community-driven and locally managed process designed to promote local decision making and ownership of the recovery planning and implementation effort. • Work collaboratively with all groups of people affected by the incident to promote inclusive and accessible outreach to their communities and to

<p>education, and make that capacity available to all stakeholders.</p> <ul style="list-style-type: none"> • Determine roles, responsibilities, and resources of whole community partners. • Establish continuity of operations plans to ensure essential recovery services can be delivered during all circumstances. 	<p>address issues relevant to them.</p> <ul style="list-style-type: none"> • Ensure inclusion and encourage participation of individuals and communities that may require alternative and/or additional outreach support. • Keep the public informed on all aspects of recovery and encourage collaboration across partners. • Implement a coordination structure and build partnerships among local agencies and jurisdictions and state, tribal, and Federal governments. • Develop tools and metrics for evaluating progress against set goals, objectives, and milestones. Conduct community or state-wide recovery issues identification and impact evaluation.
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技术层面-确定具体项目并管理资源**Tactical - Identifying specific projects and managing resources**

灾前 Pre-Disaster	灾后 Post-Disaster
<ul style="list-style-type: none"> • 制定特定的当地程序、要求、法规或条例，以解决特定的预期灾后恢复行动。 • 为预期的灾后战术活动（例如废墟管理、恢复管理、临时住房、建筑许可）制定特定的计划、契约和资源。 • Establish specific local procedures, requirements, regulations, or ordinances to address specific, expected post-event recovery actions. • Establish specific plans, contracts, and resources for tactical activities expected post-event (e.g., debris management, recovery management, temporary housing, building permitting). 	<ul style="list-style-type: none"> • 确定、调整、实施和管理行动、进程、项目、要求、组织、法规、条例和政策，以满足特定的需求。 • 确定对社会、地区或州整体恢复至关重要的领域的特定项目。 • 提供明确定义的活动和成果，包括旨在实现恢复的日程安排和里程碑。 • Identify, adapt, implement, and manage actions, procedures, programs, requirements, organizations, regulations, ordinances, and policies to address specific needs. • Identify specific projects in areas of critical importance to the community, region, or state's overall recovery. • Provide well-defined activities and outcomes—including schedules and milestones—aimed at achieving recovery.

其他考虑事项 Additional Considerations

以下注意事项确定了适用于灾前和灾后规划的恢复的特定方面：

The following considerations identify unique aspects of recovery that apply to pre- and post-disaster planning:

- **领导层** 灾前确定的恢复领导层可能会在灾后环境中发生变化。
- **协调** 用于恢复协调的组织结构可以根据现有结构进行调整，也可以创建新结构。恢复过程也可能为区域合作和协调提供机会。
- **时间框架** 根据事故的具体影响，可能需要修改灾前恢复计划中确定的恢复进度时间表。
- **资源** 灾前确定的资源可能退化或不可用。有限的资源可能会影响恢复的成本、速度、有效性和及时性。

- **参与** 整个社会的参与是灾前和灾后恢复规划的关键部分，必须谨慎管理。成功的全民可能会带来挑战，包括：

- 相关人员可能会流离失所，无法融入社会。可能需要修改灾前确定的通信方法，以联系所有社会成员，并提供持续的支持和信息。
- 社区参与的常规机制/社交网络可能会被破坏；包括学校、住房设施、社区中心、图书馆、健康（包括行为健康）和社会服务项目或其他社会机构的结构损失。
- 恢复领导者需要确保所有个体都能进行可操作、有效和可进行的沟通，包括残疾人和其他有功能障碍的人，如英语水平有限。

- **Leadership.** Recovery leadership identified pre-disaster may change in the post-disaster environment.

- **Coordination.** The organizational structure used for recovery coordination may be adapted from an existing structure or new structure may be created. The recovery process may also present an opportunity for regional collaboration and coordination.

- **Timeframe.** Timelines for recovery progress established in pre-disaster recovery plans will likely need to be modified depending on the specific impacts of an incident.

- **Resources.** Resources identified pre-disaster may be degraded or unavailable. Limited resources may impact the cost, speed, effectiveness, and timeliness of recovery.

- **Engagement.** Whole community engagement is a critical part of pre- and post-disaster recovery planning that must be carefully managed. Successful whole community engagement may present challenges, to include:

- Stakeholders may be displaced and/or unable to access the community. Communication methods identified pre-disaster may need to be modified to reach all community members and to provide ongoing support and information.
- Normal mechanisms/social networks for community engagement may be fractured; including the loss of structure from schools, housing facilities, community centers, libraries, health (including behavioral health) and social service programs, or other community institutions.
- Recovery leaders will need to ensure actionable, effective, and accessible communications for all individuals, including individuals with disabilities and others with access and functional needs, such as limited English proficiency.

- **韧性/恢复力** 灾前和灾后规划是通过持续评估威胁、危害与影响，并实施新政策和要求来降低洪泛区管理、海岸带、地震区和历史文化遗产等问题的风险，从而建立抗灾能力的机会。通过在规划过程中加强社会领导和协作，将社会健康（包括行为健康）、社会长期需求、所有社会成员的社会和经济恢复力以及农村或高密度城市社区与其他文化多样性社区的特定需求等关键考虑因素纳入规划。

- **Resilience.** Pre- and post-disaster planning are opportunities to build resilience by continually evaluating threats, hazards, and impacts and implementing new policies and requirements to reduce risk regarding issues such as floodplain management, coastal zones, seismic areas, and historic and cultural properties. Resilience is also built by strengthening community leadership and collaboration during the planning process, integrating key considerations into planning such as community health (including behavioral health), long-term needs of the community, social and economic resilience of all members of the community, and unique needs of rural or high-density urban communities and other culturally diverse communities.

各级政府特有的其他规划考虑包括：Additional planning considerations unique to each level of government include:

- **地方** 社区内的恢复规划依赖于积极的地方政府。当地社区在恢复规划和管理方面发挥着领导作用。其独特的定位是通过 LDRM 协调和管理恢复活动。在灾前和灾后规划过程中协调与整个社区建立的伙伴关系，对能否成功地进行地方规划和恢复至关重要。

- **Local.** Recovery planning within a community is dependent on an active local government. The local community provides leadership in recovery planning and management. It is uniquely positioned to coordinate and manage the recovery activities through the LDRM. Partnerships and coordination developed during the pre- and post-disaster planning process, with the whole community, are critical to successful local planning and recovery.

- **州/领土** 州在支持、在必要时领导地方政府以应对短期或长期复苏期间复杂的政务的、监管和金融层次的挑战方面发挥着重要作用。运营规划使各州能够更好地组织和定位，以有效应对在恢复过程中可能面临的新问题和挑战。州还将发挥重要的领导作用，并充当州机构和联邦政府之间的接口，以使地方一级的恢复资金增产节约。

- **State/Territory.** States play an important role in supporting and, where necessary, leading overwhelmed local governments to address complex governmental, regulatory, and financial challenges during short- and long-term recovery. Operational planning enables states to be better organized and positioned to effectively manage new issues and challenges that they will likely confront in their recovery process. The state will also provide an important leadership role and serve as the interface between state agencies and the Federal Government to streamline recovery funding at the local level.

- **部落** 部落的领土可能跨越多个州。与这些管辖区的协调在一个部落规划从事故中恢复时起着关键作用。部落可以独立于各州向联邦政府寻求援助，使资金增产节约且来路清楚。联邦政府承认，部落自治权源自美洲印第安人和阿拉斯加土著部落作为民族的固有主权，被联邦承认的部落与联邦政府之间有着独特而直接的关系。

- **Tribal.** Tribal lands may cross multiple state lines. Coordination with those jurisdictions plays a key role in planning for a tribe's recovery from an incident. Tribes may seek assistance, independent from states, from the Federal Government to clarify and streamline recovery funding. The Federal Government recognizes that the tribal right of self-government flows from the inherent sovereignty of American Indian and Alaska Native Tribes as nations and that federally recognized tribes have a unique and direct relationship with the Federal Government.

- **联邦** 通过联邦政府提供的灾后规划援助的类型和技术支持水平因社会需求而异，并取决于地方、地区/都市、州、部落、领土和岛屿地方政府的影响和恢复能力。联邦政府可以帮助解决更广泛的国家和地方恢复问题，并协调联邦支持活动与资源。在这一过程中，需要进行运营规划，以支持内部组织、日常管理和资源协调结构，从而提供联邦支持。

- **Federal.** The types of post-disaster planning assistance and level of technical support available through the Federal Government vary by community needs and depend on the impacts and the recovery capacities of local, regional/metropolitan, state, tribal, territorial and insular area governments. The Federal Government can help to address broader national and regional recovery issues and to coordinate federal support activities and resources. Integral in this process is the need to conduct operational planning that will support the internal organization, day-to-day management, and resource coordinating structure that enables the delivery of Federal support.

- **私营部门和非政府组织** 私营部门和非政府成员也以各种各样的方式向政府和社会提供大量资源，以支持包容性、协调性、计划周密、领导良好的地方复苏。这些组织的资源得到协调，并参与各级政府和非政府活动。

- **Private Sector and NGOs.** Private sector and nongovernmental partners also provide significant resources to governments and communities in widely varied ways to support an inclusive, coordinated, well planned and well-led local recovery. Resources from these organizations are coordinated and involved at all levels of government and nongovernment activity.

为整个社会的复杂需求进行规划，并让所有相关人员参与进来，致力于物理、进程和通信的可实现性，有助于建立一个成功的灾后恢复过程。与传统的社会规划或灾前规划流程相比，灾后规划流程的运行时间要快得多。灾后恢复规划的一个重大挑战是迅速制订计划，以满足居民和企业的需求，同时确保根据事实、分析和整个社会的投入做出合理的决策。然而，该过程的一个基本目标是通过关系和机构间合作来建立和发展恢复力，这些关系和合作在计划阶段之后的很长一段时间内都将为恢复过程服务。

Planning for the complex needs of the whole community, and bringing all stakeholders to the table with a commitment to physical, programmatic, and communications accessibility, helps create a successful post-disaster recovery process. The post-disaster planning process operates on a much faster timeline than traditional community planning or pre-disaster planning processes. A significant challenge of post-disaster recovery planning is developing a plan quickly enough to meet the needs of residents and businesses, while ensuring sound decisions are based on facts, analysis, and input from the whole community. However, one of the basic goals of the process is to build and develop resilience through relationships and interagency cooperation that serve the recovery process long beyond the planning phase.

框架应用要点 **Framework Application**

NDRF 是促进有效恢复的国家框架，不会对地方、地区/都市、州、部落、领土、岛屿地区或联邦机构施加新的、额外的或资金不足的要求。本框架无意也不会创造任何实质性的或程序性的，在法律上可强制执行的针对美国及其部门、机构或实体、官员、雇员、代理人或其他任何人的权利或利益

The NDRF is the National Framework to promote effective recovery and does not impose new, additional, or unfunded net resource requirements on local, regional/metropolitan, state, tribal, territorial, insular area, or Federal agencies. This Framework is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

该框架旨在告诉各级政府、非政府组织和私营部门，在发生任何规模和大小的事件后，如何管理、协调和规划社会的恢复。使用该框架指导灾前和灾后规划过程和活动的地方、地区/都市、州、部落、领土和岛屿地方政府，其定位是超越静态规划，以更全面的视角看待恢复战略和结果。规划过程也为制定衡量与监控社会恢复进度的指标提供了机会。综合恢复指标与社会

规划，将为决策者提供信息，以指导恢复政策和优先事项，并确定建立恢复力的机会。

This Framework is intended to inform all levels of governments, NGOs, and the private sector on managing, coordinating, and planning a community's recovery following an incident of any size or scale. Local, regional/metropolitan, state, tribal, territorial, and insular area governments who use this Framework to guide their pre- and post-disaster planning processes and activities are positioned to look beyond static planning to a more holistic view of recovery strategies and outcomes. The planning process also presents an opportunity to develop metrics to measure and monitor a community's recovery progress. Linking recovery metrics to a community's plans will provide decision makers with information to guide recovery policies and priorities and identify opportunities to build resilience.

实现成功恢复 **Achieving Successful Recovery**

每个社区对恢复结果的定义根据其环境、挑战、恢复前景和优先事项而不同。一个社区可能将恢复成功视为其经济恢复到灾前状态，而另一个社区可能将其视为新的经济机遇的开启。

Each community defines recovery outcomes differently based on its circumstances, challenges, recovery vision, and priorities. One community may characterize recovery success as the return of its economy to pre-disaster conditions, while another may see it as the opening of new economic opportunities.

恢复不仅仅是将社区恢复到灾前状态；由于恢复需要时间，简单的恢复可能会导致错失机会。当社区认定灾前条件不再具有可持续性、竞争性或功能性时，情况尤其如此。这一结论可能来自灾前情况，也可能来自灾后对损失或其他变化的评估。例如，一些社区可能会认为，成功需要重新安置全部或部分社区资产，并将空置区域恢复到更自原始的灾前环境中。在所有情况下，社区应做出最明智的恢复决策——通过评估所有替代方案，避免对继续处于风险中的区域进行简单的重建或改造。在其他社区，重建经济和社会基础，向社区成员和企业灌输对社区恢复力的信心，对成功恢复至关重要。

Recovery is more than the community's return to pre-disaster circumstances; because of the time recovery takes, simple restoration may result in lost opportunities. This is especially true when the community determines that pre-disaster conditions are no longer sustainable, competitive, or functional. That conclusion may result from pre-disaster circumstances or stem from the post-disaster evaluation of damage or other change. Some communities, for example, may conclude that success requires relocating all or some portion of the community assets and restoring vacated areas to a more natural, predevelopment environment. In all cases, the community recovery decision-making is best informed by evaluating all alternatives and avoiding simple rebuilding or reconstructing of an area that continues to be at risk. In other communities, reestablishing an economic and social base that instills confidence in the community members and businesses regarding its viability can be critical to recovery success.

成功因素 **Success Factors**

虽然没有一个适用于所有情况的单一定义，但成功的恢复确实有共同点。总的来说，一个

能够展示出在未来灾难面前做好准备、做出应对和恢复能力的社区是成功的。具体而言，经验表明，以下因素的存在有助于确保更有效的恢复过程：

Although no single definition fits all situations, successful recoveries do share commonalities. Generally speaking, a community that can demonstrate a capability to be prepared, responsive and resilient in the face of future disasters is poised for success. Specifically, experience has shown that the presence of the following factors can help ensure a more effective recovery process:

- **全面的范围**，包括规划和运营恢复工程和组织的需要以及努力服务群众以及他们的文化和地位的理解。恢复工作必须设法解决一个长期连续的问题，其中包括幸存者个人的需求，以及社区和周围环境的需求。

- **Comprehensive Scope**, which includes the need to plan and operate recovery programs and organizations with the understanding that efforts serve people, their culture, and their place. Recovery efforts must address a continuum that includes individual survivor needs as well as the needs of the community and surrounding environment.

- **有效的决策和协调**，包括明确相关人员的职能和责任；与相应的恢复职能部门协调应对活动；研究恢复替代方案，解决冲突，并及时做出明智的决定；建立衡量和跟踪进展、明确问责体制、调整和强化现实预期的方法。

- **Effective Decision-Making and Coordination**, which includes characteristics such as defining stakeholder roles and responsibilities; coordinating response activities with corresponding recovery functions; examining recovery alternatives, addressing conflicts, and making informed and timely decisions; and establishing ways to measure and track progress, ensure accountability, make adjustments, and reinforce realistic expectations.

- **整合社区恢复规划流程**，包括将恢复规划与其他规划工作联系起来，制定流程和标准，以确定关键恢复行动和项目及其优先级。

- **Integration of Community Recovery Planning Processes**, which include characteristics such as linking recovery planning to other planning efforts and developing processes and criteria for identifying and prioritizing key recovery actions and projects.

- **管理良好的恢复**，包括在各级政府、私营部门和非政府组织之间建立灾前伙伴关系；有效利用资源；搜寻并成功利用外部资源；为从应对阶段过渡到恢复阶段制定指导方针；并为灾难后激增的人员制定计划。

- **Well-Managed Recovery**, which includes characteristics such as developing pre-disaster partnerships at all levels of government, with the private sector, and with NGOs; effectively leveraging resources; seeking out and successfully using outside resources; establishing guidance for the transition from response to recovery; and planning for surging personnel demands post-disaster.

- **积极的社会参与、公众参与和公众意识**，包括相关人员共同努力以最大限度地利用现有资源；制定能够快速实施的灾后恢复计划；确保公共信息是可使用的、有效的和可获取的，以便在整个恢复过程中让每个人都能了解情况。

- **Proactive Community Engagement, Public Participation, and Public Awareness**, which includes characteristics such as stakeholders working together to maximize the use of available resources; creating post-disaster recovery plans that can be implemented quickly; and making sure public information is actionable, effective, and accessible to keep everyone informed throughout the recovery process.

- **有效的财务和项目管理**，包括了解何种资金来源可以为恢复提供资金；了解如何管理外部资金项目；拥有内部财务和采购控制以及外部审计系统；最大限度地利用当地企业帮助当地经济复苏。

- **Effective Financial and Program Management**, which includes characteristics such as understanding which funding sources could finance recovery; knowing how to administer external funding programs; having a system of internal financial and procurement controls and external audits; and maximizing the use of local businesses to aid recovery of the local economy.

- **组织灵活性**，包括在各级政府建立恢复结构，以制订、适应和发展新的技能和能力，满足不断变化的恢复需求；促进对法律、法规 and 政策的遵守；确保灵活的人员配置和管理结构。

- **Organizational Flexibility**, which includes characteristics such as having recovery structures at all government levels that evolve, adapt, and develop new skills and capacities to address changing recovery needs; facilitating compliance with laws, regulations, and policies; and ensuring flexible staffing and management structures.

- **恢复力重建**，包括考虑生态、环境和当地能力等特征；采用可持续和包容性的建设技术、建筑规范和土地使用条例；并将降低风险战略纳入地方治理和决策。

- **Resilient Rebuilding**, which includes characteristics such as taking into account ecological, environmental, and local capacity; adopting sustainable and inclusive building techniques, building codes, and land use ordinances; and incorporating risk reduction strategies into local governance and decision making.

- **健康整合**，包括健康考虑因素和恢复中的决策影响等特征。

- **Health Integration**, which includes characteristics such as including health considerations and implications in recovery decision making.

衡量恢复进度 *Measuring Recovery Progress*

参与恢复的所有成员都对了解他们的行动是如何影响恢复工作的总体进展的感兴趣。每个实体都必须确定其战略和基准，以便在质量和数量上衡量其努力。通过社区本身来了解恢复的进展是从整体上最明确的方法。以下部分介绍了衡量恢复进度的最本土化的方法。

All partners involved in recovery have an interest in looking at how their actions impact the overall progress of the recovery effort. Each entity must identify their strategies and benchmarks for how they will measure their efforts both qualitatively and quantitatively. The most clear-cut means of looking at recovery progress overall is by and through the community itself. The following section addresses the most local approach to measuring recovery progress.

通过提高透明度、问责性和效率，衡量与交流恢复进度，提高公众对恢复过程的信心。它使当地领导层能够明确持续的恢复需求，并让所有成员参与到援助提供和问题解决中来。恢复进度的衡量作为一种跟踪机制，用于改进和调整恢复策略与活动，并确保持续改进。社区决定如何限定和量化他们的进程。他们从整体出发衡量恢复的进展，认识到恢复结果和影响的衡量超出了单一标准，比如在各个项目的基础上花费的美元或提供的援助。以下是衡量进度需要考虑的因素：

Measuring and communicating the progress of recovery increases public confidence in the

recovery process by promoting transparency, accountability, and efficiency. It enables local leadership to identify ongoing recovery needs and engages partners in providing assistance and problem resolution. Recovery progress measurement serves as a tracking mechanism for improving and adjusting recovery strategies and activities and ensuring continuing improvement. Communities determine how to qualify and quantify their progress. They measure progress toward recovery holistically, recognizing that recovery outcomes and impacts are measured beyond a single criterion such as dollars spent or assistance delivered on a program-by-program basis. The following are factors for consideration for measuring progress:

- 要认识到，恢复进度不可归因于任何单个项目或政府机构的变量。恢复的整体成功取决于广泛的公共、非营利与私人项目和方案的互动，以及良好的规划、当地能力、领导力、有效的决策和公众信心的建立。
- 建立系统并利用追踪灾前情况、个体的整体恢复，以及基础设施、经济、健康（包括行为健康）、社会和社区服务以及政府职能的重建和再开发的现有数据。
- 将灾害准备、恢复规划与社区范围的全面和减灾规划相结合，以利用各种机会，最大限度地降低所有危害的风险，并加强抵御和恢复未来灾害的能力。
- 采用适用的恢复优先级和资源需求指标，为社会成员、相关人员和支撑机构设定现实的期望与里程碑。
- 确保整个社会与地方、地区/都市、州、部落、领土、岛屿地方政府和联邦政府成员以及非政府和私营部门成员协调，参与制定指标。包括残疾人和其他有功能障碍的人、老年人、未充分享受服务人群的，及代表儿童特定需求的倡导者。
- 利用技术和系统创新来实现信息共享、责任制和透明度的更大目标。
- 确保恢复活动尊重所有人的公民权利和公民自由，不会导致基于种族、肤色、族裔、来自的国家（包括有限的英语水平）、宗教、性别、性取向、性别认知、年龄或残疾的歧视。
- 通过评估恢复活动的有效性，确保持续改进。
- Recognize that recovery progress has variables not attributable to any one program or government agency. Overall recovery success depends upon the interaction of a wide range of public, nonprofit, and private programs and initiatives, as well as good planning, local capacity, leadership, effective decision making, and the building of public confidence.
- Establish systems and leverage available data that track pre-disaster conditions, overall recovery of individuals, and the reconstruction and redevelopment of infrastructure, economy, health (including behavioral health), social and community services, and government functions.
- Integrate disaster preparedness and recovery planning with community-wide comprehensive and hazard mitigation planning to capitalize on opportunities that minimize the risk to all hazards and strengthen the ability to withstand and recover from future disasters.
- Set realistic expectations and milestones for community members, stakeholders, and supporting agencies using indicators for applicable recovery priorities and resource needs.
- Ensure whole community participation in developing metrics in coordination with local, regional/metropolitan, state, tribal, territorial, insular area, and Federal government partners and nongovernmental and private sector partners. Include persons with disabilities and others with access

and functional needs, older adults, members of underserved populations, and advocates representing the unique needs of children.

- Leverage technology and systems innovations to achieve goals that result in greater information sharing, accountability, and transparency.
- Assure that recovery activities respect the civil rights and civil liberties of all populations and do not result in discrimination based on race, color, ethnicity, national origin (including limited English proficiency), religion, sex, sexual orientation, gender identity, age, or disability.
- Ensure continuous improvement by evaluating the effectiveness of recovery activities.

提供援助的政府和组织被鼓励建立一个跟踪其协调和援助工作，确保问责制，并能够迅速调整，以满足不断变化的需求的系统。适用于制定指标的考虑因素包括：

Governments and organizations that provide assistance are encouraged to have a system of tracking their coordination and assistance efforts, ensuring accountability and enabling prompt adjustments to meet ongoing and changing needs. Considerations applicable for developing metrics include:

- **基础影响评估。**有助于解释和阐明影响的范围和维度，以便绘制一条通往现实恢复最终状态的路径。

- **预期结果分析。**重点关注恢复影响和总体结果，而不仅仅是目标数量（例如，终生住房家庭数量与已建住房单元数量之比）。社区、州或管辖区期望实现的总体目标应该推动衡量成功的标准。

- **跨部门问题评估。**跟踪所有部门的进展，包括但不限于住房、环境、商业、就业、基础设施、基本健康（包括行为健康）和社会服务的获取，以及整体社会可及性。

- **Baseline Impact Assessment.** Helps illustrate and clarify the extent and dimensions of the impacts in order to chart a path to a realistic recovery end state.

- **Desired Outcome Analysis.** Focuses on recovery impact and overall results, not just a target number (e.g., number of families in permanent housing versus number of housing units constructed). The overall goals that the community, state, or jurisdiction is looking to achieve should drive the metric for success.

- **Cross-Cutting Sector Issue Assessment.** Tracks progress across all sectors, including but not limited to housing, environmental, business, employment, infrastructure, access to essential health (including behavioral health) and social services, and overall community accessibility.

相关支持资源 **Supporting Resources**

NDRF 得到了包括恢复 FIOP 在内的详细操作、管理、现场指导和培训工具的持续开发的支持。恢复 FIOP 提供了有关职能和责任的进一步详细信息，指定了关键任务，并明确了提供核心恢复能力的资源需求。应对和恢复任务领域正在制定联合事故附件；最终计划将作为应对和恢复 FIOP 的附件。事故附件确定了应对和恢复已识别事件时特定的权限、能力、职能和责任。

The NDRF is supported by the ongoing development of detailed operational, management, field guidance, and training tools, to include the Recovery FIOP. The Recovery FIOP provides further detail

regarding roles and responsibilities, specifies the critical tasks, and identifies resourcing and sourcing requirements for delivering the Recovery core capabilities. The Response and Recovery mission areas are developing joint incident Annexes; the final plans will be attachments to both the Response and Recovery FIOPs. The incident Annexes identify authorities, capabilities, and roles and responsibilities that are unique to responding to and recovering from identified incidents.

FEMA 在 www.fema.gov 上运营一个包含当前 NDRF 文件，灾后恢复 FIOP，其他恢复资源、培训材料和其他工具的电子版本的在线存储库。该存储库还包括其他任务区框架和 FIOP。将根据从现实事件和准备工作中吸取的经验教训和最佳做法，定期评估和更新资源。应恢复任务区域合作伙伴和其他用户的请求，可以添加或修改其他内容。

FEMA maintains an online repository at www.fema.gov that contains electronic versions of the current NDRF document, Recovery FIOP, additional recovery resources, training materials, and other tools. The repository also includes other mission area Frameworks and FIOPs. Resources will be regularly evaluated and updated based on lessons learned and best practices from real-world incidents and preparedness efforts. Additional content may be added or modified at the request of Recovery mission area partners and other users.

框架总结 Conclusion

恢复是指帮助受事故影响的社会有效恢复所需的能力，包括向整个社会提供协调、及时、准确、可操作的信息以支持恢复；确保在各级政府中进行知情和协调的领导；确保灾前、灾后和基于社会的恢复规划；重建基础设施系统；为幸存者提供合适的临时的和长期的可获得且负担得起的住房；恢复卫生（包括行为健康）、社会和社区服务；促进经济发展；保护和恢复自然与文化资源。任何规模的事件都会在多个层面上影响整个社会。至关重要是，社会不仅能够恢复到灾前状态，而且被提供能够帮助它建立可持续的、具有恢复力的过程、能力和系统，以有效地向前推进的资源和支持。

Recovery refers to those capabilities necessary to assist communities affected by an incident to recover effectively and efficiently, including coordinated, prompt, reliable, and actionable information to the whole community to support recovery; ensuring informed and coordinated leadership throughout all levels of government; ensuring pre-, post-, and community-based recovery planning; rebuilding infrastructure systems; providing adequate interim and long-term accessible and affordable housing for survivors; restoring health (including behavioral health), social, and community services; promoting economic development; and preserving and restoring natural and cultural resources. Incidents on any scale will impact the entire community on many levels. It is vital that communities not only can recover to pre-disaster conditions, but that they are also provided the resources and support that can help them build sustainable and resilient processes, capabilities, and systems to effectively move forward.

恢复不是一项只能在灾后情况下进行的独立任务。灾后全面恢复需要所有任务区域的协调与共同努力。通过适当的灾前准备和活动，可以减少灾后恢复的需求，恢复工作可以在全国范

围内被加速、简化和应用，以便所有社区——无论事故发生的地点和规模如何——都可以尽可能高效地实现灾后恢复。

Recovery is not an isolated mission to be engaged only during post-disaster conditions. Complete recovery post-disaster involves the coordination and concurrent efforts of all mission areas. Through proper preparedness and activities pre-disaster, post-disaster recovery needs can be reduced, and recovery efforts can be accelerated, streamlined, and applied nationwide so that all communities, regardless of location and magnitude of incident, can recover post-disaster as efficiently as possible.

在实施 NDRF 的过程中，合作伙伴应在其他任务领域（减灾、预防、保护和应对）就广泛层面的战略影响达成共识，因为他们未来能力的建设中做出了关键决策。整个社会都应参与审查和实施该框架中包含的统一原则与学说的战略，同时考虑该过程中当今和未来的需求。NDRF 也必须是一份灵活的文件。这意味着必须定期对其进行审查，以评估其与不断变化的情况、现有政策和新政策以及从实践中获取的经验的一致性。

In implementing the NDRF, partners are encouraged to develop a shared understanding of broad level strategic implications among the other mission areas (Mitigation, Prevention, Protection, and Response) as they make critical decisions in building future capacity and capability. The whole community should be engaged in examining and implementing the strategy unifying principles and doctrine contained in this Framework, considering both current and future requirements in the process. The NDRF must also be a living document. This means that it must be regularly reviewed to evaluate consistency with evolving conditions, existing and new policies, and the experience gained from its use.

FEMA 将与我们的所有成员合作，协调并监督 NDRF 的审查和维护过程。修订过程包括开发或更新执行能力所需的任何文件。该框架的重大更新将通过联邦高级机构间审查程序进行审查。将对该框架进行审查，以实现以下目标：

Working with all our partners, FEMA will coordinate and oversee the review and maintenance process for the NDRF. The revision process includes developing or updating any documents necessary to carry out capabilities. Significant updates to this Framework will be vetted through a Federal senior-level interagency review process. This Framework will be reviewed in order to accomplish the following:

- 评估和更新支持恢复目标的核心能力信息；
- 确保其充分反映了责任实体的组织结构；
- 确保它与其他四个任务区保持一致；
- 基于国家威胁/危害环境的变化更新进程；
- 从日常操作、演习、实际事件和警报中吸取经验教训和有效做法；

• 反映国家恢复任务活动的进展，执行新法律、行政命令和总统指令的必要性，以及国家优先事项和指导意见、关键任务或国家能力的战略变化

- 确保公开强调行动步骤，以包含整个社会，包括残疾人、有功能障碍的人、儿童、老年人、英语水平有限的人以及未充分享受服务人群。
- Assess and update information on the core capabilities in support of Recovery goals and objectives;
 - Ensure that it adequately reflects the organization of responsible entities;
 - Ensure that it is consistent with the other four mission areas;
 - Update processes based on changes in the national threat/hazard environment;
 - Incorporate lessons learned and effective practices from day-to-day operations, exercises, and actual incidents and alerts;
- Reflect progress in the Nation's Recovery mission activities and the need to execute new laws, Executive orders, and Presidential directives, as well as strategic changes to national priorities and guidance, critical tasks, or national capabilities; and
- Ensure overt emphasis on action steps to include the whole community, inclusive of individuals with disabilities, those with access and functional needs, children, older adults, individuals with limited English proficiency, and members of underserved populations.

该框架的实施和审查将考虑有效的实践和从演习与操作中吸取的教训，以及相关的新流程和技术。有效的实践包括可以确保本框架中包含的能力可以在不考虑威胁或危险的情况下继续执行的连续性规划。相关的新流程和技术应使国家能够有效地适应不断变化的风险环境，并利用与位置、背景和相互依存性相关的数据，以便使用基于标准的方法对所有任务进行有效的集成。

The implementation and review of this Framework will consider effective practices and lessons learned from exercises and operations, as well as pertinent new processes and technologies. Effective practices include continuity planning, which ensures that the capabilities contained in this Framework can continue to be executed regardless of the threat or hazard. Pertinent new processes and technologies should enable the Nation to adapt efficiently to the evolving risk environment and use data relating to location, context, and interdependencies that allow for effective integration across all missions using a standards-based approach.

美国的安全和恢复工作永远不会终止。这个国家不但比十年前更安全、更强大、准备更充分，全社会也将更坚定地致力于保护国家，使其免于现在和未来几十年所面临的巨大风险。

America's security and resilience work is never finished. While the Nation is safer, stronger, and better prepared than a decade ago, the whole community remains resolute in its commitment to safeguard the Nation against the greatest risks it faces, now and for decades to come