



Recovery Framework

TOWN OF

**SMALL POINT, BROAD COVE,
BLACKHEAD, ADAM'S COVE**



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01

Background and Purpose

Between May and August 2025, several wildfires affected the Town of Small Point, Broad Cove, Blackhead, and Adam's Cove (Town), causing evacuations, loss of property, and damage to key infrastructure such as the local school and post office. Daily routines, social programming, and community gatherings were disrupted, and natural areas—including forests and trails—were heavily impacted. These events highlighted the urgent need for a coordinated recovery approach addressing both physical rebuilding and social renewal.

The Town is a rural, close-knit community with permanent and seasonal residents across its four areas—Small Point, Broad Cove, Blackhead, and Adam's Cove. Generations of families live locally, maintaining strong intergenerational relationships and a deep connection to the land, culture, and community identity. These characteristics provide a strong foundation for recovery planning and long-term resilience.

The Recovery Framework (Framework) provides strategic direction for coordinated wildfire recovery, aligning partners and establishing priorities to restore and strengthen the Town in a transparent, equitable, and community-centred way. It serves as the foundation for recovery planning, ensuring that efforts reflect community needs while building long-term resilience, and acknowledges the importance of regional alignment and coordination with surrounding unincorporated communities where appropriate.

Scope

The Framework applies to the Town's recovery from the 2025 wildfires, outlining the Committee's recovery functions, including planning, coordination, information-sharing, relationship management, and community support. Its focus is on the Town, spanning immediate stabilization through long-term resilience and sustained revitalization.



02

Recovery Vision and Guiding Principles

Vision

A resilient, inclusive, and thriving community, where recovery not only rebuilds what was lost but also creates new opportunities to strengthen quality of life, social connection, and the local economy. Recovery efforts foster trust, transparency, and engagement, ensuring that all residents—alongside the partners the Town works with—are heard, included, and supported. The community will emerge safe, secure, and resilient, with a sustainable future that honors its rural identity, embraces innovation, and builds forward together.

Guiding Principles



Community-Centred

Prioritizes resident needs, voices, and aspirations, and is guided by community knowledge, leadership, and participation.



Healing-Oriented

Fosters individual and collective healing by strengthening connections, reducing isolation, and supporting overall wellbeing.



Coordinated & Collaborative

Driven through strong collaboration across existing and new partnerships—including government, not-for-profits, volunteers, and residents—to align efforts and maximize collective impact.



Transparent & Accountable

Decisions, progress, and resource use are communicated openly, with clear responsibilities, documented rationale, and consistent reporting to residents and partners.



Equitable

Prioritizes inclusive approaches that respect the diverse needs, circumstances, and dignity of all residents, including vulnerable groups.



Community Revitalization & Resilience

Strengthens long-term resilience while revitalizing the local economy and fostering connection through innovative practices.

03

Recovery Priorities

The Town's recovery is guided by three interconnected priorities, reflecting both immediate needs and long-term resilience. These priorities provide the foundation for working groups, partner engagement, and community initiatives, while remaining grounded in the Town's unique social, environmental, and cultural context.



Social and Community Wellbeing

Recovery begins with people — their sense of belonging, security, and hope for the future. The wildfires disrupted daily life, fractured social connections, and limited access to key gathering spaces. Supporting residents' emotional, social, and cultural recovery is central to the Town's approach.

This priority focuses on restoring community connection, inclusion, and equitable access to supports, while addressing the diverse needs of residents, including seniors, individuals with disabilities, economically disadvantaged households, youth, and families affected by the loss of the school — a central social and educational hub. Seasonal residents, who are not present year-round, and intergenerational households shape programming approaches and community engagement strategies.



Key areas of focus include:

- **Social gathering:**
Development of shared gathering spaces and programs that encourage social connection, cultural renewal, and intergenerational learning.
- **Community engagement:**
Implementing initiatives that ensure residents' voices guide recovery decisions.
- **Mental health and wellbeing:**
Providing mental health and psychosocial supports to address emotional impacts and foster collective healing.
- **Capacity-building:**
Strengthening capacity for local organizations and volunteers to sustain long-term community programming.



Through these efforts, the Town aims to rebuild a connected, inclusive, and resilient community where every resident has opportunities to contribute, heal, and thrive.





Housing and Community Infrastructure

Safe, stable, and equitable housing is the foundation of recovery. The wildfires damaged homes, sheds, and outbuildings, displacing residents and disrupting daily routines. For many, these losses also represented the loss of spaces tied to identity, livelihoods, and community connection.

Recovery efforts will focus on ensuring that all residents — including insured, underinsured, and uninsured households — have equitable access to supports and resources, while also investing in community-level infrastructure that fosters connection, wellbeing, and resilience. The intent is not to rebuild every structure, but to provide meaningful, fair, and accessible supports that help residents repair, adapt, and re-establish stability, while advancing shared community priorities.



Key areas of focus include:

- **Equitable access to housing supports:**
Programs that help residents address urgent and intermediate needs through temporary or interim housing options, repair assistance, and community-based support mechanisms.
- **Targeted rebuilding and repair supports:**
Financial, technical, or material supports to enable safe and timely repair or rebuilding where feasible, with an emphasis on equitable access rather than full reconstruction.
- **Navigational and case management support:**
Assistance for residents in accessing funding, insurance, and available recovery programs, reducing barriers and ensuring fair outcomes.
- **Community infrastructure renewal:**
Planning and advocacy for the replacement or enhancement of key facilities, such as educational or recreational spaces, to provide hubs for connection and programming.
- **Strategic community planning:**
Integration of housing and infrastructure recovery into broader long-term development, focusing on sustainability, accessibility, and resilience.



Through these initiatives, recovery will restore essential housing stability and strengthen shared community spaces, creating an inclusive foundation for long-term renewal and resilience.



Public Safety and Environment

Community safety, hazard mitigation, and environmental stewardship are critical to recovery. The wildfires significantly altered residents' sense of safety and security, both in their homes and across the community. While the physical impacts of the fires were visible and immediate, the emotional and psychological effects have been longer lasting — many residents now view their surroundings, routines, and natural spaces through a lens of heightened vulnerability and uncertainty.

This priority focuses on restoring community confidence while rehabilitating and mitigating the environment. Recovery efforts emphasize prevention, preparedness, and environmental restoration, recognizing the town's rural character, limited proximity to emergency services, and residents' strong connection to the land.



Key areas of focus include:

- **FireSmart initiatives and hazard mitigation:**
Implementing risk reduction strategies, vegetation management, and community training to strengthen local prevention and response capacity.
- **Environmental rehabilitation and mitigation:**
Restoring ecosystems, replanting vegetation, and stabilizing impacted areas to support long-term environmental health and resilience.
- **Community-based safety programs:**
Enhancing collaboration with emergency services, auxiliary RCMP, and encouraging resident involvement in safety and prevention efforts.
- **Emergency preparedness and coordination:**
Updating emergency response plans, improving communication systems, and increasing coordination between agencies and community partners.
- **Public education and awareness:**
Promoting understanding of risk reduction, preparedness, and environmental protection to strengthen community confidence.

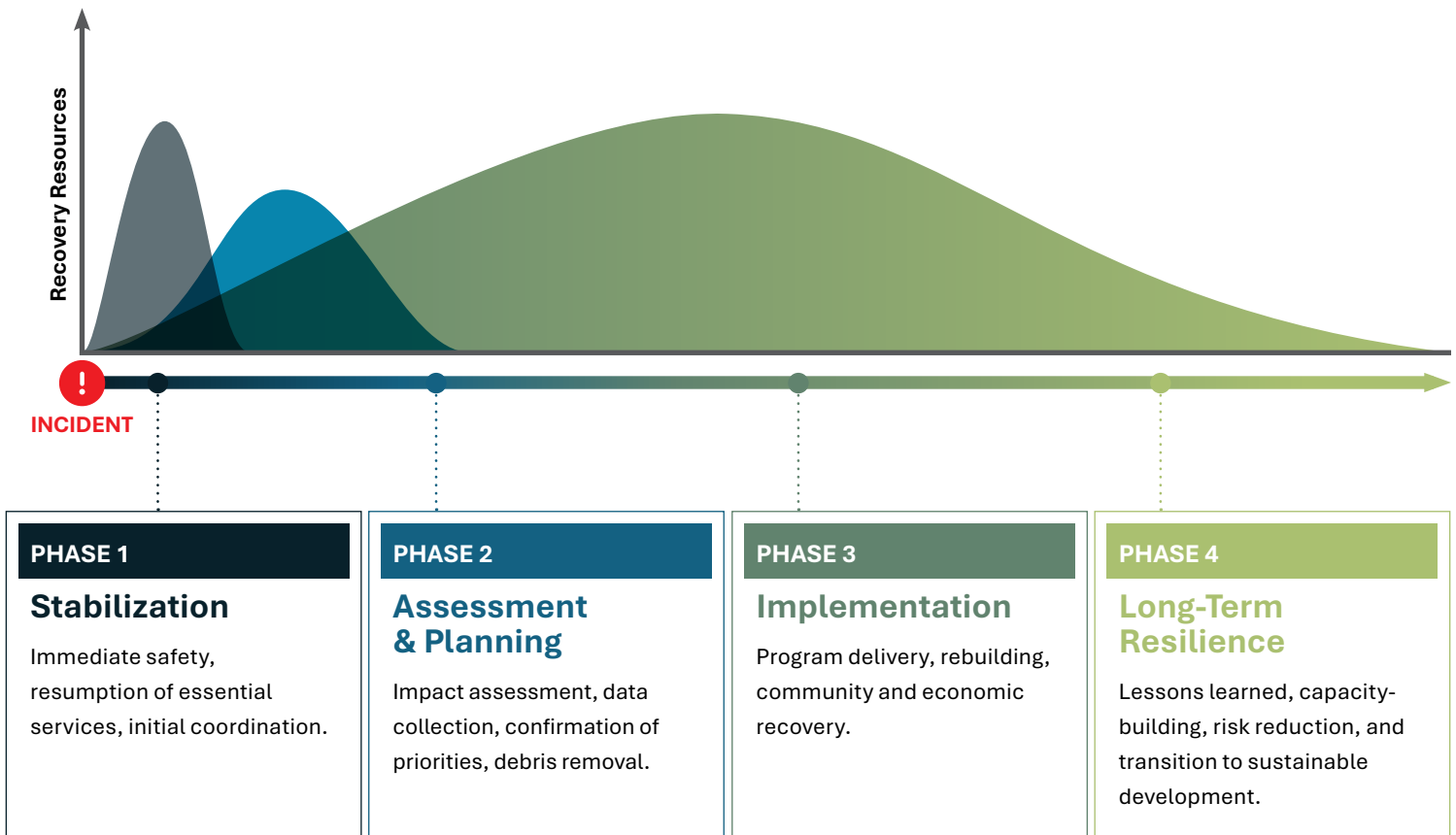


Through these initiatives, recovery will strengthen environmental health, enhance public safety, and foster a resilient, secure, and connected community, prepared to face future challenges while preserving the town's unique identity and connection to the natural environment.

04

Recovery Phases

Recovery takes time. Guided by the principles and recovery priorities, the Town is committed to recovery across the four different phases. Each phase, while distinct, is interdependent. The Town will collaborate and coordinate with multiple partners and agencies to support residents and over community recovery.



05

Governance and Coordination Structure

The Town's recovery is guided by a structured governance model that ensures oversight, planning, coordination, and implementation, while remaining community-focused. There are five main functions within the governance model. Each function provides a valuable purpose, role, and responsibility that contributes to overall recovery.



Governance Framework:

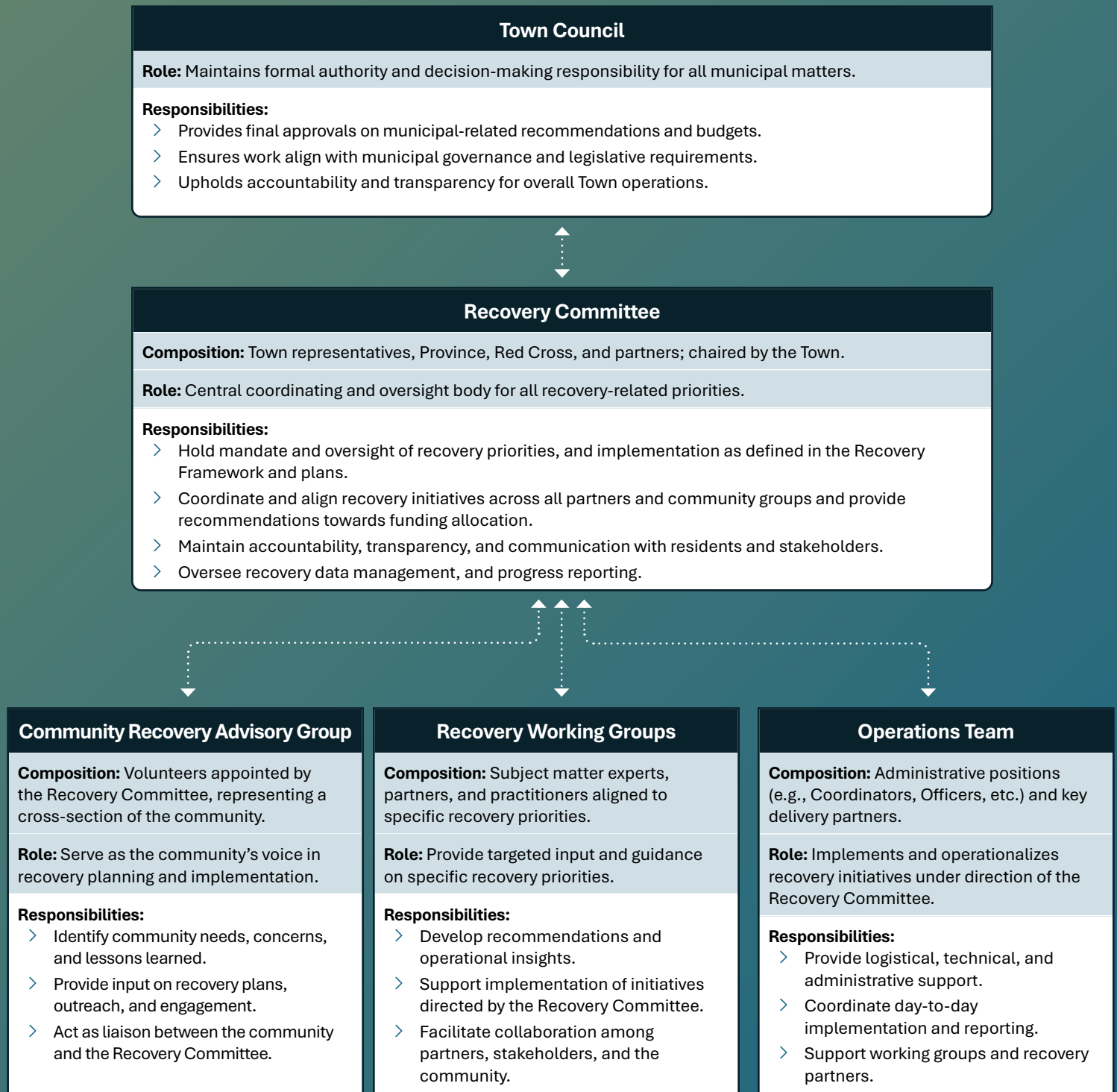
- **Town Council:**
Maintains overall municipal authority and ensures alignment of recovery work with broader municipal goals.
- **Recovery Committee:**
Provides strategic oversight of all recovery work, ensures alignment with community priorities, approves recovery objectives, and monitors progress.
- **Advisory Committee:**
Identifies community needs, concerns, and lessons learned. Provides input on recovery plans, outreach, and engagement.
- **Working Groups:**
Focus on the Town's three recovery priorities. Provide subject-matter expertise, implement programs, and report on progress.
- **Operations Team:**
Coordinates initiatives, tracks progress, and ensures operational continuity. Translates strategic objectives into actionable steps.



This governance and coordination structure emphasizes coordination, collaboration, and transparency, while allowing flexibility to respond to evolving community needs.

Recovery Structure

Each function has its own role, composition, and responsibilities. This structure maintains clear coordination between all functions that contribute towards effective recovery initiatives.



06

Key Partners

Recovery relies on collaboration across residents, not-for-profit and community organizations, the private sector, and government, each bringing expertise, resources, and capacity to support coordinated, effective, and community-aligned efforts. Partners contribute where most effective—sharing subject-matter expertise, supporting initiatives, and providing targeted resources—ensuring both local and regional perspectives are reflected throughout the recovery process. The key partners for recovery are:

Residents and Volunteers

Residents and volunteers are the heart of recovery:

- **Residents:** Share perspectives, lived experience, and feedback, ensuring recovery decisions reflect community priorities.
- **Volunteers:** Support social programming, intergenerational learning, and community cohesion, while also contributing to hands-on initiatives such as trail restoration, environmental stewardship, and recovery projects.

Not-for-Profit and Community Organizations

Local organizations provide social, humanitarian, and community supports:

- **Canadian Red Cross:** Delivers funding and programs supporting residents, local businesses, and community-level recovery.
- **Community Foundation of Newfoundland and Labrador:** Funds community programs and bridges gaps between government support and local needs.
- **Other local and regional groups:** Deliver social programming, coordinate volunteers, and provide direct assistance to residents.



Private Sector Partners

Private sector contributions include technical expertise, practical guidance, and hands-on rebuilding:

- **Insurance providers:** Assist residents in navigating claims and restoring homes.
- **Homebuilders Association:** Guides safe, resilient reconstruction.
- **Individual contractors and tradespeople:** Deliver practical skills to restore housing, infrastructure, and community spaces.

Provincial Government

Provincial ministries and agencies provide leadership, program delivery, and funding:

- **Justice and Public Safety:** Acts as a primary liaison to community and administers financial assistance for response and recovery expenditures.
- **Municipal and Community Affairs:** Guides municipal coordination, infrastructure planning, and engagement with local leadership.
- **Newfoundland and Labrador Housing Corporation:** Leads rebuilding initiatives and supports equitable access to safe and secure homes.
- **Other ministries:** Contribute expertise in social services, environmental recovery, hazard mitigation, and long-term resilience initiatives.



07

Financial and Resource Management

Effective financial and resource management is essential to a successful recovery. Funding comes from multiple sources, including the Government of Newfoundland and Labrador, the Canadian Red Cross, the Community Foundation of Newfoundland and Labrador, private insurance, and donations. Together, these sources form a comprehensive funding environment that works to meet needs across the immediate stabilization, medium-term rebuilding, and long-term resilience phases of recovery.

The Recovery Committee is responsible for understanding the scope, intent, and constraints of each funding stream. This includes maintaining strong relationships with funders, staying informed of program requirements, and providing timely information and recommendations grounded in community needs and priorities. While the Committee plays a central role in coordinating and informing recovery funding, it recognizes that not all funding sources fall within its direction or decision-making authority, and some supports will be administered independently by funders or external programs. The Committee also actively advocates on behalf of the Town and its residents, ensuring funders understand local challenges, emerging pressures, and equity considerations that could influence program flexibility or additional support. In doing so, it helps to maximize available funding, identify gaps early, and pursue additional funding opportunities as recovery evolves.

Transparency and accountability are central to financial and resource management. The Committee provides regular updates to Town Council and biannual public reports through accessible channels. Reporting includes expenditures and high-level outcomes that demonstrate progress across recovery priorities. All financial records are securely stored, auditable, and integrated with recovery data to support evidence-based decision-making.

This approach to financial and resource management also supports long-term sustainability. Investments in housing, infrastructure, social programs, and public safety are structured to generate lasting benefits, strengthen community resilience, and enhance preparedness for future emergencies.



08

Communication and Engagement

The Town is committed to transparent, inclusive, and consistent communication throughout the wildfire recovery process. Effective communication is essential to maintaining trust, supporting informed decision-making, and ensuring recovery efforts reflect the needs and experiences of all residents.

Recognizing that recovery is deeply personal and that residents access information in different ways, the Town will share updates and invite feedback through approaches that are relevant, accessible, and responsive to the community's preferences.

Consistent and accessible information will be made through multiple platforms and formats. Information will be distributed through the Town's website, newsletters, social media, community notice boards, and Town hall meetings. Additional measures—such as paper mail-outs, door-to-door outreach, and informal briefings—may be used to reach residents with limited internet access or mobility.

Two-way communication is fundamental to the recovery process. Mechanisms to capture community perspectives, input, and lived experiences will be maintained to directly inform recovery planning and implementation by the Committee.

These practices will aim to foster dialogue, rebuild confidence, and ensure that all residents remain informed, heard, and engaged throughout recovery.



09

Data and Information Management

Effective recovery depends on timely, accurate, and relevant information. The Town will use an evidence-based approach, drawing on quantitative and qualitative data—including assessments, program data, community feedback, and lived experiences—to guide planning, prioritize resources, and address household needs, service gaps, and emerging issues.

Data collection will be proportional to capacity, avoiding unnecessary complexity while capturing a comprehensive view of recovery activities. Information will come from working groups, advisory partners, provincial and non-profit reports, surveys, consultations, and direct resident engagement. The Recovery Committee serves as the steward of all data, maintaining central records, validating information, and ensuring it informs decision-making, while the Operations Team manages day-to-day administration.

Data will support structured decision cycles, informing Committee meetings, priority-area working groups, and communications with residents. Collection tools and reporting practices will be periodically reviewed to remain relevant and actionable. All information will be securely stored, shared with partners in aggregated, non-identifiable form, and reported publicly in high-level summaries that maintain transparency while protecting confidentiality. This approach ensures recovery remains evidence-informed, community-aligned, and responsive to evolving circumstances.



10

Monitoring, Evaluation, and Adaptation

Monitoring, evaluation, and adaptation ensure that recovery remains transparent, accountable, and responsive to community needs. The Town will oversee progress across all priorities, tracking activities, expenditures, outcomes, and risks, and uses this information to guide decision-making and resource allocation.

Evaluation is ongoing, drawing on community feedback, financial reports, operational updates, and partner insights to determine whether recovery activities meet objectives and remain feasible. The Recovery Committee will adjust timelines, service delivery, and resources as needed, including carefully managing opportunities for bridging or advance funding.

Adaptation is embedded in the process: as conditions change, priorities, plans, and mechanisms will be revised to maintain momentum, strengthen stewardship, and support continuous improvement. This approach fosters a flexible, learning-oriented recovery model that remains aligned with the Town's needs and long-term resilience goals.

