

Recovery and Resilience Plan

TOWN OF

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





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01

Introduction

Between May and August 2025, several wildfires affected communities across Conception Bay North, including the Town of Small Point–Broad Cove–Blackhead–Adam’s Cove (the Town). The Adam’s Cove fire began on May 7th, 2025, and spread to 423 hectares. The Kingston Fire, began on August 3, 2025, and grew to over 10,700 hectares, making it the largest wildfire on the Avalon Peninsula that year.

Across the region, the wildfires prompted widespread evacuations and severely disrupted daily life. Within the Town, a total of 45 homes (permanent and seasonal) were lost leaving residents displaced, along with the historic Adam’s Cove Methodist Hall. Municipal infrastructure had minor damages surrounding water systems and the local fire hall, with larger widespread damage to telecommunications. Natural areas—including forests and recreational trails—also had significant impact.

Context

The wildfires have disrupted daily routines, social gathering spaces, and community programs that form the basis of community life. The loss of residential properties, buildings, and community infrastructure, access to natural spaces, and residents’ sense of safety and stability were significantly affected.

The wildfires have created interconnected challenges across social wellbeing, housing, the environment, and public safety. One year after the Adam’s Cove Wildfire and ten months after the Kingston Wildfire, residents continue to experience stress and uncertainty, and isolation alongside reduced access to community and recreational spaces. These impacts are intensified by displacement, seasonal barriers, and limited awareness and access of available supports.

Housing loss and damage, combined with financial, legal, and logistical barriers, have made it difficult for some residents to return or begin rebuilding. These challenges are especially significant for seniors, uninsured or underinsured households, and residents in unincorporated or harder-to-service areas.

Environmental impacts—including debris, damaged landscapes, and changes to familiar surroundings—along with safety concerns such as break-ins and restricted property access, have further affected residents’ sense of security and confidence in recovery.

Recovery is also shaped by service gaps, jurisdictional complexities, and ongoing communication needs. The Town has been managing complex recovery processes with limited administrative capacity, while extraordinary response and recovery costs have placed significant strain on municipal finances. Coordinating funding, multiple partners, and the flow of timely information continues to require sustained effort and external support.

As of spring 2026, The Town is moving from stabilization efforts to more continuous recovery and rebuilding. While important progress has been made, ongoing support is needed to address persistent barriers and maintain momentum. This attention will ensure recovery efforts remain coordinated, accessible, and responsive to evolving community needs.



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Purpose and Scope

The purpose of the Recovery and Resilience Plan (the Plan) is to guide the Town in coordinating and implementing recovery efforts following the 2025 wildfires.

The Plan identifies key recovery priorities, objectives, and actions that will support residents, restore community wellbeing, and rebuild affected areas while strengthening resilience to future emergencies.

The Plan emphasizes practical and accessible initiatives that support residents, strengthen communication and coordination, and address community needs across social wellbeing, housing recovery, environmental restoration, and public safety.

The Town will achieve the outlined plan through collaboration with a network of partners, funding, and supporting agencies and groups. The Town will lead recovery by continuous monitoring, adjustment, and implementation of supports and programs.

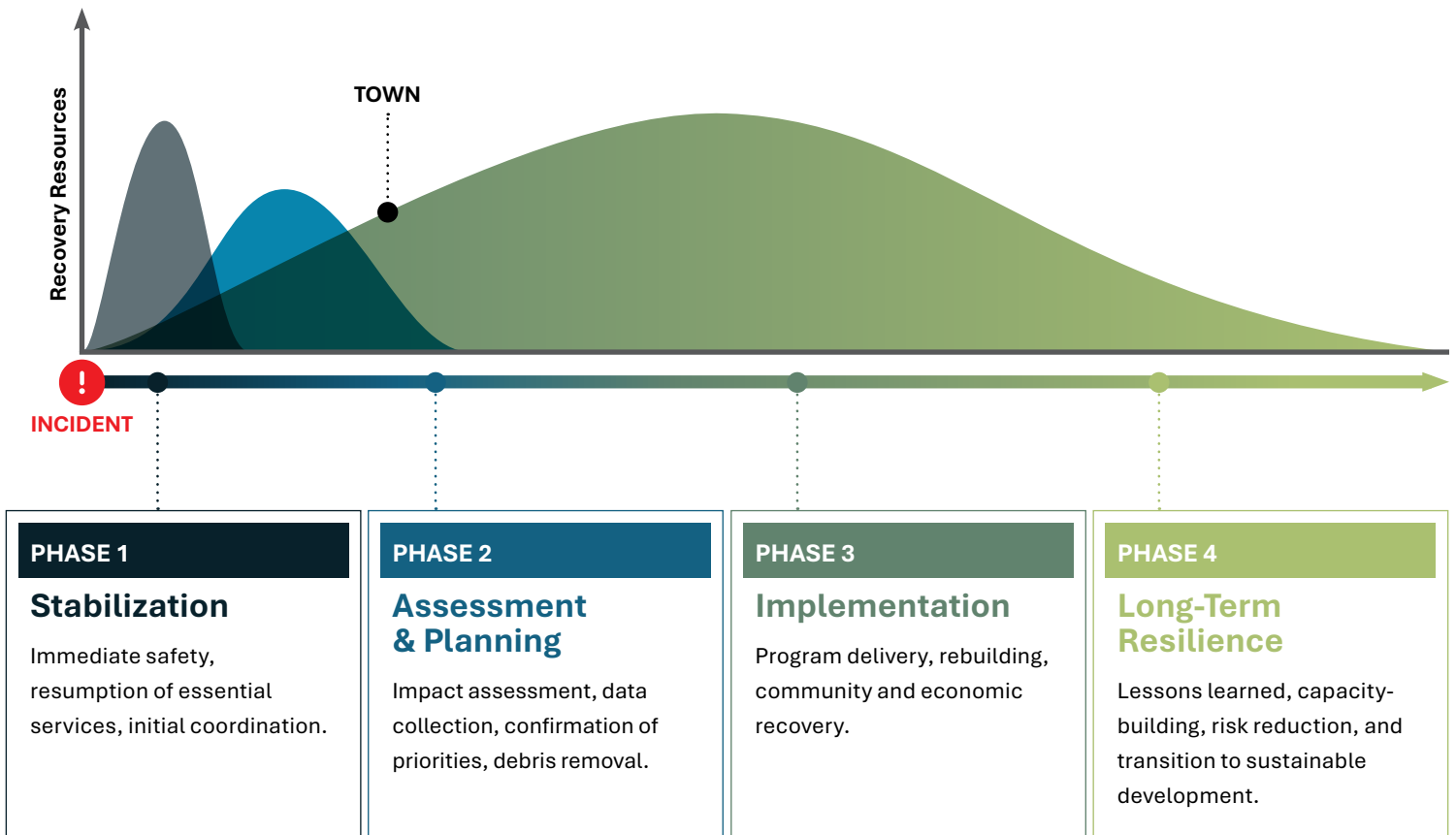
Recognizing that wildfire impacts extend beyond municipal boundaries, the Town will collaborate regionally wherever possible to engage and support unincorporated areas in shared recovery efforts.



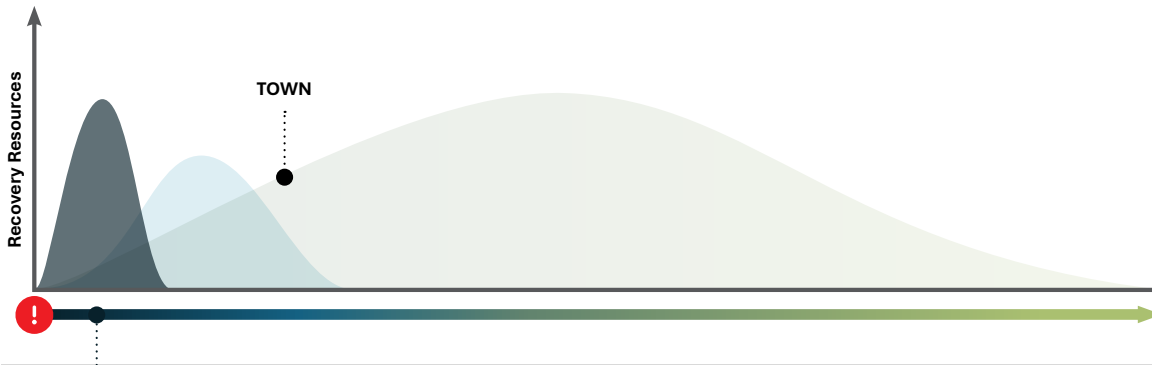
03

Recovery to Date

The Town has been working through the phases of recovery. As of spring 2026, the focus is on **Implementation**. This is accomplished through sustainable recovery initiatives, robust programs and supports, and long-term resilience actions. Assessment and planning will continue in the implementation phase to ensure recovery remains responsive to evolving community needs.



03 RECOVERY TO DATE



PHASE 1

Stabilization

- **The Salem Welcome Centre** operated for 65 days, providing over 6,500 meals, 87,300 L of water, and live entertainment with support from local volunteers, businesses, the Canadian Red Cross (CRC), and Salvation Army.
- **Municipal water** testing and a community water filling station improved access to safe drinking water.
- **Repairs** to roads, water systems, powerlines, and telecommunications—including temporary cell towers with Bell—restored essential services.
- **Free transportation** to neighbouring communities supported access to goods and services.
- Over 300 tons of **ash, debris, and fallen trees** were removed with support from Team Rubicon and Christian Aid Ministries.
- **Early social programming and community events** helped residents reconnect and support wellbeing.
- The Town coordinated local **donations and fundraising** to provide immediate, one-time supports.
- The Government of Newfoundland and Labrador (GNL) initiated the **Cabinet Committee on Conception Bay North Response and Recovery**. This committee will work closely with local leaders, community members, and emergency partners to make sure people get the help they need, whether it's financial, social, or health related.
- NL Housing Corporation (NLHC) launched supports for households through the **Temporary Housing Assistance Program**.
- **Newfoundland Health Services (NLHS)** expanded mental health counselling in the North Shore area via the Western Bay Clinic. They were also onsite at the Salem Welcome Centre offering support.
- Canadian Red Cross (CRC) launched the **2025 Newfoundland and Labrador Wildfires Fund** and initiated personalized household recovery supports and programs for small businesses and non-profits.
- Community Foundations of Newfoundland and Labrador (CFNL) launched the **North Shore Fires Recovery Fund** and the **2025 NL Forest Fires Recovery Fund** to support ongoing recovery. CFNL also wrapped up the Adam's Cove Wildfire Fund and supported the North Shore Volunteer Fire Department (NSVFD) with equipment and capacity building.
- Town staff provided clear and timely information to residents through **newsletters, community updates, town halls, social media posts, and partner outreach**, ensuring residents were aware of available services, supports, and recovery progress.



03 RECOVERY TO DATE



PHASE 2

Assessment & Planning

- The Town published the **Recovery Framework** in December 2025. This framework provided guidance and direction for community recovery in the short to long term.
- Internal assessments of **capacity, processes, and recovery supports** were conducted.
- The Governance structure began through the **Recovery Committee** and **Working Groups**. These are made up of community volunteers, municipal representatives, and supporting agencies.
- **Dedicated recovery staff** were hired including Recovery Coordinator, Recovery Assistant, and Recovery Social Programming Coordinator.
- The Town participated in an **after-action review and lessons learned of the 2025 wildfire response** with governmental bodies.
- **CRC and GNL** surveys informed evolving needs, resource gaps, and priority areas.
- The Town completed **surveys, engagement sessions, and ongoing conversations** ensured recovery remained community driven.



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Community Recovery Moving Forward

Community Recovery Priorities, Objectives, and Actions

The Town's recovery efforts are organized across three interconnected priority areas.



Social and Community Wellbeing

Rebuild a connected, inclusive, and resilient community where every resident has opportunities to contribute, heal, and thrive.



Housing and Community Infrastructure

Restore essential housing stability and strengthen shared community spaces, creating an inclusive foundation for long-term renewal and resilience.



Public Safety and Environment

Strengthen environmental health, enhance public safety, and foster a resilient, secure, and connected community. One that is prepared to face future challenges while preserving the town's unique identity and connection to the natural environment.

To help guide the roadmap to recovery, each priority area has outlined objectives and actions to address ongoing needs in community. Key indicators have been linked to each area to help the Town monitor how ongoing recovery work is succeeding.



Recovery Roadmap

The recovery roadmap shows goals the Town is working towards in recovery. This roadmap is a starting place; The Town will adjust and add goals as recovery efforts continue.

**SPRING
2026**



1st Adam's Cove Wildfire Anniversary

Social and Community Wellbeing

GOAL 1

Spring 2026

- > Launch of activities and programs for youth, adults, and seniors

**SUMMER
2026**

1st Kingston Wildfire Anniversary

Housing and Community Infrastructure

GOAL 2

Spring 2026

- > Promotion of increased rebuilding options, processes, and pathways

Public Safety and Environment

GOAL 3

Summer 2026

- > All homes will be identified in the 911 mapping registry

Social and Community Wellbeing

GOAL 5

Fall 2026

- > Increased peer support networks and trauma-informed education opportunities

**FALL
2026**

Public Safety and Environment

GOAL 4

Summer 2026

- > Creation of Town Resilience Plan with updated Emergency Plan



GOAL 7

Winter 2026

Housing and Community Infrastructure

- > Implementation of community-wide events, like meal programs

GOAL 6

Fall 2026

Public Safety and Environment

- > Residential and Town soil and water re-testing has been administered

**WINTER
2026**

**SPRING
2027**

**SPRING/SUMMER
2027**

2nd Kingston Wildfire Anniversary

GOAL 8

Spring 2027

Housing and Community Infrastructure

- > Town has streamlined building permits for permanent and seasonal residents.

GOAL 9

Spring/Summer 2027

Public Safety and Environment

- > Broad Cove Park development is ongoing and community gardens have started.





Social and Community Wellbeing

Community recovery is achieved when residents feel connected, supported, and included, with a strong sense of belonging, safety, and shared purpose. This is supported through accessible services, strong relationships, and opportunities to take part in community life.

	Objectives	Actions
	Increase opportunities for connection through accessible events and activities.	Offer inclusive, low-barrier programs and events for all ages that support recreation, culture, wellbeing, and intergenerational connection. (e.g., seasonal events, community activities, recreation and cultural programming)
	Improve mental health and wellbeing.	Work with health and community partners to provide accessible mental health and wellbeing supports, and offer community-based programs that respond to grief, stress, and post-disaster needs. (e.g., NLHS outreach, wellness programs, referral supports)
	Reduce social isolation and strengthen peer networks.	Support connection between residents through group programs, peer supports, and outreach to people who may be isolated or at higher risk of loneliness. (e.g., peer support programs, community connection activities, targeted outreach)
	Enhance residents' sense of safety, belonging, and confidence in recovery.	Provide regular, clear updates on recovery progress and create ongoing opportunities for residents to share feedback so it can help shape recovery priorities over time. (e.g., town halls, recovery updates, community information channels, feedback sessions)
	Support connection to the land and nature.	Provide safe opportunities for people to access and enjoy natural spaces through community activities that support wellbeing and connection to place. (e.g., guided walks, outdoor activities, stewardship programs)



Key Indicators:

- > Increased resident participation in programs and events.
- > Increased access to mental health and social supports.
- > Feedback and engagement from community.



Housing & Community Infrastructure

Community recovery is achieved when residents have fair and realistic pathways to safe, stable housing, and when infrastructure and partnerships support long-term community recovery and resilience.

	Objectives	Actions
	<p>Support the transition of displaced households to safe, permanent housing, prioritizing equity.</p>	<p>Support residents in moving from temporary to permanent housing by assessing needs, providing navigation support, and working with housing partners to expand available options. (e.g., information and housing events, NLHC coordination, non profit housing partnerships, transitional housing supports)</p>
	<p>Reduce legal and documentation barriers for households.</p>	<p>Help residents navigate legal, permitting, insurance, and property-related issues, and work with partners to reduce system barriers where possible. (e.g., land titles, civic addressing, permitting processes, insurance challenges)</p>
	<p>Strengthen resident confidence in rebuilding through clear communication.</p>	<p>Share clear, consistent information about rebuilding options and processes, and connect residents with experts and services that can help them make informed decisions. (e.g., rebuild guidance, information sessions, expert workshops, home show)</p>
	<p>Support restoration of community infrastructure and enable long-term sustainability.</p>	<p>Work with partners to restore key infrastructure and services while supporting housing recovery and local economic rebuilding. (e.g., roads, school, housing partnerships, business recovery)</p>



Key Indicators:

- > Number of residents accessing housing supports.
- > Residents report understanding of available housing pathways and supports.
- > Increased accessibility of key community infrastructure.
- > Increase in municipal tax revenue toward pre-wildfire levels.
- > Feedback and engagement from community.



Public Safety & Environment

Community resilience is achieved when residents feel safe, risks are reduced, emergency systems work effectively, and natural areas are restored and cared for over time.

Objectives	Actions
 Support environmental restoration and hazard mitigation.	Carry out environmental cleanup and restoration work, reduce wildfire and landscape hazards, and support replanting and land recovery in coordination with provincial and technical partners . (e.g., debris removal, hazardous tree management, reforestation, trail restoration)
 Enhance emergency response capacity and coordination.	Improve emergency preparedness and response through planning, training, mapping, and coordination between agencies and local responders. (e.g., emergency planning, responder coordination, addressing and mapping systems)
 Increase resident sense of safety at home and throughout the community.	Support community safety through prevention programs, partnerships, and local initiatives that strengthen overall safety and awareness. (e.g., safety partnerships, prevention programs, community safety initiatives)
 Increase resident awareness of risks and mitigation strategies.	Provide clear, practical information and education to help residents prepare for and reduce risks at home and in the community. (e.g., FireSmart education, emergency preparedness, risk information tools)
 Support environmental stewardship and restoration of natural and community spaces.	Promote climate education and community involvement in environmental care to support the restoration and resilience of outdoor and recreational spaces. (e.g., community workshops and tools, landscape restoration, public space improvements)



Key Indicators:

- > Reduction in reported environmental or safety incidents in the community.
- > Emergency management and mitigation plans updated and adopted by relevant agencies.
- > Completion of environmental restoration activities.
- > Increased resident participation in environmental, safety, or preparedness programs and training.

05

Town Partners

Recovery relies on collaboration with a network of partners who provide resources, funding, expertise, and ongoing support. These partners play a key role in delivering programs, coordinating services, and ensuring recovery efforts are accessible, responsive, and sustainable for residents. The Town is currently working with key partners supporting recovery efforts, while continuing to adapt and expand partnerships as needs and priorities evolve across different phases and projects.



Social and Community Wellbeing

- > Newfoundland and Labrador Health Services (NLHS)
- > NL Schools
- > Canadian Red Cross (CRC)
- > Community Foundation of Newfoundland and Labrador (CFNL)
- > Regional and National Organizations
- > Local Volunteers & Community Groups



Housing & Community Infrastructure

- > Department of Municipal and Community Affairs (MCA)
- > Department of Forestry, Agriculture, and Lands (FAL)
- > Newfoundland and Labrador Housing Corporation (NLHC)
- > Canadian Red Cross (CRC)
- > Community Foundation of Newfoundland and Labrador (CFNL)
- > Regional and National Organizations / Agencies
- > Local Contractors and Businesses



Public Safety and Environment

- > Department of Justice and Public Safety (JBS)
- > Department of Forestry, Agriculture, and Lands (FAL)
- > Canadian Red Cross (CRC)
- > First Responders
- > North Shore Volunteer Fire Department (NSVFD)
- > Regional and National Organizations
- > Local Volunteers & Community Groups
- > Local Contractors and Businesses



06

Conclusion

The 2025 Adam's Cove and Kingston wildfires have had a profound impact on the Town. It has affected the daily lives, homes, landscapes, and connections of residents. Recovery to date has demonstrated strong community leadership, volunteerism, and partnership.

This Plan outlines the priorities, objectives, and actions that will guide the Town in continuing recovery and building long-term resilience. It represents a snapshot in time of recovery planning and current priorities. Recovery is a long and complex process with no clearly defined endpoint. It requires sustained effort, collaboration, and ongoing adaptation as the community rebuilds and strengthens its capacity to respond to future challenges.

Through coordinated efforts, clear communication, and continued collaboration, the Town will support residents in restoring community connections, rebuilding homes and infrastructure, and strengthening long-term resilience. The Town remains committed to supporting recovery as it evolves and ensuring the community continues to move forward together.

