Natural Heritage Restoration Program
Section 1: Introduction

Brampton’s European settlement heritage involved extensive clearing of forests and wetlands to build settlements, facilitate agricultural and establish family farms across the flat Peel Plain. This legacy of land clearing combined with extensive, fast-paced development since the 1970’s has resulted in the loss of natural areas, physical changes to valleys and watercourses, and fragmentation of Brampton’s remaining natural vegetation communities that are now being affected by invasive species and extreme weather events.

Brampton’s Natural Heritage System (NHS) is a network of valleys, rivers, wetlands, woodlands and meadows that form the natural legacy that we leave for future generations.

The success of this legacy will be measured by its biological diversity and landscape health, as well as its contributions to the environmental health of the city and its residents. The Natural Heritage System provides significant services, such as air pollution removal, carbon storage and sequestration, air temperature control, storm water runoff and flooding reduction, higher property values, positive mental health, as well as areas for recreation and respite. As such, Brampton has protected an extensive Natural Heritage System. Currently, the City maintains roughly 4,340 hectares of natural heritage across the city. As land use patterns continue to change as a result of population growth, protecting and enhancing Natural Heritage Systems across the city will be an integral part of a healthy, ecologically diverse, and resilient Brampton.

Given the extensive urbanization in Brampton of the last five decades, leaving a lasting legacy to future generations requires not only protection of the remaining natural heritage features but also restoration, enhancement and expansion of the remaining natural features and functions.

The City of Brampton is establishing a **Natural Heritage Restoration Program (NHRP)** to restore and naturalize areas within the natural heritage system, parks, and infrastructure to address the historical conditions and current impacts on the NHS.

The Natural Heritage Restoration Program focuses on City actions to restore natural areas that have been degraded over time, and improving their ecological function. Its implementation will play an important role in conserving, restoring, and enhancing Brampton’s natural heritage system.
The Natural Heritage Restoration Plan conforms to the goals and objectives set out in several City documents including Brampton’s Grow Green Environmental Master Plan (EMP), the Natural Heritage Environmental Management Strategy (NHEMS), the Parks and Recreation Master Plan, the Region of Peel Priority Tree Planting Tool, and the City and Region Official Plans.

It is acknowledged that the Conservation Authorities have an extensive natural heritage restoration program that operates throughout the city. However, this report and program is focused on the City’s actions. In time, as the Program evolves, Conservation Authority Programs and projects will be integrated and coordinated into the City’s Natural Heritage Restoration Program.

Supporting Documents

**Brampton Grow Green Environmental Master Plan**
Brampton’s Grow Green Environmental Master Plan aims to conserve, enhance and balance the City’s natural and built environments to create a healthy and sustainable city. The Plan outlines six core goals including People, Air, Water, Land, Energy and Waste. The Natural Heritage Restoration Plan is based on Brampton’s Land objectives and actions relating to the conservation of the natural heritage system and promoting ecological diversity and services. One of the primary objectives of the EMP is to protect, restore, and enhance natural features, functions and linkages.

**Natural Heritage Environmental Management Strategy**
The Natural Heritage and Environmental Management Strategy is a proactive approach to ensure that the abundance of natural heritage and built green spaces found in the city are conserved, restored, and connected to support the health and diversity of the natural and built environments. The NHEMS addresses the implementation, management and enhancement of the City’s open space, green infrastructure and urban forest that contributes to sustaining the natural heritage system and ecosystem services. One of the primary goals of the NHEMS is to manage natural heritage, urban forests, open space and green infrastructure to maximize ecosystem services. In addition, the NHEMS outlines objectives to actively restore natural features, functions and linkages in the natural heritage and open space systems as well as the urban forest.

**Parks and Recreation Master Plan**
The Parks and Recreation Master Plan is a comprehensive plan that looks at providing a sustainable system of parks, facilities, and programs. The Plan contains 114 recommendations spanning the delivery of parks and recreation facilities and services. One of the primary goals of the Parks and Recreation Master Plan is to protect and
enhance Brampton’s natural heritage features within the city through initiatives including the naturalization of park spaces.

**Region of Peel Priority Tree Planting Tool**
As an action item from the Peel Region’s Urban Forest Strategy was the development of a Priority Tree Planting Tool that identifies and prioritizes opportunity areas for tree planting within Peel’s urban areas based on the environmental, economic, and social benefits that trees in these areas could provide. The goal and objective is to provide a more equitable distribution of urban forest benefits across Peel Region. The City will use this tool to identify areas to prioritize tree plantings on public lands.

**Official Plans**

The Region of Peel and City of Brampton Official Plans lay the groundwork for the establishment of the Natural Heritage System Restoration Program through the following policies:

**Region of Peel Official Plan**
- Region of Peel Official Plan Greenland System – the Region’s vision for protection the environment
- 2.5.2.1 Promote a wide range of environmental enhancement and restoration opportunities.
- 2.5.2.3 Encourage and promote jointly with conservation authorities, the area municipalities and other agencies, habitat restoration and enhancement programs through the planning approvals process.
- 2.5.2.6 Support and encourage all efforts, including those of the area municipalities and conservation authorities, in restoring and enhancing components of the Greenlands System.
- 2.5.2.9 Work jointly with agencies and area municipalities to develop urban forest strategies and to encourage and support initiatives that maintain and enhance the urban forest canopy.

**City of Brampton Official Plan (2006)**
- 4.6.6.19 The City shall strive to achieve no net loss and if possible, a net gain in natural heritage features and areas.
- 4.6.6.23 The City will promote a naturalistic approach to restoration, enhancement and landscaping through native species selection (i.e. trees, shrubs, herbaceous vegetation) and planting densities and layouts to ensure long term biodiversity, community aesthetics and community objectives.
• 4.6.6.15 Restoration and enhancement opportunities will be identified through the conservation, restoration and land securement programs of public agencies and through private land stewardship.

• 4.6.8.9 The City shall work jointly with area municipalities and the Conservation Authorities to undertake urban forest studies and to develop strategies that will support programs and initiatives to maintain and enhance the urban forest canopy.

• 4.6.13.6 The City shall encourage the retention, development and where possible enhancement of natural and man-made linkages between elements of the natural heritage system. This objective may be achieved through a combination of the following: natural, restored and/or enhanced valley and watercourse corridors, woodlands, hedgerows, recreational open space; including pedestrian and cyclist trail systems; utility corridors; stormwater management facilities and other tableland linkages. In addition, fragmentation of ownership of natural heritage features and systems shall be discouraged.

**Section 2: Framework**

Brampton will protect, restore, connect and enhance the health and biodiversity of its natural heritage and urban forest system. The City will look for opportunities to integrate and enhance natural heritage within parks and green infrastructure areas. Furthermore, Brampton will develop creative and feasible solutions centered on collaboration, partnership and stewardship that contribute to a healthy, sustainable city.

The Natural Heritage Restoration Program applies to all projects related to tree planting, naturalization, restoration and enhancement. It allows the City to identify and prioritize areas seen as opportunities to restore or enhance ecological function, as well as increase the urban tree canopy. The Program will also focus on partnerships with Conservation Authorities, community groups and residents. Lastly, the Program will track and monitor EMP, NHEMS and NAI metrics to ensure the program’s effectiveness.

The Natural Heritage Restoration Program will address several of the goals and objectives identified in the Natural Heritage Environmental Management Strategy (NHEMS).

**Goal 2: Manage Natural Heritage, Urban Forests, Open Space and Green Infrastructure to maximize Ecosystem Services.**

- *Objective 2.1:* Enhance and expand the understanding of Council, stakeholders, and the public about the need for the NHS and associated management issues.

- *Objective 2.2:* Actively restore natural features, functions and linkages in the natural heritage and open space systems, green infrastructure and urban forest.
Objective 2.4: Implement actions that enhance the supporting role of green infrastructure to the NHS and urban forest.
Objective 2.5: Develop and implement an Open Space Naturalization Program to prioritize areas to be naturalized in the city, including parks and recreational open spaces, as well as regionally-owned lands and school sites.

Goal 3: Collaborate, Engage and Create Partnerships with All Interested Stakeholders in the Implementation of NHEMS Actions

Objective 3.3: Develop and deliver a coordinated natural heritage and environmental management communications, education and implementation strategy with the conservation agencies (e.g. CAs, Region of Peel, Province).

Goal 4: Track and Monitor the Performance of the NHEMS

Objective 4.2: Establish an ongoing monitoring and adaptive management framework for the Natural Heritage System, open space and green infrastructure.
Objective 4.3: Establish a monitoring framework and adaptive management framework for the urban forest

What areas will the Natural Heritage Restoration Program focus on?

The Natural Heritage Restoration Plan focuses its efforts on 3 places and 5 restoration methods:

Places:
1. Natural Heritage Areas
2. Parks
3. Infrastructure

Methods:
1. Tree Planting
2. Pollinator Gardens
3. Naturalization
4. Reduced Mowing
5. Invasive Species Management
6. Low impact development

The Program also involves monitoring and communication and outreach actions.
Section 3: Places Overview

Natural Heritage Areas

Brampton’s natural landscape is currently made up of linear north-south valley and watercourse corridors, altered and hardened stream channels, isolated natural woodland and wetland patches within a matrix of successional communities (i.e. meadows and woody regeneration) and agriculture and urban uses. Within the NHS valley corridors, heritage communities, agricultural legal non-conforming land uses and private and public active recreation facilities (e.g. golf courses, sports fields) exist. Many riparian areas along water courses are without natural vegetation cover due to past agricultural and urban activities.

The Natural Heritage System within Brampton consists of valleylands, woodlands, wetlands and lakes. The Natural Heritage Restoration Program will focus its efforts on restoring these areas within the NHS.
Valleylands

Valleylands and watercourses form the backbone of the natural heritage system by providing the majority of forests and wetlands and forming natural corridors to provide ecological linkage. They provide a spectrum of ecosystem services that support natural features and functions including improved air quality and reduced flooding, and a land base for natural vegetation communities. These valleylands provide important ecological linkages between natural heritage features and buffers the NHS from adjacent land uses.

Commenced in 2002, the Valley Naturalization Program is designed to restore native plant communities in areas that were stripped of vegetation by past agricultural practices and development. The Natural Heritage Restoration Program will establish future priority sites for the Valleyland Naturalization Program as identified in the NAI (Publically Owned Sites).

Woodlands

Woodlands are rich in biodiversity and are a hosts to a variety of plants and animals. They provide an array of environmental services including water quality control, flood reduction, erosion control, carbon sequestration, increased biodiversity, and improved soil quality. Current and past impacts to the woodlands within the city such as clearing of the understory, invasive species and habitat fragmentation have had significant impacts. Woodland restoration is becoming an increasingly important tool in managing, conserving, and restoring the city’s urban forest.

Wetlands

Wetlands are amongst the most productive and biologically diverse features within the natural heritage system. In the past, wetlands were considered wasteland, and many of Brampton’s wetlands were drained or filled in so that they could be farmed or built upon. Recently, the value of wetlands has been recognized and efforts have been made to protect these ecosystems. Wetlands have been recognized as particularly useful areas because they absorb the impacts of hydraulic events such as floods, filters sediments and toxic substances, supply food and essential habitat for many species and are a valuable recreational area for activities such as bird-watching.

Lakes

Lakes are important ecosystems that, when respected and cared for, can sustain a healthy balance of aquatic life. Proper lake function can ease the impact of floods and
droughts by storing large amounts of water and releasing it during shortages. They also work to replenish groundwater, positively influence water quality of downstream watercourses and preserve the biodiversity and habitat of the area. Human influences on lakes such as the increase in stormwater runoff have greatly impacted the functioning of these lakes. Our health and many of our activities are dependent on the health of aquatic ecosystems.

**Parks**

Parks provide a spectrum of ecosystem services that support natural features and functions, and a land base for natural vegetation communities and the urban forest. Parks provide important ecological linkages between natural heritage features, and buffers from the Natural Heritage System from adjacent land uses. Naturalizing linkage and buffer areas within open space through tree planting and reduced mowing, and the creation of natural habitats such as meadows, can greatly improve the ecological linkage and buffering function provided by these areas.

Urban areas pose several challenges to the restoration of park areas. The increase in development has led to the fragmentation of many important habitats. This fragmentation impacts the isolation of existing plant and animal populations, the size of the total habitat areas available, and makes the parks more vulnerable to external factors such as invasive species. Thus, improving their ecological value and function will play an important role in the restoration of parks in order to protect the remaining natural areas.

The Natural Heritage Restoration Program will focus on neighbourhood parks, community parks, as well as city parks in order to prioritize ecological linkage opportunities between the natural heritage system and provide buffer areas. Areas located adjacent to natural heritage features as well as spaces not being used for recreation provide the highest opportunity for restoration.

**Infrastructure**

The City of Brampton is traversed by many green infrastructure corridors including gas, hydro, water and utility corridors, the Parkway Belt West lands, the road networks, and stormwater management facilities. In some measure, these areas are soft green landscapes that provide valuable environmental services, such as cleaning and cycling water, supporting habitat for wildlife, and ecological linkages between natural areas.

While green infrastructure will always be managed for its primary purpose, utility services, transportation and stormwater management, partnerships with green infrastructure
managers can identify opportunities to enhance the ecological features, functions and linkages of the green infrastructure lands and seek collaborative approaches to implementation.

A comprehensive approach that identifies partnerships with green infrastructure managers and opportunities for enhanced management and stewardship of new and existing green infrastructure can make a significant contribution to the city’s NHS and urban forest and overall sustainability of the city, given the multiple ecosystem services green infrastructure provides.

The Natural Heritage Restoration Program will prioritize Hydro Corridors and Stormwater Management Ponds as the next phase of restoration.

**Hydro Corridors**

In general, all planting within hydro corridors must adhere to the Hydro One Native Plants list for hydro corridors. This means that all plantings must be kept at least 15m away from the towers and have a maximum height of 3m.

The City will be developing an approach for utilities and develop partnerships that strive to improve the ecological functions of these corridors.

**Stormwater Management Ponds**

Stormwater management ponds provide important ecological functions and serve to improve our quality of life. Well-designed stormwater management ponds can help to manage runoff, improve water quality through filtration and biological processes, and provide important habitat for native wildlife including birds and butterflies. Stormwater Management ponds also have the capacity to improve ecological linkages and buffer the Natural Heritage System through naturalization. Currently, stormwater management ponds are being cut due to homeowner requests.

Stormwater management ponds located adjacent to natural heritage areas provide the highest opportunity for restoration. These areas should be planted with native, non-native species that are found within or adjacent to these natural areas to keep in character of the adjacent lands.
Section 4: Methods Overview

The Natural Heritage Restoration Program will focus on restoring Natural Heritage Areas, Parks, and Infrastructure.

Within the outlined areas, The Program identifies four primary methods of restoration/naturalization including tree planting, reduced mowing, pollinator gardens, and green infrastructure which may be done independently or part of a comprehensive restoration/naturalization plan.

Tree and Shrub Planting

Tree and shrub cover provides multiple benefits to urban communities; it reduces the urban heat island effect, reduces cooling costs by shading buildings in the summer, increases the value of property, mitigates climate change by sequestering carbon, and is the primary source of habitat for wildlife. Unfortunately, Brampton has experienced considerable loss in tree cover due to the Emerald Ash Borer infestation and the 2013 ice storm. It is estimated that over 28,000 street trees and park trees have been affected by the infestation. The ice storm was estimated to have damaged or destroyed over 50,000 trees, a majority of which were located in city parks or along roadways. Additionally, approximately 4,000-5,000 trees were estimated as lost in valley and watercourse corridors due to the EAB and ice storm.

The City’s Parks Maintenance and Forestry is responsible for a majority of public tree plantings that occur across Brampton.

In order to restore and enhance Natural Heritage systems and increase the urban tree canopy, efforts to increase tree planting across Brampton. The Natural Heritage Restoration Program will prioritize tree planting within each of the main focus areas including natural heritage areas, parks, and infrastructure.

Reduce Mowing

Many species depend on grassland and meadows for food, cover and breeding. They also help improve water quality by filtering pollutants that would have otherwise entered the water systems. A Now Mow Strategy will establish criteria to eliminate mowing in areas of the natural heritage system and restore those areas with suitable native trees, shrubs and/or groundcover.
Of primary consideration will be areas within public parks not used for recreation, as well as areas where there is no functional need to mow.

In addition, other indicators for reduced mowing include:

- Areas adjacent to Natural Heritage Features,
- Areas of parkland where tall or native grasses are beneficial,
- Areas of the park system planted with native grasses,
- Areas with storm drainage properties that have been left natural to mimic wetland habitats,
- Naturalized stream buffers and other less-used areas,
- Stormwater management ponds

Pollinator Gardens

The recent decline of pollinating insects has raised concern of the risks to health and maintenance of ecosystem services provided by these pollinators. Ecologically, the decline of pollinators is a serious issue. Pollinators play a critical role in maintaining native plant communities and ensuring that flowering plants produce seeds. Socially, these pollinators play a significant role in crop production. It is estimated that the commercial value of crop pollinators in Canada is roughly $2 billion annually\(^1\). Plants form the building blocks of all ecosystems and disruption to their pollination and subsequent reproduction is likely to result in similar declines in plant species diversity and effects to the animals and birds that rely on them. This would threaten ecosystem function and other ecosystem services that nature provides.

The City will establish pollinator gardens in parks and natural areas and infrastructure across Brampton to increase pollinator habitat and educate residents on the value and biological imperative of conserving pollinator wildlife species.

Invasive Species Management

Invasive species are a growing environmental and economic threat to Ontario. invasive species are defined as harmful alien species whose introduction or spread threatens the environment, the economy, or society, including human health. Once established, invasive species are extremely difficult and costly to control and eradicate, and their ecological effects are often irreversible.

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\(^1\) Senate of Canada. Standing Senate Committee on Agriculture and Forestry. (2015). *The Importance of Bee Health to Sustainable Food Production in Canada*. Ottawa.
In Brampton, buckthorn (shrub), garlic mustard (flowering plant), dog strangling vine (flowering plant), and phragmites (grass) are the main targets for the City’s invasive species management program. Many of Brampton’s woodlands, wetlands and valleylands contain large populations of these invasive. Removing these invasive from sensitive natural features is vitally important to the City’s efforts to improving the diversity and health of Brampton’s natural heritage system.

Low Impact Development (LID)

The City of Brampton is traversed by many green infrastructure corridors including gas, hydro, water and utilities corridors, the Parkway Belt West lands, the road networks, and stormwater management facilities. In some measure these areas are soft green landscapes that provide valuable environmental services, such as cleaning and cycling water, supporting habitat for wildlife, and ecological linkages between natural areas.

While green infrastructure will always be managed for its primary purpose, utility services, transportation and stormwater management, partnerships with green infrastructure managers can identify opportunities to enhance ecological features, functions and linkages of the green infrastructure lands and seek collaborative approaches to implementation.

A comprehensive approach that identifies partnerships with green infrastructure managers and opportunities for enhanced management and stewardship of new and existing green infrastructure can make a significant contribution to the city’s Natural Heritage System and urban forest and overall sustainability of the city, given the multiple ecosystem services green infrastructure provides.

The Natural Heritage Restoration Program will prioritize stormwater management ponds and Hydro Corridors as the next phase of restoration.

Section 4: Roles and Responsibilities

The Natural Heritage Restoration Program is an integrated program that involves the active participation of staff from Environmental Planning, Open Space Development and Parks. An ongoing Working Team will be established to ensure a continuous line of communication is established and where the strengths of each section is utilized effectively.

Below is a broad outline of the roles and responsibilities for each:
  - Environmental Planning
o Coordination and identification of restoration priorities in consultation with Parks and Open Space Development
  o Develop communication material
- Open Space Development
  o Implement Valleyland Naturalization actions
- Parks (Capital Parks)
  o Implement Tree Planting,
  o Pollinator Gardens, and
  o Woodland Restoration actions
- Parks (Central Opp)
  o Implement Tree Planting,
  o Pollinator Gardens, and
  o Woodland Restoration actions
- Parks (Maintenance)
  o Implement Reduce Mowing actions

Environmental Planning will lead the planning stages of the program with active participation from each Section identified above. Open Space Development and Parks will lead the implementation stages of the action with active participation from Environmental Planning.

**Section 5: Two-Year Action Plan**

To ensure the Natural Heritage Restoration Program is flexible and effective it will be developed as an ongoing two-year action plan. Each year of the program will involve implementation and planning for next year’s actions.

This two-year action plan will expand the current natural area inventories on City priorities and use the inventory restoration recommendations to direct City-led restoration and engagement projects. Broadly speaking, this two-year plan focuses on tracking and monitoring to better align future restoration and naturalization projects, managing city-owned valleylands and woodlands to maximize the ecosystem services, and collaboration and engagement to engage local residents.

**Section 6: Monitoring**

There is currently no comprehensive city-wide monitoring program for the Natural Heritage System, or for the contribution that parks or green infrastructure provides to support natural heritage conservation and management and ecosystem services.
The impact of the Natural Heritage Restoration Plan cannot be assessed without baseline data collection, ongoing monitoring and refinement of the environmental performance framework and strategies over time to ensure effectiveness. Integration and coordination of the Natural Heritage Restoration Plan, NHEMS and the EMP monitoring will demonstrate whether the City is making progress toward its environmental goals and provide powerful evidence to support additional environmental initiatives.

The following actions are required to establish the basis for a successful long-term monitoring of the City’s environmental progress:

- Determine baseline data, and confirm and/or develop targets for all priority metrics;
- Identify departmental and corporate responsibilities for monitoring targets, including data management and reporting;
- Identify annual staff and budget resources necessary to implement NHRP actions;
- Establish protocols for data collection, analysis and reporting for each target;
- Annually update the Canvas of Environmental Initiatives, a snapshot of current ways in which Brampton and its conservation partners are improving the City’s environmental performance; and
- Prepare an annual Council report that describes the status of the implementation of the NHRP

The Natural Heritage Restoration Program will satisfy several metrics and targets identified in the NHEMS.

Metrics of the NHEMS
- Biodiversity restoration and enhancement within the NHS (ha/%)
- Reduction of mowing in active parkland and passive open space
- Naturalization of open space/parkland
- Management of boulevards to enhance natural functions, urban canopy, stormwater management, etc.
- Management of utility corridors to enhance natural features and functions
- Urban forest canopy coverage

**What are the Metrics being used to determine the Natural Heritage Restoration Program’s success?**

The Natural Heritage Restoration program will use the following three (3) metrics to determine the effectiveness of the plan in relation to natural heritage restoration, park restoration, and reduced mowing:

1. Reduction of mowing in active parkland and passive open space (ha/%)
2. Naturalization of parkland
3. Biodiversity restoration and enhancement within the NHS (ha/%) (woodland management)

Natural Areas Inventory

The Natural Areas Inventory is a CVC-led program that inventories Brampton’s natural areas. The project assembles and assesses existing biological and ecological information, conducts a data gap analysis, carries out field inventories to address the data gaps and analyzes and reports the results. The Natural Areas Inventory provides recommended maintenance and restoration actions and has identified priority Valley Naturalization opportunities.

Moving forward, City and CVC staff will work together to identify priority areas to be inventories, including areas that received restoration work.

Section 7: Communication

The goal of the education and communication outreach is to educate residents of the importance of the health of the Natural Heritage System and how they can play a role in improving its health. The education and outreach section will also be used to increase knowledge about wildflowers, forests, wetlands as well as other components of the Natural Heritage System.

The Natural Heritage Restoration Program will use the work previously completed as well as upcoming projects to guide a series of education campaign materials relating to the EMP goals of People, Land and Water.

Communication methods will include:
- Brochures;
- Signage;
- Events;
- Web Pages;
- Social Media; and
- Adopt-a-Park

Section 8: Funding

The Natural Heritage Restoration Program will be established in the capital budget to replace the existing Natural Areas Inventory capital program.

As such, the Natural Heritage Restoration Program will be funded through the following:
• Annual Capital Budget Requests,
• Development Charges – Valleyland Naturalization Program,
• Tableland Tree Cash-in-Lieu Program, and
• Perpetual Maintenance Fees ($5,000 per ha of NHS dedicated to the City)

Section 9: Conclusion

Developing the Natural Heritage Restoration Program represents the City’s comprehensive framework to conserve, restore and enhance the ecological services of its natural heritage and parks system, green infrastructure and the urban forest. The Program, like other city programs, will be required to be updated to ensure the document remains current, relevant and reflective of the City’s changing ecological goals and priorities. The Natural Heritage Restoration Program Performance Framework has the flexibility to add additional indicators and metrics that may track different data and targets that become more relevant as priorities or environmental conditions shift.

The evolution of the Natural Heritage Program will be largely found in the targets and related actions which are expected to grow over time. As the City becomes more accustomed to measuring and tracking environmental data, it may add additional targets to its list of priorities and in turn, add or modify the actions identified to help reach those targets. The Natural Heritage Restoration Program reflects the best practices and ambitions for the City and community at this time of the Program’s creation, but provides flexibility for improvement, enhancement and change over time to reflect the community it serves.