Blueprint for Action on Housing

Housing Demand Factors

Engagement Tool

Nunavut Housing Corporation
Introduction

The Nunavut Housing Corporation (NHC) is leading the development of an Action Plan to address Nunavut’s housing crisis—the Blueprint for Action on Housing (BPAOH). The BPAOH will serve as a strategic action plan to be implemented over the next ten years. The Action Plan is a GN-wide perspective on the issues, solutions, and actions required to address housing challenges in Nunavut.

To inform the development of the BPAOH, the NHC has been carrying out departmental engagement sessions—supplemented by interviews and small focus groups—from April 1–June 17. The first round of engagement involved over one hundred participants from across the GN and other stakeholder groups.

This report provides a summary of the Issues—Challenges and Potential Solutions that should be addressed in the BPAOH. The table at the end of the report will be the focus of second round of engagement scheduled from May 30–June 3, 2016. Departments are asked to review the table and consider what concrete actions could be taken (or are already being taken) to address Nunavut’s housing issues.

NHC thanks you for your continued participation in developing a Blueprint for Action on Housing.
Goal 3: Defining Housing Demand Factors

Nunavut lacks the necessary housing options to meet the diverse needs of its residents. The current suite of options is limited and movement from public housing to privately owned or rented accommodation is unaffordable for all but a very few.

These gaps perpetuate a cycle of insufficient and inadequate housing, deteriorating social conditions, and a deepening dependence on government housing. To ensure sufficient affordable housing in each community, there needs to be a range and diversity of housing options – a continuum of housing.

NHC proposes that Housing Demand Factors need to be clearly defined in order to address gaps in Nunavut’s housing continuum. The GN cannot meet the needs of Nunavummiut without adopting a collaborative, interdepartmental approach that addresses housing needs now and the future.

Topics for Discussion

Housing Demand Factors need to be clearly defined in order to address gaps in Nunavut’s housing continuum. The GN cannot meet the needs of Nunavummiut without adopting a collaborative, interdepartmental approach that addresses housing needs now and the future.

Affordability Options

a. Issues

In the current housing context, options to transition from public or subsidized housing tenancy to home ownership are limited by a lack of affordable housing. These gaps perpetuate a cycle of insufficient and inadequate housing, deteriorating social conditions, and a deepening dependence on government housing.

There is a need to identify gaps in the continuum of housing options, research the demand pressures for specific types of housing, and examine the costs and opportunities for transitions between these housing types.

b. Challenges

There are a number of barriers that limit the affordability of housing in Nunavut. Investments in housing simply do not match population growth and demand.
Affordability looks different to different Nunavummiut and this is a reflection of the large disparity in incomes across the territory, particularly between unemployed or underemployed individuals and those earning comparably high salaries within the public sector.

The high costs of building and maintenance (including lot development, transportation of goods, contractor costs and non-competitive bidding processes) inflate the costs of housing, creating an artificial market that makes home ownership unattainable to most Nunavummiut. It is difficult to manage the high risks associated with owning a home.

There are limited affordable housing options available for singles and young people in particular. It is also a challenge that local labour does not qualify for GN staff housing. It was noted that demographic groups capable of transitioning out of public housing should be identified and that approaches to “nudge” them out of public housing be explored.

Further, access to education, training and economic development programs are limited by factors such as overcrowding and social issues such as high costs of living that prevent tenants from accessing opportunities that would foster self-reliance and help them transition out of social housing.

c. Potential Solutions

Engagement session participants shared that ensuring sufficient affordable housing in each community requires a range and diversity of housing options – a continuum of housing. The first step to developing this continuum is a needs assessment to scope out specific housing needs and demographics (‘demand pressures’). By this approach, costs and opportunities associated with transitions between housing types can be identified, and this information will shape the options selected to address these variable needs.

Participants cited making investments in education and developing a professional workforce in order to address socio-economic disparity and systemic issues of poverty. Further, specific programs aimed at improving financial literacy with respect to saving and budgeting will benefit household affordability.

Some participants stated the need for a business case to federal government for increased, steady investment in housing. But overall, discussions pointed to best practices in similar jurisdictions and home-grown solutions rather than a reliance on federal investment. These focused on job development, addressing systemic social issues, and raising the base income support amount across the territory.
It was suggested that GN **staff housing**, currently made available to out-of-territory hires, potentially be **extended to local hires**. Participants offered that **private home ownership program supports** could be developed and expanded. Examples include provision of technical and financial knowledge related to home ownership and construction (e.g., mortgages, contracting suppliers, etc.).

The discussion pointed to the following affordable housing options and incentives which NHC can explore providing:

- Fixed rent;
- Lease to purchase;
- Resale of public housing units; and
- Subsidized housing.

These options may be feasible for NHC insofar as they **reduce capital costs** and enable **piloting of multiple social housing models** to test their efficacy.

It was further suggested that **partnerships with the private sector** (e.g., mining companies) may help identify housing solutions to meet the needs of Nunavut's growing mining workforce, and the impacts on housing in communities closest to operating mines.

Another identified approach is for the NHC to work with stakeholder partners such as CGS to lead community **consultations to identify community housing values, needs and wants**.

**Care and Supportive Housing**

**a. Issues**

The Strategy recognized that Nunavut’s care and supportive housing requirements are lacking. For those individuals with underlying social, mental or physical health issues, or who are homeless for more complex reasons than simply lack of available shelter, targeted housing options outside of public housing will be necessary.

More research is required to determine what the specific housing needs of vulnerable populations are, and how these fit into a Nunavut-specific continuum of care. A collaborative, shared approach will assist the GN in meeting the social and health needs of the territory.
b. Challenges

Participants noted significant gaps in Nunavut’s housing continuum related to care and a need to better understand and define these gaps in the housing continuum. Some of these challenges include:

- Lack of options within care/support housing categories - e.g. continuing care: home care, retirement home, etc.
- Lack of affordable options for young people, creates burden, social/other issues within overcrowded houses
- Housing situation linked to life circumstances - if this changes then housing might change too (ex. Staff housing, public housing) and falling through gaps (ex. Transition out of BCC, out of territory treatment)

There was agreement among participants that understanding the needs of various populations requiring care/support requires research, quantifying, and defining the needs and gaps. To date the GN has not been in a position to determine the full range of supportive housing required to accommodate the population with mental wellness issues, physical disabilities, and seniors’ needs. Furthermore, there is a need to understand the underlying factors contributing to homelessness such as overcrowding.

Participants indicated that there exists a role for the non-profit sector in the delivery of care and supportive housing, however, work is needed to understand exactly what role and where the GN should focus its efforts in attracting partnerships.

Another challenge identified in this regard was the overall low financial literacy of the population and the resulting ability of non-profit organizations to manage the financial and reporting requirements of operating and maintaining their organizations.

The responsibility for addressing challenges, and the design and delivery of supportive housing rests with multiple government departments, but the GN has been challenged to overcome systemic barriers to service delivery.

c. Potential Solutions

Participants identified partnerships with the not-for-profit sector for the provision of housing and services as a potential solution. It was suggested that the GN investigate ways for non-profit organizations, banks and other financial / private institutions to support i) delivery of services to Nunavut’s varied markets, and ii) alternative financing models for care/supportive housing. To aid this approach, the GN would need to research how NGOs could help to support the current GN service delivery models and where appropriate, replace government.
Other actions that participants identified to build up the not for profit sector include:

- Capacity building for NGOs
- Grants and contributions from GN
- Regular information sharing mechanism (e.g. key stakeholder committees and regular meetings)

A need exists to research best practices / options for attracting and supporting national organizations in the delivery of care services and affordable housing opportunities (ex. YMCA women’s shelters; Habitat for Humanity). At the same time, participants noted a need to balance between local and national NGOs.

A family by family approach to addressing care and supportive housing needs was a recurring theme of the discussion for this engagement session. Nunavut’s small population presents an opportunity for the GN to take an approach where the needs of communities, families and individuals could be assessed on a case basis by a multidepartment/multidisciplinary working group (such as DFS / DOH complex care working group) that included care needs and housing needs. A family by family approach would necessitate increased GN departmental collaboration on protocols and process as well as additional research and data collection.

Ultimately, discussions led to a consensus on the need for much greater collaboration between GN departments. Some of the approaches identified in this regard include:

- Set up dedicated working group/committee to focus on whole of GN approach to infrastructure development.
- Strong leadership/direction to shift philosophy and incent departments to work together
- Creation of ‘check-list’ for every new building. Refine process - include in capital substation sheets (that go to FIN) to direct department attention to these factors.
- Creating profiles / case examples to anticipate the needs of different populations and better plan ahead for needs:
  - To meet the housing needs of elders, children and people with disabilities
  - Individuals returning from out of territory residential care
  - Options for individuals who may lose housing tied to employment (e.g. seasonal / short term contract work).
## Addressing Options

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<tr>
<th>Issue / Challenges</th>
<th>Potential Solution(s)</th>
<th>Action Item(s)</th>
<th>Parties Involved in Implementation</th>
<th>Lead/Support Oversight Committee</th>
<th>Timeline</th>
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<tr>
<td>Nunavut lacks a range of diverse and affordable housing options. A lack of affordable options is deepening the dependence of Nunavummiut on government subsidized housing. There are limited affordable housing options available for singles and young people in particular. It is also a challenge that local labour does not qualify for staff housing.</td>
<td>- A needs assessment would help to scope out specific housing needs and demographics ('demand pressures') to better plan affordable housing initiatives. This assessment could identify and better define the gaps in the housing continuum related to issues of affordability. - Encourage access to education, training and economic development programs to address socio-economic disparity and poverty, foster self-reliance and help individuals transition out of social housing.</td>
<td>- Conduct a needs assessment to identify gaps in affordable housing. Through this action, costs and opportunities associated with transitions between housing types can be identified, and this information will shape the options selected to address these variable needs. - Work with stakeholder partners such as CGS to lead community consultations to identify community housing values, needs and wants. - Develop community educational programs to improve financial literacy skills related to saving and budgeting to benefit and raise awareness on household affordability.</td>
<td>Nunavut Housing Corporation (NHC)</td>
<td>Business Plan Priorities (2016-19)</td>
<td>Draft Action Plan: For example, contribute to the Food Security Coalition Life-Skills Committee</td>
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### Issue / Challenges

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<td>- Draft Action Plan: Establish NHC as the lead on housing market statistics for Nunavut and develop community housing market profiles.</td>
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<td>- Draft Action Plan: Develop an affordable rental program for higher income tenants living in public housing.</td>
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<td>- Draft Action Plan: Examine public housing incomes to determine level of potential demand for this type of housing.</td>
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<tr>
<td>- Draft Action Plan: Research specific design options to encourage movement from public housing to less subsidized affordable rental, e.g., increased storage space, higher end finishes.</td>
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<td>- Draft Action Plan: Examine pros and cons of establishing rental control on existing private rental units, as a means of maintaining affordability.</td>
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### Existing Initiatives

- NHC has made changes to the public housing rent scale and is monitoring how new rent scale software can assist with representing the social, economic, and cultural impacts of housing issues across Nunavut. NHC is using these data to analyze the capacity for public housing tenants to transition to other housing options.

### Parties Involved & Lead/Support Oversight

- DFS continues to coordinate and advance work related to the goals of the Makimaniq II: Our Shared Understanding of Poverty Reduction, as required under the Collaboration for Poverty Reduction Act.

### Timeline

- Business Plan Priorities (2016-19)
  - NHC has made changes to the public housing rent scale and is monitoring how new rent scale software can assist with representing the social, economic, and cultural impacts of housing issues across Nunavut. NHC is using these data to analyze the capacity for public housing tenants to transition to other housing options.

### GN Strategies

- The Makimaniq Plan II: Our Shared Understanding of Poverty Reduction is a draft five year action plan for the reduction of poverty in Nunavut. A key outcome of the Plan is increased access to housing, as well as strengthened support for health and wellbeing.

- The Framework for an Action Plan for Nunavut’s Absolute Homeless (2015-2016) identifies the types of housing needs and a continuum of care that is necessary to support self-sufficiency, reduce homelessness, and improve housing security across Nunavut.
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<th>Business Plan Priorities (2016-19)</th>
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<td>Movement from public housing to homeownership or private market rental is limited, even for individuals who are financially capable of transitioning.</td>
<td>- Develop approaches to address the high costs of building and maintenance in the territory (including land development, transportation of goods, contractor costs and non-competitive bidding processes). - Encourage interdepartmental collaboration to enhance the effectiveness of existing processes that support home ownership through program review and redesign (e.g., land development, contracting and shipping policies, etc.) to better coordinate the matching of supply and demand. - Draft Action Plan: promote the use of planning mechanisms to increase the construction of affordable units in private development. For example, include stipulations in the Building Code Regulations for affordability and accessibility. - Draft Action Plan: explore opportunities for targeted efforts to encourage and improve homeownership opportunities in communities benefiting from long-term mining related employment. - Draft Action Plan: develop the means for homeowners to access maintenance and repair services needed to maintain their homes. For example, offer supports for small maintenance business development (including work with the NWT Nunavut Construction Association). - Draft Action Plan: distribute private market statistics to build public confidence in Nunavut’s emerging housing markets.</td>
<td>Government, private sector, non-governmental organizations, and community organizations.</td>
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<td>2016-19</td>
<td>NHC Homeownership programs and education and counselling supports are provided to assist residents to secure and maintain their own housing. NHC has centralized its homeownership application process to the headquarters in Arviat to streamline application processes and program monitoring. This includes a new 1-800 number and website with updated homeownership education materials to support applicants. Changes have also been made to the income threshold for all NHC Homeownership programs, and the maximum grants allowed for two programs, to promote uptake and participation.</td>
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There is a lack of data on the diverse housing needs of vulnerable populations. Specifically, there is a lack of information on gaps (unmet needs) specific to these groups. Vulnerable populations include individuals with underlying social, mental or physical health issues who require more supportive housing / complex care.

**Potential Solution(s)**

Conduct a needs assessment in order to:

- understand the specific needs of vulnerable population groups;
- assess how these needs fit into a Nunavut-specific housing continuum;
- identify where gaps in housing currently exist along Nunavut's housing continuum and where these gaps are greatest; and
- determine recommendation and action items to better address the complex needs of these groups.

**Draft Action Plan:**

- Review existing research (Nunavut housing survey, employee survey) and other jurisdictions (NWT, Yukon), to identify best practices and/or gaps in existing research
- Applying research to determine sequencing associated with care and supportive housing needs.
- How do we sequence/prioritize?
- Creating profiles / case examples to anticipate the needs of different populations and better plan ahead for needs:
  - To meet the housing needs of elders, children and people with disabilities
  - Individuals returning from out of territory residential care
  - Options for individuals who may lose housing tied to employment (e.g. seasonal / short term contract work)
  - Residential care facilities
  - Group homes
  - Transitional housing

**Business Plan Priorities (2016-19)**

- DFS is conducting a needs assessment on the expansion of Nunavut's residential care program, and is committed to the possibility of operating residential care facilities in the territory.
- The Department of Health (Health) has completed its Residential Long-Term Care Needs Assessment. The department will evaluate the recommendations made in the report and develop a plan for next steps.

**Coordinate efforts to refine data collection tools/methods used in order to collect better (more complete, accurate, and timely) data on housing needs and gaps for vulnerable populations.**

- Collate department research banks to make them accessible / cross-referenced
- Develop uniform data collection protocols, need to be able to rely on data.
- Creating / updating community need profiles on an annual basis (potentially through the integrated community sustainability plans (ICSP)). Discussion on whether the CGS-Asset Planner could be expanded for this purpose.

**There is a need for more integration of programs and services catered to specific groups within supportive housing.** These should include a focus on transitional housing for groups who are capable of moving out of supportive housing, with the right supports.

**Draft Action Plan:**

- Explore options for purpose-built housing; including housing for youth, individuals fleeing violence, formerly incarcerated, and those with physical disabilities, or mental health and addiction issues.
- Identify specific housing models with appropriate designs to meet multiple needs with regards to supportive and transitional housing

**Draft Action Plan:**

- Establish clear role distinctions between the provision of shelter and the provision of support services to establish jointly funded purpose-built housing
- Develop an aging-in-place and accessibility model to meet the housing needs of elders and people with disabilities
- Develop community appropriate transitional and re-integrative housing options for i) offenders leaving correctional facilities and ii) individuals returning from out of territory residential care

**Business Plan Priorities (2016-19)**

- Health is updating the Mental Health Act. Under this Act, clients with mental illness are held or sent out of territory for treatment and assessment; a lack of housing is a barrier to providing adequate care in Nunavut and impacts mental wellness.
- DFS continues to coordinate and advance work related to the goals of the Makimaniq II: Our Shared
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<td>Understanding of Poverty Reduction, as required under the Collaboration for Poverty Reduction Act.</td>
<td>A Strategic Framework has been developed by DFS to lay the foundation for an Action Plan on Absolute Homelessness in Nunavut.</td>
<td>GN Strategies</td>
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<td>The Makimaniq Plan II: Our Shared Understanding of Poverty Reduction is a draft five year action plan for the reduction of poverty in Nunavut. A key outcome of the Plan is increased access to housing, as well as strengthened support for health and wellbeing.</td>
<td>The Framework for an Action Plan for Nunavut's Absolute Homeless (2015-2016) identifies the types of housing needs and a continuum of care that is necessary to support self-sufficiency, reduce homelessness, and improve housing security across Nunavut.</td>
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<td>Research partnership opportunities with the non-profit sector to support the GN's delivery of supportive housing and related care (ex. YMCA women's shelters; Habitat for Humanity). This research can include a review of tools and techniques for attracting non-profit organizations.</td>
<td>- Research partnerships opportunities with the non-profit sector – identify potential partners that may be capable of i) supporting the GN in meeting complex care housing needs and ii) compatible with the GN's program and service structure. Review tools and techniques to attract non-profit organizations.</td>
<td>- Draft Action Plan: network with the CHRA members to find appropriate non-profit organizations that will meet Nunavut's needs.</td>
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<td>There are procedural/administrative barriers to providing more effective and efficient housing.</td>
<td>Family by Family Approach: Nunavut's small population presents an opportunity for the GN to take an approach where the needs of communities, families and individuals could be addressed at a granular level and to track the performance and outcomes of programs and initiatives.</td>
<td>Government Liaison Officers/System Navigators to support families and help clients navigate the accessing of services and to track the addressing of client needs.</td>
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<td>Business Plan Priorities (2016-19) DFS has reviewed the Ilagiitsiarniq Family Violence Prevention Strategy. A draft Business Plan Priorities (2016-19) includes a review of tools and techniques for attracting non-profit organizations.</td>
<td>The Makimaniq Plan II: Our Shared Understanding of Poverty Reduction is a draft five year action plan for the reduction of poverty in Nunavut. A key outcome of the Plan is increased access to housing, as well as strengthened support for health and wellbeing.</td>
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<th>Documenation Needed</th>
<th>Existing Initiatives</th>
<th>Action Items</th>
<th>Potential Solutions</th>
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<td>There are capacity issues with GN and non-profit sector staff such as a lack of funding, financial literacy challenges, and staff shortages, which limit the ability of these organizations to effectively or efficiently manage financial, reporting and client care requirements.</td>
<td><em>Capacity building initiatives (e.g., training and education) should be catered to the specific needs and gaps of GN and NGO staff. This may require an interdepartmental needs assessment to understand systemic challenges.</em></td>
<td><em>Conduct a needs assessment of interdepartmental needs to understand systemic challenges and existing gaps.</em></td>
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<td>A whole-of-government approach is needed to more effectively address complex issues behind supportive housing. Limited information sharing between groups (operating as silos) prevents collaboration in planning and service delivery.</td>
<td><em>Draft Action Plan: A business case could point to the benefits to the GN in terms of savings and avoided costs on healthcare, justice, and family services as a result of housing investments.</em></td>
<td><em>Gather information on best practices in service delivery in other jurisdictions. These best practices may include programs, services, procedures, or other tools / methods used in the provision of supportive housing. Importantly, the best practices must have relevance for application in Nunavut.</em></td>
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<td>The Department of Executive and Intergovernmental Affairs (EIA) has identified the need to: collaborate with partners on the development of performance measurement frameworks for poverty reduction programs and other projects; and establish links with other evaluation personnel within the GN to develop models.</td>
<td><em>Develop a regular information sharing mechanism to encourage greater collaboration across departments.</em></td>
<td><em>Internal GN process mapping linking services, policies, timing and departmental requirements.</em></td>
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<td>mental health and wellness, in tandem with the objectives and priorities the GN</td>
<td>infrastructure development</td>
<td>work together to synchronize program evaluation activities.</td>
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<td>has previously set in such strategic documents as Developing Healthy Communities:</td>
<td>- F Integrate NHC/housing issues in DOH DFS complex care working group</td>
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<td>A Public Health Strategy (2008-2013), the Elders Program Strategy (2010-2014),</td>
<td>- F GN and NGOs (build off DFS!/DOH complex care working group)</td>
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<td>and the Nunavut Suicide Prevention Strategy (2010). Investments in housing are</td>
<td>- F Establish key stakeholder committees (e.g. Standards committee) to provide</td>
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<td>more than just infrastructural components; they are investments in the health,</td>
<td>leadership on standards and ensure that the process is inclusive and transparent.</td>
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<td>wellbeing and capacity of Nunavummiut with diverse needs.</td>
<td>- F Monitor and evaluate progress</td>
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<td>- F Work with the GN and NGOs to ensure that the process is inclusive and transparent.</td>
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<td>- F Provide ongoing support and training to departments as needed</td>
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