



Toward Common Ends: *The Foundation Sector and the Federal Government*

AN OPEN LETTER TO THE FOUNDATION COMMUNITY

“The question we ask today is not whether our government is too big or too small, but whether it works — whether it helps families find jobs at a decent wage, care they can afford, a retirement that is dignified.”

President Barack Obama, Inaugural Address

INTRODUCTION: TOWARD A MORE EFFECTIVE GOVERNMENT

Almost daily, we hear stories of government mismanagement, of agencies failing to provide timely disaster relief, adequate care for wounded veterans, or economic opportunity for the disfranchised and marginalized. The truth is that many government programs escape notice because they work well—they succeed at making people’s lives better. Yet, because public programs deliver essential services, like educating our children, revitalizing our cities and protecting our environment, we are justified in aiming high. As citizens and taxpayers, we expect government to operate efficiently, effectively and equitably across the board.

The question is: what is our proper role in an effective government—as citizens, as taxpayers, as parents, as beneficiaries, and in all the other ways in which we depend on government and government depends on us? Can and should individuals, businesses and organizations do more to help government realize its full potential, and HOW? Can we move beyond complaining about bureaucratic red tape and mismanagement to suggesting and even delivering real solutions for reform?

In October 2009, a group of foundation and government leaders convened to examine such questions and to discuss how public-private partnerships could help government operate better. The forum, entitled *Achieving Public Good: Opportunities for Collaboration between Government and Philanthropy*, was organized by the Rockefeller Brothers Fund, the Peter G. Peterson Foundation, and the Partnership for Public Service; it featured Secretary Shaun Donovan of the U.S. Department of Housing and Urban Development (HUD) and other senior government leaders from HUD, the Government Accountability Office, as well as the departments of Education and Health and Human Services. Over two days, participants discussed the challenges to government performance, the connections between government and foundation effectiveness and the opportunities for improving government capacity through public-private collaboration.

Through this letter, the Partnership for Public Service seeks to continue that discussion. We hope also to inspire the broader foundation community to find innovative and collaborative ways of helping government realize its full potential. After all, foundations and government share common



goals: strengthening society through programs in health and human services, education, environmental protection, domestic and international relief, economic development and human rights, among many others.

Foundations typically work with government in the realm of policy---developing, altering or reforming laws, regulations and judicial orders. Yet the Partnership's aim is not a political one; it is not about what programs should be funded, or whether more or less government would be better. Our proposal is concerned with *how well* government operates, and whether or not it can rise to the task of delivering vitally important services to those who need them most and doing so with maximal effectiveness and efficiency.

Increasingly, foundations have become leaders in the area of measuring and improving organizational performance. That is why we believe that they can—and should—be at the vanguard of efforts to improve government effectiveness.

Public-private collaborations would offer fresh ideas as well as tested methods to boost government's operational effectiveness. By working with government to improve its effectiveness, foundations could leverage the tremendous potential of public resources by enabling government agencies to do a much better job of fulfilling their duties and thereby to create an enhanced quality of life for the citizens they serve.

FOUNDATIONS HAVE A COMPELLING INTEREST IN GOVERNMENT EFFECTIVENESS

The federal government's ability to execute its own mission has tremendous consequences for every major field of giving. If a foundation aims to protect the environment and promote sustainable development, the operational capacity of the Environmental Protection Agency is as important to achieving that goal as sound environmental policy and responsible regulation. If a foundation wants to promote access to health care for the elderly, the Centers for Medicare and Medicaid Services' ability to ensure beneficiary eligibility, eligible costs and quality care are vital to that mission.

Indeed, the full impact of foundations' own efforts in particular fields often depends on government effectiveness in those fields. Consider the scale of philanthropic versus public support in the key areas where foundations operate:

- In 2006, U.S. foundations spent approximately *\$28 billion* on programs in health, education, development, the environment, human services and relief.¹
- Federal government spending on the same six program areas in 2006 totaled *\$720 billion*.²

¹ Anne E. Person, Debra A. Strong, Joshua Fergeson, and Jillian A. Berk, *Maximizing the Value of Philanthropic Efforts through Planned Partnerships between the U.S. Government and Private Foundations*, May 1, 2009. Available at <http://aspe.hhs.gov/hsp/09/philanpart/report.pdf> (last visited Sept. 29, 2009).



Foundations have an urgent interest in how the government deploys its significant resources in these areas. And the question is not only which policies or programs government agencies choose to fund or carry out, but, at least as important, how well they do so. As Dr. Paul Farmer, founder of Partners in Health, stated in *Foreign Policy* magazine:

If you're interested in rights—things like the right to health care, to clean water, to education, or even a job—which institutions confer those rights, especially rights to poor people? It's the government. So while celebrating the NGO movement is a really important thing to do, we really need to find ways to strengthen public-sector capacity.³

Foundations achieve impact largely through the efforts of grantee institutions. Yet most grantees rely even more heavily on government support. According to IRS estimates for the 2006 tax year, the cash revenues of Section 501(c)(3) nonprofit organizations totaled over \$1.367 trillion. Fully 35 percent of this amount—some \$385 billion—came from government sources.⁴ In addition, when it comes to programming, the government often picks up where private foundations leave off. So, for example, a foundation might fund a path-breaking demonstration project. But achieving enduring, large-scale change might depend not only on the government's willingness, but even more, on its ability to fund and carry out the project.

Although the federal government's future funding in social services, relief, health, education and the environment will be constrained by pressure to reduce budget deficits, government will almost certainly remain the largest single supporter of many kinds of nonprofit endeavors. Clearly, the philanthropic community has an interest in ensuring that government—the nonprofit community's largest supporter—delivers both funding and social services efficiently and effectively. One of the best ways to do so is to encourage government to focus on strengthening its own capacity—on leadership, efficiency, efficacy and morale.

A CRISIS OF EXECUTION

The federal government faces a serious crisis in its ability to execute. There is bipartisan consensus that, whatever government does, it should do well. Yet the headlines are filled with stories of mismanagement and underperformance:

² Id.

³ The Top 100 Global Thinkers of 2009, *Foreign Policy*, Dec. 2009. Available at <http://www.foreignpolicy.com> (last visited Dec. 2, 2009).

⁴ See IRS Tax Statistics. Available at <http://www.irs.gov/taxstats/charitablestats/article/0,,id=97176,00.html> (last visited October 20, 2009).



- The “Cash for Clunkers” program incentivized thousands of people to buy new, low-emission vehicles. But the program turned into a “managerial fiasco” and had to be discontinued a month ahead of schedule.⁵
- The Walter Reed Army Medical Center scandal revealed that, as a result of poor management and inadequate capacity, the “crown jewel of military medicine” was mired in administrative gridlock and caring for our nation’s wounded veterans under shockingly substandard conditions.⁶
- The Federal Emergency Management Agency (FEMA) experienced years of plummeting morale before the tragic consequences of Hurricane Katrina exposed its lack of operational capacity.⁷

These stories are emblematic of a larger shortfall in the federal government’s operational capacity. And, while the size of government budgets may suggest that government has ample resources to reform itself, the truth is more complicated.

As government leaders made clear at the *Achieving Public Good* conference, investments in talent, leadership and organizational effectiveness rarely survive Congress’ authorization and appropriation process. Congress has been unwilling to invest in these crucial “overhead” expenses because agencies have so far not been able to demonstrate how such investments affect their success. Further, government has failed to develop accurate and reliable measures of its own performance.

To combat these obstacles, the Obama Administration launched an ambitious effort to revitalize federal effectiveness—to “make government cool again.” And it has asked for help from the philanthropic and nonprofit sectors. The effort has many facets, including: overhauling the Office of Management and Budget (OMB)’s approach to measuring impact; demanding that agency heads improve performance where data show them lagging; and creating a White House Office of Social Innovation and Civic Participation.

Conference participants recognized the opportunity inherent in these efforts, but many lamented that meetings and good intentions have not yet produced actionable steps. Still, they agreed that government’s current willingness to invest in reform represents a rare opportunity. By seizing the moment, philanthropic organizations can encourage, support and help to direct that reform—ensuring that citizens receive maximum benefit from government programs that are critical to their lives.

⁵ Matt Bai, The Truth About Bureaucracy, *New York Times*, Sept. 20, 2009.

⁶ Scott Shane, Panel on Walter Reed Woes Issues Strong Rebuke, *New York Times*, April 12, 2007.

⁷ Stephen Barr, Morale Among FEMA Workers, on the Decline for Years, Hits Nadir, *Washington Post*, Sept. 14, 2005. See also John D. Donahue and Max Stier, The Next FEMA, *Washington Monthly*, Nov./Dec. 2008, pp. 19-23.



INNOVATIVE COLLABORATIONS

Some government deficiencies can be solved only by government action. But that does not mean government can succeed by acting alone. On the contrary, foundations know a great deal about the importance of human capital, strategy and performance-based management in delivering on the public good. They have increasingly built such concerns into their own grant making. They also have the independence, autonomy and expertise to support projects that government leaders cannot.

Many of the biggest foundation success stories have involved collaboration between philanthropy and government. Working together, foundation and government leaders created the modern network of 911 emergency response lines. Similar partnerships were instrumental to the environmental and human rights movements. And they have led to the expansion of innovative programs like the Harlem Children's Zone, a nationally recognized nonprofit that combats generational poverty and low academic achievement among children in Harlem through a holistic, community-centered approach.

The history of collaboration also includes diverse strategies, such as support for demonstration projects, evidence-based policy analysis and various forms of government advocacy. Those strategies offer tested paths to leveraging government resources toward common ends.

Rarely have foundations expressly set out to improve government performance. Yet lately, a few philanthropic organizations have demonstrated their willingness to tackle public-sector capacity:

- The Ford Foundation recently announced a five-year, \$80-million effort to assist U.S. workers by improving job quality and helping states modernize their delivery of programs like food stamps and children's health insurance that help working Americans meet basic needs. An integral part of Ford's strategy is to collaborate with state governments to "build a smarter system" and "modernize the delivery of government-funded benefits."⁸ By building public-sector capacity, the initiative leverages government's immense reach and resources, such as the technical assistance and training the government provides to help state agencies take full advantage of the federal stimulus bill's \$7 billion investment in more comprehensive unemployment insurance.
- The Rockefeller Foundation recently awarded a planning grant to the Partnership to explore how best to encourage innovation in the federal government. The grant enabled us to conduct interviews and focus groups with more than 100 innovators across the public, private and nonprofit sectors to identify the challenges to government innovation. We will distribute our findings across government and use them to cultivate a culture of innovation and to drive improved performance.

⁸ Ford Foundation Announces \$80 Million Initiative to Improve Economic Stability for U.S. Workers and Their Families. [Available at](http://www.fordfound.org/newsroom/pressreleases/338) <http://www.fordfound.org/newsroom/pressreleases/338> (last visited Dec. 3, 2009).



These are examples of system-wide engagement (across federal or state government, or a particular field or community). But, as participants at the *Achieving Public Good* conference observed, philanthropic engagement can take many forms. It can also be targeted at the organizational level. For example, the Partnership recently received generous grants from the Bill & Melinda Gates Foundation and The Eli and Edythe Broad Foundation to partner with the U. S. Department of Education to transform its leadership. This joint effort will work to reengage employees in Education’s vision, mission and values; strengthen supervisors’ ability to motivate employees; and develop an executive corps prepared to lead Education into the future.

Philanthropists can also engage government at the programmatic level. For example:

- In 2002, California voters passed Proposition 49, mandating on-site after-school programs in all of the state’s 6,500 elementary and middle schools. To help ensure after-school programs’ effectiveness, The Atlantic Philanthropies, the David and Lucile Packard Foundation, and other foundations teamed with the California Department of Education, the Governor’s Office and the Boston Consulting Group to help California develop data-driven implementation priorities and plans for the programs. Today, most of those recommendations are either in place or being implemented.
- HUD partnered with Living Cities, a philanthropic collaborative of foundations—including The Annie E. Casey Foundation, The Rockefeller Foundation and the W.K. Kellogg Foundation—and financial institutions, to fund “boot camp” sessions at Harvard to train local government officials in “green retrofitting.” Earlier this year, HUD hosted a similar “boot camp” with Living Cities to improve the effectiveness of HUD’s \$6.2 billion Neighborhood Stabilization Program, which aims to shore up communities wracked by foreclosure and abandonment.

A STRATEGY TO IMPROVE FEDERAL PERFORMANCE

The President’s 2011 budget includes high priority performance goals for agencies. It also links agency funding to achieving such goals. These goals seek to address some of the most complex issues facing our nation, including:

- Enrolling an additional 64,000 children in Head Start and Early Head Start programs;
- Recruiting 200,000 highly-trained teachers to teach hard-to-staff subjects to low-income and minority students;
- Assisting three million homeowners who are at risk of losing their homes to foreclosure;
- Increasing by 207,000 the number of families who benefit from affordable rent homes;
- Reducing homelessness among veterans by more than 50 percent;



- Conducting cost-effective energy retrofits in 1.1 million housing units; and
- Increasing access to primary care by growing the National Health Service Corps to 9,000.

Many of these goals also align with the nonprofit community's primary areas of concern. Moreover, the federal officials responsible for allocating those funds can either inhibit or enhance what the nonprofit community seeks to achieve. By investing in how federal agencies recruit, hire, develop and engage talent, foundations can play an important role in building a strong federal workforce that can advance philanthropy's highest program priorities.

Talent and leadership are critical to employee engagement, and, ultimately, to organizational performance. We know, for example, that leadership is the single most important factor influencing employee satisfaction. Our 2010 *Best Places to Work in the Federal Government*⁹ report—which surveys more than 263,000 civil servants—showed that effective leadership, especially senior leadership, is the primary driver of employee satisfaction.

Satisfaction is an important metric, but the ultimate goal is improved performance. Each of the collaborations we propose will help government build its leadership capacity and channel the best talent into leadership positions. Better leaders, in turn, will result in a more engaged federal workforce and better service to the public.

POSSIBILITIES FOR ENGAGEMENT

Concerted, coordinated philanthropic engagement can help the federal government achieve real progress, and, in so doing, leave a legacy of improved performance across a broad range of endeavors within agencies like HHS, HUD, USAID and others. By supporting programs that strengthen the federal government's capacity to deliver services, the philanthropic community can make significant progress toward its own goals.

Given the size of federal agencies, foundations should target reform strategies at points of greatest influence. We propose focusing on three key leverage points—talent, leadership and metrics—to drive reform.

Expanding Pipelines of Talent

The federal government faces an escalating human capital crisis. By 2018, the government is expected to lose fully one-third of its workforce to retirement.⁹ Estimates indicate that the federal government will need to hire more than 270,000 workers for “mission-critical” positions

⁹ The Partnership for Public Service, September 3, 2009. *Where the Jobs Are 2009: Mission-Critical Opportunities for America*.



– jobs that agencies identify as essential to providing service – by 2012 to replace the large number of baby-boomers leaving the workforce.¹⁰

Despite these daunting numbers, across the nation there is renewed enthusiasm for public service. A 2008 survey of 32,000 American college students found that “government/public service” was the most popular career field choice out of 46 options.¹¹ A 2009 Partnership survey of career counselors at nearly 200 colleges and universities found that 90 percent of the students working with their offices were either moderately or very (“a lot”) interested in federal jobs or internships. In 2010, 92 percent of respondents reported that students were moderately or very interested in such opportunities.¹² Capitalizing on this groundswell of enthusiasm is an important step in reforming government effectiveness. By working with federal agencies, foundations can help agencies to attract, retain and cultivate top-flight talent.

I. Making the Most of Internships

Federal internships offer enormous potential as magnets for bright college and university students. Internships allow agencies to observe potential hires before deciding whether to offer them full-time employment, and they offer a ready-made pipeline by which large numbers of students can enter government service. Moreover, the Student Career Experience Program (SCEP) offers a streamlined way to process new hires, in contrast to an otherwise byzantine and time-consuming federal hiring process.

Yet government internship programs are underutilized. The federal government employs some 60,000 interns each year, but converts fewer than seven percent of them into permanent positions.¹³ **By comparison, private-sector employers typically convert more than half of their interns to full-time staff.**¹⁴

The problem is one of culture. Agencies often fail to view internships as a means to attract and develop future stars; instead, they view them as a source of cheap, short-term labor. Not surprisingly, agencies also often fail to consider the quality of the internship or how it will benefit the intern. This leads to a disappointing experience for interns, low retention of the best prospects and a dim reputation for federal careers back on campus.

Foundations can help change this culture. By supporting an overhaul of internship programming and recruitment systems, foundations can leverage public and private resources toward a more

¹⁰ Id.

¹¹ The Partnership for Public Service and Universum USA, January 14, 2009. *Great Expectations! What Students Want in an Employer and How the Federal Government Can Deliver It.*

¹² The Partnership for Public Service and the U.S. Office of Personnel Management, Call to Serve, 2009 and 2010 survey results.

¹³ The Partnership for Public Service, April 4, 2009. *Leaving Talent on the Table: The Need to Capitalize on High Performing Student Interns.*

¹⁴ Id.



effective government. The Director of the U.S. Office of Personnel Management (OPM) recently convened a Recruitment Task Force which recommended, among other things, that every agency appoint a “student programs director” to coordinate and oversee agency internships. Working with these officials at selected agencies—and bringing them together to share ideas—foundations could help build a community of practice dedicated to using internships as pipelines for recruiting talented, tested career employees.

II. Establishing a Presidential Management Fellows Boot Camp

The Presidential Management Fellows (PMF) program was created in 1977 to attract outstanding graduate students to federal service. OPM describes this two-year program as “the Federal Government’s cornerstone succession planning program to help agencies meet their critical need for leadership continuity.” Yet the prestigious program often falls short of those high expectations.

The PMF cohort, some 400 graduates per year, enters the program expecting a rigorous, structured and meaningful experience. But the program fails to leverage the full potential of its brand in encouraging public service, fostering a cohort mentality among fellows and in retaining PMFs in federal service.

Given the importance of the PMF as a pipeline for leaders, these are troubling deficiencies. But they are remediable. And if talent and leadership drive agency performance, then recruiting and cultivating fellows is a signal opportunity to develop the next generation of federal executives. After all, fellows are selected for “a clear interest in, and commitment to, excellence in the leadership and management of public policies and programs.”

By working with OPM and nonprofit partners to redesign the current PMF program, foundations can help ensure that the program achieves its true potential. Under the current orientation program, fellows are expected to complete at least 80 hours of formal classroom training each year, but they receive little guidance or support in fulfilling that requirement. And while each fellow’s home agency is supposed to encourage compliance, actual practices vary considerably. To increase camaraderie and participants’ sense of purpose, the program could transform its current orientation into a “boot camp” for future federal leaders. The new boot camp could continue across the two-year lifecycle of the fellowship and include extensive leadership and professional development training. Fellows who enter the program together would have multiple opportunities for shared experiences and networking, and would benefit from a more structured program. These efforts would improve retention and would better prepare fellows to thrive and serve as agents of change across the federal landscape.

Agencies will reap additional benefits, too. According to a recent study published in the *Harvard Business Review*, the way companies invest in junior and entry-level employees directly affects their bottom lines, reducing turnover, increasing cost savings, and boosting productivity. “If



companies did more training and offered more advanced opportunities for those on the lowest rungs of the ladder,” states the study, “they were rewarded with lower turnover, easier recruitment, and increased efficiency.”¹⁵ Building, energizing and maintaining a high-quality workforce is the key to success for any organization, and engaging the newest recruits is an excellent place to start.

Developing Government Leaders

Created 31 years ago as part of a sweeping civil service reform, the Senior Executive Service (SES) was intended to provide a unified, government-wide cadre of federal career executives with shared values, a broad perspective and strong leadership skills. Yet a study conducted by the Partnership found that too many SES executives are focused on the day-to-day management of their programs and organizations at the expense of broader leadership: vision, innovation, collaboration and the cultivation of new talent.¹⁶

If government is to cease being a byword for inefficiency, this must change. To foster that change, foundations can undertake a range of reform efforts. In particular, we suggest targeting senior leaders during the crucial transition period into the SES and facilitating an ongoing dialogue among networks of current SES executives and their peers.

I. The Transition into the SES

The U. S. Government is the nation’s largest employer, encompassing 1.9 million civil service employees and managing an annual budget in the trillions of dollars. Roughly 9,100 individuals—an SES of 7,000 career executives, some 665 non-career appointees, and 1,455 political appointees—manage this vast and complex enterprise. These individuals have enormous responsibility for successfully delivering the government’s service programs.

The demands of the job are such that SES executives must step into their new role with well-honed leadership skills and other abilities that allow them to collaborate on challenges spanning agency lines. Too often, however, reality falls short of those needs.

Dialogue across agencies and departments is rare in today’s SES, with stultifying consequences for agency management. Senior career executives are often sequestered within agencies and are frequently ill equipped to provide an enterprise-wide view of the federal government. To help remedy this deficiency, foundations can support training programs for executives to develop a cogent leadership philosophy and the ability to work with political leaders and across agencies during their transition into the SES.

II. Promoting Exchange among SES Executives and their Peers

¹⁵ Kent Bernhard, Jr., *The Golden Rule of Profitability*, portfolio.com, May 19, 2010

¹⁶ The Partnership for Public Service and Booz Allen Hamilton, August 20, 2009. *Unrealized Vision: Reimagining the Senior Executive Service*.



The Partnership's *Strategic Advisors to Government Executives* (SAGE) program connects senior-level executives in government with their predecessors, providing them with an opportunity to leverage prior government experience to help transform government and improve performance. We have also created the Federal Human Capital Collaborative – a network of 30 federal departments and agencies – which identifies cross-cutting challenges and ways to work collaboratively to solve them.

Based on our experience bringing together C-suite government leaders (chief information officers, chief financial officers, and chief accountability officers), we believe foundations can promote greater cross-pollination by creating a peer exchange program connecting current SES executives with their predecessors (leading former SES executives) and their private-sector counterparts.

By promoting knowledge sharing and innovation, and providing a forum for skills development centered on common challenges and best practices, such a network would help generate real improvements in the quality of SES leadership and in agency outcomes.

Using Data-Driven Advocacy to Catalyze Change

At present, the federal government lacks adequate metrics to gauge its own performance. Where it has metrics, it lacks the systems to use them strategically. Foundations, by contrast, are highly analytical when it comes to grantees' or their own operations. The nonprofit sector increasingly relies on data to drive funding decisions and assess results. Government should do no less.

Any of the programs we propose could include the development and implementation of assessment measures at the outset, showing agency and congressional leaders a proven, replicable way to improve government performance.

But to allow even the best reforms to endure, government must use its own resources to sustain and expand upon them. By supporting research and advocacy, foundations can generate the public will that drives the government to invest in its own organizational health. Foundation research can arm citizens with statistics, information and success stories showing how efficient and effective federal agencies enable Americans to receive more benefits. With public support, agency and executive branch leaders, as well as members of Congress, will be more willing to fund capacity-building efforts out of their own government budgets.

The Partnership's *Best Places to Work in the Federal Government*® rankings surveys 263,000 federal employees from 270 organizations on key areas of agency effectiveness. The annual analysis not only generates public interest in government jobs and performance, it creates much-needed incentives for change. Annual results are frequently published in *The Washington Post* and cited across a variety of other highly visible media outlets. Federal human capital professionals across government report that *Best Places* heightens awareness among senior



leaders about workplace conditions and spurs improvement efforts. During the release of our 2009 rankings, Office of Management and Budget Director Peter Orszag cited *Best Places* as an important metric for his office and federal agencies to use in monitoring agency health and engagement. Secretary of Transportation Ray LaHood lauded his Department's "Most Improved" status in an agency-wide email, noting that Transportation's leadership made a commitment to address issues originally raised by employees in previous rankings.

CONCLUSION

Driving social change entails more than creating wise policies and well-designed programs. It also requires building a diverse, innovative and high-performing workforce to carry out those programs and policies. Equally important is sound governance and data-driven decision-making.

The Partnership for Public Service believes that a broad public-private effort can transform government. We suggest a range of approaches that foundations can utilize to help remedy public sector underperformance. These efforts can be pursued jointly or individually, simultaneously or in sequence. Underlying them all, however, is a simple concept: that by helping the federal government to strengthen its organizational capacity, foundations can foster positive social change. And, by working alongside agencies with compatible missions, foundations can dramatically improve prospects for achieving their own goals.

By seizing the moment—and building on the government's own willingness to change—the philanthropic community can help unlock the public sector's tremendous potential to deliver on its promise of a more open, compassionate and equitable society.

The point of this white paper is to underscore the great opportunity that exists for philanthropies to leverage the impact of their resources in fields of highest priority to them by strengthening government's capacity to spend its much larger resources in the same fields much more effectively. The Partnership stands ready to advise foundations about how best to do so, and indeed is willing to partner with foundations in trying to do so, but the philanthropic community itself knows best which government agencies serve the beneficiaries of greatest concern to the philanthropies' mission and should make a point of asking itself where the service shortcomings are and how it might use its own resources to remedy them.