

**THE UNIVERSITY OF TEXAS AT AUSTIN
SCHOOL OF SOCIAL WORK**

Course Number:	SW 384P1	Instructor's name:	Diana DiNitto
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Semester:	Fall 1997	Office Phone:	(512) 471-9227
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Meeting Time/Place:	Thurs. 9-12 SSW 2.106	Office Hours:	Wed. 3:30 -5:00, Th. 12:00-12:30, 4:00-5:00, and by appointment

**SOCIAL PROBLEMS & SOCIAL WELFARE POLICY ANALYSIS
(Mental Health and Chemical Dependency Concentration)**

Course Description

This course focuses on the process and analysis of social policy development, including identification, selection, implementation, and evaluation. The course will include advanced content on process, problems, and programs specific to the concentration areas in the MSSW program. By the end of the semester, students should be able to apply their knowledge of the social policy process to selected policy issues related to their area of concentration.

Course Objectives

Upon completion of this course, students will be able to:

1. Critically evaluate the process of social welfare policy development at state and federal levels;
2. Utilize alternative frameworks for analyzing the development of social welfare policy;
3. Utilize frameworks for evaluating and analyzing the effects of social welfare policy;
4. Analyze contemporary issues in the development of social welfare policy;
5. Critically evaluate selected issues in areas such as health, mental health, substance abuse, disability, children and family, and/or income maintenance policy;
6. Apply the underlying causes of social problems to the design of social welfare policy with a special emphasis on the causes and consequences of poverty;
7. Assess how the structure of current social welfare policies affects men, women, and people of various ages, ethnic backgrounds, socioeconomic status, and physical and mental abilities;
8. Develop a plan for influencing social welfare policy as a part of each social worker's commitment to promote social and economic justice.

Teaching Methods

Several teaching methods will be used, including lectures, class discussions, assigned readings, guest speakers, a legislative analysis and writing project, observations of hearings for the treatment of mental illness, and brief student presentations.

Required Readings

Fellin, P. (1996). Mental health and mental illness: Policies, programs, and services. Itasca, IL: F. E. Peacock.

Gilbert, N., Specht, H., & Terrell, P. (1993). Dimensions of social welfare policy (3rd. ed.). Englewood Cliffs, NJ: Prentice Hall.

Course Requirements

CRITERIA FOR PERFORMANCE EVALUATION

Student achievement in meeting course objectives will be based on a legislative analysis or alternative policy project. Both involve a proposal, two written products, and a brief class presentation.

Legislative Analysis Project

The legislative analysis project will provide each student an opportunity to analyze an important contemporary policy issue pertaining to substance abuse, mental illness, or both, that is of particular interest to the student. The project is intended to develop analytical, research, writing, and presentation skills.

One way to approach this assignment is to select a substance abuse or mental health bill addressed in the 75th or other recent session of the Texas legislature or in a recent session of the U.S. Congress (it does not matter whether the bill passed). You might also wish to select a bill addressed by another state's legislature. There are also other ways to approach this assignment. For example, instead of a legislative policy, you may wish to select a judicial policy (court decision at any level) affecting people with mental or substance disorders or an administrative policy of the Texas Departments of Mental Health and Mental Retardation, Protective and Regulatory Services, Corrections, Public Safety, or other agency that affects people with these problems or their significant others. Suggested project topics will be discussed in class. You may wish to meet with the instructor to discuss topics and plans for completing this assignment. Topics may include a wide range of issues (e.g., the provision of mental health and substance services through public policies such as the Medicaid and Medicare programs; policies that govern the provision of these services through the corrections (justice) system; conditions under which a person may be held for psychiatric evaluation; conditions under which treatment may be provided involuntarily; attempts to criminalize drug use by pregnant women; laws requiring private insurance companies to provide mental health and substance abuse coverage, etc.). Students should identify legislators, organizations, groups, and committees that have worked on or are currently working on the policy issue of interest. Each student is encouraged to work with or observe groups, organizations, or committees currently working on the issue, if possible.

Students should investigate the history of the issue, become familiar with proposals to introduce new policies or modify existing policies, seek the opinions of those with various views on the issue, and determine which groups and individuals (such as state legislators, professional groups, citizen advocacy groups) are supportive of, opposed to, or neutral on the policy. It is important to understand the rationale or reasons, pro and con, of those who support and those who oppose the legislation or proposed legislation. You may work with class colleagues to gather information, and papers may be written by pairs of students, but not larger groups. Should you choose to write your paper with a partner, it is up to the two of you to agree on a fair division of labor and to negotiate any issues that might arise in the course of completing the assignment jointly.

It may help to approach this project as if you were a legislative aide working for a state legislator, or a policy analyst in a social welfare agency (governmental or private) or in a membership or advocacy organization concerned about social welfare policy (such as the National Association of Social Workers or a human services coalition). As another option, you may approach the project

as if you were a staff member of a legislative committee and you have been assigned to prepare a report to familiarize committee members with all aspects of the issue.

The project paper should cover the following topics:

- (1) **Brief introduction.** The introduction should state the importance of the policy issue for the development of social welfare policy in Texas, another state, or the United States as a whole. Include in your introduction a statement of what you plan to accomplish in your paper.
- (2) **Description of the problem/issue that necessitated the policy.** What is the nature of the problem? How widespread is the problem? How many people are affected by the problem? Who specifically is affected and how? What are the known or suspected causes of the problem? Include here a brief description of how the policy is intended to address the problem.
- (3) **Historical background of this policy.** What are the historical antecedents of the policy? How important has the problem/issue addressed by the policy been historically? How has the problem been handled previously? What is the legislative, judicial, administrative, and/or broader social, economic, political, etc., history of the policy in Texas or elsewhere? How has the policy changed over time? What recent events led to the creation of the proposed policy? When and how did the most recently proposed policy originate in Texas? What are the policies in other states, at the federal level, and in other countries regarding the problem?
- (4) **Description of the policy.** How is the policy intended to work? On what knowledge base or scientific grounding, if any, does the policy rest? What resources or opportunities is the policy expected to provide (e.g., economic opportunity, cash, in-kind services, redistribution of goods and services, empowerment, status, preventive services, education, others)? Who will be covered by the policy and how (i.e., selective entitlement, universal entitlement, means testing, other approach)? How will the policy be implemented? What are the intended short- and long-term goals and outcomes of the policy? Under what administrative auspices will the policy be developed and implemented? What funding will be needed? What provisions are made for overseeing, evaluating, and coordinating policy implementation? What criteria, if any, will be used in determining the effectiveness of the policy outcomes? How long is the policy expected to exist (i.e., is there a specific requirement for review and continuation)?
- (5) **Identification of individuals and groups concerned about the policy issue and their positions.** Each student is encouraged to interview concerned individuals (including elected officials, legislative assistants, members of citizens' or advocacy groups, human service providers, and others) and to attend, if possible, meetings of organizations, agencies, and committees where the issue is discussed. Such activities should be incorporated in the analysis section of the paper and cited correctly in the references.
- (6) **Policy analysis.** This is the heart of the paper. What value premises or ideological assumptions underlie the policy? Are the goals just and democratic? Do they contribute to a better quality of life for the target population, or do they adversely affect the quality of life for the target or other groups? Are the goals consistent with the values of professional social work (i.e., social and economic justice, self-determination, client rights, self-realization, empowerment, others)? Are the goals, purposes, and objectives of the policy attainable in the near future? NOTE: ORGANIZE THIS SECTION USING A MODEL OF POLICY ANALYSIS STUDIED IN CLASS. Be sure to provide a brief description of the model since policymakers cannot be assumed to be familiar with these models.

- (7) **Conclusions.** Based on your analysis, what conclusions do you reach about the proposed policy? For example, if you have selected a legislative policy, are the goals socially, economically, and especially, politically feasible (i.e., is there sufficient support to pass the proposed legislation or sustain the implementation of legislation that has been passed)? Or, if you have selected a recent judicial decision by a lower court, is it likely that a higher court would support or overturn it? Is public sentiment favorable toward the goals? Are the goals of the proposed policy economically feasible (i.e., is sufficient funding available for the successful implementation of the policy, and is it likely that funding will be continued as needed in the future)? Is the policy important enough to justify the expenditure of scarce resources? Are the goals administratively feasible (i.e., are there responsible administrative agencies capable of effectively implementing the policy to achieve its stated goals)? Are there alternative policies that might better achieve the goals?
- (8) **Recommendations.** What are your recommendations regarding the legislative policy or proposed policy, administrative policy, or court decision? Do you recommend it as it is currently stated? Would you suggest modifications? How would you improve it?
- (9) **References.** The number of references will vary depending on your topic, but it is anticipated that at least 15 or more scholarly references and three or more personal-interviews (all correctly cited) will be needed to complete an analytical paper of this type. Use APA referencing style.

NOTE: THE POLICY ANALYSIS SHOULD BE A BALANCED CRITICAL EVALUATION OF THE POLICY ISSUE OR PROPOSAL, PRESENTING ACCURATELY AND FAIRLY THE POSITIONS OF THE PROPONENTS AND OPPONENTS. NO MATTER HOW STRONGLY YOU FEEL ABOUT THE POLICY ISSUE, YOU SHOULD PRESENT AN ANALYSIS THAT IS AS OBJECTIVE AS POSSIBLE WITH RECOMMENDATIONS THAT ARE BASED ON EMPIRICAL EVIDENCE AND A WELL-CONSIDERED PHILOSOPHICAL AND THEORETICAL PERSPECTIVE. THE PAPER SHOULD BE WRITTEN AS A POLISHED, PROFESSIONAL PRODUCT, SUITABLE FOR USE BY OTHERS INTERESTED IN THE TOPIC.

Alternative Assignment

Those who have done a project very similar to the assignment above are encouraged to do an alternative assignment. Possibilities include working with a legislator's office on recently passed legislation on guardianship for individuals who are judged not mentally competent or on the advisability of developing a state plan for substance abuse and chemical dependency treatment services for children and adults and the content and process for developing such a plan. Other possibilities for class projects may also be discussed with the instructor. All projects should generally follow the format described above for the policy analysis project.

TIMETABLE FOR SUBMITTING PROJECT

The course project is comprised of a proposal, a two-part paper, and a brief presentation.

Proposal: A one- to two-page typewritten or word-processed proposal covering the proposed topic of your paper and your plans for analyzing and addressing the issue is due no later than September 11. Failure to submit a proposal will result in a 10-point penalty on the project.

Part 1: The project is due in two parts. Part 1 should cover points (1), (2), (3), (4), and (9 preliminarily) on the outline described above. It should be approximately 7 pages long, excluding bibliographic references and appendices. The final date for submitting Part 1 is October 9. You will be given a preliminary grade on Part 1. It may be revised based on instructor feedback and

developments in your research and resubmitted with Part 2. Part 1 will be returned to you with a comment and grade sheet.

Part 2: Part 2 should cover points (5), (6), (7), (8), and (9) of the project. It should be approximately 13 pages long. A draft for critique may be submitted no later than November 13. It will be returned to you by November 20. Attach Part 1 to Part 2 and submit the final project no later than December 4 (the last day of class).

Policy Briefings: Each student will also make a brief class presentation during the last few weeks of the semester. The exact format and length of these presentations will depend on the size of the class. The presentation should be made to the class as if it were a group of legislators, professionals, community residents, or other group that wants information on the topic or that you are trying to persuade one way or another about the subject. In order to conserve time, each student will develop a one-page handout or poster summarizing the highlights of the policy or proposed policy and the analysis. This should accompany the presentation. The presentation will be graded as part of the overall project. Failure to do the presentation will result in a 10-point penalty on the project.

A final grade for Parts 1 and 2 of the paper and the presentation will be assigned as the course grade.

Legislative analysis projects will be graded according to the following criteria:

1. **COMPLETENESS AND THOROUGHNESS.** How fully have the policy problem and related issues been addressed? Has the student sufficiently researched the issue using legislative and library resources, interviews, and other means to gain differing perspectives and thorough knowledge of the issue? Do the paper and presentation give the reader the clear impression that the major questions have been considered? Are all important issues addressed? Has the student presented issues in a way that can be understood by someone unfamiliar with the issue, as well as someone who is knowledgeable about the issue?
MAXIMUM POINTS = 25
2. **ORGANIZATION AND CLARITY.** Are the paper and presentation organized and presented in a logical manner? With regard to the paper, are there appropriate transitions between sentences, paragraphs, and sections? Have topical headings been used for sections? Are the sentence structure, syntax, and grammar correct? **HAS EACH PART BEEN CAREFULLY EDITED AND PROOFREAD** with attention to spelling, punctuation, and word choice? Is the presentation delivered in a way that gets the attention of the audience and clearly and concisely makes the points the speaker intended?
MAXIMUM POINTS = 25
3. **REFERENCING.** Are there a sufficient number of references in the paper? Have references been made appropriately and according to the style of the American Psychological Association (4th edition) manual? Are the references appropriately integrated with the text? **MAXIMUM POINTS = 25**
4. **ORIGINALITY AND CREATIVITY.** Has the student used her/his analytical skills in a way that indicates more than a restatement of what others have said about the issue? Has the student compared and contrasted the various views on the subject in ways that show that she/he understands the issue(s)? Has the student suggested relevant points not addressed by others? Are conclusions and recommendations well-developed and supported? **MAXIMUM POINTS = 25**

All grades will be determined as follows:

GRADING SCALE

90-100	A
80-89	B
70-79	C
60-69	D
59 and below	F

See below the course policy on absences that may affect your final grade.

Additional Learning Opportunity

Each student will have the opportunity to observe mental health probable cause and commitment hearings during the semester. Although there is no grade for this assignment, it is a valuable learning experience. The schedule of the hearings and procedures for attending will be discussed in class.

Class Policies

1. Assignments are expected to be submitted according to the schedule. If they are submitted late, a 5-point penalty per day will be subtracted from the final grade. The 5-point penalty applies to written assignments submitted after 9:00 a.m. on the due date and to weekends as well as weekdays. Exceptions will be made only in the event of an emergency or serious, long-term situation. Should this occur, notify the instructor as soon as reasonably possible.
2. The Publication Manual of the American Psychological Association, 4th ed., 1994, is the style manual to be used by all students. The manual is available in the Learning Resource Center (SSW 1.218).
3. Appropriate referencing is required on all written assignments. Use quotation marks for short, direct quotes, and indent longer, direct quotes. Failure to cite direct and indirect quotations appropriately may result in a grade of F for the course and a report to the Dean of the School of Social Work and the Dean of Graduate Studies. University policies governing scholastic dishonesty, as described in the General Information Bulletin and the brochure prepared by Students for Academic Integrity, apply in all aspects of this course. Scholastic dishonesty may result in a report to the MSSW Program Coordinator, the Dean of the School of Social Work, and the Dean of Graduate Studies.
4. The project proposal and papers are to be word-processed or typewritten and double-spaced.
5. Students are expected to attend all classes, to be prepared for class, and to participate in class. An attendance sheet will be provided so that you may monitor your own attendance. The sheet must be submitted along with your final project to obtain a grade for the course. Each absence in excess of one for the semester will result in a 5-point reduction in your final grade for the term. See the instructor in the event a serious situation results in more than one absence.

Course and Instructor Evaluation

You will have two opportunities to evaluate the course and instructor. At mid-term I will use my own format for this. This is an informal procedure. You are free to complete the evaluation or not. Forms should be completed anonymously. The purpose of the mid-term evaluation is to give the instructor feedback that may be useful in improving the course during the remainder of this term and subsequent terms. Your comments will be appreciated and seriously considered.

At the end of the course I will use the standard Course Instructor Survey (CIS) provided by the University of Texas at Austin. The CIS offers students a systematic method of evaluating courses and instructors. It also provides a comparative method for instructors to evaluate a number of aspects of their courses. The results are also used by the Dean and the School's Executive Committee as one aspect of faculty evaluation. I hope every student will complete the CIS.

Should you wish to discuss the course at other times during the semester, please stop by during office hours or make an appointment.

I look forward to a productive term.

Course Schedule

Date	Description	Text / Readings
Class 1 Aug. 28	Overview of course How rational are mental health and substance abuse policies?	Fellin, Chaps. 1 & 3
Class 2 Sept. 4	Surfing the net for policy information A history of mental health and substance abuse policies and services	Fellin, Chap. 4
Class 3 Sept. 11	The politics of defining mental illness and substance abuse and dependence Structure of mental health and substance abuse services LEGISLATIVE ANALYSIS PROJECT PROPOSALS DUE	Fellin, Chap. 2 Gilbert, Specht, & Terrell, Chap. 1
Class 4 Sept. 18	Structure of mental health and substance abuse services (con't.) A model for analyzing mental health and substance abuse services (who gets services?) LEGISLATIVE ANALYSIS PROJECT PROPOSALS RETURNED	Fellin, Chaps. 5 & 6 Gilbert, Specht, & Terrell, Chaps. 2 & 3
Class 5 Sept. 25	A model for analyzing mental health and substance abuse policy (con't.) (what do consumers get and how do they get it?)	Gilbert, Specht, & Terrell, Chaps. 4 & 5

Class 6 Oct. 2	Influencing mental health and substance abuse policy through organizing and lobbying Guest speaker	Longres, J. (1996). <u>Radical social work: Is there a future?</u> In P. R. Raffoul & C. A. McNeece (Eds.), <u>Future issues for social work practice</u> (pp. 229-239). Boston: Allyn and Bacon. Richan, W. C. (1996). <u>Lobbying for social change</u> (2nd ed.). New York: Haworth Press, Part III.
Class 7 Oct. 9	A model for analyzing mental health and substance abuse policy (con't.) (who pays and how?) LEGISLATIVE ANALYSIS PROJECT, PART 1 DUE	Gilbert, Specht, & Terrell, Chaps. 6 & 7
Class 8 Oct. 16	Controlling substance abuse through regulation and deregulation Participation in Drug Policy Forum (TBA)	Melville, K., & Hines, M. D. (1997). <u>Illegal drugs: What should we do now?</u> Dubuque, IA: Kendall Hunt. Office of National Drug Control Policy. (1997). <u>The national drug control strategy: 1997</u> . Washington, DC: Executive Office of the President.
Class 9 Oct. 23	The rights of people with mental and substance disorders What the courts (not the doctor) order: RAJ and other Texas cases Guest speaker	Fellin, Chap. 7
Class 10 Oct. 30	Running for office and serving in the legislature Guest speaker	Readings specific to students' projects

Class 11 Nov. 6	Inequalities in health care policy for mental health and substance abuse problems What is managed care doing to mental health and substance abuse services? Guest speaker	Paulson, R. I. (1996). <u>Swimming with sharks or walking in the Garden of Eden: Two visions of managed care and mental health practice</u> , In P. A. Raffoul & C. A. McNeece, <u>Future issues for social work practice</u> (pp. 85-96). Boston: Allyn and Bacon.
Class 12 Nov. 13	Achieving social justice for people with mental illness and substance abuse problems: The case of majority and minority groups Students' policy briefings LAST DAY TO SUBMIT DRAFT OF LEGISLATIVE ANALYSIS PROJECT, PART 2	Fellin, Chaps. 8, 9, & 10
Class 13 Nov. 20	Students' policy briefings DRAFTS OF PART 1 RETURNED	Readings specific to students' projects
Nov. 28	Thanksgiving holiday	Eat well and relax!
Class 14 Dec. 4	Students' policy briefings The future of policies and services in the mental health and substance abuse fields FINAL LEGISLATIVE ANALYSIS PROJECT DUE	Fellin, Chap. 11 Raffoul, P. A., & McNeece, C. A. (1996). <u>Future issues for social work practice</u> . Boston: Allyn and Bacon, Chaps. 23-25 & 27.

Bibliography

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- DiNitto, D. (1995). Social welfare: Politics and public policy, 4th ed. Needham Heights, MA: Allyn and Bacon.
- Dunn, W. N. (1981). Public policy analysis: An introduction. Englewood Cliffs, NJ: Prentice-Hall.
- Goffman, E. (1961). Asylums: Essays on the social situation of mental patients and other inmates. Garden City, NJ: Doubleday.
- Gilbert, N., Specht, H., & Terrell, P. (1993). Dimensions of social welfare policy (3rd ed.). Boston: Allyn and Bacon.

- Haynes, K., & Mickelson, J. (1996). Affecting change: Social workers in the political arena, 3rd ed. New York: Longman.
- Husak, D. N. (1992). Drugs and rights. New York: Cambridge University Press.
- Inciardi, J. A. (1986). The war on drugs: Heroin, cocaine, crime, and public policy. Palo Alto, CA: Mayfield Publishing.
- Inciardi, J. A., & McElrath, K. (1995). The American drug scene: An anthology. Los Angeles: Roxbury Publishing (especially Part X).
- Isaac, R. J., & Armat, V. C. (1990). Madness in the streets: How psychiatry and the law abandoned the mentally ill. New York: The Free Press.
- Jansson, B. (1994). Social policy: From theory to policy practice (2nd ed.). Pacific Grove, CA: Brooks/Cole Publishing Co.
- Karger, H., & Stoesz, D. (1994). American social welfare policy: A pluralist approach (2nd ed.) New York: Longman.
- Kirk, S. A., & Einbinder, S. D. (Eds.). (1994). Controversial issues in mental health. Boston: Allyn and Bacon.
- Kirk, S. A., & Kutchins, H. (1992). The selling of DSM: The rhetoric of science in psychiatry. New York: Aldine de Gruyter.
- La Fond, J. Q., & Durham, M. L. (1992). Back to the asylum: The future of mental health law and policy in the United States. New York: Oxford University Press.
- Langton, P. A. (1996). The social world of drugs. St. Paul: West Publishing.
- Leiby, J. (1978). A history of social welfare and social work in the United States. New York, NY: Columbia University Press.
- Marshall, T. H. (1965). Social policy. London: Hutchinson University Library.
- McNeece, C. A., & DiNitto, D. M. (1994). Chemical dependency: A systems approach. Boston: Allyn and Bacon.
- Mechanic, D. (1989). Mental health and social policy (3rd ed.). Englewood Cliffs, NJ: Prentice Hall.
- Meenaghan, T. M., & Kilty, K. M. (1993). Policy analysis and research technology: Political and ethical considerations. Chicago: Lyceum Books.
- Melville, K., & Hines, M. D. (1997). Illegal drugs: What should we do now? Dubuque, IA: Kendall Hunt.
- Mieczkowski, T. (Ed.). (1992). Drugs, crime, and social policy. Boston: Allyn and Bacon.
- National Association of Social Workers. (1995). Encyclopedia of social work (19th ed.). Washington, DC: NASW Press.

See especially articles on: Social welfare policy; social welfare history; advocacy; policy analysis; policy practice; poverty; aging — public policy and trends; African Americans overview; child abuse and neglect; child welfare overview; deinstitutionalization; domestic violence; employment and unemployment measurement; ethics and values; families — demographic shifts; federal social legislation from 1961 to 1994; gay men overview; Hispanics overview; homeless families; homelessness; housing; income security overview; lesbians overview; long-term care; mental health overview; organizations — context for social services delivery; public social services; public social welfare expenditures; social justice in social agencies; Social Security; social workers in politics; Supplemental Security Income; unemployment compensation and workers' compensation; welfare employment programs — evaluation; women and health care; women in social policy; **and other topics specifically related to your policy issue.**

- National Institute on Alcohol Abuse and Alcoholism. (1996). Ninth special report to the U.S. Congress on alcohol and health. Rockville, MD: NIAAA.
- Office of National Drug Control Policy. (1997). The national drug control strategy: 1997. Washington, DC: Executive Office of the President.
- Patton, C. V., & Sawicki, D. S. (1993). Basic methods of policy analysis and planning, 2nd ed. Englewood Cliffs, NJ: Prentice Hall.
- Raffoul, P. A., & McNeece, C. A. (1996). Future issues for social work practice. Boston: Allyn & Bacon.
- Richan, W. C. (1996). Lobbying for social change (2nd ed.). New York: Haworth Press.
- Rochefort, D. A. (1993). From poorhouses to homelessness: Policy analysis and mental health care. Westport, CT: Auburn House.
- Stoner, M. R. (1995). The civil rights of homeless people: Law, social policy, and social work practice. New York: Aldine de Gruyter
- Szasz, T. S. (1974). The myth of mental illness: Foundations of theory of personal conduct, rev. ed. New York: Harper & Row.
- Tice, C. J., & Perkins, K. (1996). Mental health issues & aging: Building on the strengths of older persons. Pacific Grove, CA: Brooks/Cole.
- Watkins, T. R., & Callicutt, J. W. (1997). Mental health policy and practice today. Thousand Oaks, CA: Sage.
- Wildavsky, A. (1984). The politics of the budgetary process (4th ed.). Boston, MA: Little, Brown and Company.