

A special supplement of

# Catalyst CHICAGO

INDEPENDENT REPORTING ON URBAN SCHOOLS

# School autonomy all over the map

Driven by a belief in school choice, Chicago has created a layered cake of autonomy and accountability that has educators feeling their way and anxious about what's next. Results are unclear.

Schools CEO Arne Duncan has presided over a surge of new school models and academic programs. Families eyeing public schools for their children today can choose among 47 charters, 21 small high schools, 12 vocational high schools, eight math and science academies, four military academies and dozens of selective, magnet and new Renaissance schools. Among the hundreds of elementary and high schools offering specialty curricula are 26 that offer prestigious International Baccalaureate credentials.

At the same time, Duncan's team has crafted varying levels of school autonomy and oversight based on student performance and local managerial deftness. Exceptional schools are rewarded with more freedom. Those struggling at the bottom wind up on probation—with extra supports, yet under threat of possible closure.

However, Duncan's initiatives in school choice, autonomy and accountability do not always work in tandem. Some choice schools have no autonomy; some autonomous schools are not available as choices. Schools facing accountability sanctions work under particularly tight restraints.

Duncan has pegged the district's future on this curious blend. Yet in New York City—where all schools will have the opportunity to be autonomous—choice, autonomy and accountability are woven into a more seamless approach to improving school performance citywide. Many eyes are trained East.

In our backyard, it's difficult to know what's going on, and so far, the available data don't shed much light. The 2006 test scores, for one, are clouded by changes in format. In the following pages, *Catalyst Chicago* provides a starting point for assessing and reporting progress on the many fronts.

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JOHN BOOZ

Schools CEO Arne Duncan

## STATE OF REFORM REPORT

*Much of the data in this report was provided by the Consortium on Chicago School Research, which has surveyed and studied public schools and educators in the city since 1990.*

Analysis and reporting by Catalyst Data and Research Editor John Myers. Interns Sarah Levy and Marisol Mastrangelo contributed.

# Autonomy

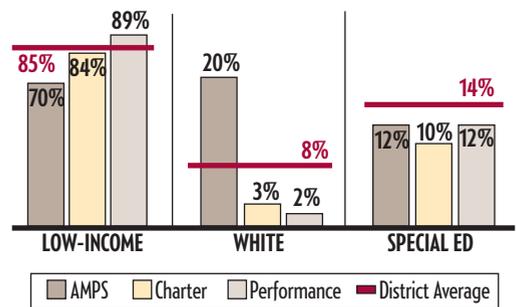
## What difference does it make?

Chicago has taken a layered approach to school autonomy. With the exception of charters and Renaissance schools, only a select group of top-performing schools, known as AMPS schools, have been granted freedom from red tape and extra leeway with spending. Schools at the bottom of the performance scale, however, have been reigned in financially and must seek approval for every financial and pedagogical decision they wish to make.

Little data exist to help judge the effectiveness of this strategy. About half of Renaissance schools have taken state tests only once; the rest have never taken them. AMPS schools started out at the top of the performance scale, and with only a year under their belts, are just beginning to leverage newfound freedoms.

Still, the district can point to charters as evidence that autonomy can make a difference. Yet demographic data shows district schools with autonomy generally enroll students who are better off.

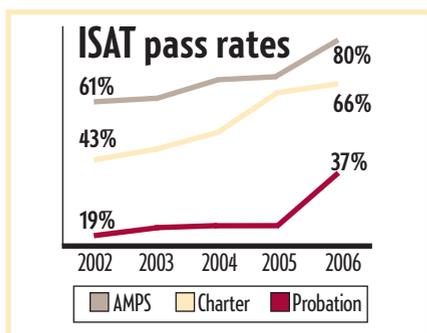
## Who attends autonomous schools



Source: Chicago Public Schools, Consortium on Chicago School Research

## A change in state tests, a big jump in city's scores

After significant changes to the test, composite scores on the Illinois Standards Achievement Test skyrocketed. The rate of improvement was even higher—nearly 15 points—in the 10 elementary schools that have been on probation throughout Duncan's tenure. Those schools, however, saw little improvement from 2002 to 2005 despite a number of intervention strategies.



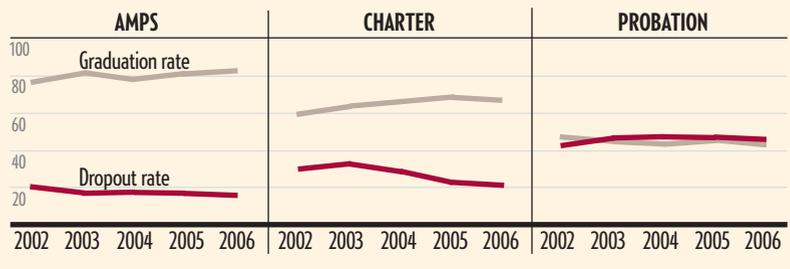
Note: Does not include special ed and alternative schools.  
Source: CPS Scorecards, Illinois State Report Cards

### MORE PERFORMANCE DATA

To see test scores for top-performing charters, scores from the National Assessment of Educational Progress, test score gains for schools on probation and other data, go to [www.catalyst-chicago.org](http://www.catalyst-chicago.org).

## Charters do better at cutting dropouts

Graduation and dropout rates have barely budged at the 18 high schools on probation under CEO Arne Duncan's watch, despite extra instructional support. At nine high schools tapped for AMPS, graduation rates have continued to rise while dropout rates fall. A similar story has played out at six charter high schools that graduated students last year.



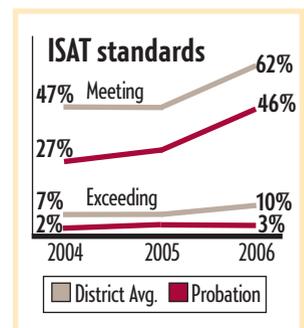
Note: Due to technical problems associated with the new student information system, 2005 data was reused for 2006 marks at Jones and Foreman.

Source: Catalyst analysis of Consortium on Chicago School Research data

## Few high scorers

CPS put the clamps on discretionary spending in probation schools three years ago, when it asked area instructional officers to direct those dollars toward reading coaches and other instructional efforts. (The district picked up the tab for one literacy teacher in every probation school.) Test scores rose slightly the first year, then jumped dramatically in year two, as did nearly every other public school. Yet the fortunes of a revamped test had no effect on the percentage of probation school students who exceeded standards.

Source: CPS Scorecards



# Charters, comparison schools gaining ground

## CHARTERS AT A GLANCE

- 28 elementary schools, 18 high schools, 1 K-12 school
- Enrollment: 19,420
- 84% low income
- 2006 ISAT\*: 66%
- 2005 PSAE\*: 27%
- 2005 ACT: 17
- Graduation rate: 66%
- Dropout rate: 21%
- 3% white; 66% black; 28% Hispanic; 1% Asian

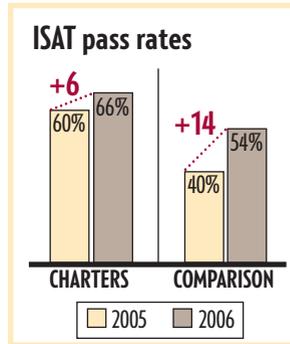
Note: Composite scores used for ISAT and PSAE.

Source: 2007 CPS Racial Ethnic Survey; CPS Scorecards

Popular with parents, charter schools have multiplied under Renaissance 2010. State law caps Chicago charters at 30, but the district's 27 licensed operators are currently running 47 schools. President Bush is asking Congress to allow districts to usurp state limits on charters in cases where they can replace chronically failing schools that are slated for "restructuring."

Chicago charters enroll a higher share of African-American students compared to the district average, and while they are public schools, they do have an advantage in that students must apply to be admitted. That means charters tend to attract more motivated students, which has an impact on student performance.

Even so, charters are outperforming neighborhood schools where their students would likely have landed if the charter didn't exist. Graduation rates were especially high and dropout rates especially low, according to a *Catalyst Chicago* analysis of 2006 performance data. Gains on the ISAT, however, were smaller in charters than they were in the comparison schools.



Note: *Catalyst Chicago* used 2006 ISAT scores and high school performance data from the Consortium on Chicago School Research to update the district's 2005 charter performance report. Each charter was compared to a weighted average score of the neighborhood schools that students most likely would have attended if charters did not exist.

Source: CPS Scorecards, Illinois School Report Cards, Consortium on Chicago School Research

## CHARTERS V. COMPARISON SCHOOLS

### Top-performing charters on ISAT

	ISAT	Comp.	Difference
KIPP Ascend	74%	42%	+32
Shabazz	78%	48%	+30
LEARN	77%	47%	+30

### Out-performed by regular schools

	ISAT	Comp.	Difference
ASPIRA-Haugan	60%	69%	-9
CICS-Wrightwood	46%	54%	-8
Galapagos	43%	44%	-1

## GRADUATION RATES HIGHER

All charter high schools graduated seniors in 2006 at a higher rate than their comparison schools. Chicago International-Longwood boosted its rate by 24 points since 2004. During the same time period, Young Women's graduation rate fell 10 points.

	Grad.	Comp.	Difference
CICS-Longwood	83%	46%	+37
Perspectives	78%	48%	+30
Noble Street	74%	51%	+23
Young Women's	67%	44%	+23

# Most autonomous schools go for flexible budget

## AMPS AT A GLANCE

- 80 elementary schools, 10 high schools
- Enrollment: 68,943
- Selective/magnets: 16 elementary, 8 high schools
- 70% low income
- 2006 ISAT\*: 80% (meet/exceed)
- 2005 PSAE\*: 71% (meet/exceed)
- 2005 ACT: 22
- Graduation rate: 82%
- Dropout rate: 15%
- 20% white; 22% black; 47% Hispanic; 7% Asian

Note: Composite scores used for ISAT and PSAE.

Source: 2007 CPS Racial Ethnic Survey; CPS Scorecards

Two years ago, CPS beckoned 84 high-performing schools to fly solo as AMPS schools, an acronym for Autonomous Management and Performance Schools. One of them, Brooks College Prep, lost the privilege after one year. Seven additional schools were invited into the fold in 2006.

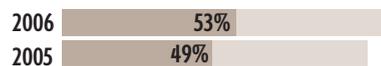
At first, AMPS schools could pick and choose among 10 "autonomies," though many were freedoms that schools already had access to. A year later, the district scaled back to three: to opt out of area management oversight; to take more control over their budgets; to get extra money to run their own new teacher induction program.

More than half of all AMPS schools have opted out of area oversight. Bell, Edgebrook and Rogers, all elementary schools, rejoined in fall 2006 after a year off. Nine other schools did just the opposite, dropping area oversight for the first time this year.

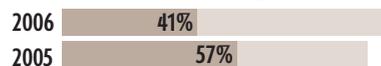
### Extra budget autonomy:



### Opt out of area structure:



### Own teacher induction program:



## TOP PERFORMERS NOT AUTOMATICALLY IN AMPS

In 2006, there were 74 schools where 80 percent of students passed the ISAT, yet only 39 of those schools were rewarded with additional freedom under the AMPS program, raising questions about what eligibility criteria the district is using. This year, CPS plans to roll out a point-based system that will curb over-reliance on supervisors' recommendation.

Three neighborhood elementary schools posted exceptionally high marks, but were not tapped for AMPS.

School	2006 ISAT (% meet/exceed)
Oriole Park	94%
Sauganash	92%
Farnsworth	88%

Source: CPS Office of Autonomous Management and Performance Schools; CPS final ISAT scores

# New corporate model

## Having dollars follow kids

Charter schools and five new schools created under the Renaissance 2010 initiative are funded on the basis of the students they serve. The approach is called per-pupil, zero-based or lump-sum budgeting. Each school gets a set amount per student plus supplemental dollars based on each student's special needs.

Traditional budgeting distributes funds based on staffing formulas that can lock schools into spending decisions. CPS has yet to finalize the per-pupil formula for the coming fiscal year, but hopes to extend this flexible funding to some AMPS schools by this fall.

FUNDING PER PUPIL	FY06	FY07
Base funding	\$5,075 elementary	\$5,200 elementary
	\$6,075 high school	\$6,250 high school
Poverty (state)	\$716	\$716
Bilingual	\$589	\$589
Small schools	\$300	\$300

Note: Charters are also charged for facilities and some administrative costs. Special ed programs, also available to charters, are based on traditional staffing formulas.

Source: Chicago Public Schools

## Snags in student-based budgeting

Last year, Pershing West, UPLIFT and Tarkington were the first non-charters to try per-pupil budgeting. The district added two more this year: Austin Business and Entrepreneurship High School and Sherman Elementary.

Enrollment projections are used to generate budgets for each school, with adjustments made in September based on real enrollment. Schools get extra cash when September enrollment exceeds projections, they're held harmless when enrollment dips below projections.

Principal Lionel Allen says Sherman's enrollment continued to climb after September—students who would have brought the school more than \$150,000 if enrolled sooner. Still, Allen appreciates the extra spending control offered through per-pupil budgeting.

FY07 PER-PUPIL BUDGET				
	Enrollment	Poverty	Bilingual	Budget*
Austin Business	217	90%	NA	\$1.6 million
Pershing West	253	73%	NA	\$1.5 million
Sherman	617	97%	NA	\$3.6 million
Tarkington	1,095	92%	23%	\$6.6 million
Uplift	433	97%	5%	\$2.9 million

\* Estimates based on enrollment figures from the 2007 Racial/Ethnic Survey, low-income figures from December 2006 and bilingual figures from spring 2006. A hybrid "base" rate was used for UPLIFT, which enrolls both elementary and high school students.

## Clark Street for hire

Intertwined with the district's per-pupil funding push is a parallel effort to price out services offered by central office departments. The idea is to give schools the option to redirect their cash elsewhere if the district does not offer what they need. Edmonton, Ontario successfully pioneered the model, turning schools into consumers of its district-level services.

The move has put Clark Street departments on notice: Offer superior services or lose out. Right now, only two services are priced and sold this way, and they're not available to all schools. Eventually, the district wants to hammer out pricing for most of its central services to serve schools that are being converted to per-pupil or lump-sum funding.

Source: CPS, Edmonton Public Schools

### EDMONTON'S PRICE LIST

- Consulting Services: \$119/hour
- Professional development: \$1,250/day; \$750/half-day
- Social workers: \$98/hour
- Reading Recovery: \$3,150/teacher\*
- Security, custodial: \$80/visit
- Internet connection: \$90/month
- Computer support: Free
- Basic financial services: Free
- Budget planning, review: Free

### CHICAGO'S PRICE LIST

- Teacher induction: \$800/1st-year teacher\*\*
- Financial management, coaching: \$4,000-\$8,000/year

\*Includes 20 coaching sessions, five visits and materials

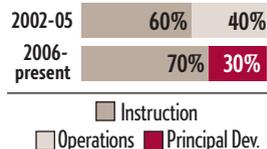
\*\*Only AMPS schools are eligible

## Middle managers focus on classroom

When the district created an extra layer of oversight, the new instructional watchdogs—called AIOs—were distracted from their primary mission and spent 40 percent of their time stamping out facilities and budgeting fires in schools. To get AIOs back on track, CPS set up three business service centers to relieve them of non-instructional work.

The centers provide basic services for free, but schools must tap discretionary funds to buy a part-time internal accounts supervisor and additional staff training for \$8,000.

### How AIOs spend their time:



### BUSINESS SERVICE CENTERS

North Side	Central	South Side
1900 N. Austin Blvd. Schools: 200	1900 N. Austin Blvd. Schools: 208	6533 S. Stewart Ave. Schools: 237
Budget: \$1.6 million Full-time employees: 21	Budget: \$2.2 million Full-time employees: 28	Budget: \$1.6 million Full-time employees: 21

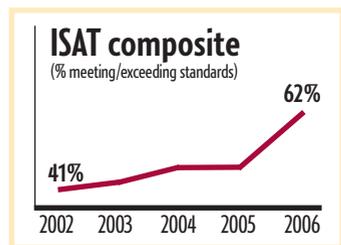
Source: Chicago Public Schools website

# Performance

## ARE TOUTED GAINS REAL?

### Elementary ISAT scores skyrocket

The percentage of Chicago students meeting or exceeding standards on the Illinois Standards Achievement Test (ISAT) jumped nearly 15 percentage points in 2006—"historic gains," according to the district. But improved achievement only partially explains the surprising increase.

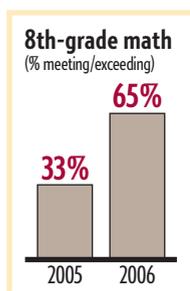


### WHY SCORES ARE HIGHER

- **LOWER "CUT" SCORE:** The percentage of correct answers needed to meet standards in 8th-grade math was lowered.
- **MORE TIME:** Teachers could give students 10 more minutes per 45-minute testing session.
- **ENHANCED FORMAT:** Tests featured colored charts and an easier-to-read answer sheet.
- **DIFFERENT QUESTIONS:** Some questions that had required long written responses were replaced with questions that required brief responses.

### Real gains in reading; math a question

About half of Chicago's 3rd- and 5th-graders met state reading standards in 2006, while a full 72 percent of 8th-graders cleared the bar. Before this year, math scores showed an opposite pattern: the district's younger students outperformed its 8th-graders. Educators finally persuaded the state that the cut score for 8th-grade math was too high, and it was lowered from the 67th percentile to the 38th percentile. That sent 8th-grade math and composite scores soaring.



### Nearly all elementary schools post gains

Just under 90 percent of schools made gains on the state's math, reading and science tests. Four schools cracked the 30-point increase mark, but six schools—generally higher-performers—lost ground.

	2005	2006	Difference
Williams	63%	46%	-17
Dunne	62%	54%	-8
Chicago Math & Science Academy	74%	70%	-4
Carver Primary	69%	65%	-4
Beethoven	56%	53%	-3
L.E.A.R.N. Charter	79%	77%	-2

Source: CPS final 2006 ISAT scores; Illinois State Report Cards

## Chicago trails other districts

Though Chicago's widely publicized gains on state tests have been impressive, results from the nation's report card have unmasked shortcomings in reading, math and—most recently—science.

In science, Chicago ranked seventh among the 10 school districts that participate in the Trial Urban District Assessment of the National Assessment of Educational Progress (NAEP). And black students in Chicago scored significantly lower than black students in other large urban districts.

The most recent reading and math comparisons, reported in 2005, also put Chicago in the lower ranks. For example, Chicago's low-income 4th-graders ranked eighth in reading, and its middle-income 4th-graders tied for last.

The percentage of "at-risk" students ranged widely among the participating urban districts, which complicates comparisons. One would expect districtwide scores for Chicago, where 86 percent of students come from low-income homes, to be lower than those in Charlotte, where 47 percent of students are low income. However, just comparing scores of low-income students rather than all students, Chicago still fares poorly.

### BLACK STUDENTS IN CPS STRUGGLE MOST

Chicago placed seventh in the performance of its low-income students and last in the performance of its black students on the 8th-grade science test.

#### 8TH-GRADE NAEP SCIENCE

(2005 national percentile rankings by income)

	Low-income	White	Black	Hispanic
NATION	30	61	24	28
LARGE CENTRAL CITY	23	59	21	24
Boston	27	58	24	25
Austin	26	75	24	29
New York	26	48	20	23
Houston	24	69	22	27
Cleveland	24	37	20	30
Charlotte	23	68	24	28
San Diego	23	62	26	22
Chicago	21	53	17	25
Los Angeles	19	55	19	19
Atlanta	16	NA*	18	NA*

\*Sample sizes too small for reliable estimates.

Source: National Center for Education Statistics, NAEP 2005 Trial Urban District Science Assessment

Performance data continued on page 8. More online.  
Go to [www.catalyst-chicago.org](http://www.catalyst-chicago.org)

# New schools

## Halfway to goal with few results

The mayor's sweeping plan to replace low-performing schools by creating 100 new ones is nearing the halfway point and, come September, it will be surpassed. So far, 46 new schools have opened, 12 more are in the pipeline to open this fall and another seven have been approved for 2008.

Yet only 3 percent of the district's 413,694 students attend Renaissance schools, raising concerns about access and the plan's ability to truly transform the entire district. Teachers union leaders criticize the plan as a school privatization scheme.

Half of the new schools are charters (23 of 46), which have more autonomy than the two other types of Renaissance schools. Contract schools—a hybrid between charters and traditional district schools—are free to hire non-union teachers, but must meet annual performance targets set by the district. Performance schools—regular district schools with a twist—must hire union teachers but have more control over budgets and schedules and can opt out of area oversight. All three types use per-pupil budgeting and sign five-year performance agreements.

\*Some schools, which do not yet enroll test-taking students, were omitted.

\*\*Does not include on-track rates for Williams School of Medicine.

Note: CPS considers 10 schools that opened before Renaissance 2010 was announced to be part of the initiative. One of them, KIPP Chicago Youth Village Academy, closed last year.

Source: Chicago Public Schools; Consortium on Chicago School Research

### Renaissance 2010 breakdown

	CHARTER	PERFORMANCE	CONTRACT
2005	<b>9 elementary schools</b> 1% white 67% black 28% Hispanic Enrollment: 2,659 ISAT: 55%*  <b>1 high school</b> 100% black Enrollment: 185	<b>3 elementary schools</b> 2% white 45% black 51% Hispanic Enrollment: 1,484 ISAT: 68%*  <b>9 high schools</b> 2% white 55% black 39% Hispanic Enrollment: 2,063 On track: 76%**	<b>None</b>
2006	<b>7 elementary schools</b> 4% white 53% black 42% Hispanic Enrollment: 1,744  <b>6 high schools</b> 1% white 76% black 21% Hispanic Enrollment: 1,053	<b>1 elementary school</b> 98% black 1% Hispanic Enrollment: 617	<b>1 high school</b> 99% black Enrollment: 217
2007	<b>2 elementary schools</b>  <b>3 high schools</b>	<b>2 elementary schools</b>  <b>4 high schools</b>	<b>1 alternative high school</b>

## Stiff competition for selective schools

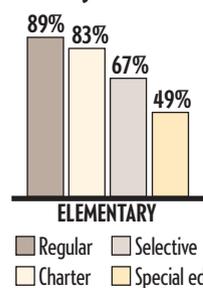
ELEMENTARY	HIGH SCHOOLS
424 Regular	36 Regular
48 Magnet/selective	13 Magnet/selective
18 Charter	12 Vocational
9 Special education	8 Math and science
	4 Military
	21 Small schools
	9 Charter
	20 Special education

Families face a bevy of options when picking a school. Perennially popular are magnets and college preps, which require applicants to take an entrance exam and/or enter a lottery. Last year, more than 78,000 students applied for 9,400 available seats in magnet and selective enrollment schools, which tend to enroll more white and middle-class students. This year, military academies received some 7,800 applications for 750 seats available in the fall.

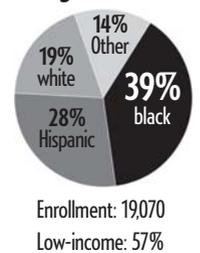
### ENROLLMENT DOWN

Chicago Public Schools enrollment has dropped close to 6 percent during the Duncan years, despite a bump of 16,000 Hispanic and multiracial students. The decline impacted mostly predominantly black schools, with several of those schools closing in the wake of public housing demolition. District demographers also cite an overall decline in citywide population and lower birth rates.

### Poverty rates



### Magnet/selective high schools

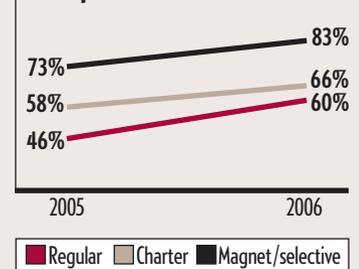


Source: CPS Racial/Ethnic Surveys, Consortium on Chicago School Research

### TRADITIONAL SCHOOLS CLOSE GAP

Neighborhood elementary schools gained some ground on charters and selective schools in the latest round of state testing.

### ISAT pass rates



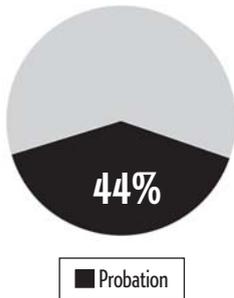
### MORE ON THE WEB

Find ISAT scores by instructional area, a list of schools subject to restructuring under No Child Left Behind and other data at [www.catalyst-chicago.org](http://www.catalyst-chicago.org).

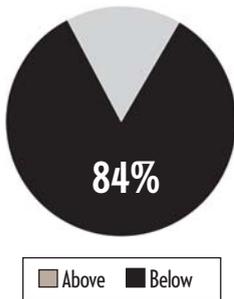
## Who's enrolling in Renaissance schools?

Almost all schools created under the Renaissance 2010 initiative opened in the last two years. Since then, **fewer than 2 percent** of displaced elementary students enrolled in a Renaissance school the following year. Most of them now attend schools with sub-par test scores, and almost half ended up in schools on probation.

### DISPLACED STUDENTS WHO WENT TO SCHOOLS ON PROBATION



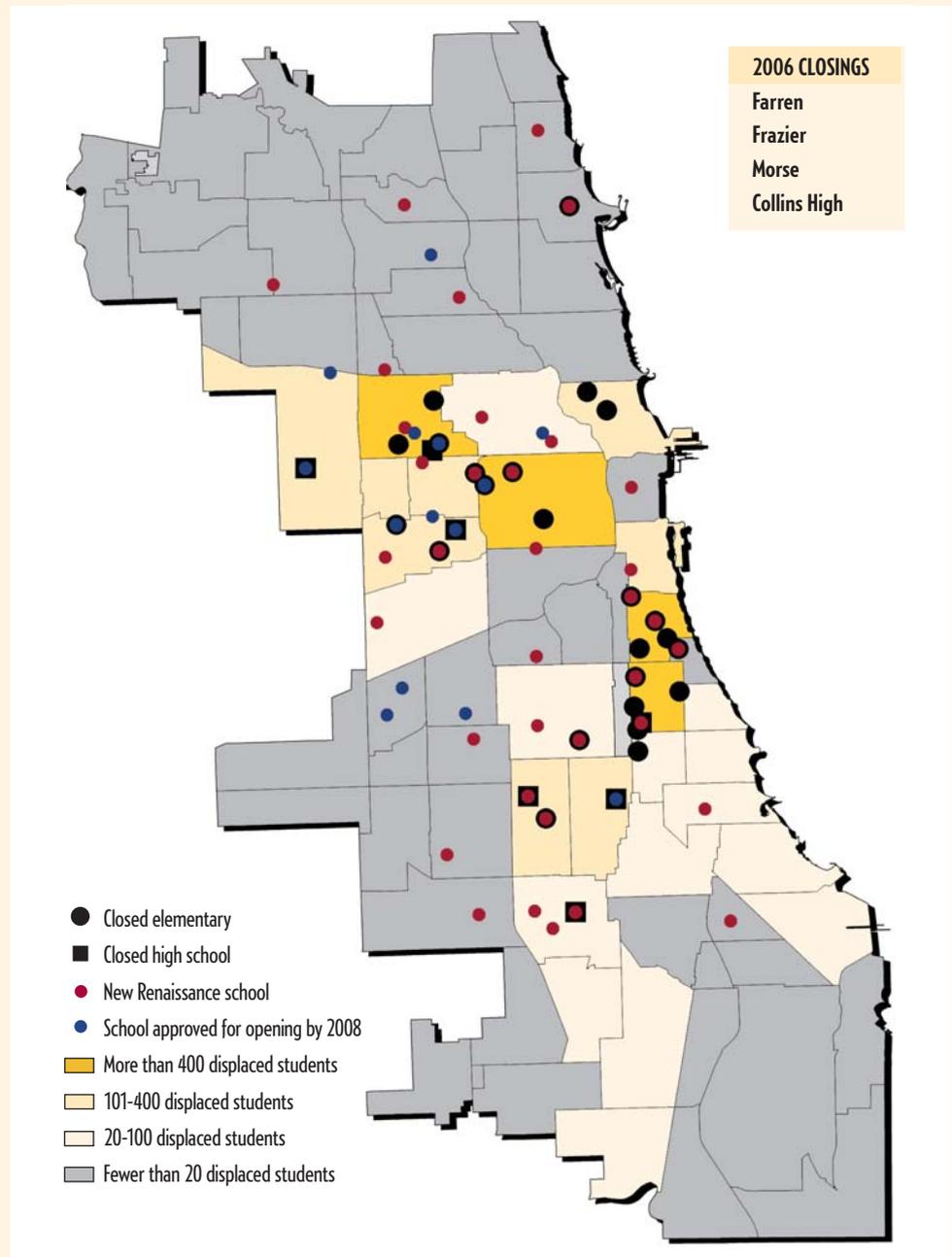
### DISPLACED STUDENTS WHO WENT TO SCHOOLS WITH BELOW DISTRICT AVERAGE ISAT SCORES



Source: Chicago Public Schools, Consortium on Chicago School Research and Catalyst analysis

## Few displaced students get into new schools

Five years ago, CPS closed the first batch of schools for low performance. Since then, more than half of all 5,525 elementary students displaced by closings transferred to schools in the same community. Public housing demolition forced some families to scatter; others managed to enroll their children in better-off schools. Only a tiny fraction of displaced children went to new Renaissance 2010 schools, which were intended to supply this very population of children with better educational options.



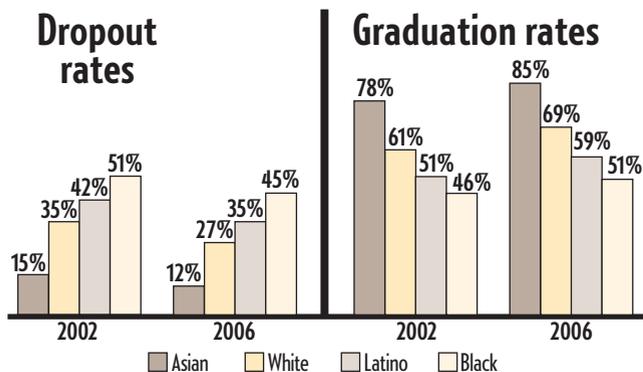
## Graduation rate stagnates

One of the most important measures of high school success is the graduation rate, which until this year's plateau of 56 percent was inching up under Arne Duncan's leadership. The district had more success driving down the dropout rate in 2006, thanks to an increase in students who are sticking it out for a fifth year of school.

A good predictor of future graduation rates is the percentage of freshmen who have earned enough credits to put them "on track" to graduate in four years. Under Duncan, the on-track rate climbed to a high of 62 percent in 2003, only to slip to 59 percent last year. The dip is in part due to rising expectations, as freshmen now take heavier course loads.

### ALL GROUPS RISE BUT ACHIEVEMENT GAP WIDENS

Though graduation and dropout rates have improved for every ethnic group, the gap between black and white students has only grown under Arne Duncan's watch, from 15.4 points in 2002 to 18.5 in 2006.



Note: 2005 graduation and dropout rates were applied to 2006 marks at Jones, Lindblom, Clark and Foreman, all of which experienced technical difficulties as pilots for the district's new student information system.

Source: Consortium on Chicago School Research

## High school tests in limbo

State law requires districts to release results from the Prairie State Achievement Exam by October 31. But as *Catalyst* goes to press, the state does not yet have them, due to a series of highly publicized missteps by the state and its testing provider, Harcourt Assessment.

### FOUR-YEAR GAINS OUTPACE STATE, NATION

One component of the PSAE has materialized: scores on the ACT college entrance exam. The district's 2006 composite score has climbed nearly a full point to 17.4 from its 2002 mark of 16.5, outpacing both national (0.3) and statewide (0.4) gains. Still, Chicago's students trail national and state averages, and score far below the college readiness benchmarks set by ACT: 22 in math; 24 in science; 21 in reading; and 18 in English. The scoring scale for the ACT goes up to 36.

Founded in 1990, **Catalyst Chicago** is an independent publication that documents, analyzes and supports school improvement efforts in Chicago's public schools. It is published by the Community Renewal Society.

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