

100
YEARS



Regionalization and Shared Services Feasibility Study

Kittatinny Regional, Fredon, Hampton, and Stillwater School Districts
Steering Committee Meeting - September 10, 2026

Rowan School Regionalization Institute

Rowan University, 201 Mullica Hill Road, Glassboro, NJ 08028



Scope of Work and Deliverables

June 2025 – Developed an outline of the proposed study with steering committee of key stakeholders from each participating district

Summer-Fall 2025 – Gathered data relevant to the study from public sources, district records, and stakeholder meetings as needed.

Winter 2026 – Conducted analyses of governance/law, education/program, demography/facilities, and finance/operations

April 2026 – Made recommendations based on the analyses, forwarded draft report to steering committee

May 2026 – Review draft with the steering committee, produce a final report

September 2026 – Present report to public



Study Scenarios

1. All Purpose Regional Grades pK-12: Enlarge Kittatinny into an all purpose, grades pK-12 regional.
2. Limited Purpose Regional Grades 6-12: Enlarge Kittatinny into a grades 6-12 regional (***note: likely requires DOE approval***)
3. Status Quo: Maintain the current districts and further align educational programs and support services while reducing or controlling costs through the addition and/or expansion of shared services.



Important to Remember

1. We studied the scenarios identified on the previous slide. Any other outcome would alter the potential benefits and challenges identified in the report.
2. The enrollment, state aid, and tax levy data represent a snapshot in time.
3. Projections are just that – estimates based on longitudinal data and trends. They will not match the future exactly and should not be expected to do so.
4. Your board attorney should be engaged to interpret any legal issues raised in this document.
5. Implementation of any recommendation in this study would need to be made by decision of the relevant board(s) of education or vote of the relevant community(s).



What's in the Report

**225
pages**

**187 data
tables &
charts**

**60 key
findings
& recos**



Education and Program - Curriculum and Instruction

- The region is to be complimented for the sustained joint curricular work done over many years.
- Variability remains in some supplemental resources, program implementation, and instructional delivery models.
- The data indicates notable variation in daily instructional time. Over a full school year, this results in a cumulative difference of approximately 108 instructional hours, or the equivalent of about 18 additional full school days.
- A regional curriculum office serving grades pK-12 could provide even more cohesive direction, consistent support, and streamlined coordination of curriculum and instructional practices across all grade levels.



Education and Program - Performance Measures

	ELA Proficiency	Math Proficiency	ELA Growth	Math Growth	4-Year Grad Rate	5-Year Grad Rate	English Progress	Chronic Absenteeism
Kittatinny	Y	Y	N	N	N	Y	Y	Y
Fredon	Y	Y	E	E	-	Y	Y	Y
Hampton	Y	Y	Y	Y	-	Y	Y	Y
Stillwater	Y	Y	Y	E	-	Y	Y	Y
Sandyston Walpack	Y	Y	Y	E	-	N	Y	Y

The five districts met the federal ELA and Math proficiency standards in all 10 measures, which is a strong indicator of academic success.

Looking at disaggregated results, 42 of the 52 group proficiency standards were met or exceeded, which speaks well of the successful work on the part of these schools and their staff members to reduce achievement gaps.



Education and Program - Performance Measures

- Disparities remain among the elementary district assessment scores at various grade levels.
- Expanding to a full grades pK–12 regional, or moving 6th grade into a unified middle school program, can boost academic performance by creating a more cohesive curriculum in the elementary and middle grades.
- Ultimately, the elementary districts feed into Kittatinny Regional HS where its students scored consistently above the college readiness benchmarks on the SAT, increased their enrollment and performance in advanced coursework and had higher graduation rates, than the state average over the four year time period. Notably, the school is doing quite well in preparing its students with disabilities to earn their diplomas.



Education and Program - Preschool Education

- Preschool students served = 119; realistic preschool universe = 205 students; 58% service ratio.
- It is worth noting that Stillwater is doing an excellent job in providing classroom instruction to 96% of its preschool population.
- To get to 90% in the other districts, Fredon would need at least 2 additional classrooms, Hampton would need 3, and Sandyston-Walpack would need 2.
- Given a future need for elementary classrooms due to projected enrollment increases, an option to consider for preschool expansion could be leasing space to create a joint preschool center in another facility, or moving the 6th grade students to Kittatinny.



Education and Program - Special Education

	Kittatinny	Fredon	Hampton	Stillwater	Sandyston Walpack
# of Classified Students	127	32	69	74	25
% of Total Enrollment	16.8%	17.1%	21.2%	25.7%	18.9%
% in Regular Education > 80% of Day	70.9%	81.5%	49.2%	76.7%	72.0%
% in Regular Education 40-80% of Day	22.1%	14.8%	42.6%	23.3%	16.0%
% in Regular Education < 40% of Day	5.5%	0.0%	4.9%	0.0%	8.0%
% in Separate Programs	1.6%	3.7%	3.3%	0.0%	4.0%

- Each district in the region educates at least 96% of its special needs students within its own schools, notably with Stillwater educating all of its students in-district.
- There is nothing apparent that could lead to large-scale cost savings.
- One option to improve coordination of elementary to secondary IEP and program transition would be to consider a single regional director. Presently, Kittatinny and Fredon share a director, and the principals at Hampton and Stillwater oversee special services.



Education and Program - School Staffing

	Kittatinny HS	State HS Avg	Fredon ES	Hampton ES	Stillwater ES	State ES Avg
School Staff	75.9		20.2	32.0	23.6	
Student Enrollment	683		192	298	257	
Student to Staff Ratio	9.0	10.4	9.5	9.3	10.9	11.4

- This study assumes all current schools will stay open and fully staffed.
- The small enrollments in the region's schools makes finding staffing efficiencies challenging.
- Stillwater maintains the highest efficiencies in the region being only half a point off the state scale.



Education and Program - District Staffing

	Kittatinny	Fredon	Hampton	Stillwater
District Staff Total	25.1	9.7	10.4	11.6
Student Enrollment	683	211	322	309
Student to Staff Ratio	27.2	21.8	31.0	26.6

- As expected, Fredon with the smallest enrollment has the least efficient student to staff ratio at the district level. Again, scale matters; it is difficult for smaller districts such as these to get economies of scale.
- That said, Hampton has the highest ratio and benefits from sharing Kittatinny's superintendent and perhaps some services from its district staff.
- Consolidation of district staffs can provide some benefit in improving efficiency over smaller offices.



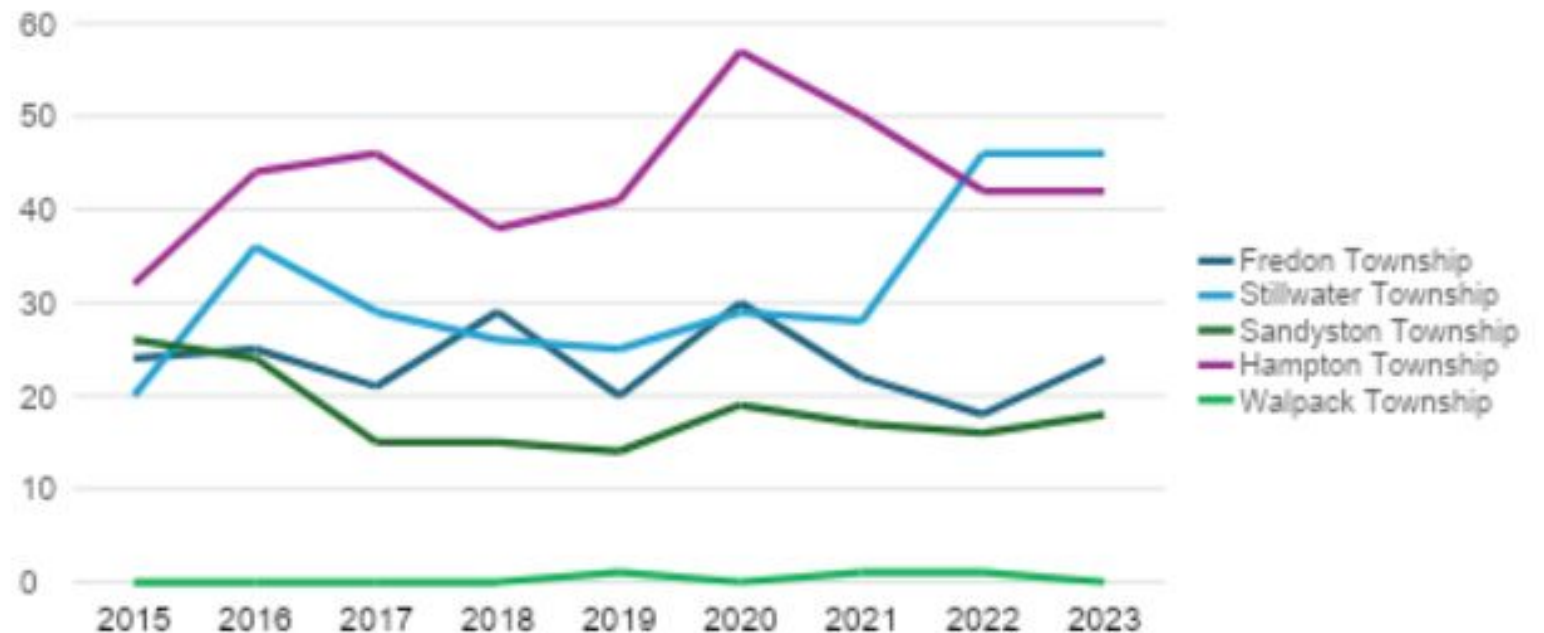
Education and Program - Projected Staffing Needs

- With school-level staff remaining relatively constant, the opportunities for efficiency will be more available by combining some positions on district office staffs.
- The table below outlines what a regional district office structure might look like based on a projected 2025-26 enrollment of 1,658 students compared to staffing in the districts separately today. The result is a personnel level that is more streamlined, and potentially more efficient, than is possible in the status quo district configuration.

	Current	Proposed
Superintendents/CSAs	2.5	1.0
Assistant Superintendents	0.0	0.0
Directors/Supervisors/Coordinators	5.8	5.0
Child Study Team Staff	7.1	6.0
Business Administrators	3.8	1.0
Assistant Business Administrators	0.0	1.0
Clerical Staff	14.2	10.0
Technicians	2.0	2.0
Custodial/Maintenance Staff	21.9	20.0
Total Staff	57.3	46.0

Demography and Facilities - Births

- Births in the region have been averaging 119 per year and trending -1.0 births each year over the last 6 years.
- Stillwater, at 0.48%, had the largest increase in births relative to population in the region from 2018 to 2023, while births in Hampton and Sandyston had similar moderate increases (0.09 to 0.16%) relative to population, and Fredon had a -0.16% decrease relative to population.





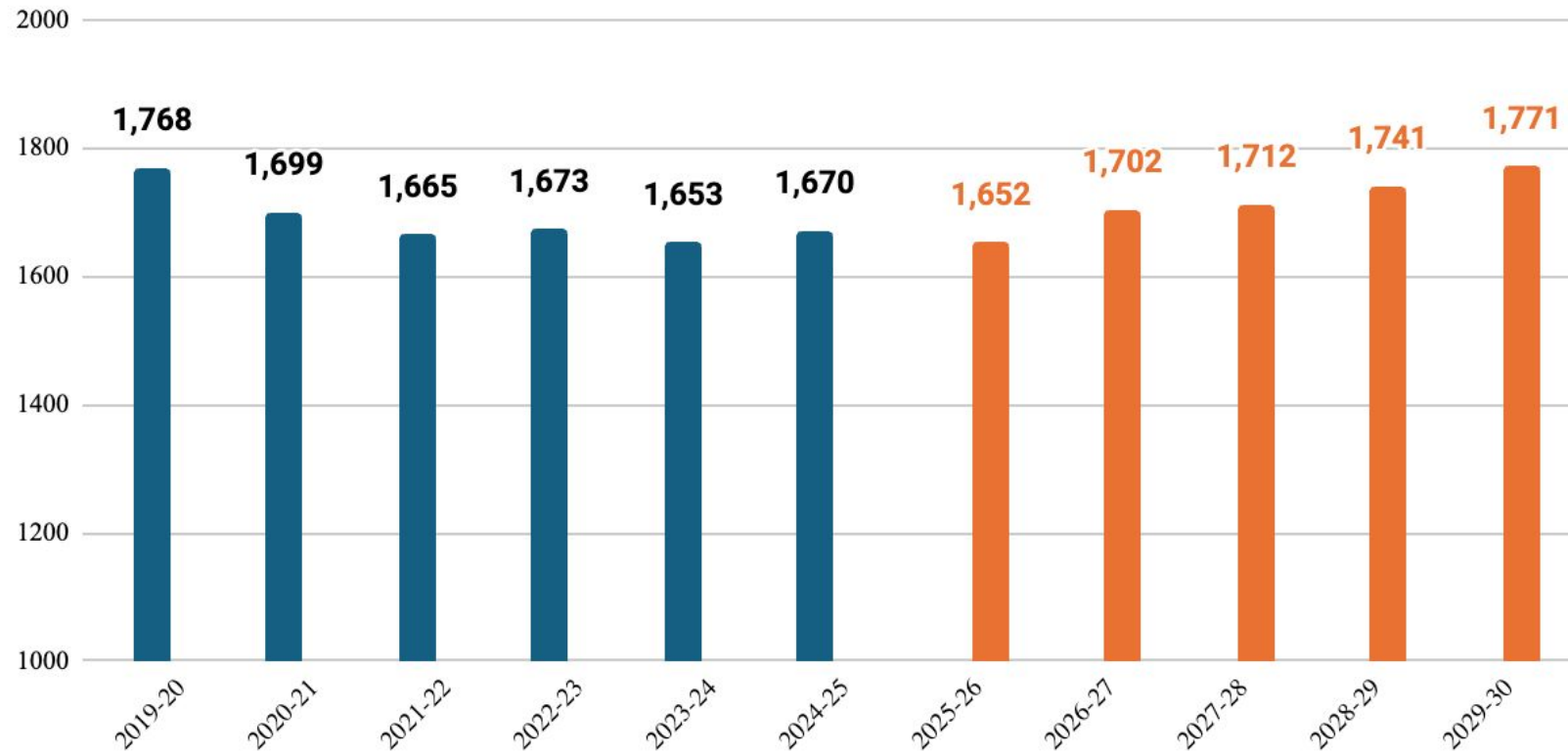
Demography and Facilities - Housing

	Building Permits Issued 2019-24	CO's Issued 2019-24	Affordable Housing Present Need	Affordable Housing Prospective Need
Fredon Twp	2	2	0	70
Hampton Twp	21	5	0	81
Sandyston Twp	1	0	4	38
Stillwater Twp	8	3	11	53
Walpack Twp	0	0	0	0
TOTAL	32	10	15	242

- Research indicates there are no planned major housing developments above the recent averages in any of the five municipalities that might impact school enrollment significantly at this time.
- Each municipality has its own plans for meeting affordable housing mandates; if and when the mandates will be met is unknown at this time.



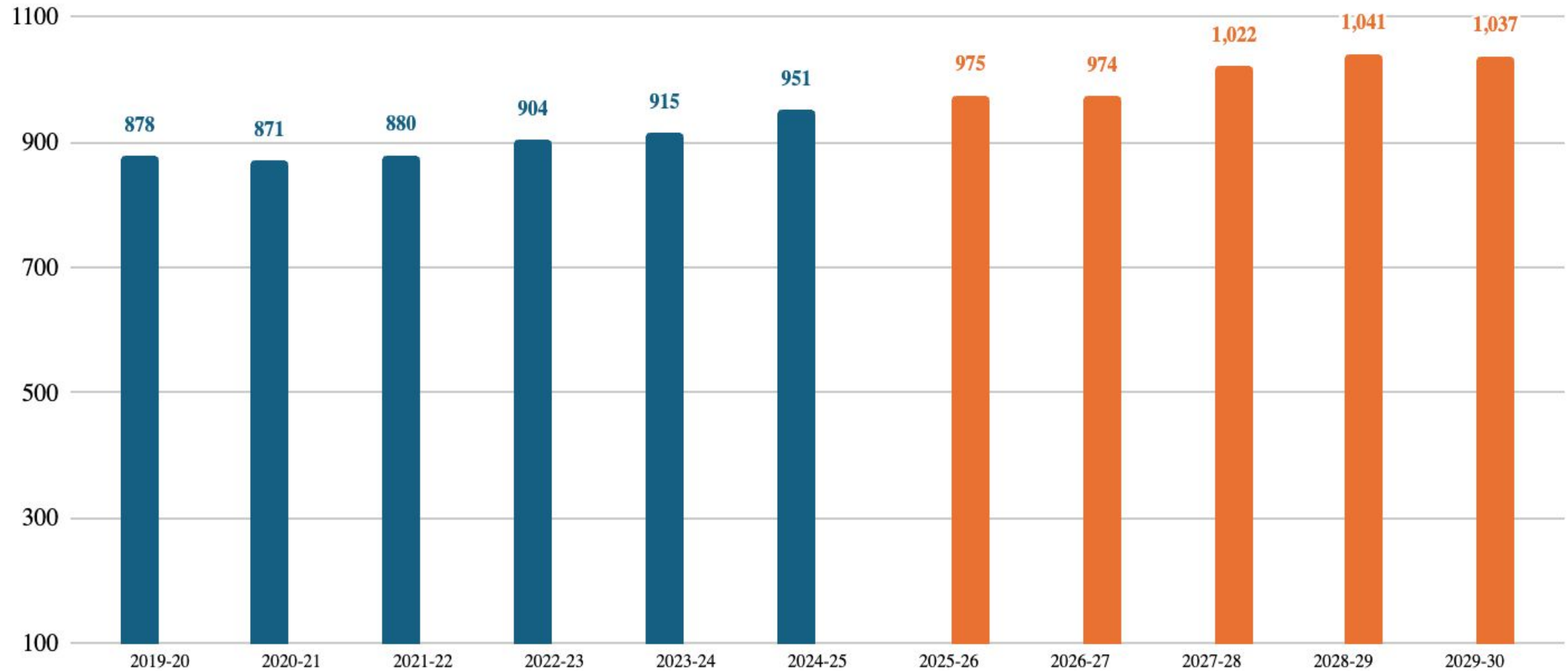
Demography and Facilities - Enrollment History & Trend



- In the projection period, enrollments are projected to increase by 101 students over the end of the actual period, an aggregate increase of 6.0% or about 1.2% per year and a material average change of approximately 7.2 students per grade over 14 grade levels.

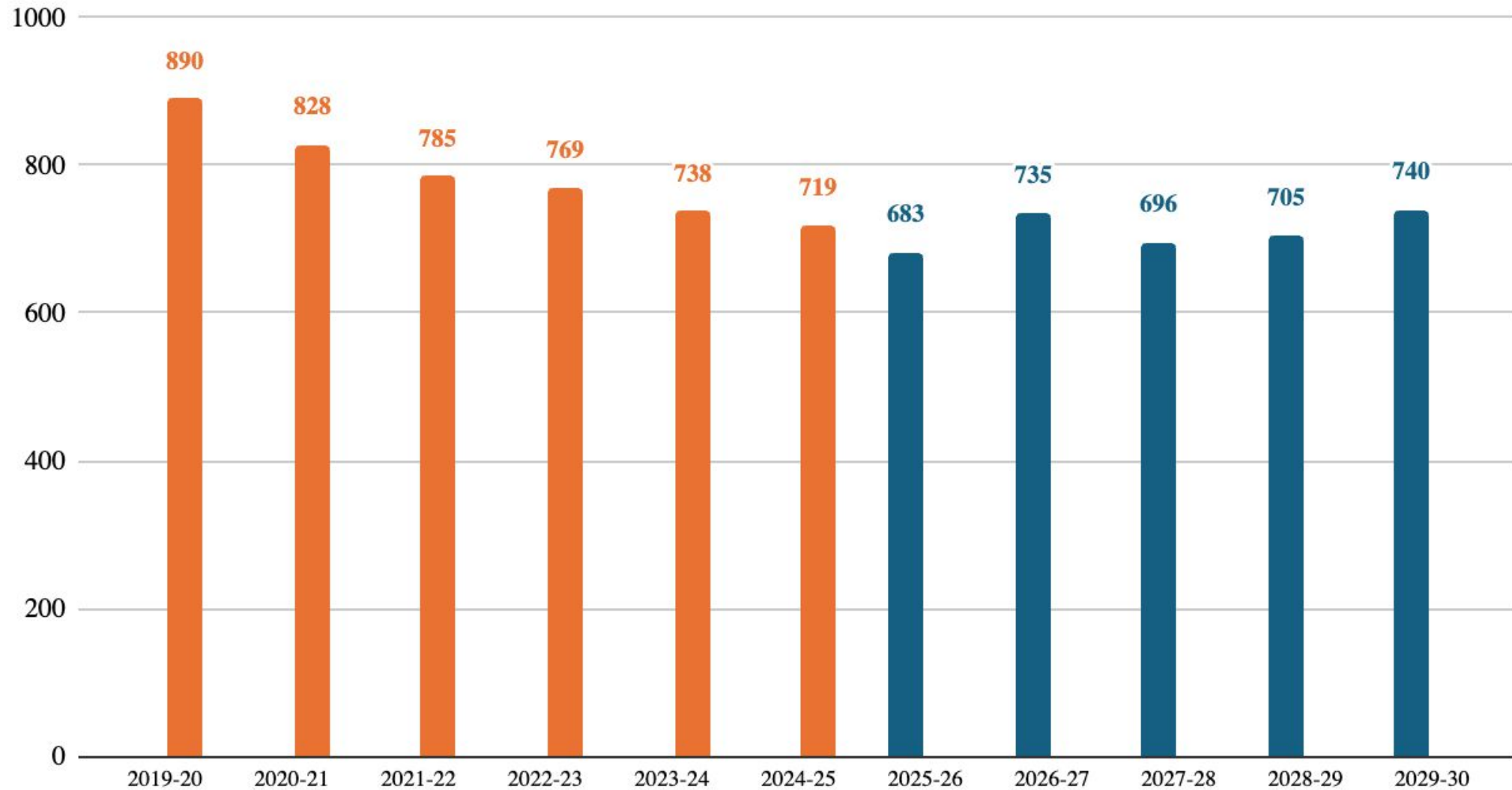


Demography and Facilities - Elementary Enrollment Projections





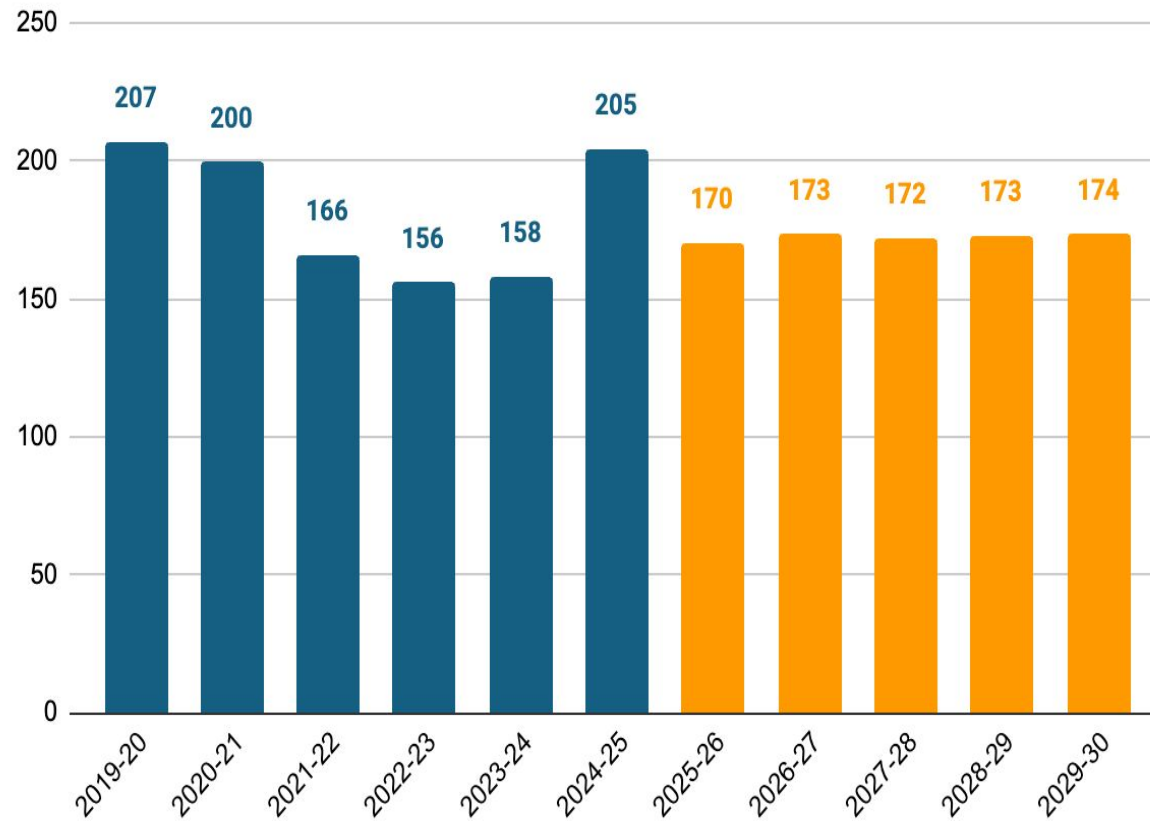
Demography and Facilities - High School Enrollment Projections



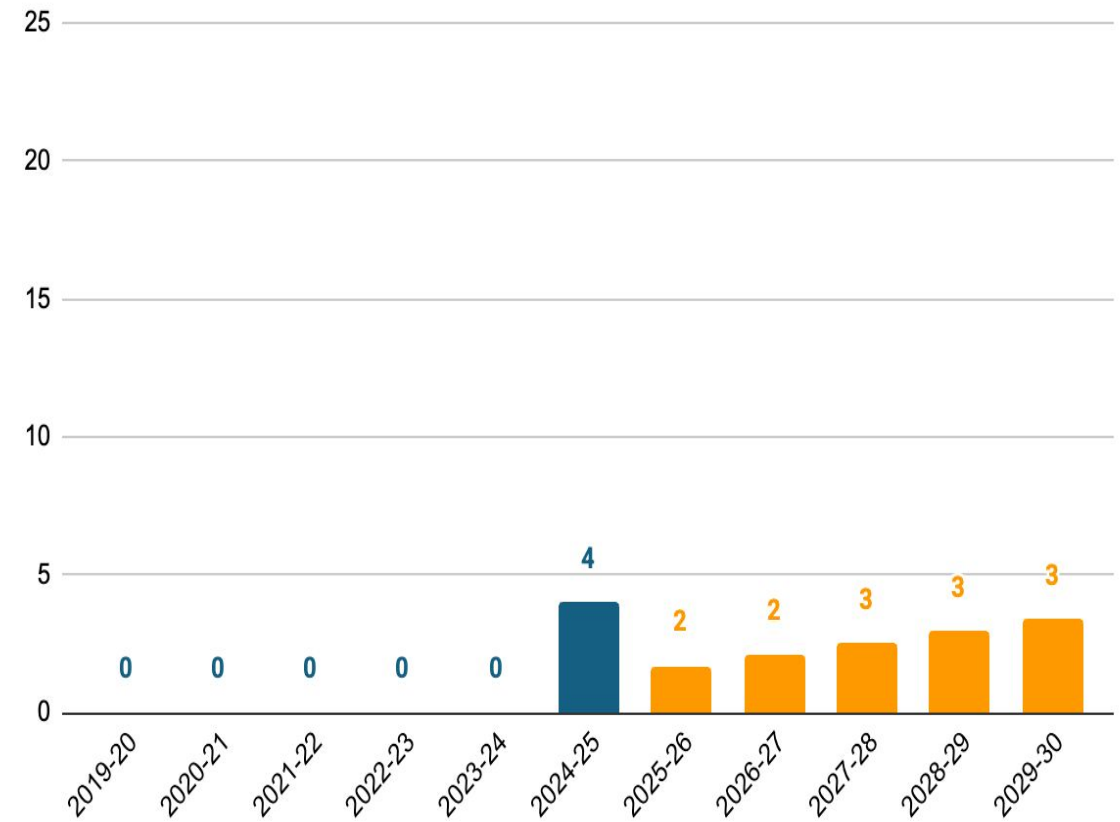


Demography and Facilities - Disaggregated Enrollment Projections

Low Income



Multilingual





Demography and Facilities - Facility Utilization

- Flat projected enrollments indicate the potential for 8 available classrooms at Kittatinny by 2029-30, allowing for consideration of moving the region's 6th grade students to the district.
- High schools like Kittatinny offer a broad spectrum of courses to address student interests, and many of those classes are scheduled with fewer students than the state guidelines would suggest. Changing that dynamic is an important curricular consideration that would need to be decided in order to provide the number of classrooms needed for a combined 6th grade. A more targeted classroom use study would need to be done to determine exactly how rooms are being utilized currently.
- Fredon and Hampton show decreasing student projections moving from a need of 2 rooms to a need of just 1 each. However, both districts are still projected to need this additional classroom space. Stillwater is projected to increase by 78 students causing the school to use up all of its 3 currently available spaces. Moving 6th grade students to Kittatinny could help alleviate the space needs for elementary students in all three districts.



Finance and Operations - Collective Bargaining Agreements

- Each individual district's staff members retain rights to the terms and conditions of their existing CBA until a successor agreement is reached.
- As can be expected, the CBAs contain some differences from district-to-district, including expiration dates, recognition clauses, length of school day and year, and salary guides.
- The review of the main agreements provides useful information to aid the negotiations process should the districts decide to form an all purpose regional district, or can be used simply as points for comparison and synthesis in future negotiations.



Finance and Operations - Operating Expenses

- Kittatinny's budgetary cost per student is \$24,767, which exceeds the state median of \$21,091 by more than 17%. The grades K-6 districts are grouped into one category of 58 peer districts. The state median for the budgetary cost per student is \$20,303, and all of the districts in this region are well above that median.
- It is important to note that Kittatinny is the 7th smallest of its 46 peer districts. Sandyston-Walpack (7th smallest) and Fredon (16th smallest) have among the lowest enrollments of their 58 peer districts, while Stillwater (29th) and Hampton (30th) are more towards the middle of the group.
- Taken together, the dynamics around higher per pupil costs would be difficult to change without the higher enrollment that an enlarged regional would provide.



Finance and Operations - Borrowing Margin and Debt Allocation

	Avg Equalized Valuation Taxable Property	Debt Limit	Net Bonded School Debt	Legal Debt Margin
Kittatinny	2,407,448,412	84,260,694	0	84,260,694
Fredon	547,128,497	13,678,212	2,605,000	11,073,212
Hampton	893,011,649	22,325,291	0	22,325,291
Stillwater	624,713,812	15,617,845	0	15,617,845
Sandyston-Walpack	341,466,696	8,536,667	0	8,536,667
pK-12 Regional	2,407,448,412	96,297,936	2,605,000	93,692,936

Each community would share the responsibility of paying both principal and interest on all existing debt, regardless of which former district originally incurred it.

Flexibility introduced by P.L.2021, c.402 provides a transitional method of apportionment for up to ten years.



Finance and Operations - Transportation

- The proposed regionalization would result in little to no change as far as what schools the students attend, so there would likely be no change to any of the current transportation programs unless the district chooses to seek a higher level of efficiency or revised routes.
- An evaluation of student ride times and distances traveled showed that each case is within what is reasonable for an area of this size.
- A random survey of other districts in the state shows the average per package costs to be between \$85,000 and \$95,000, so the costs in this region can be considered reasonable and efficient.
- It may be advantageous for the districts to consider leasing or purchasing additional school vehicles and employing district drivers and aides for some student transportation. This strategy has the potential to reduce costs while offering increased flexibility to address evolving transportation requirements.



Finance and Operations - Transportation

- Adding students going into Grade 6 to the existing routes for grades 7-12 would have resulted in 113 additional students to be transported. The analysis suggests available space for an additional 125 students, though there are several critical factors that require consideration.
- A possible solution would be to have the Kittatinny transportation supervisor input the anticipated 6th grade students into the routing system and design new bus routes to ensure balanced loads and minimal increases in seat time. Once updated, all routes should undergo a rebidding process.
- Should rebidding occur, it is advisable to conduct a bell schedule study within each elementary district. It is recommended that districts collaborate to establish a bell schedule facilitating a double-tier route arrangement. Modifying elementary school bell times by 10 to 15 minutes could yield significant cost savings in transportation without major disruption.



Finance and Operations - Shared Services

- All of the districts in the Kittatinny region participate significantly in shared services. It is obvious that the districts have worked hard to establish money saving and efficiency enhancing shared services. In fact, they are a model of shared services and cooperation among districts both in the regional group and outside of it.
- While current operations are being managed productively and result in good audits, the districts might benefit from a well-staffed regional business office model.
- Other suggestions for possible areas for expansion or exploration include counseling, facilities, food service, special education, special subject area teachers, and transportation.

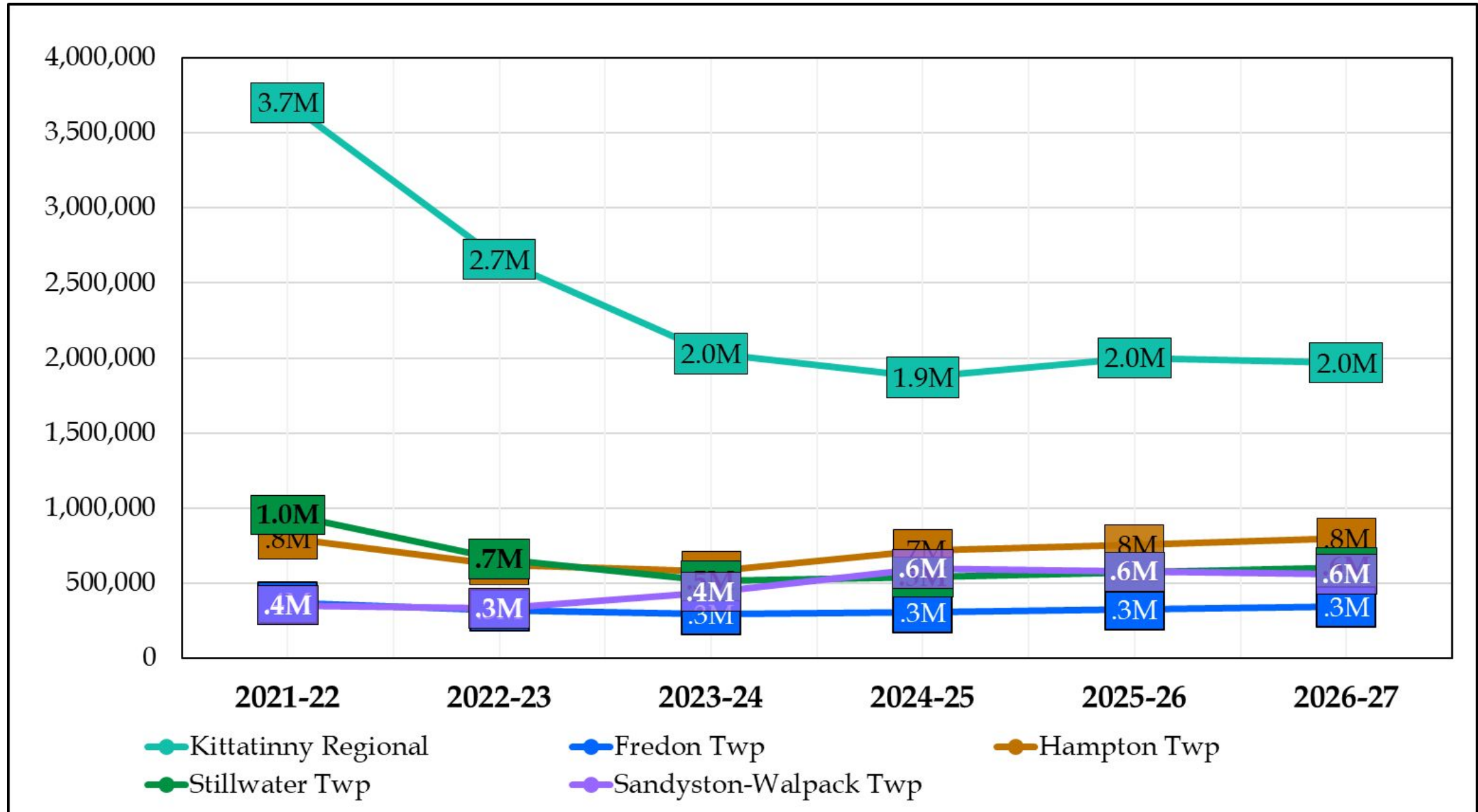


Finance and Operations - State Aid

- This study projects state aid from 2027 through 2032 using a model that simulates the current school funding formula.
- It applies legislative budget language from FY 2026 and FY 2027 that:
 - Caps aid increases at 6% and decreases at 3% based on the previous year;
 - Uses multi-year averages for equalized valuations and aggregate district incomes, and average daily enrollments aligned with demographic projections; and
 - Uses actual counts of special education students by district instead of a statewide classification rate.
- We cannot predict what the State will do in future years. The changes noted above are not amendments to the funding formula; they are temporary methodology changes enacted through the annual appropriations process.
- This analysis assumes that the policy changes would be continued into the future but we do address uncapped aid in the event the original funding formula is implemented.

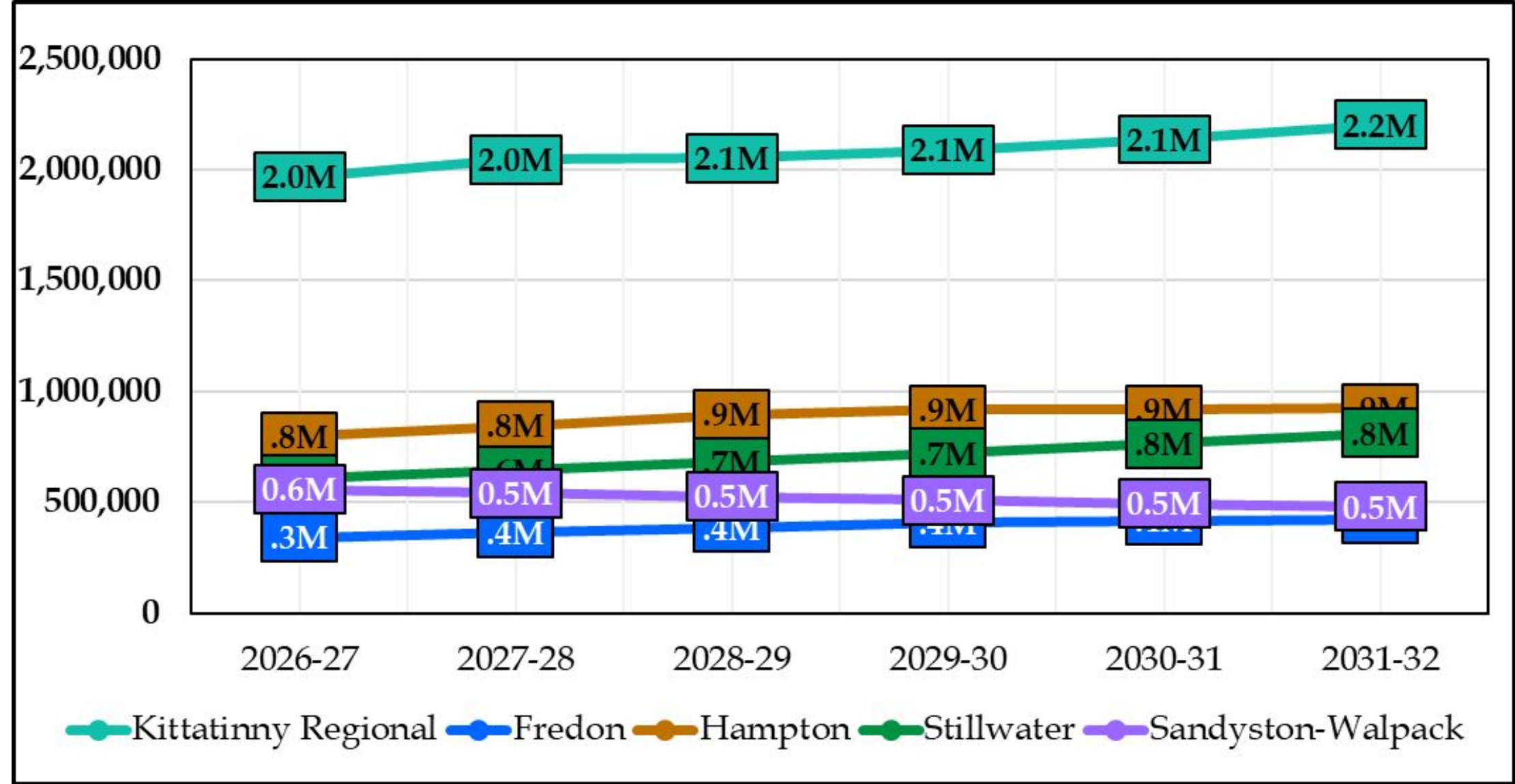


Finance and Operations - Historical State Aid



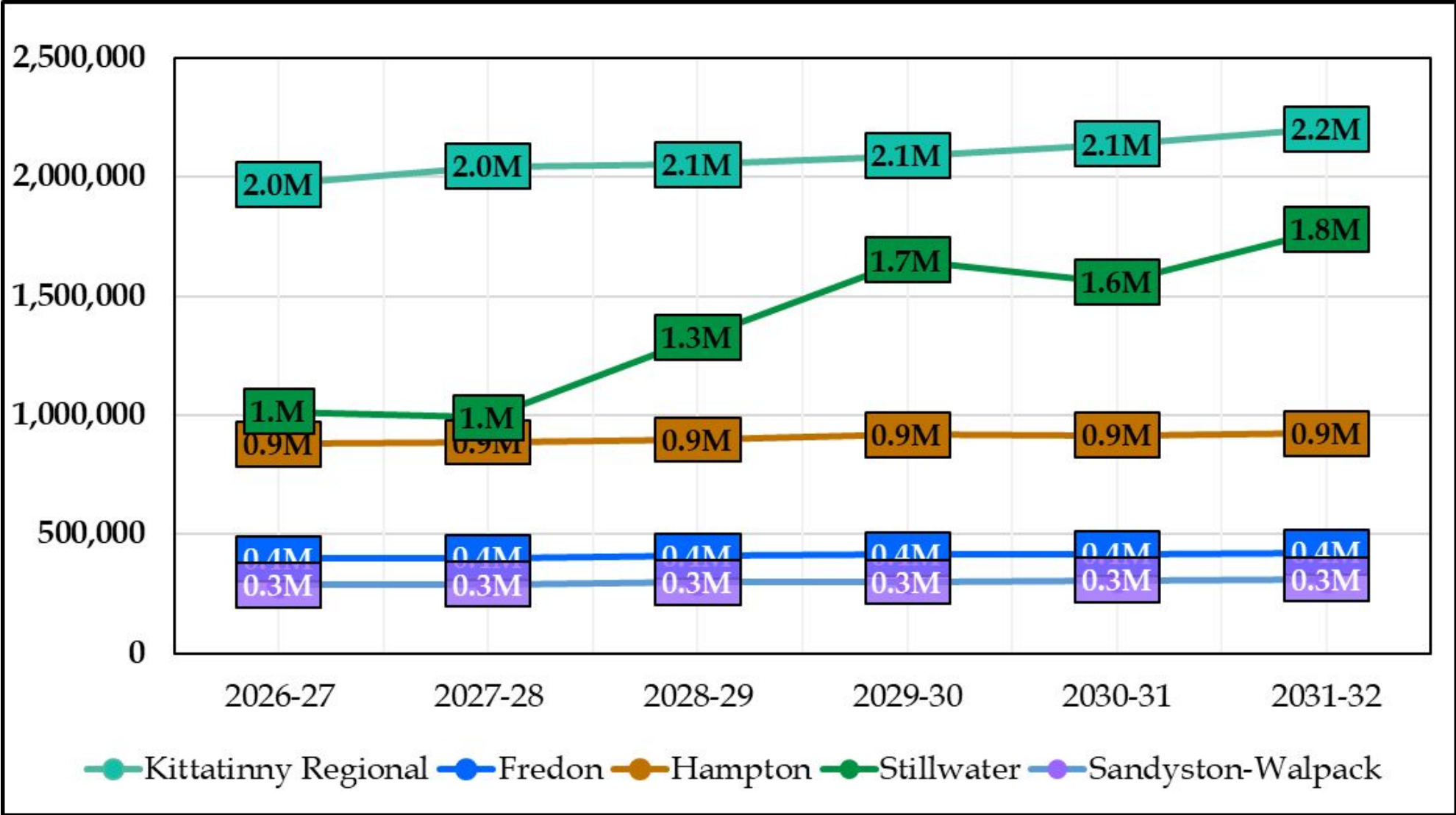


Finance and Operations - Status Quo Capped Aid



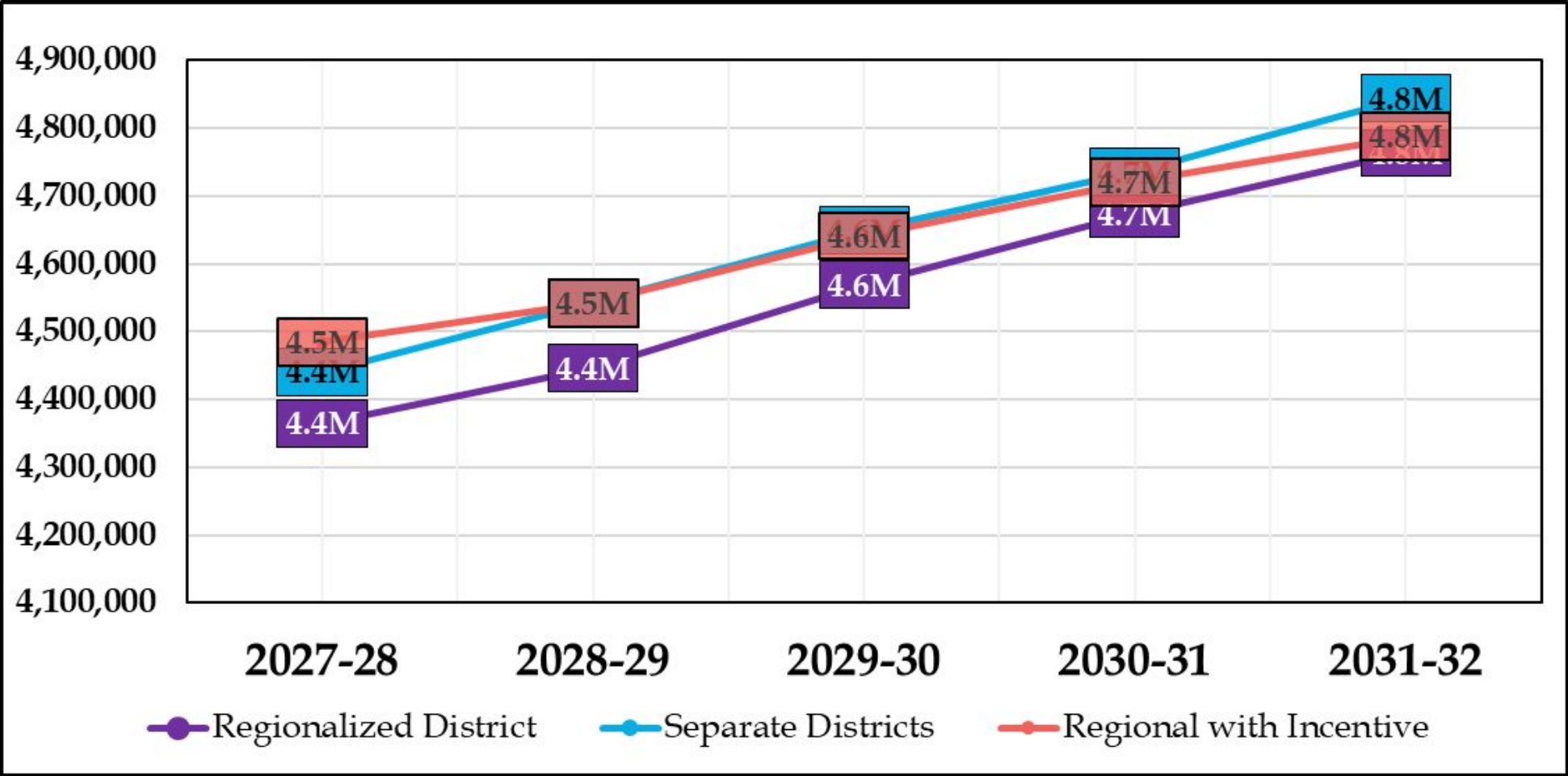


Finance and Operations - Status Quo Uncapped Aid





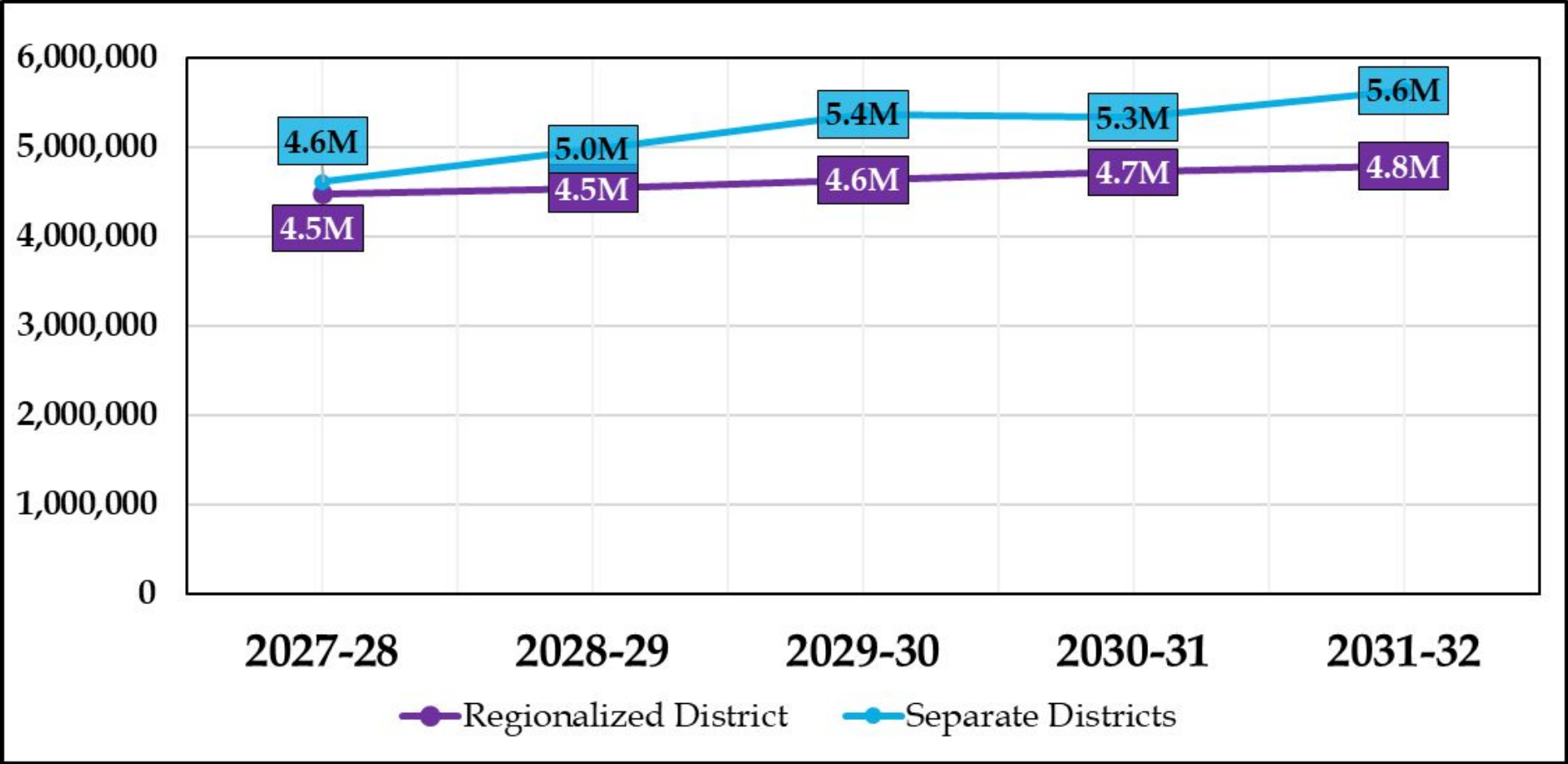
Finance and Operations - Capped Full Regional vs Status Quo



While the full regional would receive less state aid, the difference is relatively small, amounting to around a tenth of one percent of the regional’s total operating budget.



Finance and Operations - Uncapped Full Regional vs Status Quo



If the state returns to full SFRA funding, the full regional would yield lower state aid than remaining separate. The hold harmless protections provide some assistance but not enough to keep the regional's aid on pace.



Finance and Operations - Limited Regional with 6th Grade

- Grade level enrollment and expenditure data were not available in a form that would support reliable projections.
- As 6th grade enrollment shifts to the regional, the aid associated with those students shifts as well. Each of the four elementary districts would see proportionally reduced aid reflecting their smaller enrollment as grades pK-5 districts.
- Across the region as a whole, this is a reallocation of existing categorical aid rather than a change in total aid received. Expanding Kittatinny to a grades 6-12 configuration is not expected to materially alter the aggregate state aid picture for the region.



Finance and Operations - Federal Impact Aid

- Kittatinny and Sandyston-Walpack are eligible for federal impact aid due to the sizable acreage in Sandyston and Walpack Townships taken up by the Delaware Water Gap National Recreation Area.
- Currently, Kittatinny and Sandyston-Walpack are separate districts with overlapping claims to impact aid for the same federal land, so they split the aid calculated for the federal land.
- If regionalization between the districts should occur, the individual amounts would be brought together. Therefore, the proposed regionalization should have no effect on the amount of federal impact aid received.



Finance and Operations - Potential Cost Savings

Items	Savings (Cost)
Superintendents (2.6 to 1.0)	\$235,400
Chief School Administrators (1.0 to 0.0)	\$0
Asst Superintendent (XX to XX)	\$0
Business Administrators (4.0+ to 1.0) *	\$387,700
Asst. Business Administrators (0.0 to 1.0)	(\$110,000)
Special Education Directors (1.0 to 1.0)	\$0
Transportation Directors (0.5 to 1.0)	(\$35,600)
Technology Directors (2.0+ to 1.0) *	\$55,700
Facilities Directors (3.0+ to 1.0) *	\$168,400
Directors of Curriculum & Instruction (1.0 to 1.0)	\$0
Principals (CSA becomes principal, no other change)	\$0
Vice Principals (CSA replaces vice principal)	\$80,000
Treasurers of School Monies (5.0 to 1.0)	\$16,400
Consolidation of Clerical Personnel (+/-X.X FTE)	\$0
Reduction in Audit and Legal Costs	\$0
Consolidation of Budget Software Costs	\$0
Dues & Fees	\$0
Health and Other Non-Salary Benefits	\$158,400
Default Salary Guide Alignment	(\$70,600)
Total Estimated Cost Savings	\$885,800

- The projected savings are intentionally conservative. All existing programs are anticipated to be maintained.
- The primary area identified for specific cost reduction calculations is administrative staffing.
- It is important to note that these cost savings do not include the potential financial efficiencies and educational benefits that could occur from consolidating and coordinating operations such as curriculum and textbook purchases, in-district special education programs, student transportation, technology infrastructure, central office functions, unified contract negotiations, and the potential for self-insured health benefit plans.



Finance and Operations - Limited Regional with 6th Grade

- This approach could potentially create efficiencies through consolidated staffing, more productive deployment of specialized staff , and reduced curriculum and materials costs. The enlarged regional would face increased operational costs and additional staffing needs to accommodate the expanded student population.
- While adding grade 6 to Kittatinny may create some efficiencies, the elementary districts could experience increased inefficiencies through diseconomies of scale as the remaining grades pK-5 programs spread fixed costs and administrative overhead across fewer students. Additionally, taxes being redirected to Kittatinny would at least partially offset any operational savings in the elementary districts.
- It is the considered judgment of the study team that cost increases/savings for this option would likely be minimal.



Finance and Operations - Tax Apportionment

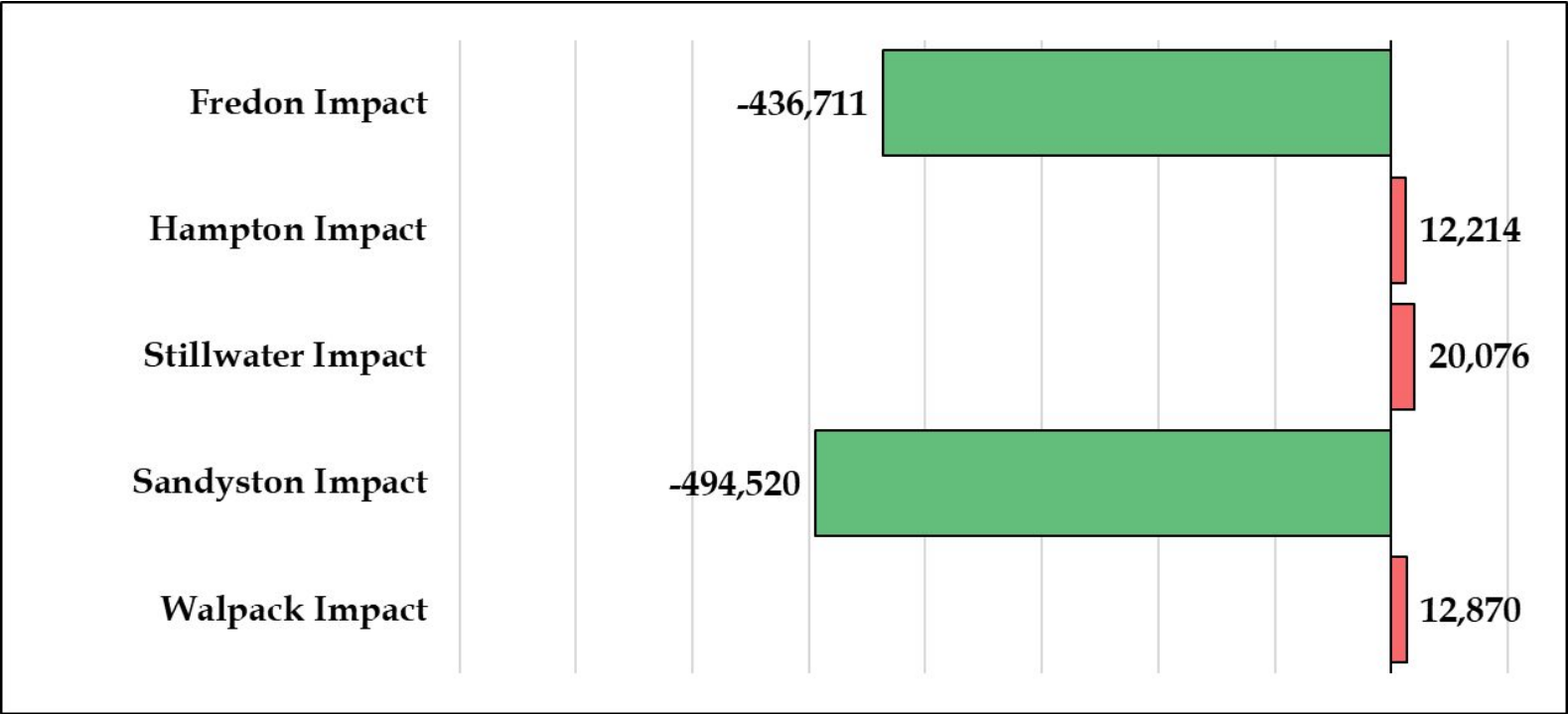
	Avg. EPV Share	Avg. ENR Share	Difference
Fredon	24.4%	22.2%	2.2%
Hampton	40.0%	33.0%	7.0%
Stillwater	22.8%	31.2%	8.4%
Sandyston	12.6%	13.6%	1.0%
Walpack	0.2%	0.0%	0.2%

Current law provides that taxes may be apportioned on the basis of: the portion of each municipality's equalized property valuation (EPV) allocated to the regional district; the number of students enrolled (ENR) in the regional district from each municipality; or any combination of apportionment based on EPV and ENR.



Finance and Operations - Optimal Tax Levies

Average Tax Impact, Full Regional, FY 2027-31, Optimal 69% EPV / 31% ENR Ratio

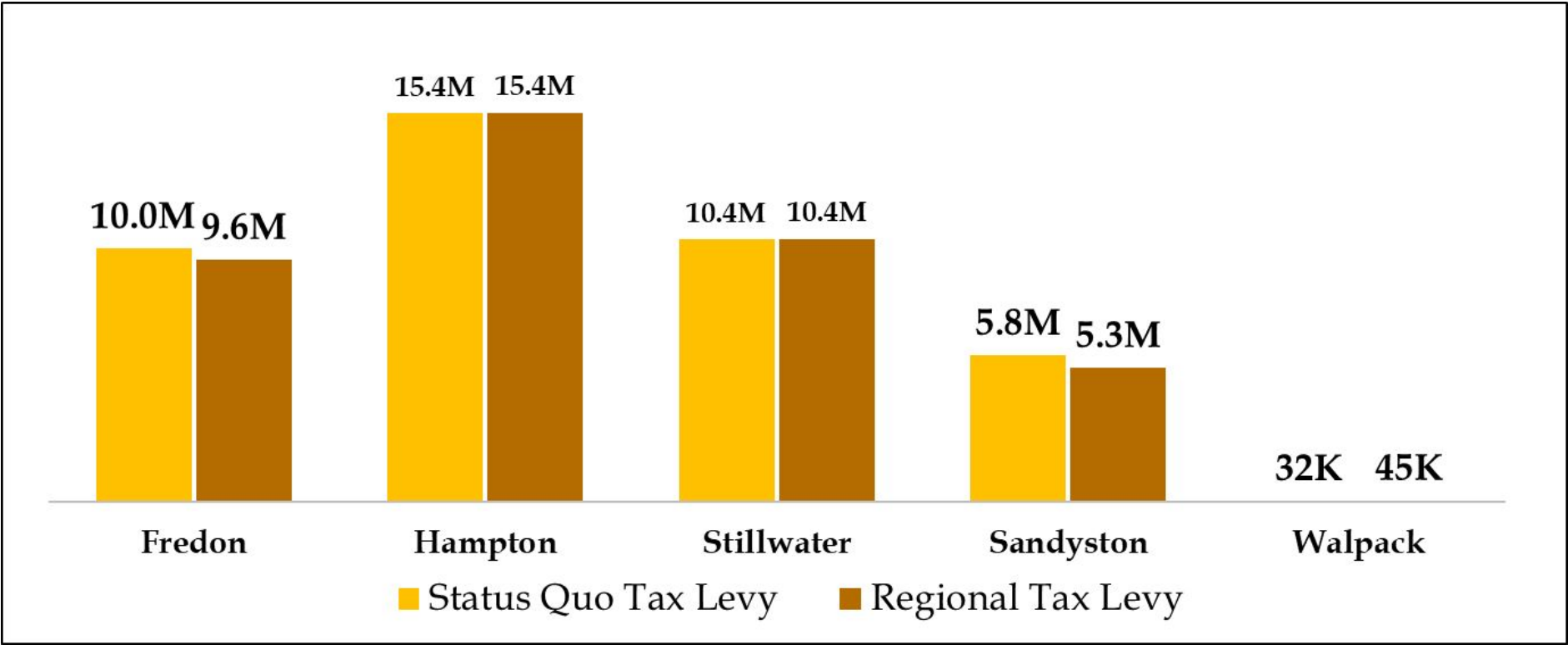


While no one ratio can produce tax savings for all communities, the 69% EPV / 31% ENR weighting does produce savings for two of the five municipalities with only slight increases to the remaining three.



Finance and Operations - Tax Impact

Total School Tax Levy, Full Regional, FY 2027-31, Optimal 69% EPV / 31% ENR Ratio



With increases of roughly \$12,000 and \$20,000, respectively, Hampton and Stillwater have an effectively neutral tax impact as total tax levies remain north of \$15 million and \$10 million. Walpack represents an interesting conundrum. Its increase is similar in size, just \$13,000, however with just 7 municipal residents, this translates to approximately \$524 per year on an average assessed home.



Finance and Operations - Transitional Apportionment

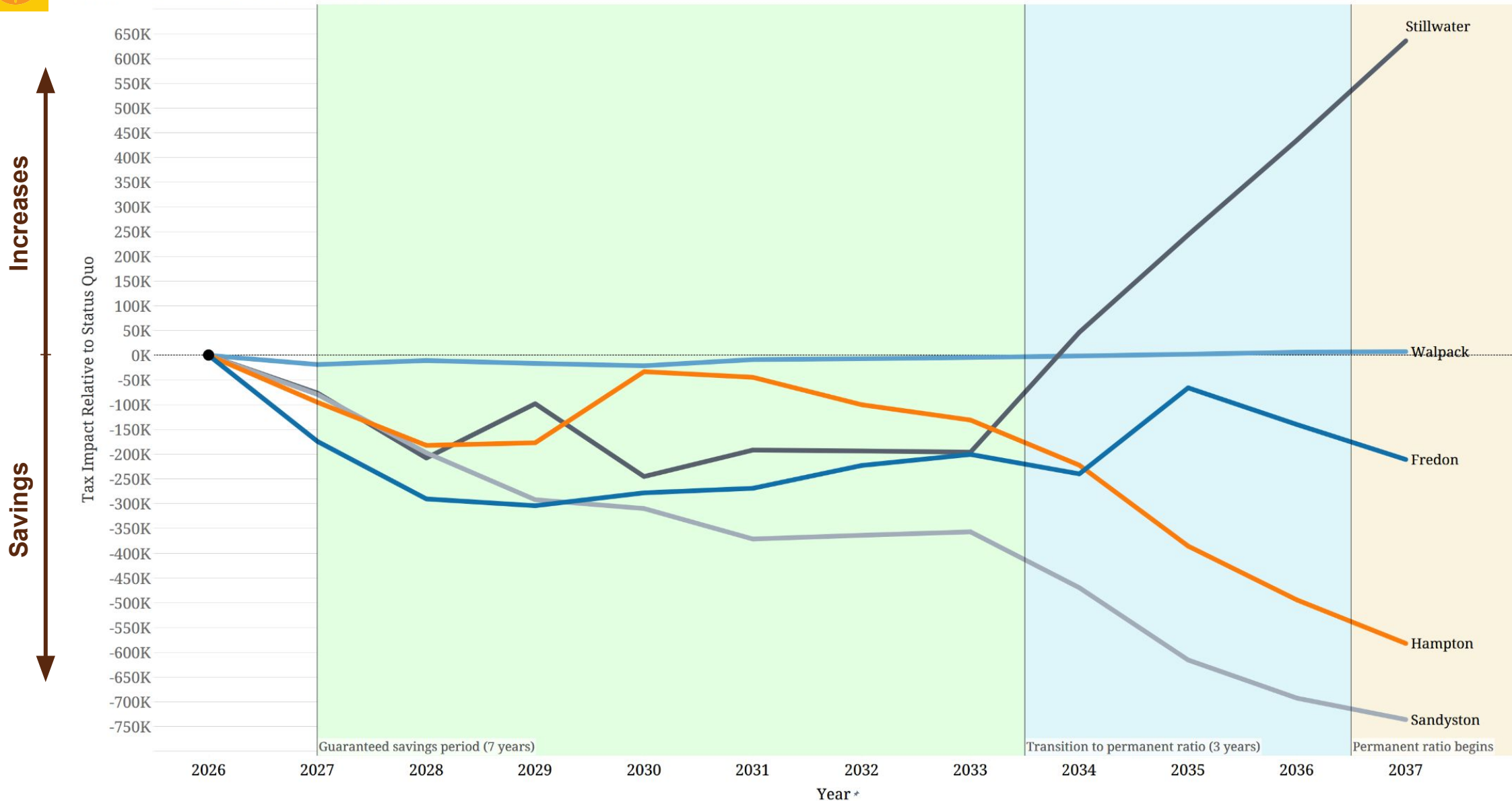
- An alternate approach to tax apportionment is provided through P.L.2021, c.402, which permits a board of education to establish a transitional methodology, not to exceed ten years.
- Possible transitional methodologies have been developed that would provide tax savings for all districts over a period of time and then provide a gradual phase-in towards formulaic apportionment under the optimal weights of 69% EPV and 31% ENR.



Finance and Operations - Transitional Apportionment Example

Annual Tax Impacts at the Reference Ratio (69% EPV / 31% ENR)

Values = Transitional Levy - Status Quo Levy





Finance and Operations - Limited Regional with 6th Grade

- Since Kittatinny currently apportions its costs based solely on equalized property valuations, the primary driver of tax impact under this configuration is the reallocation of EPV that would occur when 6th grade moves from the independently operated elementary districts into the regional.
- The size of this shift will vary by community depending on the relative size of their 6th grade cohorts. Since 6th grade represents between 14% and 16% of total enrollment across the constituent districts, the reallocation of EPV into the regional is expected to be broadly similar across communities.
- As a result, this configuration is not expected to produce dramatic shifts in relative cost burden among the constituent municipalities.



Governance and Law - Full Regionalization

- To expand a limited purpose regional (7-12) into an all purpose regional (pK-12), the law requires that the proposal be submitted to the voters of each of the constituent districts of the regional, instead of to the voters of the regional at large.
- If a majority of the voters in a majority of the constituent districts that constitute the limited purpose regional vote to expand it into an all purpose regional, then the proposal is considered adopted.
- In this case, a proposal would be submitted to the voters of Fredon, Hampton, Stillwater, and Sandyston-Walpack to expand Kittatinny. If voters in at least three of the four communities agree, Kittatinny would be enlarged into a grades pK-12 regional.



Governance and Law - Adding Grade 6

- If the Kittatinny region wanted to expand its current limited purpose of grades 7-12 to include grade 6, the study team believes this would require petitioning the Commissioner, since this grade level configuration is not recognized as a limited purpose district under the current law. A referendum would be required to ask voters of those districts to approve such a change.
- The process to add the 6th graders to the existing regional is different from the one described previously for an all purpose grades pK-12 district. Adding the 6th grade would require a majority of votes cast among all of the voters in the regional, not by constituent district.
- It is recommended that members of the steering committee request a meeting with the Commissioner, as this study pursues whether there may be educational and/or financial advantages to a grades 6-12 configuration.



Governance and Law - Board Composition

Current Membership Kittatinny BOE

Municipality	Number of BOE Members
Fredon	2
Hampton	3
Stillwater	3
Sandyston Walpack	1

% Student Enrollment vs % Resident Population

Municipality	% of Student Enrollment	% of Resident Population
Fredon	21.3%	23.1%
Hampton	33.9%	34.8%
Stillwater	31.1%	28.5%
Sandyston Walpack	13.7%	13.6%

Future BOE Membership by Either Method

Municipality	Number of BOE Members
Fredon	2
Hampton	3
Stillwater	3
Sandyston Walpack	1

Whether determined by student enrollment or resident population, the permanent board of an all purpose regional would be structured the same as the current Kittatinny Regional Board: three members from Hampton; three from Stillwater; two from Fredon; and one from Sandyston-Walpack.



Major Recommendations

A key conclusion of this study is that an enlarged Kittatinny Regional moving to either grades pK-12 or grades 6-12 would provide **opportunities for a more effective and efficient educational program.**

The financial analysis revealed some **modest challenges** that may be worth the educational advantages of a grades pK-12 regional.

Expanding Kittatinny to a grades 6-12 regional would redistribute aid and tax burden between the regional and the elementary districts and is **not expected to substantially alter** each community's share of the regional's costs.



Questions?

Comments?

Rowan School Regionalization Institute

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