

**Town of Orleans
FY26 Community Preservation Project
Application Supplement
Eldredge Park Renovation**

Table of Contents

1. Purpose of this Supplement

2. Attachments and References

- **Attachment No. 1 - Town Manager Process Memo (Sept. 9, 2025)**
- **Attachment No. 2 - Town Manager Funding Memo (Sept. 9, 2025)**
- **Attachment No. 3 - CPC Funding History**
- **Attachment No. 4 - Bond & Debt Service Scenarios**
- **Attachment No. 5 – Debt Payment Analysis \$5 Million Borrow**
- **Attachment No. 7- CPA Debt Schedules (Total and by Project)**
- **Table No. 1 Consistency with Town of Orleans CPC Decision Guidelines**

1. Purpose of this Supplement

At their meeting held September 10, 2025, the Select Board voted to submit this Supplement to the FY26 CPC Application for consideration at the Special Town Meeting set for November 17, 2025, at the full requested amount of \$5 million with a minimum threshold to advance the project of no less than \$3 million.

Included in this Supplement is Table No. 1 that demonstrates consistency of the Eldredge Park Renovation (the “Project”) with each of the Town of Orleans CPC Decision Guidelines used to evaluate project proposals as well as define the process by which the Community Preservation Committee (CPC) to make recommendations to the voters.

Attachments No. 1 & 2 are the Process and Funding memos, respectively, provided for consideration at the September 10, 2025, Select Board meeting. As noted in the Process memo “This project moving forward hinges on the approval of a borrow against CPA funds from the CPC, Town Meeting and a ballot vote.” The Funding memo notes Free Cash at this time is limited to \$150,000 for use at the Fall Special Town Meeting and the focus on funding construction of the Fire-Rescue Station in May 2026 is critical.

Attachment No. 3 provides a supporting workbook, of past CPC funding by category. Summarized below for years 2021-2024:

2024

Historic	127,320
Academy of Performing Arts Phase III restoration	25,000
NW Schoolhouse kitchen firesuppression/vent	52,320
Orleans Historic Comm - Early Nauset Project Phase II	25,000
Orleans Historic Commission Historic Properties Documentaton	25,000
Housing	685,000
Affordable Housing Trust general funding	400,000
CDP Lower Cape Housing Initiative workshops	10,000
FORWARD The Rock Phase II	60,000
POAH/HAC Spring Rock Village	120,000
Rental Assistance thru Aff. Housing Trust	95,000
Openspace	200,000
Eli Rogers Road Conservation	200,000
Recreation	192,300
Nauset Together We Can Finch Skatepark	16,300
Orleans Council on Aging Garden Walkway extra costs	26,000
Veteran's Park infrastructure improvements	150,000
Grand Total	1,204,620

2023

Historic	407,043
Academy of Performing Arts Playhouse	128,265
Bandstand rehabilitation	29,500
CHO Centers for Culture and History of Orleans	55,000
Federated Church of Orleans	8,000
French Cable Museum	36,750
Northwest Schoolhouse continuing rehabilitation	58,978
Orleans Historical Comm Early Nauset Arch Survey	75,000
Orleans Historical Comm Enhanced Properties Research	7,500
Snow Library Preservation Assessment	8,050
Housing	527,500
Affordable Housing Trust	500,000
Cape Housing Institute - Municipal Officials Training	7,500
POAH Juniper Hill Aff. Housing in Wellfleet	20,000
Openspace	12,000
Open Space General Funding	12,000
Recreation	39,000
Putnam Farm	4,000
Village Green Accessible Walkway	35,000
Grand Total	985,543

2022

Historic	126,965
CHO Historic Documentation	56,000
Federated Church of Orleans Steeple/Weathervane Restoration	13,475
French Cable Museum Window, Wiring Restoration and Archiving	35,670
Historic District survey plan	7,500
NW Schoolhouse Roof Part II	3,320
Orleans Historical Society historic district documentation	11,000
Housing	1,507,500
107 Main St Affordable Housing with HAC	1,000,000
Affordable Housing Trust	500,000
Cape Housing Institute Municipal Officials Training	7,500
Openspace	10,000
Cedar Pond Lots	10,000
Recreation	307,000
Eldredge Recreation Master Plan	52,000
Hardwired Safety Crossing	55,000
Overland Way Shared Use Path	105,000
Putnum Farm Rehabilitation	71,000
Senior Center Garden Walkway restoration	24,000
Grand Total	1,951,465

2021

Historic	264,738
French Cable Station Museum Preservation of Collection	31,810
Galley West Preservation	64,000
Preserve, Rehabilitate and Restore Hurd Chapel	132,000
Public Education	10,000
Veterans Memorial Park	26,928
Housing	2,317,500
Affordable Housing Public Outreach	10,000
Affordable Housing Trust	300,000
Cape Housing Institute Municipal Officials Training	7,500
Creation of Affordable Housing Units at "Orleans Cape Cod Five" Property	2,000,000
Openspace	290,000
Greenbelt Gateway	250,000
Open Space Pre-Acquisition Funds	15,000
Orleans Conservation Areas: Sign Improvements	25,000
Recreation	214,636
Basketball Court Design and Engineering	38,000
Bike Racks	19,038
Enhanced Trail Signage	67,275
Kayak Racks and Waterways Education	15,000
Overland Way Shared Use Path	25,000
Pickleball Courts	40,000
Picnic Area	3,323
Storybook Trail	7,000
Grand Total	3,086,874

Attachment No. 4 provides bonding and debt service scenarios including supporting workbook.

The Summary Table below shows ranges of borrowing up to \$5 million over 5-, 10-, 15- & 20-year terms assuming a conservative 5% borrowing rate.

PROPOSED NEW RECREATION YEARLY LEVEL DEBT SERVICE SCENARIOS:

BORROW AMOUNT	5 year borrow; P&I per year	10 year borrow; P&I per year	15 year borrow; P&I per year	20 year borrow; P&I per year
\$1,000,000	\$230,975.00	\$129,505.00	\$96,342.00	\$80,243.00
\$2,500,000	\$577,437.00	\$323,761.00	\$240,856.00	\$200,606.00
\$3,000,000	\$692,924.00	\$388,514.00	\$289,027.00	\$240,728.00
\$4,000,000	\$923,899.00	\$518,018.00	\$385,369.00	\$320,970.00
\$5,000,000	\$1,154,874.00	\$647,523.00	\$481,711.00	\$401,213.00
Assuming 5.00% borrowing rate				9/9/2025

Attachment No. 5 – Debt Payment Analysis (see attached) shows the impact on the capacity of CPA funding for various levels of additional debt from \$1 million to \$5 million. Below is the \$5 million case (followed by other scenarios) that shows by fiscal year over a term of 15 years the percentage total debt (from 54% - 34%) of estimated available funds would be dedicated to debt service along with the estimated funds still available for projects after debt payment. The table columns from left to right show:

1. Fiscal Year
2. The current total annual debt payments including all CPA bonded projects plus 107 Main St. not yet bonded with an anticipated 1st payment in FY27.
3. The new debt annual debt payment is expected to be with an added borrow for this project.
4. Shows how much more the payment is over the current fiscal year as a way to show a dollar value impact over where the CPA current position is.
5. Estimated available funds for projects with an annual escalation of 2.5%.
6. Percentage of debt payment of the estimated available funds.
7. Estimated funds available for project requests after the debt payment.

\$5 Million CPA Borrow over 15 Years \$481,711 per year

Fiscal Year	Current Total Annual CPA Debt Payment Schedule	Debt Payment w/ Added Borrow (\$481,711 + B)	Annual Debt Payment Under Current FY Payment (C-B3)	Estimated Available Funds	Debt Payment as a Percentage of Estimated Available Funds	Estimated Funds Available for Projects After Debt Payment
FY23	416,393.00					
FY24	421,397.00					
FY25	344,550.00					
FY 26	379,452.00			\$1,427,438.00	27%	\$1,047,986.00
FY 27	306,171.00	\$787,882.00	\$408,430.00	\$1,463,123.95	54%	\$675,241.95
FY28	299,971.00	\$781,682.00	\$402,230.00	\$1,499,702.05	52%	\$718,020.05
FY29	293,771.00	\$775,482.00	\$396,030.00	\$1,537,194.60	50%	\$761,712.60
FY 30	286,521.00	\$768,232.00	\$388,780.00	\$1,575,624.46	49%	\$807,392.46
FY 31	274,271.00	\$755,982.00	\$376,530.00	\$1,615,015.08	47%	\$859,033.08
FY 32	267,796.00	\$749,507.00	\$370,055.00	\$1,655,390.45	45%	\$905,883.45
FY 33	256,946.00	\$738,657.00	\$359,205.00	\$1,696,775.21	44%	\$958,118.21
FY 34	251,696.00	\$733,407.00	\$353,955.00	\$1,739,194.60	42%	\$1,005,787.60
FY 35	247,446.00	\$729,157.00	\$349,705.00	\$1,782,674.46	41%	\$1,053,517.46
FY 36	244,046.00	\$725,757.00	\$346,305.00	\$1,827,241.32	40%	\$1,101,484.32
FY 37	240,646.00	\$722,357.00	\$342,905.00	\$1,872,922.35	39%	\$1,150,565.35
FY 38	237,246.00	\$718,957.00	\$339,505.00	\$1,919,745.41	37%	\$1,200,788.41
FY 39	233,846.00	\$715,557.00	\$336,105.00	\$1,967,739.05	36%	\$1,252,182.05
FY 40	230,446.00	\$712,157.00	\$332,705.00	\$2,016,932.53	35%	\$1,304,775.53
FY 41	227,046.00	\$708,757.00	\$329,305.00	\$2,067,355.84	34%	\$1,358,598.84

\$4 Million CPA Borrow/ 15 Year Term/ \$385,369 Per Year

Fiscal Year	Current Total Annual CPA Debt Payment Schedule	Debt Payment w/ Added Borrow (\$385,369 + B)	Annual Debt Payment Under Current FY Payment (C-B3)	Estimated Available Funds	Debt Payment as a Percentage of Estimated Available Funds	Estimated Funds Available for Projects After Debt Payment
FY23	416,393.00					
FY24	421,397.00					
FY25	344,550.00					
FY 26	379,452.00			\$1,427,438.00	27%	\$1,047,986.00
FY 27	306,171.00	\$691,540.00	\$312,088.00	\$1,463,123.95	47%	\$771,583.95
FY28	299,971.00	\$685,340.00	\$305,888.00	\$1,499,702.05	46%	\$814,362.05
FY29	293,771.00	\$679,140.00	\$299,688.00	\$1,537,194.60	44%	\$858,054.60
FY 30	286,521.00	\$671,890.00	\$292,438.00	\$1,575,624.46	43%	\$903,734.46
FY 31	274,271.00	\$659,640.00	\$280,188.00	\$1,615,015.08	41%	\$955,375.08
FY 32	267,796.00	\$653,165.00	\$273,713.00	\$1,655,390.45	39%	\$1,002,225.45
FY 33	256,946.00	\$642,315.00	\$262,863.00	\$1,696,775.21	38%	\$1,054,460.21
FY 34	251,696.00	\$637,065.00	\$257,613.00	\$1,739,194.60	37%	\$1,102,129.60
FY 35	247,446.00	\$632,815.00	\$253,363.00	\$1,782,674.46	35%	\$1,149,859.46
FY 36	244,046.00	\$629,415.00	\$249,963.00	\$1,827,241.32	34%	\$1,197,826.32
FY 37	240,646.00	\$626,015.00	\$246,563.00	\$1,872,922.35	33%	\$1,246,907.35
FY 38	237,246.00	\$622,615.00	\$243,163.00	\$1,919,745.41	32%	\$1,297,130.41
FY 39	233,846.00	\$619,215.00	\$239,763.00	\$1,967,739.05	31%	\$1,348,524.05
FY 40	230,446.00	\$615,815.00	\$236,363.00	\$2,016,932.53	31%	\$1,401,117.53
FY 41	227,046.00	\$612,415.00	\$232,963.00	\$2,067,355.84	30%	\$1,454,940.84

\$3 Million CPA Borrow/ 15 Year Term/ \$289,027 Per Year

Fiscal Year	Current Total Annual CPA Debt Payment Schedule	Debt Payment w/ Added Borrow (\$289,027 + B)	Annual Debt Payment Under Current FY Payment (C-B3)	Estimated Available Funds	Debt Payment as a Percentage of Estimated Available Funds	Estimated Funds Available for Projects After Debt Payment
FY23	416,393.00					
FY24	421,397.00					
FY25	344,550.00					
FY 26	379,452.00			\$1,427,438.00	27%	\$1,047,986.00
FY 27	306,171.00	\$595,198.00	\$215,746.00	\$1,463,123.95	41%	\$867,925.95
FY28	299,971.00	\$588,998.00	\$209,546.00	\$1,499,702.05	39%	\$910,704.05
FY29	293,771.00	\$582,798.00	\$203,346.00	\$1,537,194.60	38%	\$954,396.60
FY 30	286,521.00	\$575,548.00	\$196,096.00	\$1,575,624.46	37%	\$1,000,076.46
FY 31	274,271.00	\$563,298.00	\$183,846.00	\$1,615,015.08	35%	\$1,051,717.08
FY 32	267,796.00	\$556,823.00	\$177,371.00	\$1,655,390.45	34%	\$1,098,567.45
FY 33	256,946.00	\$545,973.00	\$166,521.00	\$1,696,775.21	32%	\$1,150,802.21
FY 34	251,696.00	\$540,723.00	\$161,271.00	\$1,739,194.60	31%	\$1,198,471.60
FY 35	247,446.00	\$536,473.00	\$157,021.00	\$1,782,674.46	30%	\$1,246,201.46
FY 36	244,046.00	\$533,073.00	\$153,621.00	\$1,827,241.32	29%	\$1,294,168.32
FY 37	240,646.00	\$529,673.00	\$150,221.00	\$1,872,922.35	28%	\$1,343,249.35
FY 38	237,246.00	\$526,273.00	\$146,821.00	\$1,919,745.41	27%	\$1,393,472.41
FY 39	233,846.00	\$522,873.00	\$143,421.00	\$1,967,739.05	27%	\$1,444,866.05
FY 40	230,446.00	\$519,473.00	\$140,021.00	\$2,016,932.53	26%	\$1,497,459.53
FY 41	227,046.00	\$516,073.00	\$136,621.00	\$2,067,355.84	25%	\$1,551,282.84

\$2.5 Million CPA Borrow/ 15 Year Term/ \$240,846 Per Year

Fiscal Year	Current Total Annual CPA Debt Payment Schedule	Debt Payment w/ Added Borrow (\$240,846 + B)	Annual Debt Payment Under Current FY Payment (C-B3)	Estimated Available Funds	Debt Payment as a Percentage of Estimated Available Funds	Estimated Funds Available for Projects After Debt Payment
FY23	416,393.00					
FY24	421,397.00					
FY25	344,550.00					
FY 26	379,452.00			\$1,427,438.00	27%	\$1,047,986.00
FY 27	306,171.00	\$547,017.00	\$167,565.00	\$1,463,123.95	37%	\$916,106.95
FY28	299,971.00	\$540,817.00	\$161,365.00	\$1,499,702.05	36%	\$958,885.05
FY29	293,771.00	\$534,617.00	\$155,165.00	\$1,537,194.60	35%	\$1,002,577.60
FY 30	286,521.00	\$527,367.00	\$147,915.00	\$1,575,624.46	33%	\$1,048,257.46
FY 31	274,271.00	\$515,117.00	\$135,665.00	\$1,615,015.08	32%	\$1,099,898.08
FY 32	267,796.00	\$508,642.00	\$129,190.00	\$1,655,390.45	31%	\$1,146,748.45
FY 33	256,946.00	\$497,792.00	\$118,340.00	\$1,696,775.21	29%	\$1,198,983.21
FY 34	251,696.00	\$492,542.00	\$113,090.00	\$1,739,194.60	28%	\$1,246,652.60
FY 35	247,446.00	\$488,292.00	\$108,840.00	\$1,782,674.46	27%	\$1,294,382.46
FY 36	244,046.00	\$484,892.00	\$105,440.00	\$1,827,241.32	27%	\$1,342,349.32
FY 37	240,646.00	\$481,492.00	\$102,040.00	\$1,872,922.35	26%	\$1,391,430.35
FY 38	237,246.00	\$478,092.00	\$98,640.00	\$1,919,745.41	25%	\$1,441,653.41
FY 39	233,846.00	\$474,692.00	\$95,240.00	\$1,967,739.05	24%	\$1,493,047.05
FY 40	230,446.00	\$471,292.00	\$91,840.00	\$2,016,932.53	23%	\$1,545,640.53
FY 41	227,046.00	\$467,892.00	\$88,440.00	\$2,067,355.84	23%	\$1,599,463.84

\$1 Million CPA Borrow/ 15 Year Term/ \$96,342 Per Year

Fiscal Year	Current Total Annual CPA Debt Payment Schedule	Debt Payment w/ Added Borrow (\$96,342 + B)	Annual Debt Payment Under Current FY Payment (C-B3)	Estimated Available Funds	Debt Payment as a Percentage of Estimated Available Funds	Estimated Funds Available for Projects After Debt Payment
FY23	416,393.00					
FY24	421,397.00					
FY25	344,550.00					
FY 26	379,452.00			\$1,427,438.00	27%	\$1,047,986.00
FY 27	306,171.00	\$402,513.00	\$23,061.00	\$1,463,123.95	28%	\$1,060,610.95
FY28	299,971.00	\$396,313.00	\$16,861.00	\$1,499,702.05	26%	\$1,103,389.05
FY29	293,771.00	\$390,113.00	\$10,661.00	\$1,537,194.60	25%	\$1,147,081.60
FY 30	286,521.00	\$382,863.00	\$3,411.00	\$1,575,624.46	24%	\$1,192,761.46
FY 31	274,271.00	\$370,613.00	\$(8,839.00)	\$1,615,015.08	23%	\$1,244,402.08
FY 32	267,796.00	\$364,138.00	\$(15,314.00)	\$1,655,390.45	22%	\$1,291,252.45
FY 33	256,946.00	\$353,288.00	\$(26,164.00)	\$1,696,775.21	21%	\$1,343,487.21
FY 34	251,696.00	\$348,038.00	\$(31,414.00)	\$1,739,194.60	20%	\$1,391,156.60
FY 35	247,446.00	\$343,788.00	\$(35,664.00)	\$1,782,674.46	19%	\$1,438,886.46
FY 36	244,046.00	\$340,388.00	\$(39,064.00)	\$1,827,241.32	19%	\$1,486,853.32
FY 37	240,646.00	\$336,988.00	\$(42,464.00)	\$1,872,922.35	18%	\$1,535,934.35
FY 38	237,246.00	\$333,588.00	\$(45,864.00)	\$1,919,745.41	17%	\$1,586,157.41
FY 39	233,846.00	\$330,188.00	\$(49,264.00)	\$1,967,739.05	17%	\$1,637,551.05
FY 40	230,446.00	\$326,788.00	\$(52,664.00)	\$2,016,932.53	16%	\$1,690,144.53
FY 41	227,046.00	\$323,388.00	\$(56,064.00)	\$2,067,355.84	16%	\$1,743,967.84

Table No. 1 Consistency With Town of Orleans CPC Decision Guidelines

<p>Town of Orleans CPC Decision Guidelines are used to evaluate project proposals as well as define the process by which the Community Preservation Committee (CPC) to make recommendations to the voters.</p>	<p>How the Eldredge Park Renovation Project (the “Project”) meets the Town of Orleans CPC Decision Guidelines</p>
<p>1) Consistency with:</p> <ol style="list-style-type: none"> a) the Orleans Comprehensive Plan, the Conservation, Open Space, and Recreation (CROS) Plan and the Affordable Housing Guidelines, where applicable, b) other Town-approved planning documents; c) recent Town Meeting actions; d) endorsement by other municipal boards, departments, or nonprofit organizations; and, <p>specific to historic projects, proposals must meet certain qualification standards</p>	<p>1) a) The Project reflects the Orleans Community Preservation Plan’s priorities of maintaining high-quality recreation facilities and expanded access for residents of all ages. The Project advances goals outlined in the Comprehensive Long Range Plan by:</p> <ul style="list-style-type: none"> • Supporting healthy living through expanded recreational opportunities. • Promoting accessibility and equity by upgrading ADA pathways and inclusive play areas. • Enhancing community character and cohesion through improvements to a central gathering space that hosts both local recreation and regional cultural events. • Addresses infrastructure resiliency through stormwater management and thoughtful site planning.

	<p>1) b) This Project mirrors Phase 1 of the Recreation Planning (“Fields Study”) developed in 2024 lead by the Town in collaboration with the Nauset Regional Middle School.</p> <p>1) c) At the May 12, 2025 Annual Town Meeting, voters approved the following articles in support of recreation and this Project: Art. 6 authorized \$100,000 revolving fund spending limit; Art. 14 Operational Budget funds Recreation Dept. at \$492,975 (6% increase over FY25). At the October 28, 2024 Special Town Meeting, voters approved Art. 9 & 10 to fund \$950,000 for the Town of Orleans/Nauset Reg. Middle School Master Plan Phase 1 (as noted above).</p> <p>1) d) This Project is endorsed by the Select Board and the Recreation Advisory Committee and significant support by residents.</p>
<p>2) Preservation of the essential character of the Town, including acquisition, preservation, or rehabilitation of threatened resources.</p>	<p>2) Eldredge Park is a cornerstone of the Town of Orleans, located in proximity to the ball field, elementary and middle schools. The current facilities are heavily used and been in a state of disrepair for several years. The proposed Project renovations respond to clear community demand for more pickleball courts, safer more accessible playgrounds and improved amenities.</p>
<p>3) Serving populations in town that have specific financial needs.</p>	<p>3) The Project will serve all residents and visitors at no cost to use and enjoy the facilities and spaces created.</p>

<p>4) Meeting more than one CPA purpose (linking open space, historic preservation, recreation, and community/affordable housing) or demonstrating why serving only a specific CPA purpose is essential for a given proposal.</p>	<p>4) The Project demonstrates linkage of open space through greater accessibility for walkers in a park setting that includes public shade trees and paths and as participants or spectators participating in a range of recreation activities.</p>
<p>5) Urgency/time sensitivity, if submitted with sufficient time for thorough CPC consideration.</p>	<p>5) The Fall Town Meeting schedule is essential to allow final design and public bidding to proceed to allow the Project to be constructed within the time constraints (i.e., limited work during the June – August Orleans Cardinals ball games) while also having the selected Contractor mobilize and demobilize only once.</p>
<p>6) Affordability and practicality of the project, including determination that the benefits of the project outweigh the costs.</p>	<p>6) As noted above (5) the schedule contemplates a single construction window (September '26 – May '27) to maximize cost efficiency and create the community benefits as quickly as possible. Delays only increase costs and defer public benefits.</p>
<p>7) Feasibility of implementing the project expeditiously and within budget, and the leveraging of additional sources of non-CPA public and/or private funds.</p>	<p>7) The Project has utilized only a portion of the Town Meeting funds approved by voters and remaining funds will be fully leveraged along with any additional outside sources that may become available. Note: Outside non-CPA funds either public and/or private typically require commitments from the proponents before they consider requests.</p>
<p>8) Preservation, utilization, and/or</p>	<p>8) This Project specifically enhances the Eldredge Park tennis, pickleball, playground</p>

<p>enhancement of town-owned assets.</p>	<p>an site circulation while also addressing accessibility, safety, stormwater management.</p>
<p>9) Demonstration by applicant, through successful performance on similar projects and/or financial self-sufficiency, of the ability to implement and maintain the project as proposed.</p>	<p>9) The Town, as proponent, has the staff and resources able to implement and maintain the Project as proposed. Through the Recreation Department with support of Dept. of Public Works the Project will be managed and maintained for years to come.</p>
<p>10) Assurance that the individuals, teams, or organizations who will administer a CPC-funded project are qualified to do so in a timely and thorough manner.</p>	<p>10) As a Town promoted and highly visible project, the CPC can be assured the Project team is highly qualified to advance this project in a thorough and timely manner.</p>