

**TOWN COMMISSION REGULAR MEETING MINUTES
TUESDAY, JANUARY 27, 2026
7:00 P.M.
OAKLAND MEETING HALL**

CALL TO ORDER:

This meeting was held in-person and livestreamed as a Zoom webinar. Mayor Taylor called the regular meeting to order at 7:00 p.m. This was followed by the Pledge of Allegiance and Invocation by Marilyn Mack.

ROLL CALL:

COMMISSIONERS PRESENT: Commissioner Keller
 Commissioner McMullen
 Commissioner Ramos
 Vice Mayor Satterfield
 Mayor Taylor

COMMISSIONERS ABSENT: None

PROCLAMATIONS:

Proclamation – Celebrate Literacy Week – January 26 - 30

Mayor Taylor read the Celebrate Literacy Week Proclamation announcing January 26th through January 30th as Celebrate Literacy Week in the Town of Oakland.

Proclamation – Black History Month – February

Mayor Taylor read the Black History Month Proclamation announcing the month of February as Black History Month in the Town of Oakland.

CONSENT AGENDA:

- a. Approval of January 13, 2026, Town Commission Regular Meeting Minutes.
- b. Approval to Serve Wine at the Black History Tribute Artist Reception.

Mayor Taylor announced the items on the consent agenda and asked if any commissioners had any questions and/or comments. No questions or comments were received and the Mayor asked for a motion.

MOTION was made by Vice Mayor Satterfield, seconded by Commissioner Ramos to approve the Consent Agenda items.

AYE: Keller, McMullen, Ramos, Satterfield, Taylor
NAY: None

MOTION PASSED with 5 Ayes, 0 Nays.

OTHER POLICY MATTERS:

Basin Management Action Plan (BMAP) Requirements and Update on Progress

Public Works Director Parker explained that the Basin Management Action Plan (BMAP) is a statutorily enforceable water quality restoration plan designed to reduce pollutant loading in the natural environment. He noted that the Town of Oakland is located within three separate BMAP areas: the Upper Ocklawaha and Wekiva River surface water BMAPs, and the Wekiwa and Rock Springs spring BMAP. He further stated that the Town has specific goals established by the State, and that Town staff have worked diligently for many years to meet these requirements through various best management practices. These efforts include the development of a centralized sanitary sewer system to eliminate septic systems, significantly reducing nutrient levels within the three BMAPs, as well as the Town's implementation of Phase II MS4 permit activities for more than 10 years, which have greatly assisted in meeting BMAP requirements. Both initiatives have helped minimize nutrients and contaminants from entering the basin.

FDEP Division of Environmental Assessment and Restoration (DEAR) Deputy Director Ken Weaver presented a PowerPoint presentation (attached) outlining the Basin Management Action Plan (BMAP) program, which serves as FDEP's framework for water quality restoration and is one of the primary tools used to restore impaired water bodies that do not meet established water quality standards. He noted that of the 28 nutrient BMAPs in Florida, three (3) affect the Town of Oakland: the Upper Ocklawaha, Wekiva River, and Wekiwa and Rock Springs BMAPs. He explained that each BMAP is linked to established Total Maximum Daily Loads (TMDLs), identifies pollution sources, establishes milestones, and outlines projects and management strategies to achieve pollutant load reductions.

DEAR Deputy Director Weaver provided additional details on each of the three (3) BMAPs, stating that the Upper Ocklawaha (Surface Water/Lake Apopka) BMAP has achieved approximately 98 percent of its reduction goal of 108,258 pounds per year and is projected to reach the 100 percent milestone by 2030. He reported that the Wekiva River (Surface Water) BMAP is currently undergoing modeling updates, with new entity-specific allocations expected in four to five years. He further explained that the Wekiwa and Rock Springs (Groundwater) BMAP includes a specific allocation requiring a reduction of 8,158 pounds of nitrogen by 2038, with the Town currently credited for approximately 160 pounds of reduction. He further emphasized that the Town is required to plan for and implement projects that reduce nutrient loading and improve water quality. He also noted that in 2026, the Town submitted 21 projects that are currently under review and will be reported in the STAR Report. Additionally, he highlighted FDEP funding opportunities, including grants that the Town may pursue to support septic-to-sewer conversions, wastewater upgrades, stormwater treatment, and related projects.

- **Mayor Taylor** asked whether penalties would be imposed on the Town if BMAP milestones are not met. **DEAR Deputy Director Weaver** explained that penalties apply to agencies that are significantly behind and not in compliance. He stated that he does not anticipate penalties for the Town because it is actively

- participating in and working toward the required milestones; however, penalties could be imposed if the Town fails to meet those milestones.
- **Mayor Taylor** asked whether Johns Lake is included in the BMAP. **DEAR Deputy Director Weaver** responded that he does not believe it is. **Mayor Taylor** further stated that funding is the primary factor in meeting the milestones, noting that resources are currently unavailable and that the Town is required to convert a significant number of septic systems within a 12-year timeframe.
 - **Commissioner Keller** stated she shares the same concerns regarding funding, noting that the conversion of 921 septic systems represents a significant undertaking. She added that plans for septic-to-sewer conversions are already in place, and that the Town will gain additional sewer lines as new developments are constructed.
 - **Mayor Taylor** emphasized that the Town is urging the legislature to allocate funding for sewer initiatives to prevent nitrogen from entering Lake Apopka, noting that the State is already investing millions of dollars in cleanup efforts.
 - **Public Works Director Parker** stated the Town has received federal funding twice in the past; and further, the Town recently received 3.5 million dollars through various grant applications.
 - **Vice Mayor Satterfield** noted that Johns Lake flows directly into Lake Apopka via the Motamassek Canal and emphasized that, due to this significant connection, Johns Lake should be included in the BMAP. **DEAR Deputy Director Weaver** agreed, stating that the Town should pursue projects in and around Johns Lake regardless of whether it is formally included in the BMAP.

Louis Smith, 316 N. Tubb Street, asked whether there was any information available, including results, on a prototype cleansing system that was installed years ago at the north end of Lake Apopka to remove nitrogen and phosphorus.

Public Works Director Parker stated that would be a question for Water Management; and further, concluded by recommending that the Commission, by consensus, acknowledge the importance of the Basin Management Action Plans and continue supporting staff in implementing BMAPs to help the Town meet the required milestones.

CONSENSUS of the Commission was to acknowledge the importance of the Basin Management Action Plans and continue supporting staff in implementing BMAPs to help the Town meet the required milestones.

Onsite Sewage Treatment and Disposal System (OSTDS) Remediation Plan

Public Works Director Parker explained that local governments within a Basin Management Action Plan (BMAP) are required to have an Onsite Sewage Treatment and Disposal System (OSTDS) remediation plan. He noted that staff has worked diligently to develop this plan using publicly available information from 2023 and by addressing the following eight (8) criteria:

- 1) A comprehensive inventory of existing OSTDS.
- 2) An estimate of future growth in new OSTDS over the next 20 years.
- 3) An inventory of OSTDS that are expected to be eliminated over the next 20 years.
- 4) Identification of planning, design and construction of new, or extended, sewer lines and replacement of OSTDS by connecting to central sewer.
- 5) The estimated costs associated with these projects.
- 6) An estimation of the number of OSTDS that will require upgrading to enhanced nutrient-reducing systems once the system needs replacing, and the central sewer is not nearby.
- 7) An estimation of costs associated with the aforementioned upgrades.
- 8) Any other cost-effective and financially feasible projects necessary to achieve the nutrient load reductions set forth in the BMAP.

In conclusion, he stated that the Town has been requiring developers to install central sewer systems to support new growth and is actively extending sewer lines to facilitate septic-to-sewer conversions.

Tucker Hunter, PE, Kimley-Horn, presented a PowerPoint presentation (*attached*) outlining the findings of Oakland's Onsite Sewage Treatment Disposal System (OSTDS) remediation plan. As described in the previous presentation, the Town of Oakland is located within three (3) BMAPs: the Upper Ocklawaha, Wekiva River, and Wekiwa and Rock Springs. To remain compliant with these BMAPs, the Town is required to achieve a 30% reduction in total nitrogen (TN) and total phosphorus (TP) by 2028. The report was prepared using data from 2023; however, six (6) parcels listed below have been since converted to sewer, and an additional 19 septic systems have been reported as eliminated after the report was submitted:

- The Grove (2 parcels)
- Oakland Charter School
- Public Safety Facility
- Oakland Park
- Oakland Nature Preserve

He presented maps that depicted parcels with septic systems, lift stations, and those connected to the sanitary sewer. The existing septic parcels have been divided into eight (8) project areas, as illustrated in the second map (*attached*), to estimate project costs for OSTDS elimination and enhancement initiatives. The total cost for OSTDS elimination projects is approximately \$55,500,000, which is expected to remove about 10,150 pounds of total nitrogen (TN) per year. The total cost for OSTDS enhancement projects is approximately \$16,200,000, projected to eliminate around 4,701 pounds of total nitrogen (TN) per year.

Brenna Riley, E.I., Kimley-Horn, noted that the estimated pounds of nitrogen reduction is a conservative figure based on the elimination of all identified septic tanks. She added that the actual reduction may vary slightly due to updated calculations from FDEP.

Tucker Hunter concluded by recommending that the Town continue its ongoing program of converting septic systems to centralized sewer through OSTDS elimination projects. He noted that larger projects can be divided into smaller areas to reduce upfront capital costs. He added that while OSTDS enhancement projects may be more cost-effective initially, septic-to-sewer conversions reduce homeowner responsibility and provide access to additional funding sources, such as loans and grants. As an example, the West Hull Avenue project was fully funded through FDEP Springs, St. Johns, and CDBG funds, so residents did not incur any costs.

- **Mayor Taylor** clarified that this project is a State requirement and noted that all new commercial developments are being constructed with centralized sewer. He requested clarification regarding Ordinance No. 2019-08, specifically whether it requires property owners to connect to the centralized sewer within one (1) year after the completion of the sanitary sewer line if it is available.
- **Public Works Director Parker** confirmed that Mayor Taylor is correct, stating that after the completion of the sewer line, property owners have one (1) year to connect or, alternatively, must pay the base fee of \$20.95 per month.

Discussion followed regarding the cost of septic-to-sewer conversions. The estimated cost is approximately \$62,000 per home when a gravity sewer line is not available. If a gravity sewer line is accessible, the cost is substantially lower, ranging from approximately \$6,000 to \$9,000 per home, depending on the lot.

- **Commissioner McMullen** noted that approximately ten (10) years ago, Public Works Director Parker advised the Commission that the Town would eventually need to convert from septic to sewer systems. In response, the Town pursued and secured roughly \$4 million in State funding. He emphasized that the Commission has consistently prioritized protecting the environment, Lake Apopka, and the Town's natural resources while minimizing financial impacts on residents. He further recommended notifying Congressman Frost about this environmental issue to explore potential opportunities for additional funding.

Further discussion focused on the importance of informing residents, ensuring they understand the necessity of the septic-to-sewer conversion, and preparing them for either the upfront cost of the conversion or the ongoing monthly fee.

Public Works Director Parker concluded by recommending that the Commission, by consensus, adopt the OSTDS remediation plan as required by State statute.

CONSENSUS of the Commission was to adopt the OSTDS remediation plan as required by State statute.

PUBLIC FORUM:

Mayor Taylor opened the floor for public comment.

Louis Smith, 316 N. Tubb Street, informed the Commission that the Briley Farm property has been cleared and includes a pond with a canal providing access to Lake Apopka, which can be used by canoes and kayaks. He also reported that residents of Johns Landing told

him that the vape store and taco stand are being operated by individuals who are preventing people from purchasing food or entering the vape store.

Norine Dworkin, Editor in Chief, VoxPopuli, announced VoxPopuli will be hosting a virtual candidate forum over Zoom on February 25th at 7:00 pm. Residents are encouraged to submit questions for the candidates to norine@wintergardenvox.com. The forum will be recorded for viewers who are unable to view it live.

With no further public coming forward, the floor was closed.

TOWN MANAGER/DEPARTMENT HEAD REPORTS:

Town Manager Hui stated she will be out of the office from January 29th through February 6th, and Chief Esan will be acting town manager. Heritage Day will continue to take place this Saturday, January 31st. The Black History Tribute Artist Reception is Thursday, February 19th from 6:00 – 7:30 pm, and the exhibit will be on display from January 31st through March 27th.

Department Head Reports

Police Chief Esan stated they are all prepared and ready for Heritage Day.

Public Works Assistant Director Kemp expressed his appreciation for the opportunity to assume the role following Public Works Director Parker, who established a strong foundation. He reported that he has already begun working on the budget for upcoming projects and equipment and shared that he is looking forward to his first Heritage Day.

Public Works Director Parker had no report.

Town Clerk Heard reported that the deadline to register to vote is coming up on Monday, February 9th. Please contact the Supervisor of Elections to register.

COMMISSION REPORTS:

Commissioner McMullen had no report.

Commissioner Ramos announced that, after years of working with MetroPlan Orlando (MPO), MPO has confirmed that "Welcome to Oakland" signs will be installed on the turnpike.

Commissioner Keller, speaking as both a Town resident and Commissioner, thanked Public Works Director Parker for always being available and responsive to her questions. She expressed her appreciation for his service and stated she is pleased that he will be transitioning into a new role with the Town. She also shared her confidence in Assistant Public Works Director Kemp as he assumes the position, noting that he will do an excellent job. She further added that she is looking forward to her first Heritage Day as a Commissioner and thanked everyone for their support over the past year.

Vice Mayor Satterfield stated he plans on signing up for the ethics training being held on February 18th, which is a more interesting class than the online class.

Mayor Taylor announced that Heritage Day will be held this Saturday and advised everyone to dress warmly. He also cautioned residents to use space heaters safely and to take precautions to protect their pipes during the cold weather.

Town Manager Hui announced the Town posted a social media post on how to protect your home during a freeze.

ADJOURNMENT:

With no further business, Commissioner McMullen adjourned the meeting at 8:13 p.m.

TOWN OF OAKLAND:


SHANE TAYLOR, MAYOR

ATTEST:


KATHY HEARD, CMC, TOWN CLERK





1

BASIN MANAGEMENT ACTION PLANS (BMAPs)

One of DEP's methods for restoring water quality in an impaired waterbody.


Basin Management Action Plans (BMAPs) are:

- Developed with stakeholder input.
- Adopted by DEP Secretarial Order.
- Enforceable.
- Implemented through a phased approach.
- Reported on annually.
- Updated regularly.

The diagram illustrates a four-stage process:

- Coordination:** Community leaders, Partner agencies, Research.
- Restoration plans:** Address pollution sources in the basin, Identify priorities and funding.
- Measure success and adapt:** Regular updates, Statewide Annual Report (STAR).
- Restoration:** Attain water quality standards.

2



KEY BMAP COMPONENTS

- Total maximum daily loads (TMDLs) being addressed.
- Area addressed by the restoration plan.
- Identify sources.
- Phased implementation approach.
- Milestones.
- Projects and management strategies.
- Future growth impacts.


Projects to meet the TMDL:

- Implementation timeline.
- Commitment to projects.
- Expected water quality improvement from projects and management strategies.

Process to assess progress toward achieving the TMDL:

- Monitoring plan.
- Project reporting.
- Periodic follow-up meetings.
- Water quality analyses.

3

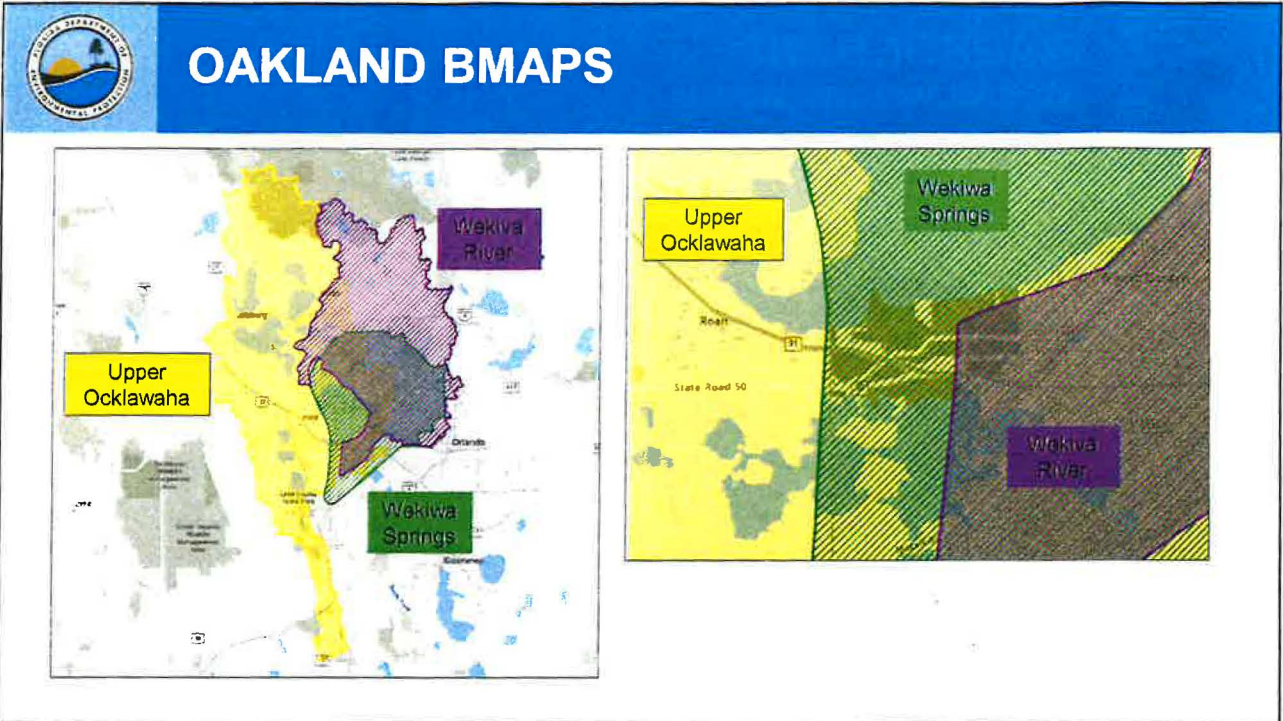


STAKEHOLDER INVOLVEMENT

Stakeholder involvement is critical to develop, gain support for, and secure commitments in a BMAP.

- **Responsible entities** are those organizations who are assigned load reductions and must comply with the BMAP provisions; these organizations are sometimes referred to as “Lead Entities.”
 - The Town of Oakland is a responsible/lead entity.
- **Responsible agencies** may be accountable for reducing loads from their own activities or have an important public sector role in BMAP implementation such as regulatory oversight, monitoring, research, or other related duties.
- **Interested stakeholders** are those organizations that have engaged with BMAP development and implementation with the intention to influence the implementation process and outcomes.
- **Stakeholders** is a more general term often used in the BMAP context to include all three of the previously mentioned organizations—responsible entities, responsible agencies, and interested stakeholders.

4



5


**BACKGROUND
UPPER OCKLAWAHA BMAP**

- 2007: Initial adoption.
- 2014: Phase 2.
- 2019: Amendment adoption.
- 2025: BMAP update.


• Oakland is located in the Lake Apopka watershed, which has a waterbody nutrient reduction allocation of 108,258 lbs-P/yr.

Source: SJRWMD

6



BACKGROUND WEKIVA/WEKIWA BMAPs



Source: USFWS

2015 BMAP

- Adopted to implement the river, canal and springs TMDLs.


2018 BMAP

- Adopted for Wekiwa Springs and Rock Spring.
- Focused on reductions in the springshed area for Wekiwa Spring and Rock Springs.
- Currently in effect.
- Does not include entity specific allocations.

2025 BMAPs: Two updated BMAPs

- Wekiva River and Little Wekiwa Canal BMAP.
 - Does not currently include entity specific allocations.
- Wekiwa Spring and Rock Springs BMAP.
 - Is not in effect due to pending litigation.

7



MILESTONES / REDUCTION SCHEDULE

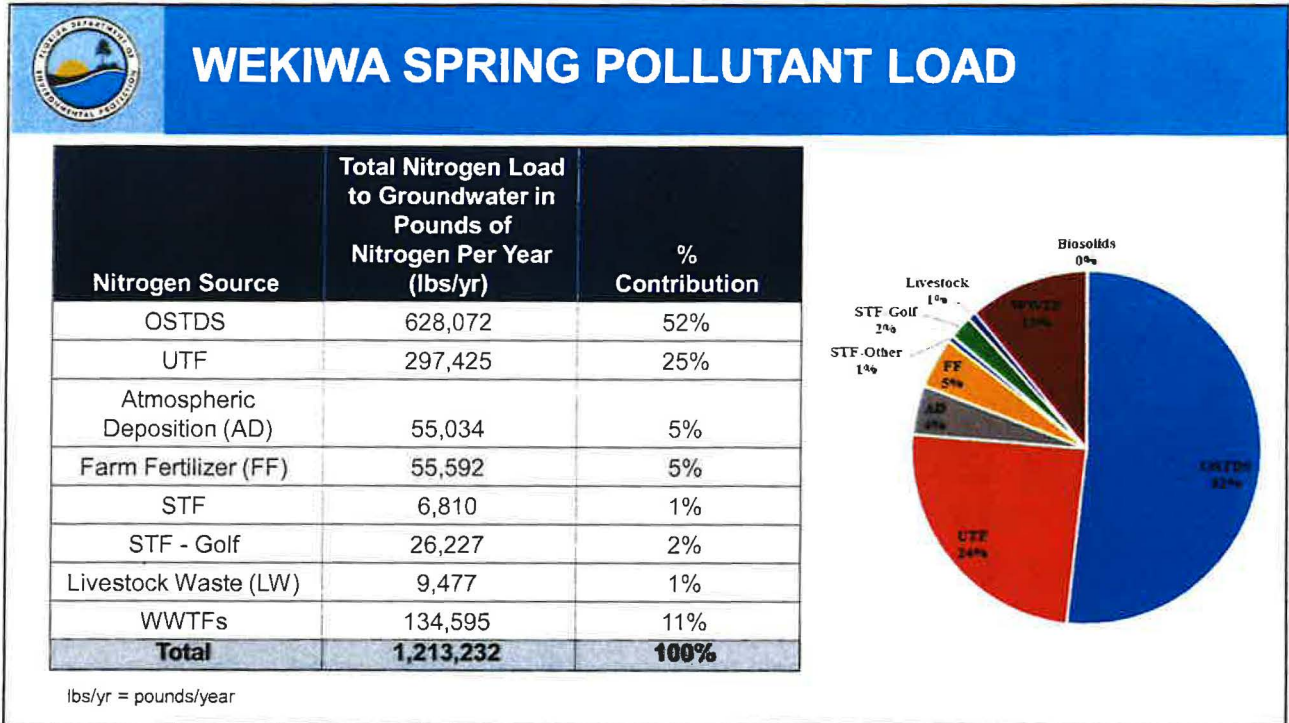
- Consistent with statutes, entities must provide a list of projects and strategies to DEP that show how entities will meet their required reductions to achieve the next upcoming BMAP milestone. even if the identified project or strategy will not be completed by the milestone.
- All projects needed to achieve milestone targets should be included in the Statewide Annual Report (STAR), even if a funding mechanism is not currently identified, as this information gives the state an understanding of the support is necessary to achieve BMAP goals and assists with the prioritization of projects.
- It is critical for each BMAP that entities plan for and report projects and project updates to the state through the STAR process.

BMAP	Adoption Year	Latest Adoptions	30% Milestone	80% Milestone	100% Milestone
Upper Ocklawaha	2007	2025	-	-	2030
Wekiva River	2015*	2025	-	-	-
Wekiwa Spring		2018**	2028	2033	2038

*Wekiva River and Wekiwa Spring were initially one BMAP
 **2025 BMAP under challenge

Neither the Upper Ocklawaha nor Wekiwa River BMAPs have entity allocations for Oakland **at this time.**

8



9

OSTDS REMEDIATION – Wekiwa Spring

Section 373.807, F.S.

- Requires BMAPs to include an OSTDS remediation plan if OSTDS contribute at least 20% of nonpoint source nitrogen pollution, or if DEP determines OSTDS remediation is needed to achieve the TMDL.

Sections 373.811 and 403.067, F.S.

- Prohibit the installation of new conventional OSTDS serving a lot of one acre or less where central sewer is available.
 - 403.067, F.S. Applies to Wekiwa River and Upper Ocklawaha BMAPs as well.


2018 BMAP

- The remediation plan established a remediation policy (**Appendix D in 2018 BMAP**) applicable to all existing OSTDS within the PFA on lots of less than one acre.
- Implementation date for this was March 1, 2025.

2025 BMAP

- The remediation plan established a remediation policy (**Appendix E in 2025 BMAP**) applicable to all existing OSTDS within the PFA on lots of one acre or less.
- Wekiwa BMAP currently not in effect.

10




OSTDS REMEDIATION

Subsection 403.067(7)(a)9., F.S.

- Requires local governments to develop an OSTDS remediation plan if DEP identifies OSTDS as contributors of at least 20% of point source or nonpoint source nutrient pollution or if DEP determines remediation is necessary to achieve the TMDL.
- The **2025 BMAP** contains a remediation plan for OSTDS consisting of management actions, including those described in **Appendix B** in the 2025 BMAP document.


11



WEKIWA SPRINGS - 2018 BMAP ALLOCATIONS AND PROGRESS

- Basin-wide percent reduction requirements from the 2018 Wekiwa Springs BMAP.
 - 30 % reduction within 5 years – 62,828 lb-N/yr
 - 50 % reduction within 10 years – 104,714 lb-N/yr
 - 20 % reduction within 15 years – 41,886 lb-N/yr
 - Total reduction – 209,428 lb-N/yr
- Designed to achieve the total load reduction required to meet the TMDL at the spring vents by 2038.
- Remains in effect and is enforceable.
- Responsible entities are required to plan for and implement projects that reduce nutrient loading and improve water quality, and progress continues to be expected moving ahead.

12



WEKIWA SPRINGS - 2025 BMAP ALLOCATIONS AND PROGRESS


Town of Oakland Wekiwa Springs Allocations

Sources			Milestone	TN % Reduction Requirement	Entity Requirement TN (lbs/yr)	TN Reductions Achieved
	Reduction Allocations (lbs-N/yr)	# of OSTDS				
OSTDS	6,618	921	2028 Milestone	30%	2,447	160
UTF	1,540		2033 Milestone	80%	6,526	
Total	8,158		2038 Milestone	100%	8,158	

- Entity specific reduction allocations and 5-yr milestone requirements
 - Not currently in effect due to challenge.
- ***Most credits are from education and outreach projects.

In 2026, the Town of Oakland entered projects to the BMAP Portal, which are now under review by DEP staff.

13




THANK YOU

Ken Weaver
Kenneth.Weaver@FloridaDEP.gov

For questions for the BMAP group:
Beth.Robertson@FloridaDEP.gov

14



DEP Funding Opportunities

Federal 319 and SWAG grants

- Focus on nonpoint source (stormwater) management and shovel-ready projects.

Springs Grant

- Eligible projects are land acquisition and capital projects that protect the quality and/or quantity of water from springs.

Water Quality Improvement Grant

- Septic to sewer projects, wastewater treatment facility improvements that result in improvements to surface water or groundwater quality, stormwater treatment projects, cooperative agricultural regional water quality improvement element.

State Revolving Fund (SRF)

- Low-interest loans to local governments to plan, design, and build or upgrade water, wastewater and stormwater facilities.

Protecting Florida Together


<https://protectingfloridatogether.gov/state-action/grants-submissions>

Grant portals typically open in summer each year.

Division of Water Restoration Assistance

<https://floridadep.gov/wra>

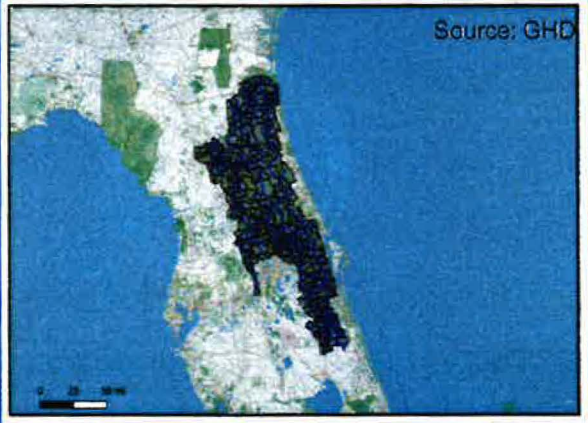
15



ST. JOHNS RIVER (SJR) MODELING

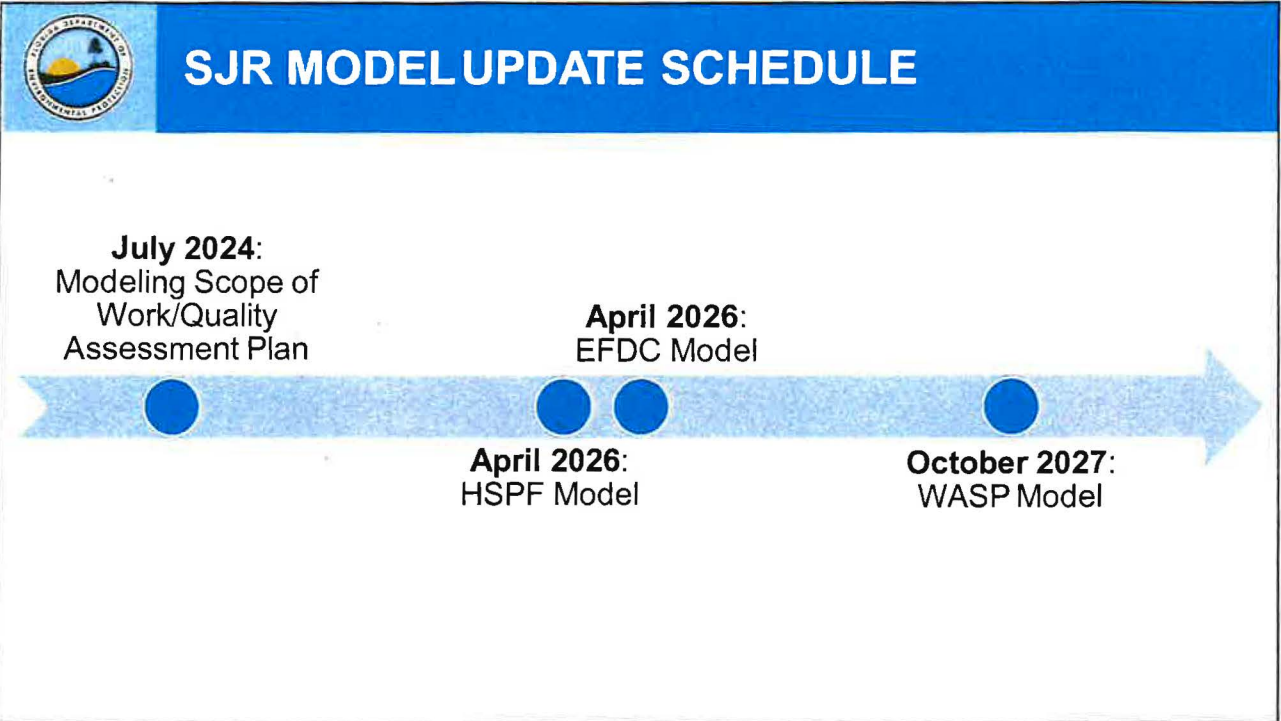
Modeling Updates Underway.

- Entire St. Johns River Basin.
- Updated input data.
- Watershed Model: Hydrological Simulation Program – FORTRAN (HSPF).
- Receiving Waterbody Model: Water Quality Analysis Simulation Program (WASP).
- Hydrodynamic Model: Environmental Fluid Dynamics Code (EFDC).



Source: GHD

16



Onsite Sewage Treatment Disposal Systems Remediation Plan



TOWN OF
Oakland
FLORIDA

Presented By Kimley-Horn

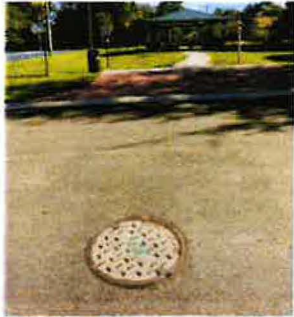


Kimley-Horn

1

Background

- The FDEP required an OSTDS remediation plan be submitted for all local governments within a Basin Management Action Plans (BMAP) in 2024.
- The Town of Oakland is located within 3 existing BMAPs:
 - Wekiwa and Rock Springs
 - Upper Ocklawaha
 - Wekiva River
- Required to reduce Total Nitrogen (TN) and Total Phosphorous (TP) amounts created by 30% by 2028 to remain compliant with the BMAPs' requirements.



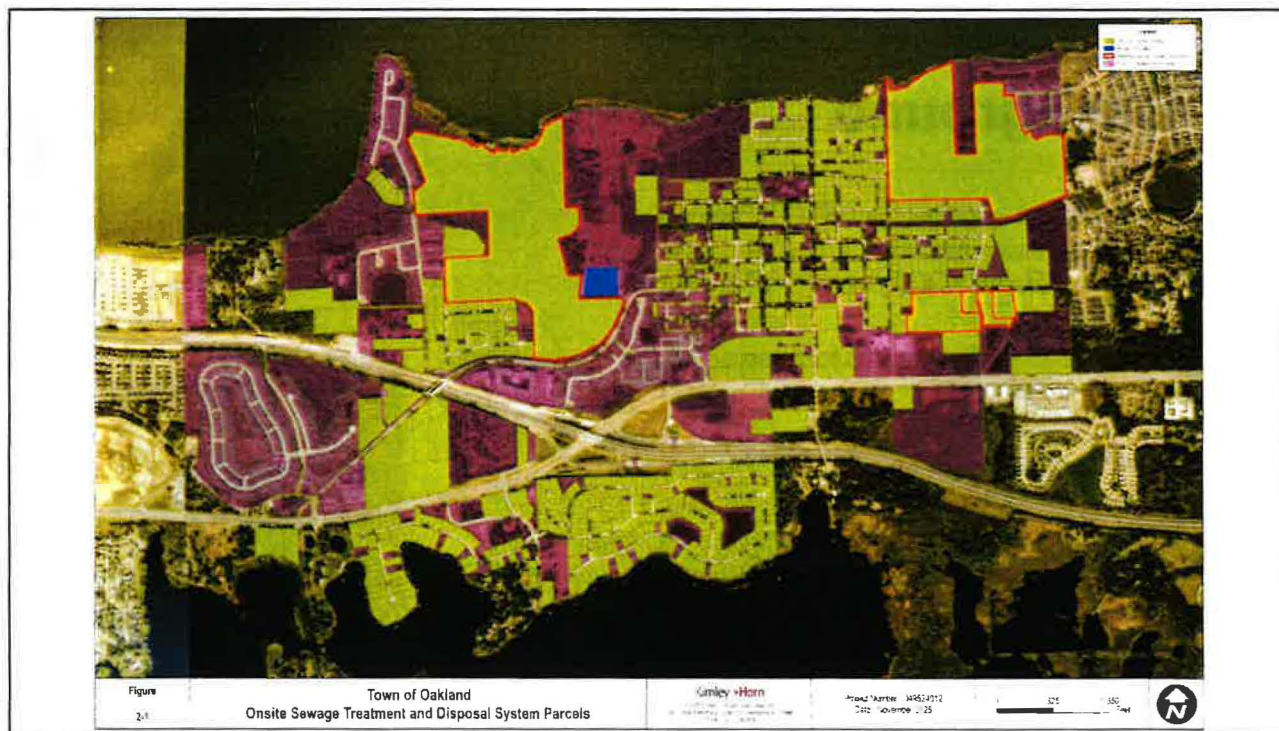
2

Existing Oakland OSTDS

- Based on the Florida Department of Health (DOH) Florida Water Management Inventory from January 2023, approximately 305 parcels have been identified with permitted onsite sewage treatment and disposal systems (OSTDS).
- A total of six (6) parcels previously identified as septic have been converted to sewer since the inventory was conducted.
 - The Grove (2 parcels)
 - Oakland Charter School
 - Public Safety Facility
 - Oakland Park
 - Oakland Nature Preserve
- Since the report, an additional 19 septic systems have been reported as eliminated.



3



4

Proposed Projects

- The identified septic parcels have been divided into eight (8) project areas in order to calculate the estimated project costs for OSTDS elimination and enhancement projects. The project areas can be seen on the next slide.
- The total cost for OSTDS elimination projects is approximately \$55,500,000 and will eliminate approximately 10,150 pounds of TN per year.
- The total cost for OSTDS enhancement projects is approximately \$16,200,000 and will eliminate approximately 4,701 pounds of TN per year.

5



6

Recommendations

- Continue on-going program of converting septic systems to centralized sewer with the OSTDS elimination projects
- Larger projects can be split into smaller areas to help with the upfront capital costs
- OSTDS enhancement may be more cost effective upfront, however septic-to-sewer projects minimize homeowner responsibility and more available funding options such as loans and grant programs.
 - SJRWMD Cost Share
 - FDEP Springs Funding

