



Florida Commission on Ethics
P.O. Drawer 15709, Tallahassee, Florida 32317-5709
"A Public Office is a Public Trust"

FLORIDA
COMMISSION ON ETHICS

AUG 13 2025

COMPLAINT SEP 02 2025

RECEIVED

25-234

RECEIVED ORIGINAL
ORIGINAL

1. PERSON BRINGING COMPLAINT:

Name: Darlene Shelley Telephone: (609) 290-0534
Address: 65 Kathleen Trl.
City: Palm Coast County: Flagler State: Fl. ZIP: 32164

2. PERSON AGAINST WHOM COMPLAINT IS BROUGHT:

Use a separate complaint form for each person against whom you are filing a complaint.
Name: Ray Sieger Telephone: (386) 313-4233
Address: Flagler County 1769 East Moody Blvd.
City: Bunnell County: Flagler State: Fl. ZIP: 32110
Title of office or position held or sought: Airport Director

3. STATEMENT OF FACTS:

Please provide a full explanation of your complaint, describing the facts and the actions of the person named above and why you believe he or she violated the law, and include a statement of how you became aware of these facts. Include relevant dates and the names and addresses of people whom you believe may be witnesses. Please do not submit more than 15 pages, including this form. Please do not submit video or audio tapes, CD, DVDs, flash drives, or other electronic media; such material will not be considered part of the complaint and will be returned.

4. OATH:

I, the person bringing this complaint, do swear or affirm that the facts set forth in the foregoing complaint and attachments thereto are true and correct to the best of my knowledge and belief.

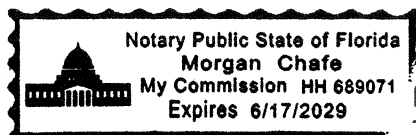
STATE OF Florida
COUNTY OF Flagler

Sworn to (or affirmed) and subscribed before me by means of physical presence or online notarization, this 7th day of August, 20 25, by Darlene Shelley
(name of person making statement)

Darlene Shelley
SIGNATURE OF COMPLAINANT

Morgan Chafe
(Signature of Notary Public)

Morgan Chafe
(Print, Type, or Stamp Commissioned Name of Notary Public)



Personally Known _____ OR Produced Identification
Type of Identification Produced: drivers license

Ethics Complaint Roy Sieger Flagler County Airport

From: harlydaryl@aol.com (harlydaryl@aol.com)

To: ethics.complaints@leg.state.fl.us

Bcc: harlydaryl@aol.com

Date: Saturday, August 23, 2025 at 08:09 PM EDT

Darlene Shelley
65 Kathleen Trail
Palm Coast, FL 32164
(609) 290-0534
August 23, 2025

Florida Commission on Ethics
325 John Knox Road, Building E, Suite 200
Tallahassee, FL 32303
Email: ethics.complaints@leg.state.fl.us

Subject: Ethics Violation Complaint Against Flagler Executive Airport Director Roy Sieger for Misuse of Public Position (F.S. 112.313(6))

Dear Commission Members,

I am filing this ethics complaint against Roy Sieger, Director of Flagler Executive Airport (FAA Identifier: FIN, 201 Airport Road, Palm Coast, FL 32164), for misuse of public position under F.S. 112.313(6). Sieger has prioritized the interests of pilots, aircraft owners, and flight school operators (e.g., Phoenix East Aviation and Embry Riddle) over the safety, health, and welfare of Palm Coast residents, violating state and federal guidelines, engaging in retaliatory actions, and misleading the public. His actions and inactions have exacerbated incompatible land use development around the airport, excessive and constant noise pollution, and toxic lead and chemical emissions, are a public nuisance and allow for potential unlawful takings.

Violations:

- 1. Non-Compliance with F.S. Chapter 333 and FDOT Guidebook:** F.S. 333.03(2)(d) mandates airport zoning to prohibit residential and educational facilities within one-half the length of the longest runway (2,500 feet for Runway 6/24) without a Part 150 noise study. The FDOT Airport Land Use Compatibility Guidebook (2024) requires airports to coexist with communities, avoiding significant environmental impacts and considering population density. Sieger has failed to enforce zoning regulations, ignored since 2009 and mandated by 2016, allowing residential encroachment in Palm Coast (~90,000 residents), a densely populated city surrounding the airport. The April 21, 2025, ordinance is inadequate, lacking proper hearings (F.S. 333.05). This violates F.S. 112.313(6) by prioritizing airport operations over public safety. [Web ID: 0, 1, 3, 6, 7, 16]
- 2. Violation of FAA Advisory Circular 150/5190-4B:** This AC requires airports to minimize environmental impacts (e.g., noise, pollution) on nearby residents and ensure compatible land uses based on population density. Sieger's oversight of excessive training flights, including low-altitude touch-and-go maneuvers (below 500 feet, violating 14 CFR § 91.119),

exposes noise-sensitive developments to noise exceeding DNL 65 and lead emissions (at least 720 pounds annually), incompatible with Palm Coast's density. No mitigation (e.g., noise abatement), Zoning Regulations, or adequate management to ensure fiscal requirements ensuring self-sustainability (imposing landing fees) have been implemented, violating coexistence mandates, grant obligations, and constituting misuse of position. [Web ID: 10, 11, 12, 18]

3. **Retaliation Against Complainants:** Sieger has retaliated against individuals criticizing airport operations causing environmental issues. In October 2023, a jury found Flagler County improperly evicted hangar tenant Les Abend for public criticism of Sieger, violating First Amendment rights (\$94,500 damages). In November 2024, Sieger threatened to evict pilot John Culberson after an emergency landing, citing prior criticisms. Residents report increases in low, loud overflights following complaint reports, suggesting retaliation. This violates F.S. 112.313(6) by using his position to punish critics, prioritizing airport interests over public welfare. [Web ID: 28, 29, 35, 37]. After lodging multiple complaints and expressing safety, health, and welfare concerns directly to the airport, Flagler County Commissioners, and via social media, my home has become a target of excessive numbers of low flying aircraft, emitting toxic lead chemicals, nuisance levels of noise, harming the peaceful qualities of the environment, and infringing on the rights of the local residents.
4. **Inaccurate Grant Request Information:** The 2009 Environmental Assessment falsely claimed, "no incompatible land uses", provided no noise studies, failed to communicate the airport extension plans with local residents and the Palm Coast City Council, and failed to acknowledge potential increases in touch-and-go training operations in air quality modeling or the likely negative effects for local residents (Table 5-2), violating NEPA (FAA Order 1050.1F). Sieger's oversight of grant mandates (FAA, FDOT), presenting inaccurate information and incomplete data, and misused his position to secure funding while ignoring zoning and environmental mandates, endangering residents. [Web ID: 3, 4]
5. **Fiscal Irresponsibility Benefiting Airport Stakeholders:** Sieger has failed to implement landing fees and maintains below-market hangar rental fees, despite \$1–2 million annual deficits, violating FAA grant assurances (FAA Order 5190.6B) for financial self-sustainability. This benefits pilots, hangar tenants, and flight schools at taxpayer expense, constituting misuse of position by conferring special privileges on private interests. [Web ID: 0, 2, 6] at risk to public health and welfare.
6. **Inadequate Environmental Testing and Misleading Public:** Sieger oversaw a February 14, 2025, Lead Exposure Assessment, limited to merely < 2" of soil in only four areas of airport property, with no water testing, no leachability analysis, no sustained air sampling, and no testing of the surrounding playgrounds, schools, hospitals, homes, or businesses, despite at least 720 pounds of annual lead emissions. (EPA 2008 estimate). St. Johns River Water Management District tests (June 12, 2024, station F-0176) showed lead levels five times higher than August 17, 2021, posing cognitive risks to children (EPA: no safe exposure level). Sieger's claiming the lead results as minimal mislead residents, violating F.S. 112.313(6) and constituting a public nuisance (*Atlantic Richfield Co.*, 1991–2008; *Rock Creek Subdivision v. Jefferson County*, 2023). No Part 150 noise study or comprehensive lead or chemical testing has been conducted. [Web ID: 1, 4, 7, 10]
7. At the 10/21/24 Flagler County Commissioners Meeting, according to 10/22/24 FlaglerLive report, Sieger made statements that were also misleading to the public by referring to touch and go training operations as "safer, at least for neighboring houses", that "their hands are tied" and they are "barred by federal regulations to make most of the sort of changes

residents are demanding" These statements are false, as the airport and Flagler County have full authority and jurisdiction over the day-to-day operations at the airport, to implement Rules and Regulations, to charge fees for take-off, landing, and touch and go operations, and adequately properly notice, enact, and enforce zoning regulations that protect BOTH the airport AND the local residents. Mr. Sieger failed to complete any of these requirements, and was derelict in his duty to abide by grant requirements, failed to adhere to state statutes, refused to implement protections to ensure the property rights of Palm Coast citizens, and refused to implement the operating framework that could have preserved rights to safety, health, and welfare and enabled the airport to peacefully coexist with local residents.

8. **Failure to Coexist with Residents:** Sieger has dismissed resident complaints, failed to reinstate the Airport Advisory Committee, bullied and insulted local residents, and neglected mitigation measures, ignoring noise, lead, and safety concerns (e.g., flights violating FAA Advisory Circular 91-36D). This prioritizes airport stakeholders over residents, violating F.S. 112.313(6) and exacerbating takings (*Causby*, 328 U.S. 256, 1946; *Griggs*, 369 U.S. 84, 1962) and nuisance (*Martin v. Port of Seattle*, 64 Wash. 2d 309, 1964). [Web ID: 0, 2, 8, 9, 35, 37]

Request for Action:

I request a full investigation into Sieger's conduct for misuse of public position, including:

- Non-compliance with F.S. Chapter 333 and FDOT/FAA guidelines.
- Retaliatory actions against complainants (Abend, Culberson, Shelley, and multiple other residents).
- Inaccurate grant submissions and fiscal irresponsibility.
- Inadequate testing and misleading public statements.
- Review of Sieger's Form 1 financial disclosures for conflicts of interest (available via Flagler County or ethics.state.fl.us).

Supporting evidence includes SJWMD test results, the 2009 EA, resident complaints, court records (Abend case), and FAA regulations. These are attached or available upon request. Contact me at (609) 290-0534 or the above address.

Thank you for addressing this urgent matter to protect Palm Coast residents, especially our disabled population, those with PTSD, Anxiety, Depression, those that must have uninterrupted sleep, work from home and need a quiet environment, children and grandchildren with developing brains and bodies, expectant mothers, unborn babies. The excessive nuisance noise, toxic lead, chemical emissions and the safety concerns associated with low altitude aircraft that do not meet FAA safe altitude requirements are caused by incompatible training aircraft that circle our homes hundreds of times every day. These dangerous piston aircraft training operations are harmful to everyone, the environment, and wildlife, and excessive training aircraft operations are destroying the environment, health, safety, and quality of life for thousands of Palm Coast and Bunnell residents. Roy Sieger and his mismanagement of Flagler Executive Airport and multiple violations of Code of Ethics is the reason we have no peace in our own homes.

Sincerely,
Darlene Shelley

May 1, 2008

MEMORANDUM

SUBJECT: Revised Airport-specific Lead Emissions Estimates

FROM: Marion Hoyer, OTAQ/ASD
Bryan Manning, OTAQ/ASD
Solveig Irvine, OTAQ/ASD

TO: Lead NAAQS Review Docket EPA-HQ-OAR-2006-0735

The purpose of this memorandum is to provide revised airport-specific lead inventory estimates for the airports listed in the 2002 National Emissions Inventory at which general aviation and air taxi activity occurs. The revised approach used to estimate emissions of lead (Pb) from the consumption of leaded aviation gasoline (avgas) by piston-engine powered aircraft includes estimates of Pb emitted only during the landing and take-off cycle (LTO). Historically, aircraft gaseous and particulate matter (PM) emissions have been calculated through the FAA's Emission and Dispersion Modeling System (EDMS)¹. This modeling system was designed to develop emission inventories for the purpose of assessing potential air quality impacts of airport operations and proposed airport development projects. However, EDMS is currently not set up to calculate lead emissions from piston-powered aircraft, and thus, it is not a readily available tool for determining airport lead inventories related to aircraft operations. In developing an LTO-based approach to determine piston-engine aircraft lead emissions, we relied upon the basic methodology employed in EDMS. This approach requires as input the activity of piston-engine aircraft at a facility, fuel consumption rates by these aircraft, the concentration of lead in the fuel and the retention of lead in the engine/oil. This approach is described in the memo to the Lead RIA Docket titled "Revised Methodology for Estimating Lead Emissions from Piston-Engine Aircraft Operating on Leaded Aviation Gasoline."

The table below provides the revised airport-specific estimates of lead emissions from the LTO activity of piston-engine aircraft. In the table, 'FIPS' is the Federal Information Processing Standards code used to identify states and counties and 'Airport' is the airport-specific identifier and 'kilograms Pb' are the estimates of lead emitted by piston-engine aircraft during the landing and take-off cycle at each airport.

¹ EDMS available from

http://www.faa.gov/about/office_org/headquarters_offices/aep/models/edms_model/

FIPS	Airport	State	City	Airport Name	Kilograms Pb
06037	VNY	CA	LOS ANGELES	VAN NUYS	903
08005	APA	CO	ARAPAHOE	CENTENNIAL	773
04013	DVT	AZ	MARICOPA	PHOENIX DEER VALLEY	714
12117	SFB	FL	SEMINOLE	ORLANDO SANFORD	672
12127	DAB	FL	VOLUSIA	DAYTONA BEACH INTL	640
06037	LGB	CA	LOS ANGELES	LONG BEACH /DAUGHERTY F	609
04025	PRC	AZ	YAVAPAI	ERNEST A. LOVE FIELD	607
40143	RVS	OK	TULSA	RICHARD LLOYD JONES JR	585
21015	CVG	KY	BOONE	CINCINNATI/NORTHERN KEN	547
06059	SNA	CA	ORANGE	JOHN WAYNE AIRPORT-ORAN	525
38035	GFK	ND	GRAND FORKS	GRAND FORKS INTL	501
26125	PTK	MI	OAKLAND	OAKLAND COUNTY INTERNAT	497
04013	FFZ	AZ	MARICOPA	FALCON FLD	483
53033	BFI	WA	KING	BOEING FIELD/KING COUNT	477
17031	ORD	IL	COOK	CHICAGO O'HARE INTL	475
48439	DFW	TX	TARRANT	DALLAS/FORT WORTH INTER	468
06037	POC	CA	LOS ANGELES	BRACKETT FIELD	450
12011	FXE	FL	BROWARD	FORT LAUDERDALE EXECUTI	443
06073	MYF	CA	SAN DIEGO	MONTGOMERY FIELD	435
34027	MMU	NJ	MORRIS	MORRISTOWN MUNI	432
13063	ATL	GA	FULTON	THE WILLIAM B HARTSFIEL	427
12061	VRB	FL	INDIAN RIVER	VERO BEACH MUNI	426
51107	IAD	DC	LOUDOUN	WASHINGTON DULLES INTER	422
48439	FTW	TX	TARRANT	FORT WORTH MEACHAM INTL	418
06085	RHV	CA	SANTA CLARA	REID-HILLVIEW OF SANTA	417
34003	TEB	NJ	BERGEN	TETERBORO	417
04013	CHD	AZ	MARICOPA	CHANDLER MUNI	407
13089	PDK	GA	DE KALB	DEKALB-PEACHTREE	399
06001	LVK	CA	ALAMEDA	LIVERMORE MUNI	396
41067	HIO	OR	WASHINGTON	PORTLAND-HILLSBORO	395
12011	PMP	FL	BROWARD	POMPANO BEACH AIRPARK	392
06001	OAK	CA	ALAMEDA	METROPOLITAN OAKLAND IN	390
25017	BED	MA	MIDDLESEX	LAURENCE G HANSCOM FLD	383
49035	SLC	UT	SALT LAKE	SALT LAKE CITY INTL	381
12035	X47	FL	FLAGLER	FLAGLER COUNTY	378
06085	PAO	CA	SANTA CLARA	PALO ALTO ARPT OF SANTA	377
42003	PIT	PA	ALLEGHENY	PITTSBURGH INTERNATIONAL	374
36103	FRG	NY	SUFFOLK	REPUBLIC	373
06073	CRQ	CA	SAN DIEGO	MC CLELLAN-PALOMAR	370
12095	ORL	FL	ORANGE	EXECUTIVE	369
12127	OMN	FL	VOLUSIA	ORMOND BEACH MUNI	359
06111	CMA	CA	VENTURA	CAMARILLO	357
32003	VGT	NV	CLARK	NORTH LAS VEGAS	357
48201	DWH	TX	HARRIS	DAVID WAYNE HOOKS MEMOR	353
53061	PAE	WA	SNOHOMISH	SNOHOMISH COUNTY (PAINE	350
12111	FPR	FL	ST LUCIE	ST LUCIE COUNTY INTL	349



U.S. Department
of Transportation
**Federal Aviation
Administration**

Airports Division
1701 Columbia Avenue (ASO-600)
College Park, GA 30337
Phone: 404-305-6700

March 3, 2025

TRANSMITTED VIA EMAIL

harlydarly@aol.com

Ms. Darlene Shelley
65 Kathleen Trl
Palm Coast, FL 32164

SUBJECT: Freedom of Information Act (FOIA) No: **FAA 2025-01924**
No Records Determination

Dear Ms. Shelley,

This letter responds to your February 2, 2025, request submitted under the Freedom of Information Act (FOIA), United States Code (U.S.C.) §552, seeking: *FAR 150 Noise Contour Map(s) for Flagler Executive Airport (FIN)*. The FAA conducted a comprehensive search, which includes all electronic and physical office records, at the Orlando Airports District Office within the Southern Regional Office. After a thorough search, we found no responsive documents. Please note, that Part 150 Noise Contour Maps are components of a 14 CFR Part 150 Noise Study, and there was no study for FIN.

The undersigned is responsible for this no-records determination by the FAA, Airports Division, Southern Regional Office. If you require any further assistance or would like to discuss any aspect of your request, you may contact FAA FOIA Public Liaison directly at (202) 267-7799 or by email to 9-afn-foia-public-liaison@faa.gov with "Public Liaison" in the subject line.

Additionally, you may contact the National Archives and Records Administration's Office of Government Information Services (OGIS) to inquire about their FOIA mediation services. The contact information for OGIS is as follows:

National Archives and Records Administration
Office of Government Information Services
8601 Adelphi Road, Room 2510
College Park, Maryland 20740-6001
Phone: 202-741-5770, Toll-free: 1-877-684-6448
Facsimile: 202-741-5769
E-Mail: ogis@nara.gov

You have the right to appeal this response. Your appeal must be received by FAA no later than 90 days from the date of this letter. If you would like to appeal this disclosure determination, please send your appeal to FOIA-Appeals@faa.gov or by writing to:

Assistant Administrator for Finance and Management (AFN-1)
Federal Aviation Administration
800 Independence Avenue, SW
Washington, DC 20591

Please include your tracking number (FAA 2025-01924) in any subsequent communications related to this request.

Sincerely,

**STEVEN E
HICKS**

Digitally signed by STEVEN
E HICKS
Date: 2025.03.03 12:35:51
-05'00'

Steven E. Hicks
Director

Current and historic data are continuously added to St. Johns River Water Management District's database; subsequent reviews may reflect additions or revisions to the data. SJRWMD provides no warranty as to the accuracy reliability or completeness of these data. Further information can be obtained by contacting St. Johns River Water Management District.

Station	Point_Loca	Parameter	Unit_of_Me	STORET_Nr	Sample_Co	Measured_'	Data_Quali	Sample_Ty
F-0176	BULOW RU	Pb-T	ug/L	1051	2/29/2012	2 T		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	8/17/2012	2 T		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	3/4/2013	2 T		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	2/19/2014	2 T		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	8/25/2014	2 T		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	2/25/2015	0.133432	IQ	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	7/27/2015	0.527734		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/14/2016	0.46902	I	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/15/2017	0.171984	I	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/26/2018	0.300278	I	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/5/2019	0.723282		GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/17/2020	0.800439	Y	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	8/17/2021	0.306343	I	GRAB
F-0176	BULOW RU	Pb-T	ug/L	1051	6/12/2024	1.501828		GRAB

Presented at 3/17/12
Meeting Airport
update



Consolidated Environmental Engineering, LLC.

LEAD EXPOSURE ASSESSMENT REPORT

Flagler Executive Airport

201 Airport Rd. Palm Coast, FL 32164

Sampled on February 14, 2025

CONSOLIDATED ENVIRONMENTAL ENGINEERING, LLC.

Registered Environmental Manager

Registered Environmental Property Assessor

EPA Lead-Safety Certified Firm

Phone: (321) 242-7100

E-mail: ceeinc@bellsouth.net

Website: <http://ceefl.com>

2515 N Wickham Rd. Melbourne, FL 32935

Consolidated Environmental Engineering, LLC.

Summary of Laboratory Data

Table Key:		Normal	Elevated	Exceeds
Soil Sample Results				
SW846 60208 method				
Sample Location	Sample Number	Result (mg/Kg)	Florida Department of Environmental Protection's Commercial/Industrial Target Level (mg/kg)	
1 - RW 11	1-25-003-611	1.0	1400	
2 - RW 29	2-25-003-613	2.6	1400	
3 - FW 24	3-25-003-609	1.5	1400	
4 - FW 06	4-25-003-607	1.5	1400	

date?
time?
only tested
0" - 2"

What pollutants tested?

SW846 60208 method

What is this? Not

Florida Department of Environmental Protection's Commercial/Industrial Target Level (mg/kg)

Wrong levels Used

What about Leachability Testing?
Residential is 400!



Consolidated Environmental Engineering, LLC.

Summary of Laboratory Data

Table Key:

Normal

Exceeds

Sample Location	Sample Number	Result (mg/m ³)	Converted Result (µg/m ³)	OSHA Permissible Exposure Limit (PEL) (8 Hour) (µg/m ³)
1 RW 11	1 20-00130711	<0.0010	<1.0	50
2 RW 29	2 20-00133510	0.0010	1.0	50
3 RW 24	3 20-00133509	<0.0010	<1.0	50
1 RW 06	4 20-00133507	0.0010	1.0	70
5 Control/Background	5 20-00133508	<0.0010	<1.0	10

What air pollutant tested?

No longevity testing!
What time frame? Only a few hours?
Minutes? Wrong!

Air Sample Results

mod. NIOSH 7303 ICP method

OSHA Permissible Exposure Limit (PEL) (8 Hour) (µg/m³)

Residential/
homes/
hospitals/
Schools

Air Quality
EPA has Standards for

What about Carbon monoxide

Nitrous dioxide

Ozone

Particulate Matter

Sulfur dioxide

AND

Lead