

THE ISSUE STUDY

**DEBORAH STONE'S
PARADOX OF POLITICAL REASONING**

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Chapter I – Statement of the Problem

Stew Leonard's



Republic Airport



Town of Babylon



New York State DOT

The focus for this problem is the political issues concerning the building of Stew Leonard's directly in the runway protection zone for the Republic Airport. Is it a safety issue? Why doesn't the Republic Airport want Stew Leonard to build? Does the airport plan on expanding? Why did the town approve the building against FAA recommendation? This issue is important because it is dangerous to the community and Stew Leonard's should not be allowed to build. If the Republic Airport is making this a safety issue so that they can expand in the future, then the community needs to know. It affects quality of life as well as property value.

The focus and why it is important

Stew Leonard's grocery store proposed building on Conklin Ave and Route 110 in Farmingdale and directly in the runway protection zone for Republic Airport. Republic Airport feels that this a safety issue endangering the patrons of Stew Leonard's. Babylon town has approved the building. The Federal Aviation Administration has made a recommendation that the runway protection zone should be clear of people. The town, federal and state agencies disagree on the nature of harm Stew Leonard's would cause to patrons.

The central question to be answered

Why is this an issue when Republic Airport has stated that it affects the safety of patrons? Stone states "with the polis crucial information is very often deliberately kept secret, because someone expects someone else to behave differently once the information is made public." (Stone, p.29)

Why we need to know about this issue

According to Stone "The members of a community almost always have an interest in its survival, and therefore in its perpetuation and its defense against outsiders." (Stone, p. 21)

In Chapter II a conceptual map is presented along with a review of the literature discussing what this problem means in the practical and scholarly world, using Stone's perspective as the framework for this social issue.

Chapter III contains an analysis of the qualitative research conducted on this issue. The methodology for qualitative research is content analysis. The researchers were interested in identifying patterns, themes and biases since data are collected from various methods of communication.

Chapter IV consists of the findings and interpretation of these data. A time line and conceptual map of the issues are presented both visually and in text.

Chapter V is a scholarly summary of what the researchers have discovered an analysis of the conceptual map. This chapter reveals recommended changes and the usefulness of the map. An explanation of this problem is offered.

Chapter II Conceptual Framework

Introduction

In Chapter II, the researchers examined Deborah Stone's book The Policy Paradox: The Art of Political Decision Making. In order to fully illustrate the interpretation of Stone's work, the researchers explain a conceptual map created to describe her framework. First the researchers summarize Stone's three categories; goals, problems and solutions as they relate to the examination of policy. And secondly, draw from her work to explore the idea of a political paradox and how it is a part of any public discourse.

In Figure 2.1 the researchers designed a conceptual map to provide a framework for the interpretation of Stone's work. The researchers made use of a 3 dimensional cube

Figure 2.1

to indicate that everything that is placed in the cube can be seen from more than one perspective. Stone began the book with an analysis of the market or non-distributive model and the Polis or the distributive model. The non-distributors are motivated solely by self-interest; they operate under the laws of matter and focus on material exchanges. Stone's premise of the book is that policy derives not from the non-distributor, but in the commons among the distributors who work by the laws of passion through cooperation and competition. Both the distributors and non-distributors are players in every political issue. Stone believes the only way a non-distributor can gain support for their self-interest is through a dialogue with the distributors. Stone defines this as a paradox because the market model cannot exist alone as it is believed to operate. She compared these concepts of society and states, "In politics, the representation of issues is strategically designed to attract support to one's side, to forge some alliances and break others. Ideas and alliances are intimately connected." (Stone p. 34). This was our first encounter with a look at market and polis models. The researchers agreed with Stone that both models are at work in the matters of policy and thus illustrated these two forces as ingredients in the paradoxical cube.

Goals

Stone began an examination of the paradox through the interpretation of goals. The goals, illustrated in yellow in figure 2.1, are depicted in a circle, thus eliminating any hierarchical relationship among them. Equity, Efficiency, Security and Liberty are the four goals or objectives of both the distributors and non-distributors. It is in the definition of each goal that Stone revealed the paradoxes. The researchers felt that it was important

to represent each goal as Stone showed us that objectives may seem similar among groups, but the group's interpretations of the goals are defined differently.

Nothing was clearer to us than Stone's example of the dividing the cake. Equity, she states, is defined as what is fair. Stone explains that in any distribution there are three important dimensions: the recipients (who gets cake?), the item (what is being distributed? - cake), and the process (how is the cake distribution to be decided upon and carried out?). (Stone p.42) Stone claims that there are dimensions of equity at play that cause complications for the distributors. She categorized four major divides; the first is that conflicts arise because people do not agree on the relevant characteristics of recipients and items; a second divide as the kind of interference with liberty one finds acceptable as a price of distributive justice; a third divide as whether one sees property as an individual creation or a collective creation; the fourth divide concerning human motivation. These divides inhibit goals in that equity is difficult to define and ever changing simply by looking at distribution from another perspective. This chapter forced us to dissect the distribution process. Something as simple as sharing a cake revealed how individual ideas and biases impact the distribution.

The second attribute of goals as explained by Stone is efficiency. A simple definition of efficiency offered by Stone: "getting the most out of a given input" or "achieving an objective for the lowest cost" is simply another way of judging the merits of different methods of doing things. Complications of efficiency arise when two key factors are examined: outputs and inputs. Outputs need to have a goal or objective, but

who decides it? Outputs are also assigned a value in order to compare objectives – how should this be done? Who benefits from the outputs?

The inputs cause just as much confusion when the researchers count inputs that are also outputs to somebody else. How are inputs counted, when do they count, and how do the researchers include unlimited opportunity costs of resources used as inputs, are just a few questions that arose from efficiency. Again it is not as simple as it seems at the outset. The non-distributors have a clear view of efficiency – reaching maximum output for a given input, however, when the distributors enter the mix as in policy creation, these questions surface and are impacted by problems and solution.

Security is defined as dimensions of need and due to its symbolic nature, need is relative as well as absolute. This leads to a choice in perspective for policy-making and thus creates complications. Needs can be based on a condition of being “at risk” which grounds safety-related regulatory activity in the future and are therefore defined by Stone as future needs. Stone illustrates five dimensions of need: valuation of resources, standard of comparison, purposes of resources, time and unit of analysis and presents issues for the distributors for each.

The third, Liberty so is very closely related to Security that Stone examines two dilemmas that materialize from a liberty-security trade-off. The first dilemma is that of dependence. Stone explains that without the security of having one’s basic needs met, a person cannot make free choices. The second dilemma is the problem of paternalism: When, if ever should government prevent people from acting voluntarily in ways that

harm themselves? (Stone p. 123) This raises many questions for health and safety regulations such as non-smoking rules in public places. Stone also entertains the idea of a liberty-equity trade-off by looking at those things that are necessary to exercise free choice such as power, wealth, and knowledge. Stone identifies these as prerequisites to liberty. Minor restrictions of liberty on some people may result in an expansion of liberty for others. Liberty may also increase or decrease depending how you look at a situation. If a public policy decreases liberty for some in order to increase for others, a trade-off exists. If, on the other hand, a policy expands freedom by bringing problems under control, thus benefiting everyone, there is no trade-off.

The researchers had some trouble at first distinguishing between Stone's definitions of Security and Liberty. The researchers thought of Security as a synonym for safety but then realized that liberty also connects to safety. An issue that came to mind is gun control. It is an issue of security for some, in that by controlling guns the researchers can prevent future deaths, but to others, it is a loss of liberty, the freedom to own a gun is taken away.

Problems

Problems are outlined in red on the concept map and continuously impact both goals and solutions. The researchers depicted this impact by outlining the goals and solutions in red as well.

Stone wrote about problems as "strategic representations of situations." Problem definitions are strategic in that any portrayal of a problem represents only one of many points of view. With the existence of problems, goals are in constant evolution. The use

of symbols, numbers, causes, interests and decisions shape goals and solutions. Nothing is left to stagnation. Since problems have no universal or scientific definition, they are defined in politics. Political actors define the problems as they relate to policy.

The researchers chose to outline each of Stone's problem categories in that by unveiling the types of problems, the paradoxes would emerge. In investigating any issue, it is critical to understand the problems; who is creating them and who is receiving them, in order to perform an analysis. It is in defining the problems that Stone dives into the paradoxical.

Symbols, numbers, causes, interests, and decisions are all up for interpretation by individuals and that in it creates the paradox. How something is represented or labeled, such as in the use of metaphors, can express a positive or negative connotation for an issue. The same can be said for numbers and causes. What the group or individual decides to count and the method they use, creates problems because they choose what to leave in and what to eliminate in the message. Stone's concept of causal stories and Hobson's choice made an impression on us. The researchers agree with Stone in that our society learns from stories and that stories can be crafted as a tool to getting to a desired solution. In fact, all of the categories Stone presented, as problems are artful in the sense that people created them from their own interpretations of situations, goals and solutions.

Solutions

The researchers placed the solutions at the center of our map to illustrate that idea that they are the targets. However, Stone describes solutions or policy action as “on-

going strategies for structuring relationships and coordinating behaviors to achieve a collective purpose” (Stone, p. 261). She claims that a sophisticated policy analyst will try to anticipate how others will move in response to a new policy. In order to depict the change in solutions, the researchers used arrows to indicate that solutions then become goals and by surrounding them in red, are affected by problems. The researchers chose to use circles to emphasize the non-linear relationship between the goals, problems and solutions. Solutions can be problems at the same time and regenerate into different goals.

Stone considers five definitions of solutions: inducements, rules, facts, rights and powers.

Inducements are portrayed as a system with three parts: the inducement giver, the inducement receiver, and the inducement itself. The three parts must function together if the inducement is to bring about the desired change. Positive inducements such as bonuses may create goodwill while negative inducements such as fines will create a climate of conflict and build resentment. Both positive and negative inducements are efforts by one group to control the behavior of another. Sanctions are also considered as inducements and may in fact hurt the very people you are trying to help. Psychologically speaking, the researchers know they work. Promotional advertising is based on the idea that giving something away will induce people to take action, namely to buy a product. The same principles are at play amongst the distributors. Inducements are used by one party to control or influence another party.

Inducements differ from rules in that rules are described as having two parts: *actions* to be taken in *certain situations* or context. In our society, the researchers regard actions differently in different situations and thus rely on the context to apply a rule. Stone uses two categories for good rules: precise rules and flexible rules. Precise rules create predictability as they ensure alike treatment. There is no arbitrariness and it is the rule of law. Flexible rules include contextual and individual differences. It allows room for creativity and allows for officials to apply their knowledge. Complications arise when considering discretion, complex situations, crisis, perverse incentives, vagueness, inclusiveness and exclusiveness, and the methods in enforcing the rules. The researchers understand her point in that most rules require interpretation. As in the constitution, it is the contextual framework that causes a rule to emerge as a solution.

Facts, according to Stone, are merely an act of persuasion. She says that the shaping of information is an inevitable part of communication and an integral part of strategic behavior. Information is not neutral. All types of communication include and exclude information. The communication is filtered by a person's prior attitudes and beliefs. Facts are distributed through means of communication and are subject to these filters. Withholding information is just as influential in the interpretation of facts as the provision of information.

Rights are yet another way of governing relationships and coordinating individual behavior to achieve collective purposes. Stone labels the tradition of rights as positive and normative. A positive right is one that is backed by the power of the state. It can be

determined by a previous claim that was backed or by a test case. A normative right is derived from some other source than power. It is a claim that people have rights that have not been legally recognized. Stone uses the example of the Declaration of Independence in that Thomas Jefferson wrote of “unalienable rights given by our creator”. Stone creates types of rights, sources of rights and mechanisms of rights in order to define their basis as policy instruments.

And finally, Stone in chapter 15, identified powers as refining the membership in the polis. A change to the system of representation equated to a change in the distribution of power. This argument is presented with the ideas of decentralization and centralization among levels of government.

Summary

Upon the completion of the analysis of Stone’s work, the researchers felt that the framework provided a method to investigate the issue of building a retail store in a runway protection zone. With many perceived problems impacting the goals and potential solutions of this issue, the researchers set out to conduct a data analysis of information available in newspapers, interviews and websites. The analysis is presented in Chapter III.

Chapter III – Design of the Study

Introduction

This study utilizes the principles of Leedy and Ormrod's content analysis, a detailed and systematic examination of information for the purpose of identifying patterns and themes. This design was selected to identify specific characteristics of policy decision making as acknowledged by Stone, i.e., goals, problems and solutions. This use of qualitative analysis, specifically content analysis is appropriate because the sources of information were verbal interviews and written articles.

Research

The research tools included following data bases: Suffolk County Library System, news media databases including Newsday, New York Times, Suffolk Life, several community organizations such as Citizens Against Republic Expansion (CARE), and East Farmingdale Civic Association, Long Island Business Aviators Association (LIBAA), government websites including New York State Department of Transportation, Republic Airport Commission and Federal Aviation Administration. In addition, interviews were conducted with the Director of the Airport and two community members. All information, verbal and written was coded and presented in a matrix format (see Appendixes A and B.) All information was coded using Stone's descriptors and analyzed to determine frequency of events. The matrixes allow the reader to visualize the

frequency of events. The matrixes also provide a detailed qualitative analysis of the events as they relate to Stone's policy.

Summary

The researchers used content analysis as the sole methodology for this qualitative design study. Analysis of the information obtained from coding the verbal and written information provides a framework to address this issue as well as provide a basis for further research.

Chapter IV – Presentation of Findings

Introduction

In this chapter the researchers examine the issue using Stone's Framework as discussed in Chapter II. By using Stone's concept of distributors and non-distributors, the researchers set out to make sense of the decision to build a Stew Leonard's retail establishment in the Runway Protection Zone (RPZ) of Republic Airport's Runway 14. In the first section of this chapter the researchers present the background information on Stew Leonard's and Republic Airport; in the second section an explanation of the timeline of events surrounding this issue; and finally, in section three, a focus on the goals, problems and solutions surrounding the issue as stated in Stone's work.

There are a number of groups that have revealed interests in this issue: Stew Leonard's, Fairchild Corporation, Town of Babylon (TOB) officials, New York State

Department of Transportation (NYSDOT), Republic Airport Director, AVPORTS Management Group, Long Island Business Aviators Association (LIBAA), Community Against Republic Expansion (CARE), Suffolk County Planning Commission, Federal Aviation Administration (FAA), Aircraft Owners and Pilots Association (AOPA), and the Citizens of East Farmingdale.

Background

Stew Leonard's

Stew Leonard's grocery store, with locations in Norwalk, CT, Danbury, CT and Yonkers, NY, was founded in 1969 in Norwalk as a small dairy store with seven employees. Stew Leonard's has grown to become not only the World's Largest Dairy Store, but also one of the more renowned grocery stores, with annual sales of nearly \$300 million and almost 2,000 employees. The three locations have remained a family business. In 1991, Stew Leonard Jr. was promoted to President and CEO.

Stew Leonard Jr.'s management style is built around an acronym for S.T.E.W.: Satisfy the customer; work together as a Team; strive for Excellence at everything you do; and get the customer to say WOW. Stew Leonard's has been recognized by **FORTUNE** Magazine as one of the "100 Best Companies to Work For" for the past three consecutive years. (www.stewleonards.com)

Stew Leonard's set its sights on opening a new store in East Farmingdale in 2002. The vacant lot at corner of Conklin and Route 110 in Farmingdale attracted the company for its location to a shopping center nearby. The property is also across from

Republic Airport's Runway 14 and a portion of the property is designated a Runway Protection Zone (RPZ).

Republic Airport

Occupying 526 acres in East Farmingdale, New York, and Republic Airport is one of 11 airports on Long Island and is located in the Town of Babylon.

The Fairchild Engine Manufacturing Company originally owned Republic Airport. When Fairchild closed its operation in 1969, the Metropolitan Transportation Authority (MTA) acquired the airport. Ownership of the airport was transferred to the New York State Department of Transportation (NYSDOT) in April 1983, in order to promote economic development in the surrounding Long Island region. Republic has always operated as a general aviation/reliever facility but does not allow commercial passenger aircraft with over 30 seats. Mr. Hugh Jones has served as the Director of the airport for the NYSDOT since 1983. In 1993, AVPORTS, a private airport management firm was contracted by the NYSDOT to oversee the airport operations.

In January 1984, the NYSDOT established the Republic Airport Commission. The commission consists of nine members and the Commissioner of the DOT as ex-officio. Six members reside in Suffolk County while four members reside in Nassau County. The purpose as set forth by the NYSDOT states "to provide for the orderly administration of Republic Airport, to insure as much compatibility as possible between aircraft operations and surrounding residential development to enhance public safety, and to promote economic growth." The NYSDOT directed the commission to implement a

“Payments in Lieu of Taxes program to provide greater support for local government and schools.” (Role Statement, 1984)

The airport is home to two fixed base operators, Long Island Jet Center and Atlantic Aviation Service. It is also the home for many corporate Lear Jets such as those owned by Cablevision, Computer Associates, and Geico Insurance Company. The airport employs 731 people directly and another 383 people work on the property.

At Issue

In order to visualize the issue, (see figure 4.1), the researchers compiled a timeline of highlights that are then explained in detail throughout this section.

In November 2002, Stew Leonard’s revealed their interest in acquiring 19 acres of land owned by Fairchild Corporation on the southeast corner of RT. 110 and Conklin Street. The company planned to open a 125,000-square-foot market in Farmingdale in mid-2004. It paid about \$16 million for the 19-acre site at the intersection of Broad Hollow Road (Rt. 110) and Conklin Street, across the street from a wine store the company recently opened. Fairchild Corporation sold the property. Stew Leonard Jr., president and chief executive, said about 50,000 people drive by the Long Island site every day, twice the number that pass the flagship store in Norwalk, Connecticut. He said it will cost about \$24 million to build and equip the supermarket, which will bottle its own milk, bake its own muffins and produces its own mozzarella while customers watch. (Newsday. Nov 27, 2002. Pg. A.38)

Figure 4.1

In February 2003, plans were submitted to the Town of Babylon Planning Board for approval with the renderings of three structures to be built on the property; a grocery store measuring 124,513 sq. ft., an office building and a petting zoo with indoor space to house animals. TOB officials sent the site plan to Republic and other neighbors in the area. At first, William McShane, the president of Long Island Jet, an aviation services company at Republic, and of the Long Island Business Aviation Association, representing about half of the 100 aviation businesses on the Island, was delighted of the prospect of bring more jobs to the area. After viewing the site plans, his enthusiasm turned to concern. The site plans showed the main store overlapping the Runway Protection Zone by 300 sq ft.

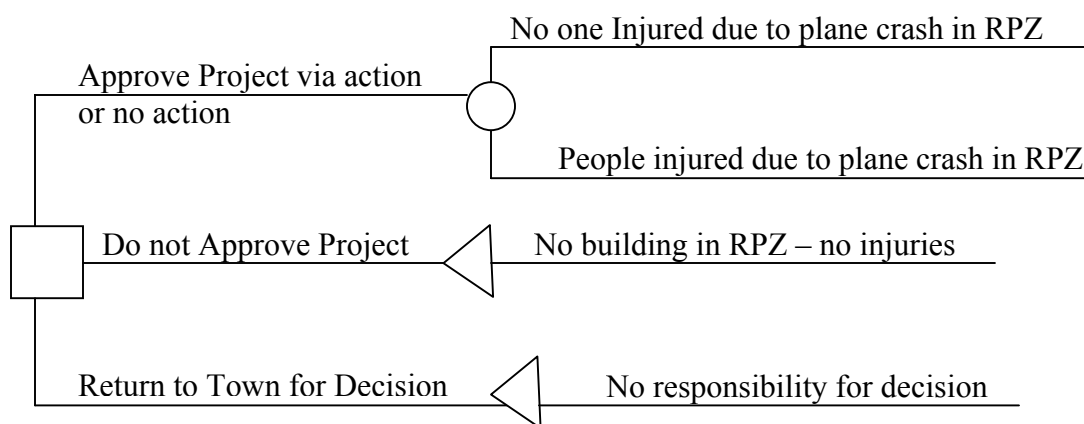
The TOB Planning Board sent the project to TOB Zoning Board to review the project. On August 19th and 21st, both the Town Planning Board and the Zoning Board approved the project. On September 5th, the town approved Stew Leonard's request for variances on "special permission to conduct a petting farm, retail sales and for outside storage and display as per site plan (non-permitted uses); to increase from one building maximum allowable to three buildings and six animal shelters," according to the Stew Leonard's application made to the town of Babylon Board of Appeals. The town also approved variances to allow the Norwalk, Connecticut-based Company, "to maintain six animal shelters without sprinklers, in contravention of the town fire code." "All in connection with the erection of a new shopping center," according to the application. (Suffolk Life Newspaper November 19, 2003)

That variance granted by the town was premature, as all cases regarding the safety

of the public and land use must go before the Suffolk County Planning Commission. On December 3, 2003, the issue went before the Suffolk County Planning Commission. Much discussion ensued over the issue. In Diagram 4.2 we illustrate the decision tree considered by the commission. Ultimately, the commission decided to return the decision back to the Town of Babylon without recommendations by a vote of 6-4.

Figure 4.2

Suffolk County Planning Commission Decision Tree
Designed with use of minutes of Dec 3, 2003 meeting



In January, 2004 the Babylon Zoning Board of Appeals voted 4-0 to approve all variances and gave permission to Stew Leonard's to begin construction. The next and final step was to secure the permission from the NYS Department of Transportation for easements for curb cuts onto Rt. 110.

On June, 2004, NYSDOT denied the easements. In a letter sent to Stew Leonard's, obtained by Suffolk Life from the DOT, states the proposed store itself was too close for comfort to the Republic Airport RPZ for a runway utilized for instrument landings at the airport. "Given the state's legal obligation, and the express direction of the FAA, this letter notifies you that the state may not and will not grant easements over the property it acquired for aviation purposes because the grants of such easements would act to facilitate the location of a retail establishment within the RPZ for Runway 14," the letter stated. The letter also said the store's planned entryway onto Route 110 would just add too much traffic to an already overburdened road. "In addition, the proposed Route 110 access further to the north is also unacceptable," the letter stated. "Although the latest submitted plans show in more detail the proposed operation of this access, the fact still remains that a mix of trucks and cars will use this access. We maintain our position that this is an unacceptable access due to the volume of traffic and the lack of sufficient storage. We feel that this would create hazardous conditions and delays along Route 110," the letter stated. (Suffolk Life. June 23, 2004)

More complications ensued when 6.3 acres of the proposed 19 acres of land that Fairchild sold to Stew Leonard's was claimed to be owned by the NYSDOT. In 1977, Fairchild Corporation needed a recharge basin located near their property. At that time, NYSDOT owned the land and since a recharge basin was not intended for public use, sold the property to Fairchild with a stipulation that if they filled in the recharge basin, the land would automatically revert back to NYSDOT. In 1990, the DEC determined that the sump was contaminated and ordered the recharge basin filled. To avoid a settlement, Fairchild transferred the land to the DEC who then transferred the parcel to the New

York State GSA (General Service Administration). The NYSDOT is still researching the ownership rights of the 6.3-acre parcel.

Concept Map of the Issue

This section is divided into three topics corresponding to Stone's framework.

On the next page, Figure 4.3 was created to illustrate the relationships between goals, problems and solutions.

Goals (designated in yellow.)

As defined by Stone, policy is the rational attempt to attain goals or objectives. She states that for each concept, there are several plausible but conflicting claims that can be made in its name. That is at the crux of the paradox, concepts that unite people can at the same time divide them. The researchers found this to be the case with our issue. On the issue concept map the goals are highlighted in yellow. As stated in Chapter III, the researchers identified key goals from Stone's book that appeared repeatedly in the content analysis. The first is security or the need for economic growth.

The Town of Babylon administration feels that the 523 acres owned by NYDOT for the airport negatively impacts the economic growth of the town. Since the property is off the tax rolls, the people of the town do not reap the benefits from tax revenue it could generate on a main artery, Route 110 in the town. The Supervisor of the TOB, Steven Bellone feels that the town should have control of all property within the town limits and would like to see the NYDOT revert any land not critical to the operation of the airport to the TOB. The NYDOT currently leases property to the NYS Police Department on the

Figure 4.3

grounds of the airport. That revenue is used to offset the state's cost of operating the airport. Bellone was quoted in the June 23, 2004 issue of Suffolk Life Newspaper stating, "We don't want the airport controlling the development in the area."

Citizens in the town of East Farmingdale have been long opposed to airport expansion and in many cases to the airport itself. In 2000, the Citizens Against Republic Expansion (CARE) organized and created a website as a communication tool. The statement below is one of many questions the author of this website presents:

"Ask yourself: What would prevent the communities surrounding Republic airport from facing the same noise, pollution and safety problems currently experienced by the communities around Teterboro? How would that affect our health, quality of life and property values?" (www.fdale.com/Airport.CARE.care/htm)

Citizens of East Farmingdale have also cited property values for their motivation against the airport. "We want the store here," said Bob Getchell of the East Farmingdale Civic Association. "It's good for the economy; it's good for the neighborhood." (Newsday. Jan 30, 2004).

Problems

The Long Island Business Aviators Association is comprised of aviation business owners who rely on Republic to support corporate jet service. They have filed a lawsuit against the TOB for granting a variance in a RPZ. According to documents found on their website at www.libaa.org, the sole purpose of the LIBAA lawsuit is to insure the safety of the patrons at the Stew Leonard's. The NYS Supreme Court dismissed the lawsuit when the Babylon Town Planning Board rescinded their decision on the variance due to a procedural error. The Town Planning Board realized that the Suffolk County Planning Board had to review the zoning application. The Suffolk County Planning Board sent the application back to the town with no recommendations. (See Appendix) TOB then voted for the variance. The LIBAA has filed another lawsuit that will be heard in November 2004.

Peter Casserly, commissioner of planning and development for the town, said the state-owned Republic Airport should have bought the land if it was concerned. "This property has been sitting vacant for years," he said Republic has purchased some nearby land with FAA money. But airport officials said they were reluctant to take the commercial property, which sold for about \$15 million, off the tax rolls at a time when the airport is at odds with the town and the community over expansion plans. Residents have complained about noise and the possibility of increased traffic at the airport. "We wouldn't be perceived as very community-minded," said Hugh Jones, airport director. "It could come down to the FAA providing funding to buy that property. If that's where it

has to end up, so be it. "Not a chance, according to the seller of the property." "It's under contract," said Donald Miller, president of the Fairchild Corp., which is selling the land to Stew Leonard's. "It's too late."

Airport director Hugh Jones adamantly denies that the airport is looking to expand. In an interview conducted on July 20, 2004, Mr. Jones stated that the DOT's only concern was safety and that they made suggestions at the Town Planning meeting to Stew Leonard's to move the footprint of the building by 300 yards outside of the runway protection zone. Architects for Stew Leonard's did not find the suggestion feasible according to Mr. Jones and asked the Town for a variance. Mr. Jones insisted that the one goal they seek to achieve is maintaining the RPZ and a safety zone around the airport. He has contacted the Attorney General, Elliot Spitzer, to review the law and the airport's obligation to maintain the RPZ.

The Citizens Against Republic Expansion (CARE) and the Civic Association of East Farmingdale use a causal story when they compared Republic Airport to Teterboro Airport in New Jersey. The researchers were hard pressed to find any reference in any documents comparing Teterboro to Republic. The comparison was not present in any resource we found in our study of the issue. The researchers believe that as Stone describes, this a way to instill fear in the community by comparing two things in a story that in reality have no relationship. The community has been clear in the numerous articles and interviews that we read; their main goal is to protect the safety of the citizens and the value of their homes.

Solutions

Rules

On October 22, 1996, the FAA sent a discussion paper to all airport directors outlining the significance of the RPZ and made a strong recommendation for the airports to purchase all land in the RPZ of each runway. The NYSDOT did not purchase this land but took comfort in knowing that the TOB passed a resolution to protect the area according to Hugh Jones, airport director.

In 2000, the Town of Babylon (TOB) reviewed their plan for economic growth for the town and specifically focused on the area surrounding the airport for development. The Planning Board determined that development was essential to the economic growth of TOB but care had to be taken to keep the area surrounding the airport safe for people. At that time the planning board issues TOB code 213-4185 that stated that all zoning in that area of Republic would comply with FAA *recommendations*. They labeled this code the Republic Airport Protection Zone. It is important to note that the town was under no obligation to establish this code, but thought it was in the best interest of local residence. Runway protection zones are a trapezoidal area "off the end of the runway end to enhance the protection of people and property on the ground" (faa.gov) in the event an aircraft lands or crashes beyond the runway end. Runway Protection Zones (RPZ) underlie a portion of the approach closest to the airport.

Mr. Bellone said one way to solve some of the airport's concerns would be to shorten the runway and thus prevent larger jets from landing. Stewart Leonard Jr., president and chief executive of Stew Leonard's, agreed, saying, "If the airport thinks it's such a risk, I would like them to shorten the runway." (NYTimes, Feb 8, 200)

Facts

During the week of June 16, 2004, NYSDOT ruled to deny Stew Leonard's the curbs they would need for patron traffic. Stew Leonard's requested two curbs onto Route 110, one in line with the RPZ. According to Suffolk Life Newspaper, who obtained a copy of the letter the DOT sent to Stew Leonard's, DOT stated that the proposed store itself was too close to the RPZ. "Given the state's legal obligation, and the express direction of the FAA, this letter notifies you the state may not and will not grant easements over the property it acquired for aviation purposes because the grants of such easements would act to facilitate the location of a retail establishment within the RPZ for Runway 14," the letter stated.

Summary

As stated in this chapter, the researchers attempted to present the issue in the framework created by Deborah Stone. There were many more examples that were excluded in order to create a succinct explanation. The framework enhanced the evaluation of the situation and created more questions in the minds of the researcher. This will be addressed further in Chapter V.

Chapter V – Conclusion and Interpretation

The purpose of this project was to “make sense” of the decision to build a Stew Leonard’s retail establishment in the Runway Protection Zone of Republic Airport’s Runway 14. The researchers began this quest for understanding by using Deborah Stone’s **Policy Paradox, The Art of Political Decision Making**. This model gave the researchers tools to begin to unravel the paradoxes associated with the issue.

The researchers began this mission by developing a concept map to visual Stone’s model of decision-making. The concept map forced the researchers to visualize possible relationships and paradoxes between competing goals, resulting problem and possible solutions. The researchers used this initial map to construct a second map that directly related to the issue. The second map confirmed the existence of competing goals, additional problems that ultimately affected the outcome of the possible solutions.

The researchers initially identified Stew Leonard’s as the non distributor and all other parties, i.e. Town of Babylon, New York State, etc., as distributors. After researching this issue, one may deduce that Stew Leonard’s and Fairchild may not be the only non—distributors. The Town of Babylon may also be playing the role as non-distributor because the Town appears to be functioning from an individual position rather than community position. The difficulty in deciphering the motives of each interest group was lessened by following Stone’s framework. The researchers began with the idea that this issue should not, in fact, be an issue. The safety of people in the runway protection zone did not seem to be a negotiable decision. As the researchers uncovered

the special interests, the economic impact and the struggle for power among government agencies, the issue was not so cut and dry. The issue is not resolved as of today and the researchers predict that it may never be solved while the airport is still in existence.

The examination of this issue leads to further questions and further research. The immediate issue will be resolved with Stew Leonard's, but there will be always on-going issues with the Republic Airport, the Town of Babylon and the community.

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Appendix A – Summary of Newspaper Articles

Appendix B - Summary of Non-Newspaper Articles

Appendix C – Interviews

Appendix D – Newspaper Articles

Appendix E – Reports, Letters, and other References