

## 4.11 Growth-Inducing Effects

### ***Significance Criteria***

NEPA requires that an EIS analyze both the indirect and growth-inducing effects of a proposed action (40 C.F.R. Section 1502.16[b], 40 C.F.R. Section 1508[b]). As defined in NEPA regulations, indirect effects are, “Caused by the action and are later in time or farther removed in distance, but are still reasonably foreseeable. Indirect effects may include growth-inducing effects and other effects related to induced changes in the pattern of land use, population density or growth, and related effects on ... natural systems.”

The significance of growth-inducing effects of a proposed action or alternative is determined to a large extent by whether or not an action would cause a significant increase in local population and trigger further development, for example, by increasing employment, providing utilities or other support facilities that allow or encourage people to move to an area. Growth inducement could result from an action that establishes substantial new permanent employment opportunities or that removes obstacles to growth (e.g., providing or expanding wastewater treatment or water supply to allow more construction in the area served).

### **4.11.1 Potential Growth-Inducing Effects Related to the Action**

As discussed in Section 1.2 Purpose and Need for the Proposed Action of the Draft EIS, the Proposed Action would convey 17,370 acres of land now owned by the Nation to the Federal government to be held in trust status. Apart from announced enhancements to the Turning Stone Resort & Casino previously discussed in Section 4.1.4 Ongoing and Planned Nation Projects and Activities and referenced in the appendices, there is no proposed material change in the use of Nation lands or ground disturbing activities associated with the Proposed Action or other trust alternatives. None of the ongoing and planned improvements to the Turning Stone Resort & Casino are expected to materially increase population or trigger significant residential or commercial growth in the area.

Indirect effects of the Proposed Action and the alternatives are discussed in the previous sections. Specific growth-inducing effects that are reasonably foreseeable and more likely attributable to or caused by the Proposed Action are discussed herein. Generally, the potential growth-inducing effects of the Proposed Action fall into the category of socioeconomics, which includes increased visitation to the Turning Stone Resort & Casino, higher employment due to increased visitation, and potential population growth from higher employment.

One of the central elements of the Proposed Action is to preserve an adequate tribal land base that “facilitates the creation of a homeland for those Nation members located elsewhere in New York State or throughout the U.S.” To the extent that the Proposed

Action or alternatives would cause or stimulate a significant in-migration of Nation members to a secure homeland, there could be a growth-inducing effect.

The status of the Nation's housing program is described below in Section 4.11.2.1 Nation Housing. The Nation has no plans to construct additional member housing. As a result, there will not be any new in-migration of Nation members due to the Nation's housing program. The Nation has not, at this time, factored or anticipated growth in the Nation's population residing within the area. Therefore, growth-inducing effects related to the Nation's housing program would not occur.

Under the scenarios whereby the Nation pays property taxes (PTP) or does not pay property taxes and operates and functions under a dispute with regard to taxation/jurisdiction (PTP – DC), the growth that is projected by the Nation with regard to existing plans, programs, and operations would continue. Under Alternative E PTNP – F and Alternative G CC-AEC scenarios, the Nation might retain ownership of little or none of its lands. This action would affect the ability of the Nation to continue implementation of its ongoing plans, programs, and operations and as a result, growth that is projected by the Nation with regard to existing plans, programs, and operations would not continue. Therefore, the cumulative effect associated with Alternatives D, E and G is that there would be less growth than currently projected.

Under the Alternative G CC-AEC scenario, it is expected that as many as 5,451 jobs would be lost in the short-term and long-term, which would be due to a loss of jobs sustained by Nation enterprises, Nation government jobs, and the loss of jobs at associated non-Nation businesses. Moreover, the expected decrease in employment under the No Action Alternative is anticipated to decrease the population of Madison and Oneida Counties (see Section 4.7 Socioeconomics) as a result of out-migration from these two counties. The loss of these jobs would have a significant adverse effect on the Nation, non-Nation employees and their families, businesses dependent on the Nation's enterprises as well as the regional economy.

#### **4.11.2 Potential Growth-Inducing Effects Related to Ongoing and Planned Nation Activities**

As discussed elsewhere in this document, the Nation's ongoing and reasonably foreseeable plans for the Turning Stone Resort & Casino, other enterprises, and Nation programs, are part of ongoing programs and current plans that are separate from the Federal action to convey lands into trust. However, since some of the Nation's actions could be influenced by excluding lands from conveyance into trust, they are discussed in this section.

Additionally, with lands in trust and secured from alienation or foreclosure, the projected growth in visitors and employment associated with the Nation's enterprises is more likely which includes related employment and economic growth of both the Nation and non-Nation communities in the Study Area. With the Turning Stone Resort & Casino in trust,

it is anticipated that a more secure business environment would exist in the surrounding area facilitating future economic investments by the Nation and outside businesses that may be drawn to Oneida and Madison Counties.

#### **4.11.2.1 Nation Enterprises**

As reported in Section 4.7 Socioeconomics, it is anticipated that 271 jobs would be created by the year 2011 as a result of the Nation's current plans, programs, and continued growth in customers of its business operations. It has been estimated that 5.3 percent of the total permanent jobs would be new jobs – jobs created in the economy rather than shifts from one job to another with no replacement in the labor force. Spending by the Nation and its projected new employees is anticipated to generate an additional 51 new jobs in the Study Area.

As part of ongoing activities planned by the Nation and previously described in Section 4.1 Introduction, which primarily includes improvements/expansions to the Turning Stone Resort & Casino, it is anticipated that there would be minimal recruitment from outside the Madison-Oneida area to fill future jobs created by implementation of these Nation activities. In particular, the majority of new hires already employed by the Nation live locally and the majority of new positions projected in Section 4.7 Socioeconomics are not expected to be high salary positions. Thus, the expected increase in employment by the Nation that is projected to occur in the future is anticipated to increase the population of Madison and Oneida Counties by a total of 331 residents as a result of migration into the area. Consequently, it is expected that the creation of new jobs would result in little to no increase in demand for new housing. The development of any new housing (non-Nation), if necessary, within Madison or Oneida Counties associated with new jobs would be subject to approval by the local community and would be in conformance with land use plans and zoning ordinances. The local community would determine the consistency of any proposed housing development with the goals and policies of their master or comprehensive plan. Thus, ongoing and currently planned future activities at Turning Stone Resort & Casino and other enterprise related activities envisioned by the Nation are not expected to induce significant residential growth.

#### **4.11.3 Activities by Others**

Securing the future of the Turning Stone Resort & Casino would create an economic climate favorable to further investment by the Nation in their existing enterprises and outside investment by others in the two-county area. This environment would result in additional jobs, revenue, and spending in the area as discussed in Section 4.7 Socioeconomics. Commercial growth within the Study Area would be expected to be generally consistent with recent trends and occur over a wide geographic area, supporting existing businesses, as well as new businesses. This growth generally has been at a low level, with the two-county area experiencing a loss of major businesses and associated local jobs. One potential project includes the proposed Verona Greens development in the

Town of Verona that was previously discussed in Section 4.1 Introduction. Non-Nation commercial development would be subject to approval of local communities in conformance with local land use plans and ordinances that were developed to guide and control growth. Therefore, it is expected that effects attributable to induced growth would not be significant.