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costly services that residents do, such as schools. Commercial development also brings jobs, ideally for the residents of the community. "There are just not a lot of employment opportunities here," Protzman said.

Spatial Constraints

Protzman said the main obstacle to commercial development was not the relative attractiveness of Chapel Hill but a lack of space. "Businesses are already attracted to Chapel Hill, but we just need some space for them."

That is easier said than done. "Within Chapel Hill itself, the most pressing development issue is that the boundary of Chapel Hill is finite, and we effectively aren't developing anymore," said council candidate Scott Radway. "Ninety percent of our land is already developed in some form. Clashes over what to do become heated."

Chapel Hill is landlocked — bordered on the north by a rural buffer zone, by Carboro on the west, and on the east and south by the county line.

"The Chapel Hill Town Council, the Carboro Board of Aldermen and the Orange County Board of Directors in 1987 all adopted plans calling for the creation of a rural buffer zone and put in place a regulation agreement," said Roger Walden, planning director for Chapel Hill.

Walden said the buffer zone was intended to limit development to areas that had already been built up. "All three governments agree that the best thing for the area is that it stay reasonably compact."

Under the agreement, development within the rural buffer zone is limited to one unit per two acres in some areas and one for every five acres in other areas.

A Framework for Development: Mixed Use

With the scarcity of space in Chapel Hill, officials are attempting to design a framework for development that will make the most efficient use of land. One such concept that has gained popularity in city planning recently is mixed-use development, which combines retail, offices and residences within the same area.

"To me, mixed-use development is a community where residents shop and go to school and do recreation and all of the things that people do within one region," said council member and candidate Joe Capowski. "I think it's fair to say that all nine of us on the Council support mixed-use development."

One of the few areas in Chapel Hill that may be used for commercial development in the coming year is a relatively undeveloped parcel in the northwest corner of the town, near the current landfill. No proposal for the area has been brought before the council, but the general plan for its development is based on a version of mixed-

Where Do They Stand?

Chapel Hill Town Council and mayoral candidates discuss town development.

Chapel Hill Town Council Candidates



Joe Capowski—"There are three things that attract people to (live in) Chapel Hill: UNC, the hospitals and the school system. We cannot do anything to upset the attractiveness of these three things."



Richard Francis—"The Council's doing a good job in that area (of development). The community is realizing its role is to set goals for policies."



Scott Radway—"Within Chapel Hill itself, the most pressing development issue is that the boundary of Chapel Hill is finite, and we effectively aren't developing anymore."



Mark Chilton—"This is an urban area, and we should be urban in some ways, not on the same scale as Detroit or New York, but let's not pretend that one house per acre is a good way to develop land."



Todd Goodson—"We can maintain the village atmosphere as long as we keep a close eye on what is being built."



Herschel Slater—"There's not very much land left in Chapel Hill, and a greater proportion of our development should be in the commercial sector rather than in the residential."



Pat Evans—"The most important development issue is providing housing for all the University employees and staff and graduate students."



Jim Protzman—"Businesses are already attracted to Chapel Hill, but we just need some space for them."



Julie Anderson—"Could not be reached for comment."

Chapel Hill Mayoral Candidates



Kevin Foy—"It (Chapel Hill) is a contained unit, and we can't assume we're going to violate the rural buffer zone. We have to say we're not going to go past that and that we're not going to build on every square inch of land in Chapel Hill."



Rosemary Waldorf—"Any development should be in line with the town's general character and not intruding on the neighborhoods."

use development, modified for only commercial use.

"The most significant thing that the northwest area plan would allow or create is a new zoning category — an employment campus zone," said council member and candidate Mark Chilton. "The concept is to create land and buildings that are suitable for a wide variety of uses, including light manufacturing or reprocessing-type facilities."

Ted Abernathy, director of the Orange County Economic Development Commission, said that currently there was no place for such businesses in Chapel Hill and that the northwest area was a prime location for the commercial mixed-use development of an employment campus zone.

"The area is surrounded by railway, highway and electric wire," he said. "It's not a good place for low-density residential development. But it makes good sense for small businesses or for companies that do research and development."

"Mixed use can work, and there are a lot of examples of it working," Abernathy said. "The Timberlyne area in Chapel Hill is a fairly clear area of mixed use. You have a real mix of residential, office and commercial space."

The area includes a day care center, a movie theater, a grocery store and a retirement community, as well as a concentration of apartments and neighborhoods. "The people are no more than two blocks from the services they need," Abernathy said.

While council members overwhelmingly support mixed use, they are deeply divided on what constitutes a good development plan.

A case in point is the Meadowmont proposal — recently approved by a Council vote of 5-4 — which includes plans for a hotel, a commercial center, an office complex and a wellness center.

"I had some concerns about the intensity, but I was more concerned about the kind of commercial development we'd have there," Chilton said.

One of Chilton's criticisms of Meadowmont was that the development plan lacked details. "All we knew was the total square footage in certain areas. There was nothing to say (the developer) couldn't build a huge Wal-Mart," he said.

Capowski voiced concerns about the scope of Meadowmont, the largest development ever in Chapel Hill. "I'm not sure it was a true mixed-use proposal. It was for a major commercial center oriented toward central North Carolina, with residential development attached," he said. "That hotel is not going to serve the local residents."

A Look to the Future

In addition to forming their own views on what development should take place in Chapel Hill, council and mayoral candidates are considering the effect development will have on the town's future.

"Growth management is probably the primary issue in this campaign because it has such impact on all the other facets of living that affect the community," said mayoral candidate Kevin Foy. "How we manage growth will determine what the community is like years down the road." Capowski said it was important to incorporate businesses into the community in ways that maintained Chapel Hill's appeal.

serve the ambience of the town. "We can maintain the village atmosphere as long as we keep a close eye on what is being built."

Radway said it was important for the community to agree upon and promote a vision of its future character. He suggested that Chapel Hill draw inspiration from the successes or failures of other communities in the area of development. "If you don't start the process broadly, you won't get to see how other people failed," he said.

Foy said it was important to avoid encroaching upon green space and bike paths. "(Chapel Hill) is a contained unit, and we can't assume we're going to violate the rural buffer zone," he said. "We have to say we're not going to go past that and that we're not going to build on every square inch of land in Chapel Hill."

Building in the Right Places

Some council candidates said they believed development could be responsibly implemented if it was restricted to the right areas.

Chilton said the best way to protect rural areas was to develop some of the more urban areas.

"This is an urban area, and we should be urban in some ways, not on the same scale as Detroit or New York, but let's not pretend that one house per acre is a good way to develop land."

The rural buffer zone is a fundamental piece of Chapel Hill's growth management system, Walden said. "I think that (candidates) standing behind those rural buffer zones is, long-term, one of the most important things for the community," he said. "There's a good set of policies in place to manage growth and keep us compact."

Walden, the town planning director, said the rural buffer theoretically could be eliminated some day. "Of course it could — if the government policies were changed and the old plans were rejected. This would not be easy," he said. "It would have to be by the agreement of all three governments."

Incumbent Protzman said commercial development did not necessarily threaten the town environment.

"The thoughtful use of land by businesses is in some ways more environmentally sound than hundreds of one-acre residences," Protzman said. "When people talk about environmental concerns with development, it's really just rhetoric."

Slater said he thought the town had worked out an effective development ordinance over the last 15 years. "We've done well in Chapel Hill protecting the environment. The best evidence is that people want to come and live here."

While most of the large tracts of land in Chapel Hill have already been developed, development will continue in the next year on a smaller scale, said J.B. Culpepper, development coordinator for Chapel Hill.

"There are still undeveloped parcels, although often we find that they have use constraints such as difficult topography," Culpepper said.

During the next year, the University will decide how to develop its two outlying properties, the Mason Farm and Horace Williams tracts. In addition, several development projects — on a smaller scale than Meadowmont — will come before the council.

Such projects include: a 240-apartment complex near the Timberlyne shopping center, a 151-lot subdivision called Parkside off of Highway 86, OWASA's request to construct a water tower near the University's cogeneration facility, and a request for re-zoning 2.2 acres in the Cameron-Macauley historic district.

Capowski said he believed that with the exception of Meadowmont development had not been too fast. "We have a very cumbersome land use review process, but a lot of public input generates higher quality projects," he said. "Town government sacrifices some efficiency for public input."

Bosnian Refugees Struggle to Survive

THE ASSOCIATED PRESS

BANJA LUKA, Bosnia-Herzegovina — Fighting ebbed Sunday in northwestern Bosnia, where up to 50,000 exhausted Serbs were struggling to survive after fleeing advances by government and Croat forces.

In a bitter twist in the three-year-long war, many of the refugees are now at Omarska, site of one of the most notorious prison camps set up when Serb rebels overran much of Bosnia in 1992.

A field hospital has been treating both civilians and soldiers wounded in the latest fighting. Aid workers say some older refugees are dying, apparently exhausted after being uprooted by rapid shifts in front lines in northern Bosnia in the past six weeks.

The U.S.-brokered truce which started Thursday was largely observed throughout the country, U.N. officials said Sunday.

The Muslim-led Bosnian government claimed on Saturday that it was halting its offensive, amid reports Serbia had to threaten to send in the Yugoslav army.

Government army commanders met for five hours in the Bosnian capital late Saturday and dispatched a senior officer to the bitterly contested northwest, apparently to ensure government troops there observed the truce, army sources said.

Bosnian Serb military sources cited by the Belgrade news agency Tanjug, however, claimed fierce fighting continued in the northwest Sunday, including government shelling of Serb-held Prijedor. There was no independent confirmation.

Muslims and Croats in the northwest have a powerful motive to keep fighting: revenge for reported Serb atrocities during the Serb takeover of the region in spring and summer 1992.

John Sparrow of the international Red Cross said Saturday that some of the Serb refugees were living in a mine that served as a Serb detention center in 1992, but that most were in the open.

Prison camps such as the one at Omarska provided the world with some of the most gripping images of alleged Serb atrocities in the war. Footage of emaciated Muslim prisoners and reports of mass killings focused outrage at the Serbs and helped spur calls for international action to stop the war and punish war criminals.

Sparrow said he had no exact figures on how many of the Serb refugees have died. "Some of them have been uprooted three or four times as the front lines have come and gone," Sparrow said.

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