

**Before the Hearings Commissioner appointed by
the Selwyn District Council**

Under

the Resource Management Act
1991 (**Act**)

And

In the Matter of

an application under section 88 of
the Act (RC245088) for resource
consent to establish and operate a
supermarket and small-scale
ancillary retail tenancies, including
associated earthworks, access,
carparking, signage and
landscaping

**Statement of Evidence of
Jonathan Guy Clease
for Woolworths New Zealand Limited**

Dated: 2 September 2024

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INTRODUCTION

Qualifications and Experience

1. My full name is Jonathan Guy Clease.
2. I am a Consultant Planner and Urban Designer at Planz Consultants. I have a B.Sc in geography, a Masters in Regional and Resource Planning, and Masters in Urban Design (first class honours). I am a full member of the New Zealand Planning Institute.
3. I have prepared urban design assessments for numerous large scale commercial, community, and multi-unit residential developments. I have also provided urban design evidence or s.32 assessments in support of District Plan Review processes that established the policy and rule frameworks for commercial zones, medium and high density residential zones, and signage topics in both the Christchurch and Selwyn Districts.

Background and Involvement

4. I was engaged by the applicant (**WWNZ**) to provide urban design input into the iterative site design process. I prepared the urban design assessment that formed part of the application. I assisted in drafting the response to the Selwyn District Council's (**Council**) Request for Further Information (**RFI**), and attended a meeting on 20th August 2024 with Council's urban design, landscape, and planning Officers to work through remaining urban design concerns.
5. I have been involved in numerous development and plan change projects in Rolleston (and the wider Selwyn District) over the last twenty years and as such have a detailed understanding of the rapid growth of the District and Rolleston in particular. I have visited the surrounding area multiple times over the last decade, and most recently visited the site on 30th August 2024.

Code of Conduct for Expert Witnesses

6. Although this is not an Environment Court hearing I have read and agree to comply with the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2023. This evidence is within my area of expertise, except where I state that I am relying on material produced by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

SCOPE OF EVIDENCE

7. My evidence addresses the few remaining issues associated with urban design outcomes.
8. I have read the Section 42A Report prepared by Mr Hegarty and the Urban Design report and associated memorandum prepared by Ms Wolfer. I am familiar with all of the other evidence prepared by WWNZ. I explain in my evidence where I refer to or rely on that evidence for the purposes of my evidence.

EXECUTIVE SUMMARY

9. Mr Heath identifies that Rolleston is one of the fastest growing townships in the fastest growing districts in New Zealand. It has now expanded beyond the scale of a township where residents can conveniently be serviced by a single commercial centre, and instead is now of a geographic size where the town centre should be appropriately supported by smaller suburban centres. The evidence of Mr Heath sets out the need for a supermarket anchored centre in this location.
10. From an urban design perspective, convenient access to goods and services to people within the community that they live in is an integral component to the successful delivery of liveable neighbourhoods. The proposal makes an important contribution to the accessibility and liveability of the southwestern area of Rolleston.
11. The site design has been carefully formulated through an iterative process that has involved careful balancing of functional supermarket requirements, transport, servicing, landscape, and urban design outcomes. The design has been further refined in response to feedback from Council officers and submissions. This refinement has enabled the urban design-related matters in dispute to be significantly narrowed such that only four discrete matters remain unresolved, namely:
 - (a) the height of two free-standing signs;
 - (b) the design of a short section of fencing adjacent to the Goulds Road loading and staff parking area;
 - (c) pedestrian safety through the click 'n collect area; and
 - (d) the extent of corporate green colour on the Goulds Road façade.
12. I address each of these matters and consider that the proposal delivers an acceptable outcome. I note that these are all discrete matters 'at the margins' and that there is a high level of alignment between my conclusions and those arrived at

by Mr Hegarty and Ms Wolfer. The proposal delivers an acceptable design outcome overall and provides tangible benefits to the community.

SITE AND SURROUNDING ENVIRONMENT

13. The site and the surrounding environment have been set out in detail in the original application (including the urban design assessment), in Mr Hegarty's S42A report,¹ and in Mr Bonis' evidence. I agree with these descriptions. I note in particular the commentary regarding the disjunct between the site's General Rural Zoning and the existing environment as enabled by the fast track consents, along with the provision of affected party consents from the landholders to the south and west of the site.

THE PROPOSAL

14. The proposal is again described in detail by both Mr Hegarty² and Mr Bonis. I agree with these descriptions and discuss in more detail below the functional drivers that have informed the design response.

ASSESSMENT OF EFFECTS

15. The urban design outcomes delivered by the proposal have been considered in detail in the Urban Design Assessment attached to the application. The Urban Design report provides a robust assessment of the site context, character, connections, layout, and design.
16. The key findings of the Urban Design Assessment are summarised below, along with a brief discussion of the functional drivers for supermarket design.
17. In developing an appropriate design for commercial centres, it is necessary to first understand the functional requirements of the businesses that comprise the majority occupiers of these centres. From a design perspective, standalone supermarkets have a number of functional requirements that must be achieved in order to operate successfully.
18. Supermarkets typically have the following internal layout which is driven by function:
 - (a) The front wall/entrance is glazed, with direct connection to the carpark from whence customers arrive.
 - (b) The checkouts are located in a line with their backs to the windows/entrance.

¹ Selwyn District Council, Section 42A Report prepared by Tim Hegarty, 26 August 2024 at [19]-[23] and [66]-[72].

² Ibid, at [7]-[12].

- (c) Three side walls do not have glazing so that goods/displays can be located along these walls and to prevent sunlight damaging perishable food. Supermarkets also locate fridge/freezer units adjacent to the external walls rather than locating them mid-store. This avoids both the backs of the units from being visible to shoppers and also means that the fridge/ freezer area is located at the 'end' of the customer's route through the supermarket so that cool or frozen goods are the last items that are collected in the shopping visit which minimises defrosting time.
 - (d) One of the rear or side walls is used for the 'back of house' functions such as loading bays, waste recycling, storage, and on-site food preparation activities. Supermarkets in particular require direct loading bay access due to the large volumes and perishable nature of food products which require daily restocking.
 - (e) Loading bays need to be separated from customers for safety, security, and visual amenity reasons. As such they are generally sited to the side or rear of centres. Loading bays generally have separate access points from customer car parks, or if the same entrance is used they take the form of a one-way slip lane around the side and rear of the building. It is a basic safety requirement that customer car parks and associated pedestrian movements are kept separate from Heavy Goods Vehicle routes and manoeuvring areas, and associated forklift work areas. Loading bays are therefore located to the side or rear, with customer parking located to the front. Co-locating customer parking with HGV loading bays is unsafe and unsightly for arriving customers, and inefficient for unloading deliveries.
 - (f) In response to changing customer needs, 'click 'n collect' facilities are now common for supermarkets and enable shoppers to pre-order and then undertake a short visit to pick up their already collated groceries. Click 'n collect facilities need to be located at the front of the store adjacent to the carpark and have dedicated parking spaces to facilitate timely pick-up trips.
19. The proposed supermarket reflects these functional requirements – a classic case of form following function. As noted above, a supermarket inherently has three blank walls. For centres that are not Mall-based, this means that blank walls will be visible along some frontages. Such built outcomes are experienced in the majority of neighbourhood centres across the greater Christchurch area. It is not commercially viable to sleeve the store with retail shops along all frontages in smaller centres in suburban locations, and where large numbers of specialty retail stores for comparison shopping could threaten the role and function of the centre in the District Plan hierarchy.

20. The supermarket has a shallow gable roof form to minimise building height, with high levels of glazing facing and associated small format retail stores towards the north/ customer carpark. A clearly legible entrance lobby to the supermarket is provided in the centre of the façade with a direct link to pedestrian walkways that provides access through the carpark to both Goulds Road and Shillingford Boulevard. Care has also been taken with the eastern façade that faces towards Goulds Road, with a well articulated façade treatment that includes a variety of colours, materials, canopies, signage, and fenestration. The click 'n collect pick-up point is located on this elevation where it is clearly visible and provides a separate route to drivers seeking a brief visit to collect their pre-collated grocery orders.
21. The proposed supermarket loading bay is consistent with the above functional design drivers. The loading bay is designed to be visually unobtrusive with back of house deliveries and waste management areas to be fully screened from both the road and any residential areas to the south of the site. The loading bay enables Heavy Goods Vehicles to enter, unload, and exit in a one-way manner from Goulds road to the western local road.
22. Signage has been incorporated into the façade design to ensure signage is appropriately scaled and located. A single free standing pylon sign is proposed on each of the two road frontages, along with low-level directional signage to assist with centre legibility and wayfinding. The scale of these signs is in keeping with that generally anticipated for commercial centres, especially where located adjacent to busier road corridors, and is discussed in more detail below.
23. The proposed car park is of sufficient size to meet normal customer demand. Whilst provision has been made for safe, attractive and functional walking and cycling visits, the simple reality is that the significant majority of visitors to supermarkets arrive in private cars, due to the bulky nature of grocery shopping.
24. The landscape design reflects the need to prioritise planting around the carpark perimeter, with specimen trees provided along all road frontages and along the internal boundaries with Medium Density Residential zoned neighbouring sites.
25. Overall, the development is considered to provide a high amenity local commercial centre and adjacent community hub that complements the significant growth in households anticipated in the wider area.

RESPONSE TO SECTION 42A REPORT

26. As set out in the evidence of Mr Bonis, the design of the proposal has undergone considerable refinement through the RFI and post-notification processes in response to concerns raised by submitters and Council officers. This iterative

process to address concerns has resulted in the remaining areas of dispute having narrowed considerably, such that the only outstanding design-related matters identified by Mr Hegarty in the S42A report are the following two discrete design elements:³

- (a) the height of two pylon signs (labelled sign no. 12 and 13); and
- (b) the design of a section of fence on the Goulds Road frontage adjacent to the proposed staff carpark.

27. The S42A report includes an urban design assessment from Ms Wolfer.⁴ This assessment includes an undated 'draft' report, which I understand was written prior to a meeting that was held on 8th August 2024 between WWNZ's design team and Council Officers, to work through issues identified in the draft report. Following this meeting, WWNZ issued a set of revised plans in response to the matters discussed, with the updated plans now forming the proposal. Following the meeting and submission of the revised plans, I understand that Ms Wolfer then drafted a memorandum dated 20th August 2024 (and which is also included in Appendix 5 to the S42A report). This later memorandum provides a summary of the discussions that were held and sets out Ms Wolfer's remaining urban design concerns.

28. Mr Hegarty picks up the two above concerns identified by Ms Wolfer regarding fencing and signage heights. Ms Wolfer's memorandum also raises concerns regarding two further matters, namely:

- (a) pedestrian safety in the click 'n collect area; and
- (b) the extent of green coloured cladding on the eastern and norther facades (when combined with the built mass and signage), which she considers remains 'unresolved'.

29. Mr Hegarty recommends addressing the click 'n collect issue via a condition requiring a safety audit.⁵ In terms of cladding colour, whilst it appears that the amendments proposed to the Goulds Road elevation have addressed this issue, for completeness I have provided some brief commentary on the appropriateness of corporate colour schemes in commercial contexts.

Pylon sign height

30. As is common with all supermarkets (and indeed commercial developments in general), signage is an integral and anticipated element in a commercial context.

³ Ibid at [6].

⁴ Ibid, pages 55-80.

⁵ Ibid at [126].

The functional requirements of signage are to provide appropriate branding profile, along with directional and safety signage (typically at vehicle entry points). The key design considerations boil down to whether the scale and number of signs are commensurate with the size and role of the centre, whether on-building signage is integrated with the building architecture, and whether free-standing signage is limited to avoid visual clutter.

31. The site is large, with a road perimeter of some 300m in length. Free-standing signage is limited to low level directional 'entry/no entry' and 'goods only' signs at vehicle entry points, with only three 'branding' signs proposed. These three signs comprise the click 'n collect pick-up sign on Goulds Road, a blade sign on the corner of Goulds Road and Shillingford Boulevard, and a second blade sign adjacent to the western entrance to Shillingford Boulevard.
32. In my view the number of signs is modest and commensurate with the extensive frontage and area of the site, such that they do not result in visual clutter or a proliferation of competing and visually overlapping signs. Given the generally low-rise nature of Rolleston, the additional of vertical elements as wayfinders in an otherwise flat landscape assist with both navigating the township and clearly identifying the centre as a local landmark and community hub that is differentiated from the small Neighbourhood Centres found elsewhere in suburban Rolleston.
33. In terms of scale, the 'pick-up' sign has been reduced to 3m in height. I agree with Ms Wolfer that the height of this sign is appropriate. The two blade signs are proposed to be 9m and 7.5m in height respectively. In order to assess whether signs of this size are appropriate to their context, I agree with both Mr Bonis and Mr Hegarty that the recent fast track consents mean that outcomes anticipated for the area are no longer consistent with the General Rural Zone. As the area is already developing, I have considered the framework provided for the Local Commercial Zone as useful for providing guidance as to what would be expected for supermarket signage.
34. The signage provisions have recently been the subject of careful assessment through the District Plan Review process and were specifically designed with the geographic context of Local Centres in mind – namely that these zones are in general surrounded by residential development and have a direct interface with residential neighbours. The signage rules for commercial centres have therefore been designed to deliver acceptable outcomes along the interface between commercial and residential contexts.

35. The signage policy framework includes a single objective and three (relevant) policies as follows:⁶

SIGN-O1	<i>Signs contribute to the District's economic and community wellbeing, and transport safety.</i>
SIGN-P1	<i>Enable signs that are an integral component of industrial, commercial, community activities, primary production and important infrastructure.</i>
SIGN-P2	<i>Manage the size, design, location, and number of signs to maintain transport safety and the character and amenity values of the surrounding environment, including the values of Outstanding Natural Landscapes, the coastal environment, and the heritage values of identified heritage items and settings.</i>
SIGN-P3	<i>Manage the size, number location, and design of signs attached to buildings to ensure:</i> <ol style="list-style-type: none"> <i>1. The sign is integrated with the building façade and does not detract from the integrity of the building design; and</i> <i>2. Is in proportion to the scale of the building and the size of the site, so that the building remains the primary visual element.</i>

36. In summary, where signs are used they should contribute to economic and community wellbeing. The character and amenity of the surrounding environment is to be maintained, noting that this will be contextual, and none of the sensitive elements identified in Policy P2 are present on, or adjacent to, the application site.
37. The policy outcomes are in turn implemented via the rule framework. As identified by Mr Bonis, free-standing signs up to 9m in height, 3m in width, and 18m² in area are permitted in the Commercial Local Zone (SIGN-REQ1). The proposed blade signs are consistent with the sizing anticipated in that zone. Of particular note, freestanding signs of this size are also permitted in the smaller Neighbourhood Centre Zones for sites with more than 50m of road frontage. I also note that the permitted height of 9m is an increase from the 6m limit in the Operative Plan. It is therefore not surprising that, existing centres elsewhere in the District currently display signage that is commensurate with this earlier rule framework, as identified by Ms Wolfer's memorandum.
38. The proposed signage is therefore comfortably aligned with both the policy and regulatory outcomes anticipated in the Partially Operative Plan for Local Commercial centre contexts, where opposite residential areas. As an aside, I note that such outcomes are also consistent with the permitted size of freestanding signs in the equivalent Commercial Core Zone in the Christchurch District Plan.⁷ In short, the extent of signage proposed in this application is not 'over cooked' but instead is

⁶ Noting that Policy SIGN-P4 and SIGN-P5 relate to temporary and off-site signs respectively and as such are not relevant to the proposal.

⁷ Christchurch District Plan, Chapter 6, Rule 6.8.4.2.6

entirely in keeping with the permitted outcomes anticipated in commercial centres across both Selwyn and Christchurch Districts.

39. In summary, I consider that the number and size of signs proposed are commensurate with the size and role of the centre and the receiving environment.

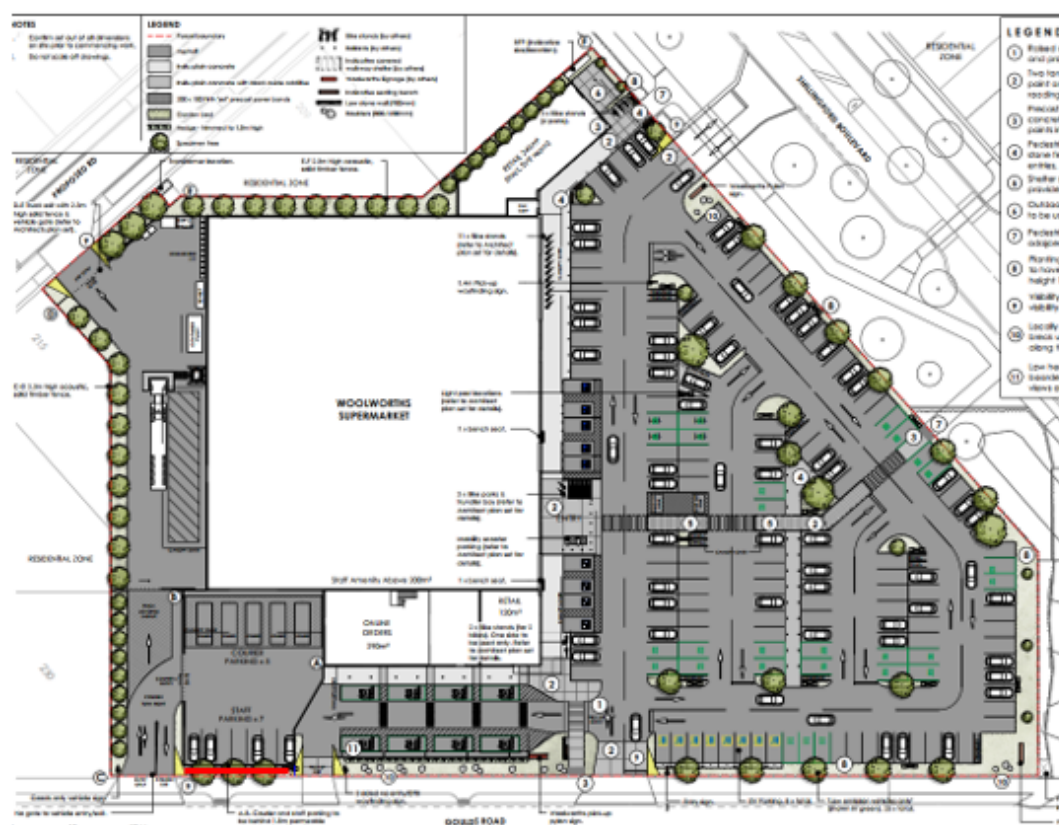
Fencing to the staff carpark/loading area

40. The second remaining design matter concerns the design of the proposed fencing between the proposed staff carpark and the site's frontage with Goulds Road. There is a clear security and health and safety need to keep the loading and staff parking area physically separate from the publicly accessible parts of the site. Whilst easy access can be managed by a low 1.2m high fence, security outcomes cannot. WWNZ have been responsive to the concerns raised by Officers by amending the fence design such that:

- (a) fence height has been lowered to 1.8m;
- (b) visual permeability of 50% has been provided by utilising a slat design;
- (c) the fence has been setback from the road boundary to enable both low-level ground cover planting and the establishment of three specimen trees;
- (d) fence material is a rusticated iron finish that is visually recessive; and
- (e) the fence has been designed to not provide a surface that is susceptible to tagging or advertising displays.

41. In assessing the appropriateness of this section of fence, it is important to first place it in context of the overall site. The fence section facing Goulds Road (rather than angled internally into the site) is only 18m long, which is equivalent to the width of a typical suburban section. In percentage terms the road-facing fence takes up approximately 5% of the overall road frontage and is graphically shown in red in Figure 1 below. No fencing is proposed for the balance of the frontage.

Figure 1. Extent of frontage provided with fencing



42. In terms of fencing outcomes, the Partially Operative Plan rules for the Local Commercial Zone again provide a helpful comparison. Whilst Ms Wolfer correctly notes that fencing between buildings and roads is limited to 1m in height (LCS-REQ5(1)), she does not assess Rule LCZ-REQ5(2)-(3) which requires outdoor storage areas to be screened by a solid fence that is at least 1.8m in height, where opposite any Residential Zone. Whilst the loading and staff parking area does not comprise outdoor storage per se, sections of solid fencing to screen back-of-house areas in a commercial context are clearly anticipated (and indeed required).
43. An alternative framework for comparison is the Medium Density Residential Zone framework. Ms Wolfer identifies that such fencing is to be no more than 1.2m in height (MRZ-R5(1)(b)). What she does not assess is that this height limit only applies where the fence is located within 1.5m of the road frontage. No limits are placed on fence heights or permeability where the fence is set back more than 1.5m. Where located within 1.5m, permitted outcomes include completely solid fencing that is less than 1.2m, or where a site has two road frontages (such as the application site), the secondary frontage can have a fence that is up to 1.8m in height, provided the fence is at least 50% visually permeable (MRZ-R5(1)(b)(ii)).
44. Examples of such fencing of similar length to that proposed, and located directly opposite the site on the eastern side of Goulds Road, are shown in Figure 2,

Figure 2. Goulds Road residential fencing



45. The proposed fence serves a clear functional need for security that simply cannot be delivered by a lower fence. The loading area can contain open delivery vans and exposed products while unloading occurs, and such products need to be secure from passing opportunistic theft. Secure staff parking is also necessary to support staff that have to be on-site during night time periods e.g. bakery or back-of-house staff.
46. That said, WWNZ have been mindful of the need to provide a suitable interface to a collector road with residential neighbours on the far side of the road. The proposed fence design is a more visually sympathetic outcome than that required for commercial areas where outdoor storage needs to be screened by tall, solid fencing, and is comparable to the permitted fencing outcome for a residential property on a corner site, with a 1.8m high, 50% permeable design (or a 1.8m high completely solid fence that is set back more than 1.5m). This short section of fence, when assessed in context with the site's 300m road frontage, combined with the proposed landscaping, specimen trees, materiality, and visual permeability, is considered to be an acceptable outcome that is in keeping with the outcomes anticipated for this type of environment, whilst delivering the required functional outcomes of a secure loading area.

Pedestrian safety in the click 'n collect pick-up area

47. This matter raised by Ms Wolfer is addressed primarily in the transport evidence of Mr Metherell. From an urban design perspective, I consider that when approaching the site from the south (heading north on Goulds Road), the first entrance reached is the loading bay. This entrance has a clear 'back-of-house' function that is readily legible to pedestrians as not being the entrance to use. The second entrance is the exit lane from the click 'n collect area. This area again has a clear functional use

with no pedestrian footpath and clear 'no entry' signage. As such it is again clearly legible as a secondary entrance that is purposefully designed to not be utilised as a pedestrian through-route. I understand that in addition to the passive design of this area, there will also be active staff management and supervision where staff are delivering groceries to waiting vehicles and will be able to discourage through-movement of pedestrians. The third entrance is the main site entrance from Goulds Road. The main entrance is clearly legible as the primary route for accessing the centre. There is a wide pedestrian footpath that leads from the road directly to the store entrance. This route is direct, safe, and clearly legible.

48. It is anticipated that pedestrians travelling to the centre from the south will be locals (as there is no visitor destination further to the south). As locals, customers quickly become familiar with centre operation and layouts, including the most convenient and safe routes for moving from the footpath to the store entrance. As such, from an urban design perspective, I do not consider that the Section 42A Report recommendation of a condition requiring a safety audit is necessary.

Extent of corporate 'green' on the Goulds Road facade

49. As set out above, the use of green as a façade colour was part of the iterative discussions with Council Officers. In response, the Goulds Road façade was revised to reduce the extent of green.
50. I note first that corporate colours are not 'signage', rather they are simply colours. That said, different brands have a strong association with colour schemes that assist with store identification. In my view green is a more visually recessive colour that is materially different in terms of prominence compared with red, yellow, or orange as colours used by other high-profile store brands.
51. The use of colour also helps to visually distinguish commercial areas from industrial areas, especially when the buildings themselves have similar large-span warehouse forms. Given the utilitarian nature of industrial areas, the predominant colour is concrete grey, where the finished facades are simply an expression of the colour of the raw cladding material. A reduction in the use of colour, and its inevitable replacement with a grey finish, in my view means that the building visually presents as an industrial rather than commercial activity. Whilst commercial centres are anticipated throughout residential areas, industrial areas are not. This is especially the case in Rolleston where there is a strong visual and physical separation between industry to the north of State Highway 1 and residential to the south.
52. Attachment 1 provides examples of suburban Woolworths/Countdown supermarkets throughout Christchurch and mid-Canterbury. Whilst store architecture has progressed over the years, the use of green colour schemes is

broadly consistent, with these stores sitting comfortably in their context of a commercial centre in what is usually close proximity to residential neighbourhoods.

53. The proposed façade treatment includes more detailing and variety in colour and cladding than is typically the case for supermarket developments. When combined with perimeter landscaping and the incorporation of several small-format stores on the northwestern side of the building, I consider the overall use of colour and architectural detailing to be appropriate to the site's context. A further reduction in colour and its replacement with a grey finish conversely would not materially assist in improving design outcomes, and risks a less visually interesting and 'greyer' building.

RESPONSE TO SUBMISSIONS

54. Ryman Healthcare Limited (**Ryman**) was the only submitter to raise urban design concerns, albeit in the context of a submission that was in general support. In particular, Ryman were concerned about the urban design outcomes and extent of landscaping experienced along the Goulds Road frontage (which faces towards the Ryman site).
55. In my experience it is highly unusual for a notified application to create a new supermarket to result in only a single submission raising design and amenity concerns. This lack of general concern potentially reflects both the carefully conceived overall design, and the emerging greenfield nature of the surrounding area.
56. Mr Bonis sets out the design changes that have been made along the Goulds Road frontage in response to concerns raised by the submitter and Council Officers. These include changes to fencing, reduction in sign heights, an increase in landscaping, and a reduction in the extent of 'green' in the façade.
57. On balance I consider the proposal to deliver an acceptable design outcome for a commercial centre in a suburban location, where separated from a residential zone by a busy collector road.

CONCLUSION

58. The rapid and ongoing growth of Rolleston means that the township is now at the point where secondary supermarket-anchored centres are necessary to complement the town centre function and to provide local communities with convenient access to groceries and cafes.

59. The delivery of a new centre in the southwest of Rolleston is a significant beneficial effect in better enabling genuine communities to be formed with easy access to a range of facilities rather than a residential mono-use urban landscape.
60. The design of the proposal has been the subject of a robust iterative process, and that has benefited from further refinement in response to matters raised by submitters and Council Officers. There is now a high level of agreement that the proposal results in an appropriate design response.
61. Outstanding matters are both discrete and are 'at the margins' of the overall centre design. I have addressed the four urban design-related matters above. In my view the proposal provides an appropriate response that is commensurate with both the size of the centre and the evolving residential context which includes a consented urban form.



Jonathan Guy Clease

2 September 2024

Attachment 1

Woolworths Supermarkets in Canterbury

Attachment 1: Woolworths supermarkets in Canterbury¹

Countdown, Rolleston



Countdown Amberly



¹ Note branding is transitioning from 'Countdown' to 'Woolworths'.
Image source: Google Earth except for Rolleston

Countdown Ashburton



Countdown Kaiapoi



Countdown Beckenham



Countdown Belfast



Countdown Church Corner



Countdown New Brighton



Countdown Ferrymead



Countdown Hornby



Countdown Airport

