

HAWKESBURY CITY COUNCIL

BUSINESS PAPER

SPECIAL MEETING - 5TH SEPTEMBER, 1991



Your Ref:

Our Ref: September 2, 1991

HAWKESBURY CITY COUNCIL



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Mr.G.F.Falson,
Manager of Town Planning,
Hawkesbury City Council,
Council Chambers,
WINDSOR, N.S.W. 2756

Dear Sir :

A SPECIAL MEETING of Council will be held
in the Council Chambers, Windsor on THURSDAY, 5TH SEPTEMBER, 1991
commencing at 7.30 p.m. for the transaction of the following business:

CONSIDERATION OF TOWN CLERK/GENERAL MANAGER'S REPORT ON ORGANISATIONAL REVIEW. GO/40/6 PT 1

Your attendance would be appreciated.

Yours faithfully,

G.M.McCully,
Town Clerk/General Manager.

Town Clerk/General Manager's Report - ORGANISATIONAL REVIEW

SUMMARY:

Council's staff organisation structure was last reviewed in 1987/88. In 1989, following a management overview by the Department of Local Government Inspectors, it was found to be of a good level of operation with excellent co-ordination between elected members and senior staff. Since that time the district and Council's activities have seen significant growth with these detailed later in the report.

At the same time, State and Federal Governments have indicated the need for micro-economic reform, there is a clear indication of lessening financial dependence on those two levels of government, the award restructuring process is well at hand, training of staff and their abilities are such that there is a need for far less supervision and, thus, the opportunity to proceed to flatter organisational structures with increased career paths, the existing organisation is generally based on the main local government professions and, accordingly, the opportunity has been taken to review the structure by senior staff.

*One Sentence
Plain English!*

This report contains a proposal to reorganise into five divisions of:

- **Financial Management:** incorporating the current accounting and rating functions but increasing the commitment to forward financial planning and performance/objective based budgeting
- **Environment & Development:** incorporating all land use approvals (development, building, subdivision) and including regulation enforcement and waste management
- **Community Planning:** acknowledging the increased role of people services and the Council's desire for further community participation and management of their functions. This will see an incorporation of Library Services, existing Community Services from the Financial & Administration area
- **Engineering Operations:** this division has all civil engineering and building construction and maintenance and includes survey and design area. This will allow for greater emphasis on yearly programming and management, particularly with the requirement for all works over \$100,000 in the proposed local government forms to be the subject of contract
- **Corporate Services:** acknowledges the increasing amount and role of support services required by the Council and its

operating divisions and includes and increased recognition of economic development.

Emergency Services Operations, Personnel and Audit will remain the responsibility of the Town Clerk/General Manager.

It is seen that this structure would be conducive to greater productivity in the delivery of agreed levels of works and services and, accordingly, seeks greater accountability and increased flexibility; creation of a flatter organisational structure with shorter chains of command/communication and smaller spans of control/direction; economies of operation and efficiency.

RECOMMENDATION:

It is recommended that:

1. The report of the Town Clerk/General Manager on organisational and management structure be received and adopted.
2. The Council agree to the appointment of Divisional Managers for Financial Management, Environment & Development, Community Planning, Engineering Operation and Corporate Services from existing staff following internal applications and delegation to appoint given o the Mayor, Deputy Mayor and General Manager.
3. The Town Clerk/General Manager be authorised pursuant to the provisions of the Act and delegations of authorities already vested in his position to direct and implement the structural changes, including the deployment and redeployment of staff (permanent or temporary), physical relocation of functional and operational activities and determination of salaries/wages and conditions of employment where necessary.
4. The Town Clerk/General Manager following consultation with the appointed Divisional Managers recommend Branch Management structure for Council's adoption which will include appropriate delegations of authority.
5. The changed organisational structure be implemented over a transitional period with a view to full implementation with the 1992 budget.
6. Having regard to the requirements imposed under the award restructuring procedures, Council authorise the Town Clerk/General Manager to take all necessary steps within the approved budget to facilitate training opportunity, career path development and skills enhancement. In this regard, for senior staff members, any transition period being utilised for the purpose of developing leadership qualities and a broader range of

management skills for individuals so they may demonstrate capabilities for executive appointment.

7. Adoption for future senior staff appointments a policy where all these positions are advertised internally and externally so as to attract the best possible candidates.
8. Consultants be engaged to assist in advising on performance and remuneration for the senior management and branch heads with a subsequent report to Council for its determination.
9. Recognising that the new structure is being implemented in stages and this will involve the removal of 'Deputy Department Heads' level in pursuance of the aim of shorter chains of command/communication and the creation of 'flatter' organisation. In so doing, there be as little as possible career path dislocation and no remuneration loss to existing incumbents.
10. The Town Clerk/General Manager report as necessary, from time to time, on aspects of the changes to the management structure so as to keep Council informed as to important steps in the process.

INTRODUCTION:

The Council provides facilities and services to its continually growing community of over 55,000 people, spread out over an area of 2,793 sq. kilometres. Over the last ten years the population has more than doubled, Council's budget has increased by more than four times and there has been a significant change in the number and ways in which services and facilities are provided. Since the last major review of Council's staff organisation in 1987/88 there has been around a 20% increase in population (that is continuing to change the population profile), an 80% increase in budget, decreasing funding from other levels of government and a clear indication from them of the need for micro-economic reform, implementation of award restructuring, a Council that has revised its priorities and clearly established its Mission Statement and a community that has changing values which are now firmly focused on quality of lifestyle, conservation and planning.

Both Federal and State Governments have made commitments towards micro-economic reform and structural efficiency. This has been converted at the level of workplace reform into efforts to achieve deregulation of position and work practice and in creating an industrial climate within which greater productivity can be achieved.

The review of local government labour markets that was completed in 1989, made many recommendations amongst which was a requirement to address deregulation and removal of statutory positions within local government.

In essence, flexibility and ability to adapt to change are being emphasised across all work places and by all governments.

PROPOSED LOCAL GOVERNMENT REFORMS:

In recent weeks the New South Wales Minister for Local Government produced the proposals for reform of local government in New South Wales. These included better accounting for performance, major regulatory reform, better management of community assets of infrastructure, land, money, workplace and organisational reforms.

The mandatory charter, or objectives for Councils, are to cover the principal elements of:

- democratic representation and participation
- proper management of Council assets in the public interest
- provision of goods, services, amenities and facilities
- transparency of operations
- fair imposition of taxes and charges
- good management and stewardship of the environment and resources of the local area
- fair and proper regulation of community activities and individual rights

The role of elected members is to be:

- exercise the powers of Council under the Act and any other legislation which vests power in the Council
- represent the interests of residents and ratepayers
- provide leadership and guidance to the community
- facilitate communication between the community and the Council's governing body
- participate in the creation and review of Council policies and objectives, criteria for approvals and in the optimum allocation of Council's resources for the benefits for the area
- review the performance of the Council and its delivery of services and the financial plans, management plans and budgets of the Council

The principal elected Councillor will be known as the Mayor and the role of that position will be to:

- be the first citizen of the local government area
- carry out the civic and ceremonial duties of that position
- carry out other functions as determined by the Council
- chair meetings as determined by the Council

In terms of employment, Councils are to have objectives that:

- Councils should act, and be seen to act, as responsible employers
- the organisational structures of Council should reflect the varying needs of particular Councils over time
- to protect the rights of Council employees and,
- to recruit and promote staff solely on the basis of merit

As such, Councils will be required to be responsible employers in terms of recruitment, promotion and advancing of staff, the elimination of any discrimination in employment, provide staff with effective training, protect staff against arbitrary action, bias, personal favouritism and coercion and, take all necessary steps to ensure that all staff maintain proper standards.

Councils will be required to appoint a General Manager on a performance basis with that person:

- being responsible for the day to day management of the Council
- exercising such of the functions and powers of Council as may be delegated to him/her and, approve or disapprove of delegations to any other staff
- have the responsibility to employ staff in accordance with an organisation structure and resources approved by the Council
- have the authority to direct and dismiss staff
- have the obligation to ensure that the register of interests of staff who are engaged in regulatory, contractual or purchasing activity is complete and updated
- arrange for the Mayor to be assisted in carrying out civic and ceremonial duties of that position
- ensure that no person who was formerly a Councillor of that Council's governing body is employed on the staff of the Council within six months of ceasing to be a Councillor
- have other responsibilities regarding financial management, internal control, risk management and accountability and implementation of Council's EEO Management Plan in reporting to Council, at least annually, on the achievements of the plan.

BACKGROUND TO STAFF STRUCTURE:

Local government in New South Wales commenced with Councils being responsible for some public works within their area and regulatory control. Later this was to include building control and thus was established the three statutory positions in local government of Administration (Town Clerk), Civil Engineer and Health & Building Inspector. These three statutory positions still remain and will do so until the Act is amended early in the new year. Departmental structures were built up around these three positions and it was only after the second world

war that any serious attempt was made towards town planning. In the fringe areas this only occurred in the 1960's with the first town planning control then occurring outside the County of Cumberland and for this area that is all the land west of the Hawkesbury River. Town Planning Departments were established in Hawkesbury local government in the late 1970's as a result of increasing pressure for improved control of development. Initially, it was generally the Civil Engineers that undertook the Post Graduate Town Planning courses as Undergraduate courses were not available until the late 1970's. Accordingly, and for no other reason, most town planning departments came from the engineering area.

In the late 1970's and early 1980's, local government became increasingly involved with people services and thus the evolvement of the community services area.

Libraries were established following the Library Act of 1939. In Hawkesbury the areas of Windsor and Richmond had established libraries however, it was not until the 1970's that this expanded to the area west of the Hawkesbury River and so saw a reasonable expansion of the library service to that existing today.

Staff organisations developed around these professions, with the later areas of Town Planning, Community Services and expansion in environmental issues 'added on' where there was room in the existing organisation or where an interest was shown in the newly developed area by a manager. At Hawkesbury, there is currently the Community Services area within Finance & Administration; recreation split between Community Services in Finance & Administration, Health & Building and Engineering; waste management split between Health & Building and Engineering; development managed across Town Planning, Engineering and Health & Building and the Library Service seen as a department on its own. Some of these functions/activities are of a size that they cannot be handled separately and, accordingly, are placed where appropriate until their scale increases to the extent that some autonomy is justified.

PRESENT POSITION/NEED REVIEW:

The existing staff organisation structure is based around the main professions involved in local government (as opposed to functions) that is, Librarians, Health & Building Surveyors, Town Planners, Administration and Finance, Civil Engineers and Community Social Plans. It should be noted that when this was reviewed by the Local Government Inspectors with the rest of the organisation in 1988, their conclusion was that the level of executive management performance was good and there was excellent co-ordination between elected members and Council's senior staff.

As a result of the number of issues emerging, and the changes that have, and are, taking place, the senior management team has been undertaking an extensive review of the staff organisational structure over the last four months, with this involving the Mayor in detail over the last five weeks.

A review of organisational structures is necessary at regular intervals to ensure continuing relevance of Council's activities and priorities. Failure to carry out such review, particularly in growth areas, is likely to result in management and organisational problems such as:

- lack of cohesion, interaction and co-operation between staff of different departments
- organisational problems including: spans of control, divided functional responsibilities, degree of senior management involvement in day-to-day administrative and supervisory activities with inadequate time available to plan, review and develop policies, lack of clarity in lines of responsibilities and, too many layers of administration
- staffing levels
- the degree to which the overall management needs of the organisation are being met

An Award Restructuring Committee was established some time ago with its membership based on the proposed Award bands. It has a productivity enhancement approach with a broad agenda to link at the local government industry level, workforce skills acquisition with needs of the industry and at the enterprise level work reorganisation with the strategic objectives of the organisation. This will involve multi-skilling to encourage team work, payment for skills acquired as required, rather than the job performed, training to be considered part of the job, use of demonstrated competence as the basis for moving from one skilled level to the next, institution of appropriate procedures for assessing competency in the workplace with industry-wide validity as necessary, delegating more responsibility to lower levels of the organisation where the information and expertise exists by introducing flatter organisation structures and abolishing departments based on narrow, specialist functions, creating more flexibility in work assignments through the use of teamwork and job rotation and, the provision of an appropriate employment security guarantee as a basis for achieving a more flexible use of skills.

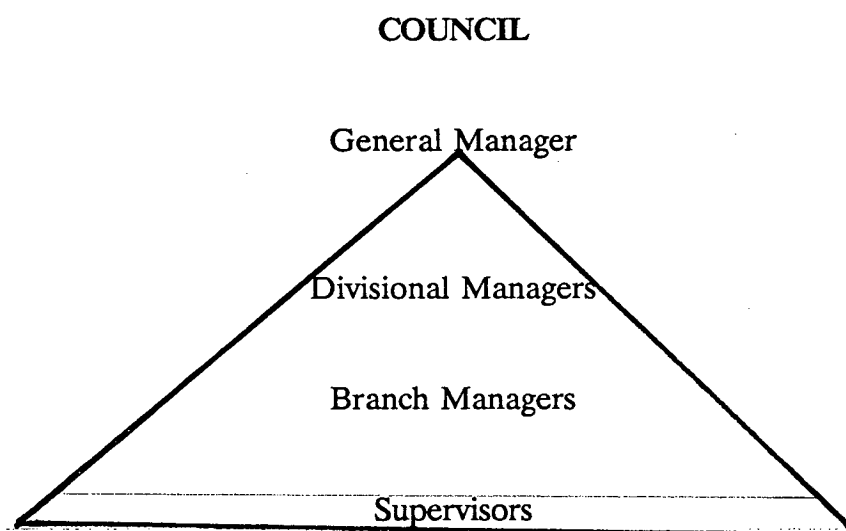
To date the Committee has undertaken training for its work, been assessing a major review of all job statements, preparation of a skills analysis and, commencement of job evaluation for the purpose of moving to the new Award.

This process has identified a number of issues that need addressing and, particularly, layers of administration. Also, there are a number of issues which need to be addressed both internally and externally with the Minister's announcement of major reforms to local government, which will take place early next year, and clear indication that local government is likely to receive decreased funding and is required to undergo micro-economic reforms compelled on the

other two levels of government and the private sector.

PROPOSED NEW ORGANISATIONAL STRUCTURE:

The Management Executive team has been working for some months on the matter with a proposal prepared to place the staff organisation into five divisions under the Council, Mayor and General Manager. This would see the appointment of Divisional Managers responsible on a functional basis with Branch Managers, for individual programmes as indicated on the following diagram.



It is seen that this structure would be conducive to greater productivity in the delivery of agreed levels of works and services and, in this endeavour seeks: greater accountability and increased flexibility (it being recognised these are not mutually exclusive); creation of a flatter organisational structure with shorter chains of command/communication and smaller spans of control/direction; economies of operation and efficiency.

Five divisions are proposed which are seen as suitable for Council adopted objectives, the organisation's current activities and the area's growth. Depending on the extent of continued growth in each of the areas, it is then possible, if necessary, to develop these into four or three divisions which would include a requirement for increased staff training over the next two to four years.

The five divisions proposed and major activities are:

- Financial Management: embracing accounts, rates, internal audit, purchasing & stores, computer services and forward financial

planning. It is proposed that appropriate technical staff will be located in this division to prepare the one year and three yearly plans for Council's consideration. This will be a requirement under the proposed reforms to the Act and this division will also be responsible for the introduction of the substantial accounting change proposed for the introduction of financial reports, in accordance with the relevant Australian Accounting Standard.

- Environment & Development: this area will bring together all the land use functions undertaken by Council in development, building and subdivision control, regulation and enforcement, health services, control of outdoor advertising, waste management, animal control and forward town planning.
- Community Planning: recognises the increasing importance placed on community planning functions such as those for child care, family day care, youth and the aged, recreation planning, assistance to management committees, the arts and, includes, all current library services.
- Engineering Operations: this division will provide for all the maintenance and construction activities undertaken by Council and include the survey and design branch. With the major involvement of yearly works programme, the division will be established on the basis of the proposed reforms to the Act where tenders will be required to be called for all works over \$100,000.
- Corporate Services: this will provide support services to the other divisions of Council in such areas as occupational health and safety, risk management, records, word processing, property acquisition & management and also be responsible for economic development co-ordination.

The Personnel, Audit and Emergency Services Operations will still be the direct responsibility of the General Manager.

The organisation has a strong, dedicated and well qualified senior staff and it is recommended that the Divisional Managers be appointed from existing senior staff on the basis of internal advertising and appointment by the Mayor, Deputy Mayor and General Manager. This process can take place over a fairly short period of time with the appointees, in conjunction with the General Manager, preparing the branch structures for each division and subsequent applications called and appointments made to these positions.

In all of the changes envisaged, there will be a requirement on the General Manager and the management team to ensure every opportunity is taken to facilitate: economy of operation, increased efficiency, career path planning, enhanced training opportunity, appointments on merit and greater productivity.

It should be noted in the planning and implementation of the restructure that there will be the removal of the "Deputy Department Head" level. This being in accordance with the aim of shorter chains of command/communication and in the creation of a flatter organisation but should be without unnecessary and adverse effect on the careers of the present incumbents.

The move to the new Award would require external assistance in the development of job/performance statements for senior positions and their remuneration. It is proposed that this be used for the development of those statements and remuneration for the senior and branch head positions. This will be the subject of a separate report for Council's consideration.

There would be a transitional period in moving to the new structure with major implementation to take place with the 1992 budget thus providing all managers with a performance criteria for the ensuing year. At the same time, there is a need to continue with the process with other modifications taking place early in the 1992 year and, thence, a complete review at the end of that year when assessment of achievements to objectives can be made.

It is not proposed to undertake, nor is there a need seen, for any redundancies. The growth of the area, current work-loads, the need to prepare long-term forward plans, implementation of a new financial reporting system, preparation of performance criteria and staff changeover rates are such that this should compensate for any such need. Again, this matter will be the subject of review at regular periods and further reported.

APPROVALS REVIEW PROGRAMME

Hawkesbury was chosen as one of the few Councils across Australia to be involved with the Commonwealth in the local approvals review programme to develop and promote reforms that:

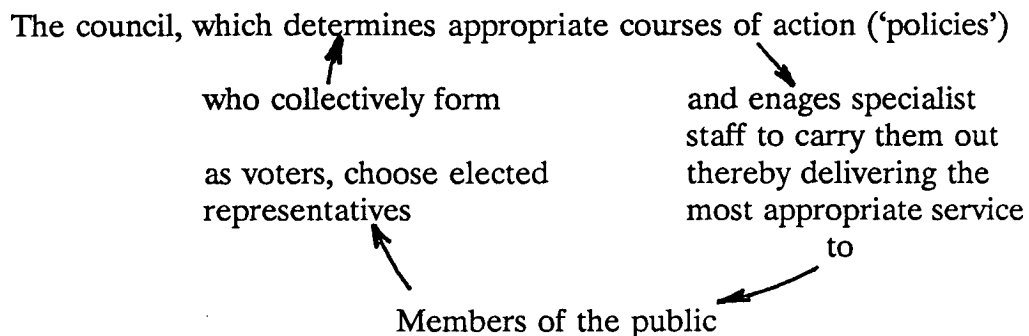
- assisted local government to carry out its development approval role to more effectively meet changing community needs and market trends, and
- improve the efficiency and effectiveness of the approval process so as to achieve identified savings to benefit consumers

The objective of this Council in response to the above aims was to identify and evaluate current processing operations and to determine improvements for Hawkesbury that may assist other local government areas.

A detailed study was undertaken with a subsequent report adopted by the Council. It is intended to implement the remainder of the recommendations in that detailed report with the proposed structure and the co-ordination in one area of all land use approvals.

CITIZEN PARTICIPATION:

Council has indicated for some time its wish to expand its current participation role that is quite extensive. This varies from the open Council forum on all matters with which it deals, the various consultation processes between elected members, staff and citizens and, community management committees. A simple description of the local government participation process which is cyclic could be shown as follows:



As a result of the Council's decisions, it is proposed to extensively review that process with the new structure including what involvement could and should take place from the day-to-day administration, further community based bodies, advisory committees, access to information, working parties, presence and participation at meetings and general community access.

It is proposed that the community planning area will develop a proposal with the management executive, providing recommendation to Council for decision and implementation across the whole of the organisation's operations and activities.

PERSONNEL AND TRAINING:

All senior staff have been involved in the review process and other staff advised that it is taking place. There has been general agreement by all senior staff to the proposal recommended.

Over the last six months there has been a detailed set of meetings with all staff in the organisation, which have been addressed by the Personnel Manager and myself regarding award restructuring, the need for this to take place, its objectives and the current status from time to time. This has included advice on the further need to undertake organisational restructuring and the proposals for reform of local government by the New South Wales State Government.

The personnel function has been continually strengthened over recent years with policies well in place, reviewed on a regular basis and training programmes implemented.

In flattening the organisational structure, there will be a need to upgrade the skills

of a number of staff in order for them to take on increased management roles and for others to have less supervision. Some of the detailed changes to move current supervisors to branch managers and thus increase career opportunities is as follows:

Functions and Approaches	In the Future
Planning work and organising resources	Increases
On the job control and direction of the activities of employees ('looking over shoulders')	Decreases
Training and leading employees in solving problems	Increases
Individual problem-solving at the work face	Increases
Checking that work is performed in accordance with established procedures and standards to meet quality requirements	Decreases
Developing team skills and knowledge, coaching and counselling team members individually and as a group	Increases
Responsibilities for cost, quality and delivery performance of the team	Shared
Motivation of the team towards the achievement of goals and accepting more responsibility	Increases
Emphasis on supervisors' job skills at the work face	Decreases
Emphasis on supervisors' 'people skills'	Increases
Responsibilities for housekeeping and safety	Shared

The rate and degree of these sorts of changes will, of course, vary depending on the skills, knowledge and maturity of the team and individuals.

Current training programmes have been developed to provide immediate benefit and relevance to those involved, thus including:

- updating and improving of present skills
- work reorganisation and job design
- skills development and training

- development of work teams
- quality assurance
- productivity improvement
- evaluations of formal training compared with on-the-job training

It is proposed to further develop these for future training programmes to:

- match the introduction of new technology
- improve work and task methods and techniques
- meet accreditation requirements
- define career path development
- match new service areas and their provision
- develop employee participation
- train and retrain consultative committee
- develop technical manuals and job performance aids

THE AREA AND COUNCIL'S FUTURE DIRECTION:

In 1989, the Council adopted as its mission statement the following:

‘To protect and enhance the unique, historical and environmental features of the Hawkesbury region whilst encouraging planned development and providing services appropriate to the needs of the wider community.’

This has been confirmed by the Council at its corporate planning meeting in July of this year as were its priorities of:

- environmental planning and protection
- transport - traffic, roads and bridges
- infrastructure - public utilities
- overall economic development of the area
- community facilities and services
- community participation

The area has been the subject of considerable population increase over recent years while, at the same time, large areas have been declared as National Park to ensure their conservation. The greatest physical issue is associated with the subdivision of rural lands and their subsequent impact and development from the area west of the Hawkesbury River and, concerns over air and water quality.

Council's vision for the physical development of the city is of a series of towns and villages set in a rural hinterland. This has been pursued for many years and is clearly contained in the many planning policies and major planning scheme.

Based on current and known proposed zonings, the population is likely to increase by just over 20% by the end of the decade. This will see increased pressure for

maintenance and improvement for the existing infrastructure, debate over housing style, level and payment for various facilities as well as the increasing debate over conservation.

As well, there will be a need to look at current strategies and to address activities such as the delivery of community services, the demand for increased public participation and establishment of area committees to achieve this purpose, financial management techniques and personnel practice (equal employment opportunity, risk management etc.).

Council has been addressing each of these issues through its meeting process and, specifically, with its annual review of its corporate plan and budget meeting. Its success in this area can be seen in the low level of conflict that exists within the community about the Council's operations (evident from media reports) and the open style of the Council's dealing and processing of matters.

The detailed results of the annual corporate planning process have been documented and distributed.

G.M. McCully,
Town Clerk/General Manager

HAWKESBURY
CITY COUNCIL

General Purpose Committee
- Finance, Development, Works

Other specialised committees as
required

MAYOR

PERSONNEL
BUSH FIRE CONTROL
STATE EMERGENCY SERV.
TOURISM

TOWN CLERK/
GENERAL MANAGER

MANAGEMENT EXECUTIVE COMMITTEE

Town Clerk/General Manager; Manager
of Financial & Administrative
Administrative Services; Manager of
Town Planning; Manager of Environment
& Building Services; Manager of Engineering
Services; Chief Librarian.

PLANNING		FINANCE & ADMINISTRATION		ENGINEERING		HEALTH & BUILDING		LIBRARY			
Manager of Town Planning		Manager of Financial & Admin Services		Manager of Engineering Services		Manager of Environment & Building Services		Chief Librarian			
					Mgr of Operations						
Development Control	Statutory	Accounts	Community	Sewerage	Works	Building Inspection	Waste Disposal	Windsor and Richmond Libraries	Resource Sharing Scheme (LERN)		
Demographic & Statistical Services	Forward	Rates	Purchasing	Subdiv.	Parks/Reserves	Ordinance Inspectors	Swimming Centres				
		Records	Computer	Plant/Equip	Council Bldgs.		Cemeteries				
		Word Processing	Financial Policy	Investigation & Design	Ferries		Health Centres				
Urban Design Heritage	Mapping	Child Care Centres	Neighbourhood Centres		Maintenance						
		Australiana Village	Function Centre								
		Debt Recovery	Workers' Compensation								
		Property Development									

HAWKESBURY CITY COUNCIL

Committees

MAYOR

**TOWN CLERK/
GENERAL MANAGER -**

**Management Executive
Committee**

Strategic Planning Unit
Personnel
Audit
Emergency Services

DIVISIONS

FINANCIAL MANAGEMENT	ENVIRONMENT & DEVELOPMENT	COMMUNITY PLANNING	ENGINEERING OPERATION	CORPORATE SERVICES
Forward Financial Planning (All Council works/services) Accounts & Rates: - Creditors, Debtors, Payroll, Investments & Costing, S.94's, Cashiers, Debt Recovery Internal Audit Purchasing & Stores Computer Services	Forward Town Planning including: - Planning Instruments - S.94 Policy Development Control: - Development, Building, Subdivision, Heritage, Tree Preservation Regulation Enforcement: - Car Parks, Licences Health Services Outdoor Advertising Control Animal Control Environmental & Waste Management: - Garbage, Recycling, Sullage, Street Sweeping Air, Water, Noise, Treatment Plants Traffic Management Street Lighting Policy Emergency Services Input into Planning & Building Control	Child Care/Immunisation Family Day Care Youth & Aged Services Occasional Child Care Recreation Planning Library Services Arts & Festivals Management Committees Social Planning	Civil Maintenance & Construction: - Roads, Bridges, Drainage - Plant & Vehicular Ferries Flood Mitigation Quarry Operations Building Construction & Maintenance including Works Depots Parks Construction & Maintenance Survey & Design Cemeteries Standpipes Swimming Centres	Property Acquisition Property Management Public Enquiry Services: - Counter, Reception, Telephone Occupational Health & Safety, Insurance, Worker's Compensation Risk Management Public Relations Records Word Processing Printing Certificates Services for Elected Members including Business Paper Economic Development Co-ordination Tourism/Australiana Pioneer Village

Procks
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KEEPA 3
ROGERS

CAREY 2
WILLIAMS

SHEATH 1

SLUDGE