SENATE COMMITTEE ON FEDERAL, STATE AND LOCAL GOVERNMENTS

Minutes of Meeting -- April 19, 1971

The forty-eighth meeting of the Senate Committee on Federal, State and Local Governments was held on the 19th day of April, 1971.

Committee members present:

James I. Gibson Carl F. Dodge Warren L. Monroe Chic Hecht Coe Swobe Lee Walker Stan Drakulich

Also present were:

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Bill Adams, Assistant City Manager, Las Vegas Keith Henrikson, Peace Officers-Fire Fighters Curt Blyth, Nevada Municipal Association Charles Earl, Personnel Analyst, City of Reno Richard Morgan, Nevada State Education Association Edmond Psaltis, Washoe County School District Angus MacEachern, Personnel, City of Las Vegas Joe Latimore, City of Reno William Blackmer, Las Vegas Valley Water District Jim Guinan, Attorney Tom Donnelly, Las Vegas Valley Water District David Henry, Clark County Administrator Press

Chairman Gibson called the meeting to order at 4:30 P.M.

<u>AB-178</u> Extends amended provisions of Local Government Employee-Management Relations Act to all government employees; provides for binding arbitration; specifies certain prohibited practices.

Chairman Gibson requested that the witnesses present who wished to speak on <u>AB-178</u> confine their remarks to the amendments which were proposed to the committee in the meeting held at 4:00 P.M. on Saturday, April 17, 1971.

Mr. Latimore stated that he had not had sufficient time to go over the amendments and asked that instead Mr. MacEachern speak in his place. He also reiterated that in speaking he represents the Municipal Association and that they oppose any changes in the Dodge Act at the present time.

Senate Committee on Federal, State, and Local Governments

April 19, 1971

Mr. Angus MacEachern stated that he had gone over the amendments as proposed on Saturday and had further suggestions which he felt would clarify some of the language. He then went over each of the proposed amendments to this bill, a copy of which is attached hereto.

Mr. Charles Earl, Personnel Analyst for the City of Reno, made several comments on <u>AB-178</u> stressing that they would like the bill to be amended to provide for mediation. He also discussed other suggested amendments. The committee also heard further testimony from Mr. Henrikson, Mr. Morgan, Mr. Psaltis, and Mr. Blyth concerning the amendments to this bill.

Also attached hereto is a letter from the University of Nevada requesting that nurses be excluded from <u>AB-178</u>.

- <u>SB-644</u> Designates Las Vegas Valley water district as agency to undertake elimination of Lake Mead-Las Vegas Wash pollution problems.
- <u>SB-647</u> Gives Las Vegas Valley water district responsibility for water distribution and sewage treatment and disposal.

The committee read and discussed the proposed amendments to <u>SB-644</u> and <u>SB-647</u>. Mr. Donnelly of the Las Vegas Valley Water District stated that it would take the better part of two years before the study and engineering design would be completed, so it would probably be close to January of '73 before the construction funds would be required.

Senator Dodge moved to "Amend and Do Pass on <u>SB-644</u> and <u>SB-647</u>," seconded by Senator Monroe. The motion carried.

The meeting was then adjourned.

Respectfully submitted,

Mary Jean Fondi, Committee Secretary

James I. Gibson, Committee Chairman



NEIL D. HUMPHREY Chancellor Guite 340, Arlington Towers 600 N. Arlington Avenue Reno, Nevada 89501 (702) 784-6801

April 19, 1971

Honorable James I. Gibson Chairman Federal, State and Local Governments Committee State Senate

Dear Senator Gibson:

A.B. 178, Section 1, provides that nurses employed by the State of Nevada are to be included in the provisions of the Local Government Employee-Management Relations Act. Section 2 of the bill provides that the negotiating officer for the State of Nevada is the director of the Department of Health, Welfare and Rehabilitation.

After discussing this bill with various people I conclude that the nurses employed by the University of Nevada System would be included if the bill passes in its present form, but that such inclusion is inadvertent. The Board of Regents has requested that A.B. 178 not apply to the University of Nevada System and no faculty or other employee organization has requested that it apply to the University. I believe that there is no public interest to be served by inclusion of nurses at the University in this legislation.

Apparently this would affect faculty in the Orvis School of Nursing, University of Nevada Reno, the nursing programs at the University of Nevada Las Vegas, the Community Colleges and the nurses in our student health services. I believe these professionals do not have sufficient community of interest with other nurses employed by the State to justify placing them in the same bargaining group. In addition, if University employees are to be included in any manner the negotiating officer for the University should be an officer responsible to the Board of Regents, not an appointee of the Governor.

I respectfully request, on behalf of the Board of Regents, that A.B. 178 be amended in such a manner that nurses employed by the University are excluded.

Very truly yours,

Neil D. Humphrey

University of Nevada, Reno

Chancellor University of Nevada, Las Vegas

Desert Research Institute

Community College Division

(REPRINTED WITH ADOPTED AMENDMENTS)

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FOURTH REPRINT A. B. 178

ASSEMBLY BILL NO. 178—COMMITTEE ON GOVERNMENT AFFAIRS

FEBRUARY 5, 1971

Referred to Committee on Government Affairs

SUMMARY—Extends amended provisions of Local Government Employee-Management Relations Act to all government employees; provides for binding arbitration; specifies certain prohibited practices. Fiscal Note: No. (BDR 23-988)

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EXPLANATION—Matter in *Italics* is new; matter in brackets [] is material to be omitted.

AN ACT amending the Local Government Employee-Management Relations Act; extending its coverage; providing for recognition of and negotiation with employee organizations in certain instances; providing for binding arbitration; prohibiting certain practices; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

SECTION 1. NRS 288.050 is hereby amended to read as follows:

288.050 "Local government employee" means: [any]

1. Any person employed by a local government employer.

2. Nurses employed by the State of Nevada.

SEC. 1.5. NRS 288.060 is hereby amended to read as follows: 288.060 "Local government employer" means any political subdivision of this state or any public or quasi-public corporation organized under the laws of this state and includes, without limitation, the State of Nevada when employing nurses, counties, cities, unincorporated towns, school districts, hospital districts, irrigation districts and other special districts.

SEC. 2. NRS 288.150 is hereby amended to read as follows:

13 288.150 1. It is the duty of every local government employer, except as limited in subsection 2, to negotiate in good faith through a representa-14 tive or representatives of its own choosing concerning wages, hours, and 15 conditions of employment with the recognized employee organization, if 16 any, for each appropriate unit among its employees. Agreements so 17 reached shall be reduced to writing. Where any officer of a local govern-18 ment employer, other than a member of the governing body, is elected by .-19 the people and directs the work of any local government employee, such 20

Sec. 2 (Ref. P.1 L17) Add the words - "If either party requests" after "employees" and before "Agreements".

officer is the proper person to negotiate, directly or through a representative or representatives of his own choosing, in the first instance concerning any employee whose work is directed by him, but may refer to the governing body or its chosen representative or representatives any matter beyond the scope of his authority. The proper negotiating officer for the State of Nevada is the director of the department of health, welfare and rehabilitation or his representative.

2. Each local government employer is entitled, without negotiation or reference to any agreement resulting from negotiation:

(a) To direct its employees;

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(b) To hire, promote, classify, transfer, assign, retain, suspend, demote, discharge or take disciplinary action against any employee;

(c) To relieve any employee from duty because of lack of work or for any other legitimate reason;

(d) To maintain the efficiency of its governmental operations;

(e) To determine the methods, means and personnel by which its 16 operations are to be conducted; and 17

(f) To take whatever actions may be necessary to carry out its respon-18 sibilities in situations of emergency. 19 20

SEC. 3. NRS 288.170 is hereby amended to read as follows:

288.170 1. Each local government employer which has recognized 22one or more employee organizations shall determine, after consultation with such recognized organization or organiaztions, which group or groups 23of its employees constitute an appropriate unit or units for negotiating 24 purposes. The primary criterion for such determination shall be com-25munity of interest among the employees concerned. [A local] 26

2. In determining, modifying or combining any bargaining unit the government employer shall consider:

(a) The duties, skills and working conditions of the government employees;

31 (b) The history of collective bargaining by or representation of such -82*, employees;

(c) The extent of organization among such employees;

(d) The desire of the government employees affected; and

(e) Interchange of duties, similarity of qualifications, use of related equipment or other items, demonstrating a community of interests. 36 37 & A government department head shall not be a member of the same nego-38 tiating unit as the employees who serve under his direction. A principal, 39 assistant principal or other school administrator below the rank of super-40 intendent, associate superintendent or assistant superintendent shall not 41 be a member of the same negotiating unit with public school teachers unless the school district employs fewer than five principals but may join 4243 with other officials of the same specified ranks to negotiate as a separate negotiating unit. 44

[2.] 3. If any employee organization is aggrieved by determination 45 of a negotiating unit, it may appeal to the board. Subject to judicial 46 review, the decision of the board is binding upon the local government 47 employer and [all] employee organizations involved. The board shall : 48 apply the same criterion as the government employer. 49

Page 2. insert between lines 19 and 20: "Any action taken under the provisions of this subsection shall not be construed as a failure to negotiate in good faith."

Add to Page 2 L.26 "A LOCAL GOVERNMENT DEPARTMENT HEAD, ADMINISTRATIVE EMPLOYEE OR SUPERVISORY EMPLOYEE SHALL NOT BE A MEMBER OF AN EMPLOYEE ORGANIZATION, THAT ENGAGES IN COLLECTIVE BARGAINING, WHICH CONTAINS EMPLOYEES OTHER THAN THE ABOVE CLASSIFICATIONS. Any dispute between the parties as to whether an employee is a supervisor shall be submitted to the board. In all cases, confidential employees of the governmental employer shall be excluded from any negotiating unit."

Delete L.49 (as the government employer.)

Add to L.49 set forth above.

SEC. 4. NRS 288.180 is hereby amended to read as follows:

288.180 1. Whenever an employee organization desires to negotiate concerning any matter which is subject to negotiation pursuant to this chapter, it shall give written notice of such desire to the local government employer. If the subject of negotiation requires the budgeting of money by the local government employer, the employee organization shall give such notice **[**at least 120 days before the date fixed by law for the completion of the tentative budget of the local government employer for the first period for which the required budget is to be effective. **]** on or before December 1.

11 2. This section does not preclude, but this chapter does not require, 12 informal discussion between an employee organization and a local govern-13 ment employer of any matter which is not subject to negotiation or con-14 requirements of notice or time schedule.

SEC. 5. NRS 288.190 is hereby amended to read as follows:

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288.190 1. The parties shall promptly commence [negotiation and if 17 18 at the expiration of 45 days from the date of service of the notice 19 required by NRS 288.1807 negotiations and if the date fixed by law for 20 the completion of the tentative budget of the government employer for 21 the first period for which the required budget is to be effective is reached and the parties have not reached agreement, the parties or either of them may so notify the board, requesting mediation and explaining briefly the 2324 subject of negotiation. The board shall, within 5 days, appoint a competent, impartial and disinterested person to act as mediator in the nego-25 26 tiation. It is the function of such mediator to promote agreement between 27 the parties, but his recommendations, if any, are not binding upon an 28employee organization or the local government employer.

29 2. If a mediator is appointed, the board shall fix his compensation. 30. The local government employer shall pay one-half of the costs of media-31 tion, and the employee organization or organizations shall pay one-half.

SEC. 6. NRS 288.200 is hereby amended to read as follows: 32 288.200 1. If at the expiration of 75 days from the date of service If the notice required by NRS 288.180, 45 days after the date on which 35 the mediator was appointed, the parties have not reached agreement, the mediator is discharged of his [responsibility,] responsibilities, and the 36 37 parties, or either of them, [shall] may submit their dispute to a factfinding panel. Within 5 days, the local government employer shall select 38 **39** one member of the panel, and the employee organization or organizations shall select one member. The members so selected shall select the third 40 41 member, or if within 5 days they fail to do so, the board shall select him 42 within 5 days thereafter. The third member shall act as chairman.

2. The local government employer [shall pay one-half of the costs
of factfinding, and the employee organization or organizations shall pay
one-half.] and employee organization shall pay the cost of their respective members and each shall pay one-half of the cost of the third member.

48. 3. The fact finding panel shall report its findings and recommendations 49 to the parties to the dispute within [25] 45 days after its selection is Sec. 5 NRS 288.190 L.17 delet (before negotiation. Insert (after negotiation L.17 insert) after "and" on Line 22. Add <u>If by Jan 10</u> (pick up all language from line 22 to 31). Delete (line 30 & 31)

Page 3, line 33, delete lines 33 to line 49. Page 4, delete line 1 to line 49. Page 5, delete line 1 through line 6.

P.3 L.33 insert the following:

If the parties are unable to reach agreement, they may submit the dispute no sooner than Feb. 20 and no later than Apr 1, or in any year in which the Legislature meets in regular session up to 10 days after the adjournment of the Legislature Sine die, to an impartial factfinder for his findings and recommendations. These findings and recommendations are not binding on the parties except as provided in Sections 5 and 6.

"2. If the parties are unable to agree on an impartial factfinder, either party may request from the American Arbitration Association a list of seven (7) potential factfinders. The parties shall select their factfinder from this list by alternately striking one name until the name of only one factfinder remains who will be the factfinder to hear the dispute in question. The complete article Alrew shall Stark the field of here.

"3. The local government employer and employee organization // AND each shall pay one-half of the cost of the factfinder. However, the each party shall pay its own costs of factfinding incurred in the preparation and presentation of its case in factfinding.

"4. The factfinder shall report his findings and recommendations to the parties to the dispute within 30 days after the conclusion the factfinding hearing unless the parties mutually agree to extend this time limit.

complete. These findings are not binding upon the parties, but if within 5 days after the panel has so reported the parties have not reached an agreement, the panel shall make its findings public.

4. After The effective date of this act February 25, 1971, and before January 1, 1972, either party to negotiations may notify the other party in writing that it wishes to have the dispute submitted to factfinding upon the adjournment of the legislature sine die. Upon receipt of such notice, the operation of this section pertaining to factfinding shall be staved up to 10 days after the adjournment of the legislature sine die or the certification by the state department of education of the per-pupil basic support guarantee, whichever occurs first.

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5. After January 1, 1972, in any year in which the legislature meets. 12 ither party to negotiations may notify the other party in writing that it vishes to have the dispute submitted to factfinding upon the adjournment of the legislature sine die. Upon receipt of such notice, the operation of 15 this section pertaining to factfinding shall be stayed for salary matters only 16up to 10 days after the adjournment of the legislature, sine die or the 17 certification by the state department of education of the per-pupil basic 18 support guarantee, whichever occurs first. 19

6. Nothing in this section shall be construed to prevent the parties 20 from mutually agreeing upon their own mediation or factfinding proce-21 22dures or waiving the same.

7. The parties to the dispute may agree, prior to the submission of the dispute to the factfinding panel, to make its findings on all or any 2425 specified issues binding upon both parties.

8. If a government employer and a certified bargaining organization 26 27 fail to reach agreement on matters subject to bargaining under this chapter within a reasonable time as determined by the board, then, at the request of either party, the issues in dispute shall be referred to arbitra-29tion by a neutral third party. Such third party shall be chosen by the 30 parties to the dispute. If they are unable to agree, the American Arbitra-31 tion Association, upon the request of either party, shall furnish a list of five potential arbitrators, and the parties to the dispute shall select an arbitrator from such list by alternately striking the name of an arbitrator so that only one remains. Costs of arbitration shall be borne equally by 35 the parties. The arbitrator's decision shall be advisory. However, the 36 parties may stipulate by mutual consent that the arbitrator's decision or 37 any part thereof shall be final and binding. If the parties' failure to agree 38 39 endangers the safety of the State of Nevada, or any of its political subdi-40 visions, the board may, after a public hearing conducted upon due notice to the parties, modify the advice or decision of the arbitrator or require 41 that the arbitrator's decision or advice or any part thereof will be final 42 43 and binding. Such notice shall state that all or part of the arbitrator's deci-44 sion may be final and binding. A failure to agree involving police and fire protection-shall be conclusive evidence of a threat to the safety of the 45 state or any political subdivision. 46

9. Any arbitrator, whether acting in an advisory or binding capacity, 48 shall announce the facts upon which he bases his advice or decision and shall base his advice and decisions upon: 49

The parties to the dispute may agree, prior to the submission of the dispute to factfinding, to make the findings and recommendations on all or any specified issues. final and binding on the parties.

ON all OR ANY Specified Items

"8. If the parties do not mutually agree to make the findings and recommendations of the factfinder final and binding, the Governor-acting as Chief Executive of the State, shall have the emergency power and authority, at the request of either party and prior to the submission of the dispute to factfinding, to order that the findings and recommendations, of a factfinder in a particular dispute will be final and binding. The excreise of this authority by the Governor shall be made on a case by case basis and shall be made on the basis of his evaluation regarding the overall best interests of the state and all its citizens as well as any danger to the safety of the state or a political subdivision.

". Any factfinder, whether acting in a recommendatory or binding capacity, shall announce the facts upon which he bases his recommendations or award and shall base his recommendations or award on the following criteria:

(a) A preliminary determination shall be made as to financial ability of the government employer based on existing available revenues at a property tax, fee and license structure determined by the government employer. And giving due consideration Previously

(b) Once the factfinder has determined there is a current-financial ability to grant monetary benefits (in-addition to those agreed to in bargaining, he shall use normal criteria for interest disputes regarding the terms and provisions to be included in an agreement in assessing the reasonableness of the position of each party as to each issue in dispute."

(a) The financial ability of the government employer to comply with the request of the employees and the reasonableness of such request. (b) The impact on and consistency of treatment of other employees of

the local government employer. (c) The wages, salaries and benefits received by other employees in similar positions in both the public and private sector of employment.

SEC. 7. NRS 288.210 is hereby amended to read as follows:

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288.210 1. For the purpose of investigating disputes, thy factfinding panel.or_arbitrator may issue subpenas requiring the attendance of witnesses before it- - or him, together with all books, memoranda, papers and other documents relative to the matters under investigation, administer oaths and take testimony thereunder.

2. The district court in and for the county in which any investigation being conducted by a factfinding panel or arbitrator may compel the attendance of witnesses, the giving of testimony and the production of books and papers as required by any subpena issued by the factfinding 4. panel - or arbitrator.

3. In case of the refusal of any witness to attend or testify or produce any papers required by such subpena, the factfinding panel or arbitrator may report to the district court in and for the county in which the investigation is pending by petition, setting forth:

(a) That due notice has been given of the time and place of attendance of the witness or the production of the books and papers;

(b) That the witness has been subpended in the manner prescribed in this chapter;

(c) That the witness has failed and refused to attend or produce the papers required by subpena before the factfinding panel or arbitrator in the investigation named in the subpena, or has refused to answer questions propounded to him in the course of such investigation,

and asking an order of the court compelling the witness to attend and testify or produce the books or papers before the factfinding panel 32 or-arbitrator-

4. The court, upon petition of the factfinding panel $\mathbf{\Gamma}$. \mathbf{F} or arbitrator, hall enter an order directing the witness to appear before the court at a time and place to be fixed by the court in such order, the time to be not more than 10 days from the date of the order, and then and there show cause why he has not attended or testified or produced the books or papers before the factfinding panel **[]** or arbitrator. A certified copy of the order shall be served upon the witness. If it appears to the court that the subpena was regularly issued by the factfinding-panel **F**. T or-arbitrator, the court shall thereupon enter an order that the witness appear before the factfinding panel or arbitrator at the time and place fixed in the order and testify or produce the required books or papers, and upon failure to obey the order the witness shall be dealt with as for contempt of court.

SEC. 8. NRS 288.220 is hereby amended to read as follows:

288.220 The following proceedings, required by or pursuant to this • chapter, are not subject to any provision of chapter 241 of NRS: 48

1. Any negotiation or informal discussion between a local govern-49 50 ment employer and an employee organization or employees as individuals, whether conducted by the governing body or through a representative or representatives.

2. Any meeting of a mediator with either party or both parties to a negotiation.

3. Any meeting or investigation conducted by a factfinding panel **[**.]or arbitrator.

SEC. 9. NRS 288.260 is hereby amended to read as follows:

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288.260 1. If a strike or violation is commenced or continued in violation of an order issued pursuant to NRS 288.240, the state or the **[**local] government employer may:

(a) Dismiss, suspend or demote all or any of the employees who participate in such strike [.] or violation.

(b) Cancel the contracts of employment of all or any of the employees who participate in such strike [.] or violation.

(c) Withhold all or any part of the salaries or wages which would otherwise accrue to all or any of the employees who participate in such strike **[.]** or violation.

2. Any of the powers conferred by subsection 1 may be exercised alternatively or cumulatively.

SEC. 10. Chapter 288 of NRS is hereby amended by adding thereto the provisions set forth as sections 11 and 12 of this act.

SEC. 11. *I. It is a prohibited practice for a government employer or its designated representative willfully to:*

(a) Interfere, restrain or coerce any employee in the exercise of any right guaranteed under this chapter.

(b) Dominate, interfere or assist in the formation or administration of any employee organization.

(c) Discriminate in regard to hiring, tenure or any term or condition of employment to encourage or discourage membership in any employee organization.

(d) Discharge or otherwise discriminate against any employee because he has signed or filed an affidavit, petition or complaint or given any information or testimony under this chapter, or because he has formed, joined or chosen to be represented by any employee organization.

(e) Refuse to bargain collectively in good faith with the exclusive representative as required in NRS 288.150.

(f) Refuse to participate in good faith in the mediation, factfinding and arbitration procedures set forth in NRS 288.190.

(g) Refuse or fail to comply with any provision of this chapter. (h) Violate the terms of a collective bargaining agreement.

2. It is a prohibited practice for a government employee or for an employee organization or its designated agent willfully to:

(a) Interfere with, restrain or coerce any employee in the exercise of any right guaranteed under this chapter.

(b) Refuse to bargain collectively in good faith with the government employer, if it is an exclusive representative, as required in NRS 288.150. (c) Refuse to participate in good faith in the mediation, factfinding and arbitration procedures set forth in NRS 288.190.

(d) Refuse or fail to comply with any provision of this chapter.

(e) Violate the terms of a collective bargaining agreement.

Page 6, line 36, after "NRS 288.150. add new sentence, "Bargaining collectively shall be construed to include the entire bargaining process, including factfinding, provided for in this act."

Mediation And

Page 6, line 46, after "NRS 288.150."/add a new sentence, "Bargaining collectively shall be construed to include the entire bargaining process, including, factfinding, provided for in this act." SEC. 12. Any controversy concerning prohibited practices may be submitted to the board in the same manner and with the same effect as provided in subsections 2 and 3 of NRS 288.110. SEC. 13. NRS 288.130 is hereby repealed. Α.

Sec. 13 - NRS 288.160 (Pick up whole section. Add to P.3, subsection d. to read.)

d. Fails to negotiate in good faith with the local government employers.

Sec. 14. The following definitions are added to the definitions Sec. of NRS 288.

- Administrative Employee. Any employee whose primary duties consist of work directly related to management policies; who customarily exercises discretion and independent judgment and regularly assists an executive. In addition, it includes the Chief Administrative Officer, his deputy and immediate assistants, department heads, their deputies and immediate assistants, attorneys, appointed officials and others who are primarily responsible for formulating and administering management policy and programs.
- B. <u>"Supervisory employee"</u> means any individual having authority in the interest of the employer, to hire, transfer, suspend, layoff, recall, promote, discharge, assign, reward, or discipline other employees, or the responsibility to assign work to and direct them, or to adjust their grievances, or effectively to recommend such action, if, in connection with the foregoing, the exercise of such authority is not of a merely routine or clerical nature, but requires the use of independent judgment.
- C. <u>Confidential employee</u>. Means an employee who is privy to decisions of management affecting employee relations, including all employees of the Personnel Department.

Additional Language for Sec. 2. NRS 288.150. Could be added to further define management rights.

Paragraph 2 - Item (d) to maintain the efficiency of its governmental operations, including the services to be performed, the techniques, methods, and personnel by which its operations are to be conducted; and to establish reasonable work rules;
Paragraph 2 - Item (f) to take whatever actions may be necessary to carry out its responsibilities in situations of emergency, <u>i.e.</u>, including without limitation riots, military actions, natural disasters, or civil disorders which may include the suspension of any collective bargaining agreement for the duration of the emergency situation

Paragraph 2 - Item (g) to contract and sub-contract functions and services.