

**BY ORDER OF THE SECRETARY  
OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 64-106**

**25 MARCH 1994**

**673D AIR BASE WING  
Supplement**

**7 MAY 2013**

**Contracting**



**AIR FORCE INDUSTRIAL  
LABORRELATIONS ACTIVITIES**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements AFR 64-1, *The Contracting System*. It describes authorized union activities on installations and the duties and responsibilities of Air Force personnel when a labor dispute occurs. It tells what the Air Force does about labor dispute demonstrations on Air Force installations and at overseas commands and activities. To ensure a full understanding of industrial labor relations activities, contact your servicing Regional Labor Office. A listing of Regional Labor Offices is in [Attachment 1](#).

**(673ABW)** This supplement implements and extends the guidance of Air Force Instruction (AFI) 64-106, *Air Force Industrial Labor Relations Activities*, **25 March 1994**, and is used in conjunction with AFI 36-701, *Labor Management Relations*. This publication relates to activities by unions representing contractors' employees and applies to activities by unions representing federal employees. This publication does not apply to the US Air Force Reserve or Air National Guard units and members. Refer recommended changes and questions about this publication to the office of primary responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*. Route the AF Forms 847 through the appropriate

chain of command. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 33-363, *Management of Records*, and disposed of in accordance with the Air Force Records Information Management System (AFRIMS) Record Disposition Schedule (RDS).

### ***SUMMARY OF CHANGES***

This is the first issuance of AFI 64-106, revising AFR 79-1.

#### **1. Responsibilities:**

1.1. **Deputy Assistant Secretary (DAS) for Contracting.** SAF/AQC approves, publishes, and implements all industrial labor relations policy and assigns a labor relations focal point from existing personnel strength.

1.2. **Labor Relations Coordinator.** Is the liaison with the regional labor advisor and has ready access to the installation commander. Appointment of a labor relations coordinator does not prevent direct communications between the regional labor advisor and the installation commander or other staff members when the situation requires it.

1.3. **Regional Labor Advisors.** Are identified in [Attachment 1](#) and are assigned by geographic area. The regional labor advisor:

- Advises the SAF/AQC labor relations focal point of any actions or activities that may impact SAF/AQC, contracting offices, or labor relations policies.
- Coordinates on all industrial labor relations actions and Air Force responses not covered by this instruction.
- Monitors and reports status of major collective bargaining agreements and labor management relations affecting significant Air Force programs.
- Guides and assists Air Force commands and installations on labor issues.
- Coordinates program operations.

1.4. **Major Command, Field Operating Agency, and Installation Commander.** Each appoints a labor relations coordinator and alternate from existing personnel strength and advises the regional labor advisor of the names. Installation commanders communicate with local union officials as the need arises and include local labor organizations in their community relations programs.

1.4. **(673ABW)** Contract management (673 CONS/LGC) is designated as the labor relations coordinator within this command for direct contact and liaison on labor relations problems.

1.5. **Air Force Personnel.** Air Force personnel do not interfere with or try to influence collective bargaining or labor disputes between contractors and labor unions representing contractor employees. Air Force personnel cooperate with Federal and state agencies relating to industrial labor relations activities. Air Force personnel maintain neutrality in labor disputes. Air Force personnel refer all contractor labor relations matters to the head of the contracting office. Such matters include:

- Potential contact with national or international level labor union organizations.

- Notice of potential or actual labor disputes.
- Notice of potential or actual picketing or other demonstrations.

1.5. **(673ABW)** Group commanders will ensure the following offices plan for and carry out associated responsibilities. Associated 673d Air Base Wing (673 ABW) staff agencies will provide guidance and assistance to installation organizations in the development of supporting plans and during actual labor disputes.

1.5.1. **(Added-673ABW)** . The 673d Security Forces Squadron (673 SFS). Formulates plan for reserved gate system. Coordinates with local law enforcement officials to advise them of the potential for a labor dispute and to ensure local law enforcement officials are prepared to maintain open and safe travel on public routes to and from the installation. Reviews base boundaries and jurisdiction. Monitors picketing, protests, and confrontations. For further information refer to Appendix 2 to Annex C of the Joint Base Elmendorf-Richardson (JBER) Integrated Defense Plan.

1.5.2. **(Added-673ABW)** . The 673d ABW Staff Judge Advocate (673 ABW/JA). Provides legal assistance and guidance. Assists in identifying installation boundaries and appropriate responses to picketing.

1.5.3. **(Added-673ABW)** . The 673d ABW Public Affairs (673 ABW/PA). Assesses the labor dispute's local impact and develops applicable community relations program. When public release of information is authorized, informs internal and external audiences of events surrounding the dispute. Coordinates proposed news releases and responses to media queries with the installation commander, 673 ABW/JA, 673 SFS, 673 CONS, and the Civilian Personnel Flight. Advises base population of potential strike actions, appropriate responses to questions, and overall base response. Coordinates as necessary with the 673d Communications Squadron (673 CS) to establish appropriate routing of incoming calls concerning strike activities.

1.5.4. **(Added-673ABW)** . The 673d Communications Squadron (673 CS). The 673 CS will ensure base operators route all calls concerning the strike to a designated point of contact within the contracting squadron. Affected units will identify individuals on strike to 673 CS so network accounts can be disabled.

1.5.5. **(Added-673ABW)** . The 673d Civil Engineer Group (673 CEG). Create signs required for reserved gate system. Ensures installation maps clearly define base boundaries and are coordinated with 673 CONS, 673 ABW/JA, and 673 SFS. Reviews contracts that may be affected by picketing and plans accordingly. Ensures minimum mission essential facility support and municipal services (snow and ice control, utilities, and trash removal) are uninterrupted.

1.5.6. **(Added-673ABW)** . The 673d Comptroller Squadron (673 CPTS). Upon notification of a labor dispute, coordinate with the appropriate division within HQ PACAF/FM to develop the necessary course of action to resolve requests for civilian overtime and emergency funding; establish a command emergency and special program (ESP) code. Issue instructions to affected bases to report costs attributable to the labor dispute. Provide funding support for actions beyond the capability of affected bases and maintain close liaison with all directories and special staff agencies on matters requiring

funding support and advice. Monitor the situation and provide appropriate financial support of alternate plans, if available. The 673 CPTS will support the installation commander with financial management advice and report the status of contractor strike and associated impact to HQ PACAF/FM, as requested.

1.5.7. **(Added-673ABW)** . The 673d Force Support Squadron (673 FSS). The Civilian Personnel Flight Chief serves on the executive working group (EWG), as needed. Provides identified staffing services and interfaces with civilian employee labor officials, as necessary.

1.5.8. **(Added-673ABW)** . Contractor-Supported Functional Areas. Develop planning for actions to be taken to maintain health and physical security of assigned personnel and government property in the event of a partial or complete loss of contractor work force. Assess potential requirement for over-hires, overtime, staggered work schedules, and so forth, seeking advice and guidance from the 673 ABW/FSS, as needed. Develop management plans to verify applicable contractors are carrying out their own strike response plans, and monitor contractor performance during labor disputes. Coordinate action plans with 673 CONS/LGC prior to implementation.

1.6. **Contracting Officers.** Comply with Federal Acquisition Regulation (FAR) part 22 and its supplements concerning industrial labor relations matters. The contracting officer coordinates with the regional labor advisor on all actions and responses not covered by this instruction or the FAR.

1.6. **(673ABW)** The 673 CONS/CC is the OPR for base labor dispute planning, communications, and actions. Upon notification of a potential or actual labor dispute, assesses situation, advises installation commander and the agencies listed in paragraph 2.1, this supplement, and notifies HQ PACAF/LGCR. Advises all affected contractors of labor dispute and use of picketed gate. Reviews contractor strike plan for realism. Ensures contractor is implementing strike plan to the maximum extent possible and is making every reasonable effort to come to an agreement with the striking work force. Ensures functional areas assess the potential for sympathy strikes.

## 2. Labor Disputes:

2.1. **Reporting.** The cognizant contracting activity reports and takes action in accordance with FAR 22.101-3 and its supplements when notice of a potential or actual labor dispute is received from any source. Such labor disputes include those:

- At contractor facilities with significant Air Force contracts.
- Operating on Air Force installations as the result of Air Force contracts or subcontracts.
- On Air Force installations but not operating under an Air Force contract, such as schools, banks, and credit unions, or contractors operating under contract with other agencies.

2.1. **(673ABW)** Installation contracting activities will report all potential and actual labor dispute actions (except those under Title 7, Civil Service Reform Act, Labor-Management Relations in the Federal Service) to HQ PACAF/LGCR and the appropriate regional Air Force Labor Relations Advisor (LRA). The contracting officer, 673 CONS/LGC, and the LRA will immediately assess the situation. Throughout the labor dispute, the contracting officer will report all applicable information to 673 CONS/LGC and the regional AF LRA.

Upon notification of a potential labor dispute (and throughout the process), 673 CONS/LGC will immediately advise the Chief, Contracting Division (HQ PACAF/LGC), 673rd Mission Support Group (673 MSG) Commander, and other interested wing staff agencies. Based on inputs from the installation contracting officer and the LRA, 673 CONS/LGC prepares reports of each significant event in the labor dispute, including a final report on the settlement. Each follow-on report will contain a summary of information given previously and an outline of current status. If necessary, 673 CONS/LGC will assemble an EWG, made up of interested staff agencies, to monitor the situation and provide guidance to the affected agencies. The 673 CONS/LGC will ensure effective liaison is maintained between the installation personnel, the 673 ABW/EWG, and the regional AF LRA.

**2.2. Performance During a Dispute.** If work is necessary for health, sanitation, safety, or other reasons, and a contractor can not work as required because of a labor dispute, the installation commander may authorize the use of in-house personnel instead of contractor personnel after coordination with the regional labor advisor. In no event will commanders use Air Force military or civilian personnel to supplement the contractor's nonstriking work force. The contract services must be performed exclusively by contractor employees or exclusively by Air Force employees.

**2.2. (673ABW)** If work is necessary for health, sanitation, safety, or other reasons, and the EWG has a concern that the contractor cannot work as required because of a labor dispute or possible labor dispute, the EWG will call a meeting of all the relevant staff agencies to discuss whether the work in question is truly necessary for health, sanitation, safety, or other crucial reasons. The circumstances may indicate that a potential labor dispute will not affect a contractor's ability to perform the critical aspects of the contract. Such a determination must be made on a case-by-case basis. If a concern exists that a contractor will not be able to perform the critical aspects of the contract, a representative from 673 CONS will notify the contractor, in writing, and ask that the contractor provide written assurances that the contractor can still perform the critical aspects of the contract.

### **2.3. Picketing and Other Demonstrations:**

2.3.1. The installation commander minimizes impact on the Air Force mission by (generally) not permitting picketing or other demonstrations on Air Force installations and by limiting picketing outside installations to one or more gates. By restricting a struck contractor's base entry and exit to specific gates, and enforcing that restriction, the union is obliged to limit its picketing to those same gates. Neutral contractor employees and others not involved in the dispute can access the installation without crossing a picket line by using other gates.

2.3.2. When pickets appear, or when the installation commander receives notice of possible picketing, the commander:

- May request the presence of the regional labor advisor if justified.
- Consults with the labor relations coordinator and the regional labor advisor on a course of action to minimize the impact of the picketing.
- Decides if a reserve gate or gates should be established.

- Informs all military and civilian personnel of the labor situation, gives the Air Force policy of strict neutrality, instructs personnel to refrain from expressing an opinion on the merits of the labor-management dispute, and emphasizes the need to obey any special traffic instructions.
- Notifies local civil law enforcement officials that pickets may congest public access routes adjacent to the installation and request their assistance in keeping routes clear. Reviews installation boundaries and jurisdiction with local law officials.

2.3.2. **(673ABW)** When informed of a labor dispute that will disrupt mission capability, the installation commander will convene an EWG of interested installation organizations. The OPR for the installation EWG is the 673 CONS/LGC. The EWG will review the situation and applicable planning, ensure appropriate actions are taken to protect the health, safety, welfare, and property of assigned personnel, and determine the most practical response to continue the installation mission to the maximum extent possible. The 673 CONS/LGC will report all EWG planning and actions to 673 ABW/CC.

2.3.3. If installation commanders require a reserved gate, they:

- Send appropriate letters to the contractor and unions involved (see sample letter [Attachment 2](#)).
- Conspicuously place signs at the reserved gates. The signs must be easily readable from a distance of 75 feet by vehicle operators and pedestrians entering the installation, and must contain the following wording: "**NOTICE: THIS ENTRANCE MUST BE USED BY EMPLOYEES, VENDORS, AND SUPPLIERS OF (Name of contractor involved in dispute) WHO ENTER AND EXIT THIS INSTALLATION, BY ORDER OF THE INSTALLATION COMMANDER.**"
- Places signs at all other base entrances to read: "**NOTICE: EMPLOYEES, VENDORS, AND SUPPLIERS OF (Name of Contractor) MUST ENTER AND EXIT THE \_\_\_\_\_ ENTRANCE TO \_\_\_\_\_ AIR FORCE BASE, BY ORDER OF THE INSTALLATION COMMANDER.**"
- Maintain a separate log of events and activities at the picket gate and at the picket line area.

2.3.3. **(673ABW)** The contracting officer will prepare and deliver the reserved gate letters and provide 673 SFS with a method of identifying contractor employees and suppliers who are limited to entering the picketed gate.

2.3.4. Air Force members and employees continue to perform their own normal installation or contractor plant functions during a labor dispute.

2.3.5. Guards must monitor gates for compliance with the reserved gate restrictions. The union may post observers at neutral gates to monitor compliance. Use of other gates by contractor personnel involved in the dispute may result in the union legally picketing all gates to the installation. The labor relations coordinator informs the regional labor

advisor if pickets or personnel involved in the dispute (including vendors and subcontractors) use other than the designated gate. If this occurs, the installation commander may be required to revise the gate system.

2.3.6. If installation commanders believe that the safety of Air Force personnel entering, exiting, or working at the Air Force installation or plant would be endangered by strike or picketing activities, the commanders ask the regional labor advisor for assistance in arranging safe entrance and exit of Air Force employees. The regional labor advisor may negotiate to limit the number of pickets and establish conduct standards for those picketing.

#### 2.4. Disputes at Overseas Commands:

2.4.1. Industrial labor relations activities, including labor disputes, at overseas commands are normally governed by laws and regulations of the host country. However, overseas commands should comply with this regulation where possible in administering their industrial labor relations affairs. Command labor relations coordinators refer questions or problems on how US labor laws apply in overseas areas, or submit requests for industrial labor relations assistance, to the appropriate regional labor advisor ([Attachment 1](#)).

2.4.2. Due to the time delays inherent in receiving DD Form 1507, **Work Stoppage Report**, messages from overseas, where actual or potential work stoppages may impact on Air Force programs or contracts, the labor relations coordinator:

- Immediately telephones the regional labor advisor.
- Follows each telephone report with a DD Form 1507 message.
- Provides daily updates by fax until the situation stabilizes.

**3. Employing Off-Duty Military Personnel.** Off-duty military personnel can not work at an hourly rate of pay less than the minimum or prevailing wage. The Air Force does not permit off-duty employment in jobs temporarily vacated by a firm's striking employees. However, off-duty Air Force military personnel who were employed by a contracting firm before it became involved in a labor dispute need not be required to terminate employment solely because of the dispute.

#### 4. Union Activity on Air Force Installations:

4.1. **Authorized Activities.** Installation commanders shall not permit union activity on Air Force-owned or controlled property except as provided in this instruction. *Note: For unions representing Federal employees see AFI 36-701, Labor Management Relations* (formerly AFR 40-711).

4.1.1. Union representatives may conduct legitimate union business with their members who are employed by on-base contractors or meet with Air Force or contractor officials regarding union business, subject to the constraints of this instruction.

4.1.2. Unions may hold bargaining unit certification or decertification elections on Air Force installations under the supervision of the National Labor Relations Board (NLRB). Installation commanders must provide a suitable place for such elections on request of the NLRB, but only after coordinating the request with the regional labor advisor.

4.1.3. Unions may hold collective bargaining agreement ratification votes on an Air Force installation or controlled sites at the discretion of the commander.

4.1.3. **(673ABW)** Contracting officers will monitor the status of all collective bargaining agreements (CBA) applicable to installation contracts. If a CBA is within 45 days of expiration and a follow-on CBA has not been negotiated and approved, contracting officers notify 673 CONS/LGC to assess the situation. The 673 CONS/LGC will determine the potential for a labor dispute, and if it exists, notify the installation commander immediately.

4.1.4. Unions may not conduct internal elections on Air Force installations or controlled sites.

4.2. **Installation Access.** The installation commander, in coordination with the regional labor advisor, establishes local procedures governing labor union representative's access to contractor employees on Air Force installations. The commander may issue indefinite entry passes to labor union representatives who visit regularly. Include the following restrictions:

- Access is for organizational purposes or the conduct of legitimate union business with members.
- The representative's entry shall not violate safety or security requirements and can not include access to secure or controlled areas.
- The representative's entry, presence, or activity shall not interfere with base operations or the contractor's activities.
- The representative may only distribute union literature and contact individual contractor employees outside the contractor's work areas and during the contractor employees' non-working hours, such as before work, during lunch time, or after work.
- The representative may not hold meetings, collect dues, or make speeches.

5. **(Added-673ABW) . Information Collections.** No information collections are required by this publication.

RICHARD E. HAWLEY, Lt General, USAF  
Principal Deputy, Assistant Secretary of the Air  
Force for Acquisition

**(673ABW)**

BRIAN P. DUFFY, Colonel, USAF  
Commander

**Attachment 1**

**REGIONAL LABOR ADVISORS**

**Southeastern Regional Labor Advisor**

Patrick AFB FL 32925-0728

407-494-6734 (Commercial) DSN 854-6734

Areas Serviced: AL, AR, FL, GA, LA, MS, NC, SC, TN

**Northeastern Regional Labor Advisor**

Wright-Patterson AFB OH 45433-5000

513-257-7579 (Commercial) DSN 787-7579

Areas Serviced: CT, DE, DC, IL, IA, IN, KY, MA, MD, ME, MI, MN, MO, NH,  
NJ, NY, OH, PA, RI, VA, VT, WI, WV, USAFE

**Central Regional Labor Advisor**

Peterson AFB CO 80914-5000

719-554-1770 (Commercial) DSN 692-1770

Areas Serviced: CO, KS, MT, ND, NE, NM, OK, SD, TX, WY, Canada

**Western Regional Labor Advisor**

Vandenberg AFB CA 93437-0147

805-734-8232, EX 6-7711/6-7712 (Commercial) DSN: 276-7711

Areas Serviced: AK, AZ, CA, HI, ID, NV, OR, UT, WA, PACAF

**Attachment 1 (673ABW)****GLOSSARY OF REFEREANCES AND SUPPORTING INFORMATION*****References***

AFI 36-701, *Labor Management Relations*, 27 July 1994.

AFMAN 33-363, *Management of Records*, 1 March 2008.

AFI 64-106, *Air Force Industrial Labor Relations Activities*, 25 March 1994.

***Adopted Forms***

AF Form 847, *Recommendation for Change of Publication*.

***Abbreviations and Acronyms***

**AFI** – Air Force Instruction.

**AFRIMS** -- Air Force Records Information Management System.

**CBA** -- Collective Bargaining Agreements.

**CE** -- Civil Engineer.

**ESP** -- Emergency and Special Program.

**EWG** -- Executive Working Group.

**JA** -- Judge Advocate.

**JBER** – Joint Base Elmendorf-Richardson.

**LRA** -- Labor Relations Advisor.

**OPR** -- Office of Primary Responsibility.

**PA** -- Public Affairs.

**RDS** -- Record Disposition Schedule.

**Attachment 2****SAMPLE LETTER FOR RESERVED GATE PROCEDURES**

(This letter is only a guide; the wording, style, and form are optional.)

FROM: CC

SUBJECT: Reserved Gate Procedure in the Event of Picketing

TO: (One copy goes to the contractor and one to the picketing union)

I have been advised that a labor dispute may result in picketing of (contractor) during performance of contract \_\_\_\_\_ at (base).

The Air Force maintains strict neutrality in contractor labor disputes. Consistent with this policy, I must make every effort to ensure the ability of the Air Force to perform its mission is not adversely affected by your dispute.

Accordingly, observe the following procedures for the duration of the dispute or until otherwise removed by official action:

- a. Do not picket within the confines of the installation.
- b. All employees, vendors and suppliers of (contractor) will enter and exit the installation only through the reserved gate: (gate designation, may be more than one).
- c. Confine demonstrations, including picketing, to the reserved gate, (restate the reserved gates).

The Government will post appropriate signs identifying the reserved gate at all entrances to the installation. You must ensure all individuals are aware of and fully comply with these procedures. Direct any questions or problems regarding these procedures to (point of contact for commander) at (phone no.)

CC signature block