DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON DC

AFI36-703_AFGM1
2 MARCH 2012

MEMORANDUM FOR Distribution C
MAJCOMs/FOAs/DRUs

FROM: HQ AF/A1
1040 Air Force Pentagon
Washington, DC 20330-1040

SUBJECT: Air Force Guidance Memorandum to Air Force Instruction (AFI) 36-703, *Civilian Conduct and Responsibility*

By Order of the Secretary of the Air Force, this Air Force Guidance Memorandum (GM) immediately changes 36-703, *Civilian Conduct and Responsibility.* Compliance with this memorandum is mandatory. To the extent its directions are inconsistent with other Air Force publications, the information herein prevails, in accordance with AFI 33-360, *Publications and Forms Management.*

This GM adds a new "***Section E—Violence in the Workplace*** and new paragraph "9. Violence in the Workplace" (attached).

Prior to implementing this AFGM, please ensure Labor Relations Officers meet local bargaining obligations, as appropriate. Policy questions may be sent to the Civilian Force Policy Division, AF/A1PC (af.a1pc.workflow@pentagon.af.mil). Operational questions may be directed to the Program Management and Support Division, AFPC/DPIE (afpcdpie.workflow@randolph.af.mil).

Ensure all records created as a result of processes prescribed in this Memorandum are maintained in accordance with AF Manual (AFMAN) 33-363, *Management of Records*, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at https://www.my.af.mil/afrims/afrims/afrims/rims.cfm.

The guidance in this Memorandum becomes void after 180 days have elapsed from the date of this Memorandum, or upon incorporation by interim change to, or a rewrite of AFI 36-703, *Civilian Conduct and Responsibility*, whichever is earlier.

DARRELL D. JONES
Lieutenant General, USAF

Attachment:
Guidance Changes

ATTACHMENT
Guidance Changes

The below changes to AFI 36-703, dated 1 August 1999 through Interim Change 1, dated 6 August 2007, are effective immediately.

(Add New) ***Section E—Violence in the Workplace***

(Add New) 9. Violence in the Workplace. Workplace violence can be any act of physical violence, threat of physical violence, harassment, intimidation, or other threatening, disruptive behavior. Workplace violence can affect or involve employees, visitors, contractors, and other non-Federal employees.

(Add New) 9.1. Workplace violence can be inflicted by an abusive employee, a manager, supervisor, co-worker, customer, family member, or even a total stranger. Whatever the cause or whoever the perpetrator, workplace violence is not to be accepted or tolerated.

(Add New) 9.2. Supervisors. Supervisors manage their work centers in a manner that promotes good order supported by a violence awareness response plan and employees knowledgeable of that plan. They play a key role in recognizing potentially violent situations and taking proactive measures to reduce the negative impact of these situations on their employees.

(Add New) 9.2.1. When a supervisor becomes aware of a situation or behavior indicating potential violence they must assess the situation or behavior and respond immediately to defuse the matter. They will receive the support of Security Forces, the Civilian Personnel Section, the Legal Office, and base medical staff, as circumstances may require. Supervisors must:

(Add New) 9.2.1.1. Inform employees of workplace violence policies, plans and procedures.

(Add New) 9.2.1.2. Ensure employees know specific procedures for dealing with workplace threats and emergencies, and how to contact police, fire, and other safety and security officials.

(Add New) 9.2.1.3. Respond to potential threats and escalate situations to activities such as law enforcement and medical services, protective services, and human resources staff as necessary.

(Add New) 9.2.1.4. Take all threats seriously.

(Add New) 9.3. Employees. Employees contribute to maintaining a safe work place through observation and a sense of awareness that something is not right. They will report their concern to their supervisor or other available authority in their work location. Employees should:

(Add New) 9.3.1. Be familiar with policy regarding workplace violence.

(Add New) 9.3.2. Be responsible for securing their own workplace in accordance with the established workplace protection procedures.

(Add New) 9.3.3. Question and/or report strangers to supervisory authority.

(Add New) 9.3.4. Be aware of any threats, physical or verbal, and/or any disruptive behavior of any individual and report such to supervisory authority.

(Add New) 9.3.5. Be familiar with local procedures for dealing with workplace threats and emergencies.

(Add New) 9.3.6. Not confront individuals who are a threat.

(Add New) 9.3.7. Take all threats seriously.

(Add New) 9.4. Awareness of surroundings is key to taking responsive action. A workplace response plan should address key situations that can give rise to violence or potential violence. Some of the more obvious situations that may trigger violence are:

(Add New) 9.4.1. Known employee problem behavior;

(Add New) 9.4.2. Known familial or domestic problems that can spill over into the workplace;

(Add New) 9.4.3. Possible job loss due to reduction in force;

(Add New) 9.4.4. Known strained relationships between employees and between employees and the supervisor;

(Add New) 9.5. The best prevention comes from identifying any problems early and dealing with them, because there is no sure way to predict human behavior. There may be warning signs but there is no specific profile of a potentially violent individual.

(Change Section Letter and Paragraph Numbers) ***Change old "Section E—Related Directives" to new "Section F—Related Directives";*** and renumber paragraphs 9 through 14 to 10 through 15.

(Change Section Letter and Paragraph Numbers) ***Change old "Section G—Other Requirements" to new Section F – Other Requirements";*** and renumber paragraphs 15 through17 to 16 through 18.

BY ORDER OF THE
SECRETARY OF THE AIR FORCE

AIR FORCE INSTRUCTION 36-703

1 AUGUST 1999

Incorporating Change 1, 6 August 2007
Certified Current 17 February 2009
Personnel

CIVILIAN CONDUCT AND RESPONSIBILITY

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

ACCESSIBILITY: Publications and forms are available on the e-Publishing website at **www.e-publishing.af.mil** for downloading or ordering.

RELEASABILITY: There are no releasability restrictions on this publication.

OPR: HQ AFPC/DPIE

Certified by: HQ AFPC/DPI (Col James P. Sturch)
Pages: 8

This instruction implements AFPD 36-7, *Employee and Labor-Management Relations.* It contains information regarding civilian standards of conduct and individual responsibility applicable to civilian employees. Where appropriate this instruction references the civilian standards of conduct specified in *DoD 5500.7-R, Joint Ethics Regulation,* and *Executive Order 12674, Principles of Ethical Conduct for Government Officers and Employees.* In the event of a conflict between this instruction and the *Joint Ethics Regulation,* the guidance of the *Joint Ethics Regulation* is controlling. It applies to U.S. citizen employees of the Air Force who are paid from appropriated funds. It also applies to civilian employees of the Air National Guard and Air Force Reserve, except that it does not apply to Air National Guard Technicians administered by the National Guard Bureau under Title 32, U.S.C. Section 309. It also does not apply to employees of the Army and Air Force Exchange Service. Records Disposition: Maintain and dispose of records created as a result of processes prescribed in this publication in accordance with AFMAN 37-139, Records Disposition Schedule.

SUMMARY OF CHANGES

Updates paragraph **7.**, Civilian Uniform Wear and transfers AFI 36-703 Office of Primary Responsibility (OPR) from HQ USAF/DPME to HQ AFPC/DPIEC. A margin bar (|) indicates newly revised material.

Section A—Authorities and Responsibilities

1. HQ USAF. The Civilian Force Management Division, Directorate of Personnel Force Management, develops policy for civilian standards of conduct for areas not covered in *DoD 5500.7-R, Joint Ethics Regulation,* and provides guidance on the provisions of this AFI.

2. Civilian Personnel Flights. Civilian Personnel Flights (CPFs) should provide copies of this AFI to all new employees during New Employee Orientation.

3. Managers and Supervisors. Managers and supervisors should ensure that employees are kept informed of these standards of conduct. They are responsible for taking timely and appropriate action in accordance with this instruction and related guidelines to ensure employee standards meet the spirit and intent of Air Force policy on proper conduct.

4. Employees. Air Force employees are required to comply with prescribed standards of conduct in all official matters. They are expected to maintain high standards of honesty, responsibility, and accountability as well as adhere to the Air Force Core Values of "Integrity first, Service before self, and Excellence in all we do."

Section B—Personal Conduct

5. Selected Standards of Conduct:

5.1. **Furnishing Testimony.** Employees may be requested to provide testimony or information to the Air Force, Department of Defense, Merit Systems Protection Board, Equal Employment Opportunity Commission, Office of Personnel Management, and other government agencies on official matters.

5.1.1. If first warned that a failure to provide answers may subject the employee to discipline, including the possibility of removal in appropriate cases, and that any statements cannot be used against the employee in a criminal prosecution, a refusal to reply to questions during an investigation may be the basis for disciplinary action. Employees who lie or otherwise affirmatively mislead an investigation may be subject to discipline, including removal in appropriate cases.

5.1.2. Under no circumstances should an employee be questioned by management officials concerning a suspected criminal offense without the prior approval of the servicing legal office. Employees may be questioned by proper law enforcement officials, such as Office of Special Investigation (OSI) agents or Federal Bureau of Investigation (FBI) agents. The servicing legal office is responsible for ensuring that any information or allegation relating to a possible violation of Federal criminal laws is reported to the office of the United States Attorney for the district in which the crime allegedly occurred before the employee is questioned. The United States Attorney's Office must approve, in advance, all requests to compel the testimony of employees suspected of criminal offenses during administrative hearings or investigations.

5.1.3. Local Staff Judge Advocates and Civilian Personnel Flights should be contacted prior to questioning employees to ensure compliance with local contractual requirements, if any, regarding statutory rights to union representation.

5.2. **Taking Part in Public or Civic Activities.** An employee's participation in demonstrations, petitions, speeches, private organizations, and similar activities is permitted in his or her private capacity while not in a duty status as the exercise of the constitutional rights of speech, peaceable assembly, and petition to Congress. However, taking part in these activities may subject the employee to disciplinary action if it interferes with the mission of the armed forces; or interferes with the duty performance of the employee, other employees or military members. Employees may also be subject to disciplinary action, including removal, if convicted of inciting or taking part in a riot, civil disorder, or any group activity that results in damage to property or injury to people. (See AFI 36-704, *Discipline and Adverse Actions*, for guidance on actions to be taken when off duty misconduct is of such a nature that the employee is unable to fulfill his or her job responsibilities or there is an adverse effect upon the Air Force.)

5.3. **Indebtedness.** Consistent with the Standards of Ethical Conduct for Employees of the Executive Branch at Title 5, Code of Federal Regulations, Part 2635, employees shall satisfy, in good faith, their just financial obligations, especially those such as Federal, State, or local taxes that are imposed by law. A just financial obligation includes any financial obligation acknowledged by the employee or reduced to judgment by a court. In good faith means an honest intention to fulfill any just financial obligation in a timely manner In the event of a dispute between an employee and an alleged creditor, the Air Force does not determine the validity or amount of the disputed debt or collect debts on the alleged creditor's behalf. However, where the validity of a private debt is established by court order or admitted, a failure to satisfy an obligation can result in disciplinary action under AFI 36-704, *Discipline and Adverse Actions*.

5.3.1. CPFs should establish procedures for responding to indebtedness complaints from creditors. These procedures may require supervisors to forward all indebtedness complaints to the CPF for a proper determination and processing or for the CPF to provide the supervisor guidance on responding to the complaint. A creditor is a person or company to whom a debt is owed. These procedures should not apply to debt collectors, or persons or companies who regularly collect or attempt to collect debts owed to another. Requests from creditors should include information about previous direct attempts to collect the debt from the employee, and proof that the employee has been informed of his/her responsibility. The creditor is entitled to a courteous response from the CPF, but this response must clearly state that the Air Force does not collect or determine the validity of debts. It must neither admit or imply an admission of an employee's liability, nor report any action taken against an employee as a result of the complaint.

5.3.2. When an Air Force employee with a debt has been reassigned to another Air Force activity and a creditor seeks locator assistance, the losing CPF must either furnish the current duty address to the requester, or send the correspondence to the gaining CPF. If the individual is no longer an Air Force employee, the CPF may forward the correspondence to the former employee's last known mailing address. In cases where a government agency seeks an address for law enforcement purposes (i.e., a child support enforcement agency is attempting to enforce a child support order), the CPF may provide the last known mailing address of a current or former employee. However, in no instance will the CPF or the Air Force act as an intermediary in private matters that concern former employees.

5.4. **Work Performance.** All employees are expected to:

5.4.1. Discharge their assigned duties conscientiously and effectively.

5.4.2. Be present for duty unless authorized to be absent.

5.4.3. Follow Air Force Instructions and other directives and comply in a timely way with proper instructions or orders given by a competent authority.

5.4.4. Confer with line management (starting with immediate supervisor) to discuss matters/concerns, obtain information, or solve problems that relate to the job.

5.4.5. Comply with safety and health standards set for the job environment.

5.5. **Canvassing, Soliciting, and Peddling.** Canvassing, soliciting, or peddling among employees during working hours or in federal facilities is not allowed except for officially approved events, e.g. Combined Federal Campaign. However, this does not preclude office collections for fellow workers or passive activities such as "For Sale" notices on unit bulletin boards. This restriction does not apply

to conducting labor organization membership drives during lunch periods or after duty hours. For other restrictions that involve commercial solicitation and sales to subordinates, refer to the *Joint Ethics Regulation.*

5.6. **Gambling.** Gambling is prohibited on federally owned or leased property or while in a duty status regardless of location. Gambling includes participation in "office pools" and the joint purchase of lottery tickets by employees. Refer to the *Joint Ethics Regulation* for specific exemptions regarding law enforcement activities, private legal wagers conducted entirely within assigned government quarters, and case-by-case exemptions approved by the Secretary of the Air Force.

5.7. **Outside Employment.** Consistent with the requirements of the *Joint Ethics Regulation*, Air Force employees may be required to report any outside employment or business activity to their supervisor or other locally designated official prior to engaging in employment or business activity. Supervisors have the authority to prohibit any outside employment or business activity that might detract from readiness or pose a security risk. Approval to participate in outside employment or business activity will be documented by supervisors on AF Form 971, **Supervisor's Record of Employee**. Employees required to file financial disclosure reports, SF 450 or SF 278, and those serving as procurement officials are subject to additional restrictions regarding outside employment and business activities. Employees should address specific questions to their local ethics counselor at their servicing legal office.

5.8. **Misuse of Government Property.** Employees must refrain from the use of government equipment, personnel, or other resources for their personal benefit or benefit of friends or relatives unless otherwise authorized. This includes resources such as computers, copiers, facsimile machines, telephones, or vehicles. Misuse of Air Force resources is misconduct, which may result in corrective disciplinary action against the employee.

Section C—Dress and Appearance

6. Professional Public Image. Employees are expected to comply with reasonable dress and grooming standards based on comfort, productivity, health, safety, and type of position occupied. Due to the diversity of work functions and locations, appropriate dress standards may vary significantly. Employee attire will be in good repair, and should not be considered offensive, disruptive, or unsafe.

6.1. When clothing such as coats and ties, which are normally considered proper attire, creates discomfort during hot weather and in places where cooling is minimized to conserve energy, the dress standard should be adjusted. This change should correspond to any locally determined military summer uniform period.

6.2. Any management prohibitions on specific civilian dress must be based on a clear showing that the prohibited dress contributes to an unsafe, unhealthy, nonproductive, or disruptive work environment. Management disagreement with styles, modes of dress, and grooming currently in fashion is not an adequate criterion for making such a determination.

7. Civilian Uniform Wear. Military grooming and appearance standards do not apply to civilian employees. However, employees standard uniforms, such as those prescribed in AFI 36-801, *Uniforms for Civilian Employees,* or medical or food service personnel furnished uniforms under Table of Allowances 016, may be expected to comply with grooming and appearance standards for employees in similar occupations employed by other Federal, state, or municipal governments. Air Reserve Technicians will

adhere to the requirements as those prescribed in AFI 36-2903, *Dress and Personal Appearance of Air Force Personnel*, when wearing the military uniform in civilian status.

Section D—Professional Relationships

8. General. Professional relationships are essential to the effective operation of all organizations and to the efficiency of the service. While personal relationships between Air Force employees or between Air Force employees and military members are normally matters of individual choice and judgment, they become matters of official concern when they violate existing law or impede the efficiency of the service.

8.1. **Definitions:**

8.1.1. Professional relationships are those that contribute to the effective operation of the Air Force, thus promoting the efficiency of the service. The Air Force encourages personnel to communicate freely with their superiors regarding their careers, performance, duties, and missions. Such communications enhance morale, further the Air Force mission, and preserve the proper respect between employees, supervisors and managers. Participation by employees of all grades in organizational activities and unit-sponsored events enhances morale and unit cohesion.

8.1.2. Unprofessional relationships are those relationships, whether pursued on or off-duty, which detract from the authority of supervisors and managers or result in, or reasonably create the appearance of, favoritism, misuse of office or position, or the abandonment of organizational goals, and adversely affect the efficiency of the service. Unprofessional relationships can exist between civilian employees, military officers and civilian employees, and military enlisted members and civilian employees.

8.2. **Guidelines for Avoiding Unprofessional Relationships.** Experience has shown that certain kinds of relationships present a high risk for being or developing into unprofessional relationships. While some personal relationships are not in and of themselves unprofessional, they may be or become unprofessional when other facts or circumstances are taken into consideration.

8.2.1. Relationships Within Organizations. Unduly familiar relationships between individuals in which one person exercises supervisory authority over the other can easily be or become unprofessional. The danger of abuse of authority and perception of favoritism is always present. The ability of a supervisor or manager to influence, directly or indirectly, assignments, promotions, training opportunities, awards, and other employment opportunities places both the supervisor or manager and the subordinate in a vulnerable position.

8.2.2. Dating and Close Friendships. Dating and courtship between a supervisor or manager and an employee under his or her supervision invariably raises the perception of favoritism. Such relationships can adversely affect morale and impede the efficiency of the service.

8.2.3. Other Relationships. Other relationships, not specifically addressed above, can, depending on the circumstances, lead to actual or perceived favoritism or preferential treatment and must be avoided. Examples of such activities, but by no means inclusive, are soliciting or making solicited sales to personnel who are junior in grade or position (with specific exceptions as set out in the *Joint Ethics Regulation*, paragraph 5-409), and joint business ventures between supervisors and employees under their supervision.

8.3. **Individual Responsibility to Maintain Professional Relationships.** All Air Force employees share the responsibility for maintaining professional relationships. However, supervisors and manag-

ers in personal relationships bear primary responsibility for maintaining the professionalism of that relationship. Supervisors and managers are in leadership positions which require the maturity and judgment to avoid relationships which impede the efficiency of the service or adversely affect mission performance.

8.4. **Actions in Response to Unprofessional Relationships.** When unprofessional relationships impede the efficiency of the service or adversely affect mission performance, appropriate corrective action in accordance with AFI 36-704 should be taken.

Section E—Related Directives

9. Privacy Rules. AFI 37-132, *Air Force Privacy Act Program*, implements the Privacy Act of 1974 and DoD Directive 5400.11, *Department of Defense Privacy Program*, DoD 5400.11-R, *Department of Defense Privacy Program*. Employees who have access to systems of records, or are involved in developing, operating, or maintaining a personnel record system must be informed of and comply with all requirements to protect individual privacy.

10. Discipline. AFI 36-704, *Discipline and Adverse Actions*, prescribes policies and procedures to use in considering corrective or disciplinary action for violations of this AFI or other prescribed standards of conduct.

11. Drug and Alcohol Abuse. AFI 36-810, *Substance Abuse Prevention and Control*, outlines the Civilian Substance Abuse Prevention and Control Program set up to help maintain standards of conduct and performance. Civilian employees of the Air Force must refrain from using illegal drugs whether on or off duty. Use of illegal drugs is inconsistent with the high standards of performance, military discipline, and military readiness necessary to accomplish the Air Force mission.

12. Ethical Conduct. DoD 5500.7-R, *Joint Ethics Regulation*, delineates standards of ethical conduct and ethics guidance including direction in the areas of financial and employment disclosure systems, post-employment rules, enforcement, training, gifts and gratuities, outside activities. Civilian employees shall become familiar with the provisions of the *Joint Ethics Regulation* and ensure their official activities and personal relationships with outside organizations and outside employment comply with its standards and guidance. Employees with questions concerning the *Joint Ethics Regulation* should seek guidance from an appropriate ethics counselor.

13. Government-Issued Credit Card. AFI 65-104, *Government Charge Card Program*, governs the use of credit cards issued for use in conjunction with official travel. This AFI directs each cardholder to pay all valid charges when billed. It also states the card is to be used only for cash advances prior to or during travel and/or for expenses incurred during official travel.

14. Discrimination and Sexual Harassment. AFPAM 36-2705, *Discrimination and Sexual Harassment*, states that the Air Force will conduct its affairs free from unlawful discrimination and harassment. No amount of discrimination or harassment will be tolerated.

Section F—Other Requirements

15. Other Provisions on Employee Conduct. All restrictions on employee conduct cannot be specified in an AFI. Therefore, supervisors, managers, and employees who have specific questions regarding standards of conduct which are not covered in this AFI or the publications referenced above, should consult their commander, servicing CPF, or the staff judge advocate for assistance.

16. Prescribed Forms: No prescribed forms.

17. Adopted Forms: AF Form 971, *Supervisor's Employee Brief* and SF 278, *Executive Branch Personnel Public Financial Disclosure Report.*

ROGER A. BRADY, Lt General, USAF
DCS, Manpower and Personnel

Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

DoD Directive 5400.11, *Department of Defense Privacy Program*

DoD 5500-7-R, *Joint Ethics Regulation*

AFPD 36-7, *Employee and Labor-Management Relations*

AFPAM 36-2705, *Discrimination and Sexual Harassment*

AFI 36-704, *Discipline and Adverse Actions*

AFI 36-810, *Substance Abuse Prevention and Control*

AFI 37-132, *Air Force Privacy Act Program*

AFI 65-104, *Government Charge Card Program*