



DEPARTMENT OF THE ARMY
US ARMY INSTALLATION MANAGEMENT COMMAND
HEADQUARTERS, UNITED STATES ARMY GARRISON, FORT BELVOIR
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FORT BELVOIR, VIRGINIA 22060-5928

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8 August 2024

MEMORANDUM FOR US Army Fort Belvoir Personnel and Mission Partners

SUBJECT: Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

1. References:

- a. Department of Defense Instruction (DoDI) 1330.17 Armed Services Commissary Operation, Enclosure 6, Paragraph 6c, dated 18 June 2014.
- b. Defense Commissary Agency Directive (DeCAD) 40-6 Customer Service Department, Chapter 4, Paragraph 4-8, dated 5 June 2007, with Change 1, dated 2 April 2009.
- c. Defense Commissary Agency (DeCA) Bagger Program dated November 2010.
- d. Army Regulation 210-7 (Personal Commercial Solicitation on Army Installations), 18 October 2007.
- e. Defense Commissary Agency Directive 40-6.1 (Customer Service Department), 1 July 2015.
- f. DoDI 1344.07 (Personal Commercial Solicitation on DoD Installations), 30 March 2006.

2. Purpose: To establish policy and standard operating procedures regarding bagging and carry-out services at the Fort Belvoir Commissary to ensure uniform standards, safety, security, and good order and discipline.

3. Applicability: This SOP applies to all personnel, units, and organizations that participate in or are responsible for the management of the FBVA CBP.

4. Definitions:

- a. DoD Identification (ID) Card Holder: A person to whom an active duty, retiree, or dependent Uniformed Services identification card or DoD Civilian identification card has been lawfully issued.

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Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

b. Non-DoD ID Card Holder: Any person not included in paragraph 4.a, above.

5. Policy.

a. The U.S. Army Garrison Fort Belvoir (USAG FB) will establish and monitor a program through which appropriate persons may provide bagging and carry-out services at the Fort Belvoir Commissary as private commercial solicitation. In accordance with AR 210-7 and USAG FB policy, the program shall include a procedure to issue commercial solicitation licenses to appropriate persons wishing to provide bagging and carry-out services.

b. The decision of the Garrison Commander (GC) or his designee to issue, deny, or revoke a commercial solicitation license for bagging and carry-out services at the Commissary is final, and any recommendation by the Commissary Officer or other person is not binding on the GC or his designee.

c. No person may enter Fort Belvoir and conduct personal commercial solicitation as described in AR 210-7 without the permission of the GC.

d. Persons providing bagging and carry-out services at the Commissary are conducting personal commercial solicitation and may be permitted on the installation to carry out this private business operation if granted a commercial solicitation license through the procedures outlined in this policy.

e. Baggers and persons providing carry-out services are not employees of the Commissary or the USAG FB, but rather independent contractors. Baggers are permitted none of the benefits or entitlements of government employees or agents.

f. All personnel will follow this memorandum regarding the procedures required to issue a license to perform bagging and carry-out services at the Fort Belvoir Commissary.

6. Function: The function of the FBVA CBP is to:

a. Enhance the quality of life of Military Families by providing limited earning opportunities.

b. Provide bagging and carryout convenience to patrons of the FBVA Commissary.

7. Authority and Responsibilities:

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

a. The Garrison Commander has overall responsibility for the licensing of individuals for the FBVA CBP and granting access to enter a military installation for the express purpose of providing bagger and carryout services to authorized commissary patrons. The Garrison Commander may grant, deny, or revoke permission for an individual to enter the installation to provide bagger and carryout services as is determined to be in the best interests of the command.

b. The Garrison Commander may grant, revoke or suspend a license at any time. IAW DoDI 1330.17. Enclosure 6, Para 6c, the FBVA Garrison Commander has delegated this authority to the Deputy to the Garrison Commander and Garrison Command Sergeant Major.

c. The FBVA Commissary Store Director may grant permission to licensed individuals to enter the commissary store to provide bagging and carryout services. The FBVA Commissary Store Director can revoke a bagger's permission to enter the store for the purpose of bagging and carrying out customers' groceries without regard to action taken by the FBVA Garrison Commander. The grounds for denying or revoking permission shall include, but are not limited to, personal misconduct, complaints, or adverse reports regarding quality of services and the manner in which service is provided, failure to comply with any provision outlined in this SOP, violating the individual's statement of understanding with the commissary, or conduct that is detrimental to the safety, security, good order, or discipline of the installation.

d. The FBVA Commissary Head Bagger is the elected representative of the licensed baggers currently working at the FBVA Commissary. The Head Bagger is empowered to schedule baggers to work, train baggers, to exercise basic supervision over the baggers, and to be generally responsive to the garrison leadership and store management for the day-to-day operations of the FBVA Bagger Program. See also the Head Bagger SOP.

e. FBVA Directorate of Family and Morale, Welfare and Recreation (DFMWR) will have the overall responsibility for processing license applications and providing license identification cards to the FBVA Commissary Head Bagger for distribution to FBVA Commissary Baggers

8. General.

a. Licensing Requirements:

(1) DoD ID Card Holders: The USAG FB will issue commercial solicitation licenses for bagging and carry-out services at the Commissary to DoD ID card holders.

AMIM-BVG-ZA

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

(2) Non-DoD ID Card Holders with current DeCA Bagger Licenses.

Grandfathered Exception: IAW the initial MOI, dated 4 November 2010, the GC authorized current Non-DoD ID Card Holders to continue bagging and carry-out services at the Commissary since it was necessary for the continuous operation of bagging and carry-out services. These licensed baggers can continue to provide bagging and carry-out services at the Commissary if they maintain current licenses and renew and receive new licenses before the current licenses expire.

(3) The USAG FB will issue licenses only to persons who are at least 16 years of age.

(4) The USAG FB will issue licenses only to persons who have no previous convictions for crimes other than minor traffic violations.

b. Licenses will be issued in chronological order by the dates the USAG FB receives the completed license applications.

c. Each license shall be valid for a period of two years from the date of clearance by the Directorate of Emergency Services (DES).

d. Licenses issued in accordance with this policy grant the licensee authority to enter Fort Belvoir and to privately solicit for the business of providing bagging and carry-out services at the Commissary. A license issued in accordance with this policy does not obligate the Commissary Officer to allow a licensee to perform bagging and carry-out services in the Commissary. Licensees must also comply with any Commissary policies or regulations.

e. Proof of the license issued in accordance with this policy and any authorization required by the Commissary must be always carried while the Commissary baggers are on the installation.

f. The GC or his designee may deny or revoke a license if it is in the best interest of the safety, security, or good order and discipline of the command. The grounds for taking these actions will include but will not be limited to the following:

(1) Making false statements on the Bagger License Application/Agreement form (Encl 1).

(2) Engaging in any act in violation of the law, any act in violation of Fort Belvoir regulations or policies, or any act that threatens the safety and security of the installation.

(3) Failing to comply with the Bagger Understanding document, DeCAD 40-6,

1 July 2015. (Encl 2). It is the licensee's responsibility to ensure he or she understands and complies with the Bagger Understanding document.

(4) For other reasons as determined by the GC or his designees.

g. Any person who has been denied a Commissary bagger license or whose license has been revoked may re-apply for a license after one year from the date of denial or revocation.

9. Licensing Procedures:

a. Bagger licenses are separated into three primary categories

(1) Category A-Active-duty service members.

(2) Category F - Spouses / children / dependents of active-duty military service members.

(3) Category R- Retirees.

b. Exception License. Exceptions may be granted if there are insufficient numbers of applications in Categories A, F and R, in the interest of good order and discipline, or if it is in the best interest of the community. If exceptions are granted the priority will be:

(1) Category ES - Spouses of retirees

(2) Category ED - Family members of retirees

c. Individuals will be required to undergo appropriate background checks, identification checks, and reference checks.

d. Applications for bagger licenses will be accepted during the two annual hiring periods (Summer & Fall). Details will be advertised through on post mechanisms prior to the hiring event.

e. Renewal: Baggers will renew licenses annually or as the Garrison deems necessary. The renewal process will require individuals to agree to appropriate background checks, identification checks, reference checks, and performance review by the appropriate garrison or commissary staff.

f. All local requirements to bag and must sign a Bagger Understanding that must be maintained on file by the elected Head Bagger. (Encl 2).

AMIM-BVG-ZA

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

10. Approved private organizations and Family Readiness Groups conducting "Bagging for Dollars" fundraisers inside the Commissary are excluded from the requirements of this policy.

11. Responsibilities.

a. In accordance with the referenced Defense Commissary Agency Executive Summary, the Commissary Head Bagger will be responsible for:

(1) Issuing application packets for bagger licenses and advising applicants on the licensing process.

(2) Conveying completed Bagger License Application/Agreement forms to the Fort Belvoir Visitor Center located at Tulley Gate Bldg. #4892 for processing. Upon processing by the Visitor Center return completed paperwork to the Head Bagger as specified on page 5, under paragraph d., item (4).

(3) Accepting from in-person applicants their license paperwork completed by DES which provides proof of applicant approval and their assigned license numbers.

(4) Publishing a Head Bagger SOP which and been reviewed and approved by the Garrison Commander.

b. The DES will be responsible for:

(1) Executing local Army criminal records check of each bagger applicant and advising the Head Bagger of the result.

(2) Approving the Bagger License Application/Agreement form application by signing as the License Grantor and annotating the license number and expiration date. (Licenses are valid two years from date of DES Record Check.)

(3) Providing copies of the completed Bagger License Application/Agreement form with the designated license number to the applicant. Inform applicant to visit the Fort Belvoir Visitor Center located at Tulley Gate Bldg. #4892 to obtain a six-month pass.

c. In accordance with the referenced DeCA executive summary, the Commissary Officer will be responsible for:

(1) Providing quality assurance for the bagger program under the provisions of applicable DeCA directives.

(2) Issuing a bagger license Revocation of Permission to Enter Commissary Instruction or a suspension. The Store Director may issue a revocation or suspension independent of a recommendation by the head bagger.

(3) Providing concurrence if in agreement with the request from most baggers for an election of new head bagger. Unless otherwise agreed, elections occur annually.

d. License applicants will be responsible for:

(1) Providing complete application packets to the official designated to receive applications.

(2) Completing the SP-167, Criminal History Record Name Search Request (Encl 3), to include obtaining required notarizations and mailing it to the Virginia State Police Department.

(3) Paying all expenses incurred to obtain licenses.

(4) Bringing in-person to the head bagger their license paperwork received from DES showing approval and assigned license numbers.

(5) Maintaining their own copies of the completed forms and ensuring they are aware of their license expiration dates.

12. Bagger Application Process.

a. The Commissary Head Bagger will:

(1) Have the applicant complete the "License Application/Agreement for Bagging Groceries at Fort Belvoir, Virginia" form and then review it for accuracy and completeness.

(a) Inform the applicant to have the Form SP-167 signed and notarized at the applicant's expense.

(b) Inform the applicant to have a money order or cashier's check (payable to Virginia State Police) or provide credit card information on the Form SP-167 in the amount of \$20. Personal checks and cash are not accepted.

(c) Inform the applicant to mail the completed Form SP-167 with payment to the Virginia State Police Department address listed on the form.

(d) Have the applicant complete the "Bagger Understanding" form. This completes the in-person application process with the applicant.

(2) Have those current baggers whose licenses are about to expire complete and send the same paperwork as required by first time applicants.

(3) Accept, from applicants who come in-person, their license paperwork completed and sent by DES to ensure approval and identify their assigned license numbers.

(4) Train the baggers.

(5) Schedule baggers to work hours consistent with customers' needs.

(6) Require each bagger to always have their current identification number visible to the cashier and customer while engaged in bagging and carry-out services and ensure that only currently licensed baggers are permitted to enter the store.

(7) In coordination with the Store Director or his or her designee, establish the minimum and maximum number of active baggers needed for licensing.

(8) Review and maintain an active bagger roster.

b. DES will:

(1) Complete a DES Record Check Form.

(2) If there is no derogatory information on the applicant, approve the Bagger License Application/Agreement form application by signing as the License Granter and assigning the license number and expiration date. Licenses are valid two years from date of DES Record Check.

(3) Provide copies of the completed Bagger License Application/Agreement form with the designated license number to the applicant. Inform applicant to visit the Fort Belvoir Visitor Center located at Tulley Gate Bldg. #4892 to obtain a six-month pass.

(4) Enter and maintain applicant's information (license number, name, last four of SSN, application date, DES date, and expiration date) in a file in ACCESS.

(5) File original paperwork in a secured area.

13. Head Bagger: The Head Bagger is responsible for the day-to-day administration of the CSP. Responsibilities include but are not limited to:

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

- a. Supervision of all baggers.
 - b. Ensure all baggers operate in accordance with this SOP, applicable DeCA and Army Regulations.
 - c. Except for emergencies, the Head Bagger will never work a checkout lane during the shift he or she supervises.
 - d. The Head Bagger will only work in a Head Bagger capacity or on standby. An exception is granted, for no more than three times per year, authorizing the Head Bagger to work on Express 1 during a shift he or she does not supervise.
 - e. The Head Bagger will assign responsibilities for the maintenance of the grounds among baggers as needed. Maintenance activities include retrieval of carts.
 - f. The income of the Head Bagger and Assistant Head Bagger will consist solely of payment from working baggers. Each bagger will pay the Head Bagger or the Assistant working in the capacity \$4.00 for each full shift worked on a checkout lane. Baggers agree to make this payment as a condition of licensing.
 - g. Head Baggers are appointed, removed, and retired in the following manner:
 - (1) Elected by baggers annually. Candidates for election must be approved by both the Garrison Commander, or his or her representative, and the Commissary Store Director. The Chief, Business Operations Division, Directorate of Family and Morale, Welfare and Recreation (DFMWR) will administer and monitor the election.
 - (2) If at any time a Head Bagger is incapacitated, the Garrison Commander will appoint a new Head Bagger until the next election.
 - (3) The Garrison Commander or Commissary Store Director may relieve a Head Bagger at any time if it is deemed appropriate, in the interest of safety, morale, welfare, discipline or in the best interest of the community. The Garrison Commander will resume the elections at a time when he or she deems appropriate.
 - (4) The Head Bagger will publish a memorandum outlining details of bagger training, duties, behavior, and performance. This memorandum will be reviewed and approved by the Commissary Store manager and the Garrison Commander or his or her representative.
14. Assistant Head Baggers: The Head Bagger has the authority to appoint Assistant Head Baggers. Assistant Head Baggers execute the supervisory function of the Head Bagger during shifts the Head Bagger does not work. Assistant Head Baggers are paid in the same manner as a Head Bagger during those shifts they supervise. An Assistant

AMIM-BVG-ZA

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

Head Bagger will not be scheduled for more than 5 shifts, total, working as a regular bagger or Assistant Headbagger.

15. Scheduling priorities:

a. The Head Bagger will schedule baggers to ensure full coverage of available registers, and in accordance with garrison priorities.

b. Memorial Day to Labor Day: All "F" license holders who are 18 years of age and under, for the early weekday shift. During the summer session, this period will serve as the garrison summer work program for youth.

c. Labor Day to Memorial Day: All "F" license holders who are spouses of active-duty military. This period will serve spouses who can work short periods of time while their children are in school.

d. In order of seniority, all "A", "F" and "R" license holders

e. Remaining shifts, if needed, to "ES" then "ED".

f. Scheduling will attempt to provide a fair and equitable distribution of shifts among "A" "F" and "R" individuals, in accordance with the priorities set out above.

g. Seniority is a guide used for scheduling preference, NOT the number of shifts worked.

h. Shifts will be distributed across the entire population of licensed "A", "F" and "R" baggers. Generally, a maximum of 4 scheduled shifts will be given to baggers and a minimum of 2.

i. If the population of baggers becomes too small to support this practice, then the Head Bagger has the authority to schedule "A", "F" and "R" baggers for additional shifts, schedule standby "ES" and "ED" baggers or both.

j. If the population of baggers grows too large to support this procedure on a weekly scheduling basis, twice a week scheduling will be implemented, then a random draw method of scheduling among "A", "F", and "R" baggers until the population stabilizes at a lower number.

k. Baggers will provide their shift preference to the Head Bagger at the time of license application or renewal.

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

l. Licensed Baggers in any category may show up on any shift and serve in a standby capacity. This means they may wait, and if additional baggers are needed beyond those scheduled, the Head Bagger can place them on a lane.

m. The Head Bagger may maintain a schedule of standby personnel in the "ES" and "ED" categories that will have standby priority if standby baggers are needed.

n. Standby baggers will never work at the expense of a schedule "A", "F" or "R" bagger. If lane closures require baggers be taken off-line, first off-line will be standby baggers, then baggers in order of seniority, and lastly those with seasonal "F" priority as stated above.

o. The schedule will be posted in full view of all baggers within the commissary. The Head Bagger and Assistant Bagger will maintain personal copies of the schedule.

p. The Head Bagger has the authority to adjust the schedule as needed to account for sickness or absence or other unforeseen circumstance. The Head Bagger will attempt to make these adjustments in accordance with all priorities above.

q. Baggers cannot trade shifts. If a bagger cannot fulfill a shift, he or she forfeits that shift or requests an adjustment of the schedule from the Head Bagger.

16. Carryout or Bagger Personnel.

a. IAW DoDI 1330.17, Bagger personnel are neither employees nor contractors of the installation, DeCA, the Armed Services, the Department of Defense, or the Federal Government.

b. FBVA Commissary Baggers are self-employed persons, licensed by the Garrison Commander, who have been granted permission to engage in the private business for profit of soliciting commissary patrons to bag and carry out their purchases in the expectation of receiving a tip. Baggers have also been given permission to enter the store for that purpose by the store director.

c. The individual should have no criminal record, history of criminal behavior, or history of disciplinary issues in the FBVA community.

d. The minimum age for a bagger is 16 years old.

e. Baggers will always display their license while on duty.

f. Baggers are obligated to fulfill all requirements of this policy.

AMIM-BVG-ZA

Fort Belvoir Policy Memorandum #10, Fort Belvoir (FBVA) Commissary Bagger Program (CBP)

g. Baggers are obligated to fulfill all requirements in the Head Bagger memorandum outlining details of bagger training, duties, behavior, and performance.

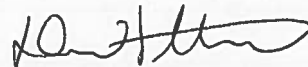
h. Baggers are obligated to fulfill their financial obligation to pay the Head Bagger as outlined in this policy.

i. A bagger must show up on time and in proper uniform and with license visibly displayed.

j. The baggers uniform (not provided) will consist of a white collared shirt and black pants. Sandals or flip flops will not be worn. Baggers will wear this uniform while in a duty status.

17. The Garrison Commander has final authority for interpretation of intent and execution of the procedures as outlined in this policy memorandum.

18. Point of contact for this memorandum is the Deputy to the Garrison Commander, John M. Moeller, PhD, at john.m.moeller.civ@mail.mil or 571-515-2056.



DAVID J. STEWART
COL, EN
Commanding