



## DEPARTMENT OF THE NAVY

COMMANDING OFFICER  
NAVAL BASE SAN DIEGO  
3455 SENN ROAD  
SAN DIEGO, CALIFORNIA 92138-5084

NAVBASESANDIEGOINST 5521.1  
N05M

JUL 20 2010

### NAVBASE SAN DIEGO INSTRUCTION 5521.1

Subj: INSTALLATION GUIDELINES FOR BAGGER OPERATIONS AND  
LICENSING OF NAVAL BASE SAN DIEGO COMMISSARY BAGGERS

Ref: (a) DOD Directive 1344.7

Encl: (1) License Application for Bagging Groceries at DECA  
NBSD  
(2) Bagger Agreement

1. Purpose. This instruction establishes procedures for control, issuance, and revocation of bagger licenses at Defense Commissary Agency (DECA) Naval Base, San Diego (NBSD).

2. Scope. Per reference (a), this instruction sets forth specific guidance on base access and the requirements for being hired as a bagger at DECA NBSD. All persons who apply for a grocery bagging/carryout service license at DECA NBSD are covered by this instruction.

3. Background. Baggers are self-employed permittees of the DECA store director who are present in the store only to carry out their personal business for profit. They are not employees of DECA or the federal government. Their services are available on a strictly voluntary basis.

4. Action. Strict compliance with the provisions of this instruction by all personnel, both military and civilian, within the jurisdictional areas of the Commanding Officer (CO), NBSD, is directed.

#### 5. Policy

a. Base Access. Effective immediately, access to DECA NBSD will be limited to baggers with valid military identification who have not been administratively barred from entering base. Valid military identification is defined as a current active duty, dependent, retired or reservist military identification card. Since these individuals are already allowed access to NBSD, permission to access is not required. Baggers who do not

**JUL 20 2010**

possess valid military identification, and are not normally allowed access to NBSD, may receive permission to access the base for the limited purpose of bagging groceries, if the following criteria are met:

(1) The individual was working as a bagger at DECA NBSD on the date this instruction was signed; and

(2) The individual completes and clears a background check. For those in subparagraph 5.a.(1), background checks will be administered by Naval Criminal Investigative Service (NCIS), resources permitting. If NCIS is unable to conduct background checks, individuals are required to arrange their own background check at a civilian agency at their own cost. Base Force Protection will provide a list of acceptable background check agencies to the applicant.

b. Provided individuals meet the above criteria and pass the background check, an access badge will be issued, giving them access to DECA NBSD for the limited purpose of bagging groceries. Badges will be valid for no more than one year. This permission to enter NBSD is revocable and at the sole discretion of the CO, NBSD.

c. If the criteria in subparagraph 5.a. cannot be met, individuals will not be allowed permission to enter the base and therefore will not be eligible to bag groceries at DECA NBSD. Individuals with valid military identification are prohibited from escorting individuals on base for the purpose of bagging groceries. There are no exceptions to this rule.

d. License Requirement. Reference (a) authorizes CO, NBSD to issue and control licenses to applicants wishing to provide bagging/carryout service at DECA NBSD. Procedures for obtaining a license are detailed in subparagraph 5.f below. Applicants may not start working at NBSD DECA until their application has been approved by CO, NBSD.

e. Effective immediately, all licenses issued prior to the date of this instruction are null and void. All current baggers have 30 days from the date of this instruction to complete procedures set forth in subparagraph 5.f below. Once an application has been submitted, existing baggers may continue to work while their application is being considered. If an

JUL 20 2010

existing bagger's application is denied, they will be instructed to cease work at DECA NBSD immediately.

f. The following license application procedures apply:

(1) Applicants shall complete enclosure (1), License Application for Bagging Groceries at DECA NBSD, and provide to the Head Bagger.

(2) The Head Bagger shall acknowledge receipt of the application in writing and give acknowledgment to the applicant.

(3) The Head Bagger will verify that the application is complete and forward to the Commissary Officer (Store Manager) for evaluation.

(4) Accepted applications will be forwarded to CO, NBSD for final approval.

(5) Once CO, NBSD approval is granted, the bagger will be assigned a bagger ID number and issued a bagger ID button by the Head Bagger. This number will be worn at all times while bagging groceries.

(6) Before commencing work, baggers are required to read and sign enclosure (2), Bagger Agreement.

g. Reasons for denial or revocation of bagger license (this list is not all inclusive):

(1) Making false statements on the bagger license application.

(2) Having a prior felony record.

(3) Breaking the law or naval regulations while bagging at DECA NBSD.

(4) Receipt of reprimand from Head Bagger or DECA management for not complying with bagger agreement.

(5) Upon recommendation of the Commissary Officer.

JUL 20 2010

(6) For other legitimate reasons as determined by the CO, NBSD and/or DECA after coordination with the Command Judge Advocate.

6. Responsibilities

a. The Commissary Officer (Store Manager) will be responsible for:

- (1) Quality Assurance of baggers.
- (2) Disciplining baggers.
- (3) Recommending a bagger license be revoked.
- (4) Establishing a minimum number of active baggers needed.
- (5) Maintaining a file of all completed bagger license applications and current licenses.
- (6) Issuance of bagger licenses.

b. The Force Protection Officer will be responsible for:

- (1) Issuance of access badges to baggers who qualify and require base access, giving them access to DECA NBSD.
- (2) Maintaining a list of issued badges with expiration dates.

c. The Head Bagger's responsibilities and method of selection are as follows:

(1) Maintain the following files:

(a) Pending Bagger License Applications: This file will be maintained in chronological order of date of application and will be made available for periodic review as required by the Commissary Officer. This file will be subject to audit by the Commissary Officer. Applications will be kept "on file" for one year only. When an application has been on file for more than one year and the applicant has not been offered a position as bagger, the application will be considered "dead" and transferred to the "dead file." The purpose of "purging" the

JUL 20 2010

file of "old" applications is to minimize the amount of work attempting to contact persons who are no longer interested in becoming a bagger.

(b) Active Baggers Licenses: A list of active baggers will be made available for review and/or audit periodically as required by the Commissary Officer. This file will be subject to audit by the Commissary Officer.

(c) "Dead File": This will be a file of applications, which have been pending for more than one year, or any other applicants, which the Head bagger has been unable to contact. Applications in this file will be maintained for 180 days after they are placed in file. This file will be subject to audit by the Commissary Officer.

(2) Supervise, organize and perform quality assurance for all baggers.

(3) When notified by the Commissary Officer of the number of checkout lanes to be operated each day, the Head Bagger will assign baggers on an equitable basis. It is the responsibility of the Head Bagger to ensure an equitable assignment of hours and lanes. There will be no favoritism displayed in the assignment of baggers to checkout lanes. Baggers will be rotated through all lanes.

(4) Discipline baggers as deemed appropriate by the Commissary Officer. The Head Bagger will have the authority to recommend to the Commissary Officer the revocation or suspension of the permission to bag or revocation of the bagger's base access or both.

(5) Act as a liaison between bagger/carryout personnel and all other outside agencies/personnel, including but not limited to commissary store manager and patrons.

(6) Ensure fair treatment to all is provided.

(7) Comply with installation policies for licensing all baggers.

(8) Ensuring only licensed baggers are working for tips. Ensure all working baggers display their issued bagger ID badge prominently.

JUL 2 0 2010

(9) Head Baggers will be elected annually or when Head Bagger is removed or terminates employment.

(10) Baggers may be required to pay a fee to the Head Bagger. Any fee will be based on the number of baggers needed and as agreed to by the majority of baggers. The amount of any fee will be determined by majority vote at each election and cannot be changed without a majority vote. The Head Bagger shall not accept additional money from baggers in exchange for preferential treatment, work hours, work locations, etc.

(11) Acquire and supply an approved application form to each prospective bagger. Advise each prospective bagger of the proper steps necessary to obtain permission from CO, NBSD to bag groceries.

(12) Acknowledge receipt of the application in writing and give acknowledgment to the applicant. This will be accomplished by completing the "receipt" attached to the License Application.

(13) The Head Bagger will follow the policies set forth in the Navy Regulations and other DECA directives.

(14) The Head Bagger may be relieved of duties by the Commissary Officer or voted out of office by the baggers.

(15) Notify the Commissary Officer when additional baggers need to be licensed.

(16) Contact bagger applicants to notify them when bagger positions are open.

(a) The Head Bagger will contact the first applicant on the "pending bagger license application" list. If that applicant cannot be contacted, the Head Bagger will mark the application form as "cannot contact" and the date/time that an attempt was made to contact the applicant.

(b) Only one attempt will be made to contact the applicant before going to the next applicant. The Head Bagger has the responsibility to make an "honest and reasonable attempt" to contact the applicant. A single telephone call that renders a "busy signal" or "no answer on the first try" should not be considered an "attempt to contact."

JUL 20 2010

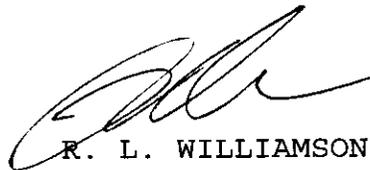
However, there is no requirement for the Head Bagger to send out a "certified, return receipt requested" letter to contact the applicant.

(c) The Head Bagger will continue down the list until the requirement for baggers is met.

(d) An application marked as "cannot contact" will be placed in the "dead file" for 180 days and then be destroyed. The applicants name will be removed from the list of bagger applicants.

(17) Ensure all baggers conform to the appropriate dress code as promulgated by the Commissary Officer.

d. Individual baggers responsibilities are outlined in enclosure (2).



R. L. WILLIAMSON

Distribution:

[www.navbasesd.navy.mil/index.htm](http://www.navbasesd.navy.mil/index.htm)

LICENSE APPLICATION FOR BAGGING GROCERIES AT DECA NBSD

**1. Identification:**

Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_ Initial: \_\_\_\_\_  
Address: \_\_\_\_\_ City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_  
Home Phone: \_\_\_\_\_ Social Security Number: \_\_\_\_\_ - \_\_\_\_\_ - \_\_\_\_\_  
Date of Birth: \_\_\_\_\_ Place of Birth: \_\_\_\_\_

**2. General Information:**

Military ID Card Holder: Yes \_\_\_ No \_\_\_ Expiration Date \_\_\_\_\_  
If yes, circle one of the following: **Active Duty, USN, Family Member, Retired**

Have you ever been convicted for any offense(s) other than a traffic violation?  
Yes \_\_\_ No \_\_\_ If yes, please explain on a separate sheet.

**3. Statement of Applicant:**

a. I understand that I am applying for a license to bag groceries at the Defense Commissary, Naval Base, San Diego (DECA NBSD) ONLY and in no way implies or guarantees that I will bag groceries.

b. I understand that any violation or non-compliance with NAVBASESANDIEGOINST 5521.1, or Bagger Agreement may result in the withdrawal of the privilege of bagging.

c. I understand I am not an employee of any Federal agency or activity and that my sole source of compensation will be from tips received from customers for bagging groceries, and that I may be required to pay a fee to the Head Bagger per paragraph 6.c.(10) of NAVBASESANDIEGOINST 5521.1.

d. The above information is true and complete to the best of my knowledge. I understand that refusal to answer a question or the submission of incorrect or misleading information may be the basis of denying, suspending, or revoking my solicitation privilege.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Applicant

**(Applicant signs application. Take Application to Head Bagger.)**

Receipt for Application for License  
To be Completed by Head Bagger and Given to Applicant

Date Received: \_\_\_\_\_

Signature: \_\_\_\_\_  
Signature of Head Bagger

JUL 20 2010

LICENSE APPLICATION FOR BAGGING GROCERIES AT DECA NBSD  
(Continued)

Report from Naval Criminal Investigative Services (NCIS)/Criminal Investigation Division (CID) or civilian agency of security/police check.

A criminal records check on the above-named individual was conducted and reviewed by this office with the following results:

\_\_\_\_\_ No record      \_\_\_\_\_ See attached remarks.

Date	Verifying Official (Name, Grade, Title)	Signature

**(Force Protection forwards application/report to Approving Official)**

Above named individual's application for a license to bag groceries/provide carry out service for patrons at NBSD DECA is:

Approved / Disapproved.

Date	Commanding Officer, Naval Base, San Diego

**(Forward to Head Bagger)**

Applicant was added to active list on \_\_\_\_\_.

Date	Head Bagger

This Installation license will be kept on file with NBSD DECA.

**Data Required by the Privacy Act of 1974**

**AUTHORITY:** 10 U.S.C. 3012

**PRINCIPLE USE:** Used by the Installation to collect information necessary for the grant of a license to carry on personal commercial solicitation on Naval Base, San Diego.

**ROUTINE USES:** Background checks and information directory

**VOLUNTARY DISCLOSURE AND EFFECT ON INDIVIDUAL NOT PROVIDING INFORMATION:** Not providing information will result in denial of bagger license.

JUL 20 2010

BAGGER AGREEMENT

1. Scope. This agreement applies to all persons who independently provide grocery bagging/carryout service at the Naval Base, San Diego (NBSD) Defense Commissary Agency (DECA).

2. Purpose. This agreement is designed to ensure efficient bagger/carryout services and to maintain an acceptable standard of dress, conduct, and equitable treatment for personnel engaged in bagger activities.

3. Responsibilities. All persons bagging and/or carrying groceries at the NBSD DECA must comply with this agreement.

4. Procedures

a. Organization and Operation of Baggers:

(1) Baggers are required to serve the commissary patrons for whom they are working and may accept any tips offered. Even though patron tipping is encouraged, it is not mandatory and will not be solicited by the bagger.

(2) Baggers will elect the Head Bagger at an election held at least once a year, date to be determined by the baggers. Secret written ballots will be counted by the Commissary Officer.

(3) Uniform to wear while bagging at the commissary will be promulgated by the Commissary Officer. Baggers not wearing appropriate attire will be sent home.

(4) Baggers who fail to report to work at scheduled times or dates will be subject to discipline.

(5) Baggers may be required to pay a fee to the Head Bagger. Any fee will be based on the number of baggers needed and as agreed to by the majority of baggers. The amount of any fee will be determined by majority vote at each election and cannot be changed without a majority vote. The Head Bagger shall not accept additional money from baggers in exchange for preferential treatment, work hours, work locations, etc.

(6) Selection of baggers to be "cart pushers" and for other non-tipping tasks will be filled first with volunteers and then appointed on a rotating basis. No baggers will be "exempt" from these duties.

(7) Items left at the register by any patron or bagger will be given to the Head Bagger who will take those items to the customer service supervisor. Any item returned by a customer deemed as wrong or damaged items are to be taken to the courtesy desk. Each bagger is responsible for damage they cause to a patron's groceries.

(8) Bagger problems or complaints from baggers must be handled through the Head Bagger. Problems that cannot be handled by the Head Bagger will be brought to the attention of the Commissary Officer.

(9) Assignment to checkout lanes will be equitable. All baggers will have equal opportunity to work any and all checkout lanes. The Head Bagger will determine system identifying who works which lane each day.

(10) For any issue involving bagger seniority, seniority of baggers will be determined by the date of license issue.

b. Individual Baggers will:

(1) Be licensed by NBSD. Permission to bag groceries does not guarantee bagging hours. Falsification of information on any application will be grounds for revocation of the license and denying the bagger permission to operate on post. Prospective baggers will be at least 16 years of age.

(a) Complete a bagger application (this may require completion of a background check at applicant's expense). Applications are available from the Commissary Officer or Head Bagger. Once complete, give the application to the Head Bagger to be dated and placed in a suspense file. The Head Bagger will acknowledge receipt of the application in writing and give the acknowledgment to the applicant.

(b) Upon determining an available bagger position exists, the Head bagger will forward the application for processing.

JUL 20 2010

(c) Applicants will be notified by the Head Bagger whether the license has been approved.

(2) Sign this agreement, which will be maintained by the Head Bagger.

(3) Be at work on time and be prepared to work.

(4) Use proper grooming, sanitation, personal hygiene and demonstrate proper manners.

(5) Wear appropriate attire. Appropriate/inappropriate attire includes but is not necessarily limited to the following:

(a) Wearing exposed hair curlers is not allowed.

(b) Any item of clothing embossed with profanity or items indicating disrespect for the United States, the flag of the United States, or the U.S. Armed services are not allowed.

(c) Baggers must wear shoes, socks, pants/skirts, and a shirt with collar and sleeves (short or long).

(d) Other adjustments to standards of dress will be approved by the Commissary Officer on a seasonal basis, and may be adjusted as deemed necessary, depending upon weather conditions.

(e) Baggers reporting to work who have not complied with the established dress code will not be permitted to work and will be replaced.

(6) Wear Bagger ID Badge to identify the bagger's ID number. Baggers will not be allowed to work without wearing the ID badge/bagger button.

(7) Be accountable for any damages to customer's purchases, loss of items or bags of merchandise. Loss or damage of grocery purchases is to be reported to the head bagger who will be responsible for replacing customer's items at the bagger's expense.

(8) It should be noted that tips are reportable income subject to local, state and federal income tax. Each bagger must ensure compliance with applicable federal, state and local laws.

JUL 20 2010

d. Bagger Conduct:

(1) Baggers will not wave or summon patrons to their particular checkout counter.

(2) Baggers will not leave their bagging assignment without approval of the head bagger.

(3) Ethnic jokes, sexual harassment or other demeaning remarks will not be permitted.

(4) Loud talking or use of profane or abusive language will not be tolerated. Baggers who engage in any kind of fighting or excessive horseplay will be subject to revocation of their license.

(5) Baggers will use authorized bathroom facilities. Baggers use of Commissary patron bathroom facilities will be at the discretion of the Commissary Officer.

(6) Baggers will park in assigned areas while bagging at the commissary.

(7) Baggers will maintain a clean working area behind the register and on the sidewalk.

(8) Baggers will eat, drink and smoke in authorized areas and not at their workstations.

(9) Baggers will not sit on the carryout carts or on the checkout counters.

(10) Baggers will not engage in long conversations with the cashier.

(11) Baggers will only have access to DECA/NEX compound (Dryside) and no other areas of NBSD.

e. Revocation of Bagger Licenses: Authority for revocation of bagging privileges on base Commanding Officer, Naval Base, San Diego. The revocation of the license may be made for the following reasons (this list is NOT all-inclusive):

JUL 20 2010

(1) Violating the terms of the NBSD license or this agreement. **A bagger will lose the license to bag on this installation when reprimanded twice for violations of any Navy, Base or DECA regulation.**

(2) Exposing another bagger or patron to injury or harm.

(3) Damaging property of another.

(4) Any act that would expose the commissary or installation to liability.

(5) Revocation of installation license for any reason.

(6) Violation of law, commissary or installation rules and regulations.

(7) Other reasonable causes.

By signing below, I agree to be bound by this agreement and the provisions contained therein.

\_\_\_\_\_  
Prospective Bagger

\_\_\_\_\_  
Head Bagger

Date: \_\_\_\_\_

Date: \_\_\_\_\_

\_\_\_\_\_  
Commissary Officer

Date: \_\_\_\_\_