

## CHAPTER 10 – PERSONNEL

### Section 14 – COMMISSARY

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Section 14 - COMMISSARY

14 – COMMISSARY.

14.03 – Policy. Commissaries are established to serve the needs of all incident personnel. There are two types of commissary; contracted and agency-provided. Casuals, regular government employees, and all other assigned personnel should be equipped to be self-sufficient for a minimum of 14 days on the incident to reduce the need for commissary.

14.04 – Responsibilities.

1. Incident Agency is responsible for providing direction to the Incident Management Team regarding availability of commissary (agency-provided or contracted) and agency-specific requirements regarding commissary items and documentation.
2. Finance/Administration Section Chief (FSC) is responsible for:
  - A. Establishing and overseeing the commissary operation.
  - B. Serving as the Contracting Officer's Representative (COR) for contracted commissaries.
  - C. Determining the need and type of commissary based on the size, type, and projected incident duration.
3. Time Unit Leader is responsible for:
  - A. Posting commissary issues to the appropriate pay document.
  - B. Supervising the Commissary Manager.
4. Procurement Unit Leader is responsible for ensuring commissary issues are posted to the appropriate vendor pay documents.
5. Commissary Manager is responsible for:
  - A. Accountability records for a contracted commissary.

B. Inventory, management, facilities, security and accountability for an agency-provided commissary.

C. Coordinating closure of the commissary facility or limiting access to demobing personnel to ensure deductions are posted in a timely manner.

6. Home Unit. The individual's home unit is responsible to process payroll deductions posted on the Emergency Firefighter Time Report, OF-288, in accordance with agency policy.

7. Payment Unit. The unit responsible for making contractor payment is responsible to process vendor deductions posted on the vendor invoice.

14.05 – Definitions. Definitions used throughout this handbook are located in the Zero Code.

14.1 – Commissary Authorizations.

14.1-1 – Commissary Privileges - Payroll Deduction.

Individuals authorized payroll deduction commissary privileges shall present either the Conditions of Hire page of the Emergency Firefighter Time Report, OF-288, or documentation provided by the Time Unit as authorization to receive commissary (See Section 13.6, Exhibit 11).

1. Regular government employees and casuals may be authorized payroll deduction for commissary purchases.
2. State employees and local cooperators may have commissary payroll deducted if authorized by Cooperative Agreement, geographic area supplement or state agency policy.
3. National Guard personnel hired as casuals may be authorized payroll deduction commissary privileges. National Guard mobilized by the Governor's order are not authorized commissary by payroll deduction.
4. Military personnel are not entitled to commissary by payroll deduction.

14.1-2 – Commissary Privileges - Contractors. Contractors and their authorized personnel may be issued commissary with approval of the

contractor or contractor agent. Contractors and their authorized personnel shall present a copy of the contractor invoice as authorization to receive invoice deducted commissary. A copy of the contractor invoice is obtained from the Procurement Unit.

The amount issued is posted as a deduction to the appropriate vendor invoice used for contract payments. The Commissary Manager ensures that supporting documents, such as copies of the Commissary Issue Record, OF-287, are attached to the contractor invoice.

14.1-3 – Cash and Credit Card Purchases. Contracted commissaries may accept cash or personal credit cards for commissary purchases from all individuals.

Agency-provided commissaries cannot accept cash or credit cards for commissary purchases.

14.2 – Contracted Commissary. The National Interagency Mobile Commissary Services contract is mandatory for the Forest Service and is available for use by states and other federal agencies. The contract provides a listing of contractors, price lists, and contract specifications.

1. Contracted commissaries are requested and released through the resource order process.
2. The FSC is the designated Contracting Officer's Representative (COR) for the contract.
3. Upon arrival at the incident the contractor provides the FSC with an operating plan that includes hours, prices, logo wording and design, records, procedures for demobilization, etc. The FSC reviews and approves the operating plan.
4. The terms and conditions of the contract govern the operations of the commissary. Agency services furnished, beyond those required by the contract, are deducted from the contractor's invoice.
5. The Commissary Manager obtains original, daily issue records (OF-287 or other approved form) from the contractor. The Commissary Manager audits and totals the issue records, makes a copy and submits them to the Time Unit for posting to the OF-288, and to the Procurement Unit to document the deduction(s) on vendor invoices. Individual deductions from

contractor invoices are recorded and posted as a total when the invoice is finalized. The Equipment Vendor Deduction Log found in the Tool Kit Section, may be used to facilitate this process.

6. The original issue record is returned to the commissary contractor to be attached to the National Mobile Commissary Services Payment Invoice, Section 14.7, Exhibit 05. A copy of the issue record is retained by the Commissary Manager for the Incident Finance Package (See Chapter 40, Section 45, Exhibit 02).

7. The FSC and commissary contractor sign the payment invoice. The contractor submits the invoice to the payment office designated in the contract. The Commissary Manager retains a copy of the invoice for the Incident Finance Package.

8. The commissary contractor follows established demobilization procedures prior to release from the incident.

14.3 – Agency-Provided Commissary. An agency-provided commissary may be as simple as obtaining individual items ordered by incident personnel or complex as maintaining a stock of common items from which personnel may select their needs.

1. Commissary should be limited to personal items necessary to keep incident personnel productive.

2. The establishment of a commissary, the items to be stocked and the quantity of such items is determined by the FSC per incident agency guidelines.

3. Tobacco products may be sold through the commissary in carton-size, rolls, or complete package quantities only. Incidents must abide by state restrictions on the sale of tobacco products to minors. Tobacco products will not be dispensed free of charge.

4. Commissary operating hours are set to meet incident personnel needs. This usually requires making items available before and after established operational periods (before and after crews go on the line).

14.3-1 – Establishing Commissary Stock. Stock of commissary items may be established when it is not practical to make individual

commissary purchases. Commissary stock should be limited to common items.

14.3-2 – Ordering Procedures.

1. Commissary Manager requisition commissary items through the Logistics Section on resource order forms. All resource order forms for commissary shall clearly state that the items are for commissary.
2. Individual commissary purchases are made for boots and certain clothing items because of the wide range of sizes involved. In order to reduce the possibility of non-delivery of such items, the Commissary Manager should determine the name, crew affiliation, and location of the individual ordering such items. Resource orders for these commissary items shall include this information and be processed as in 14.3-2--1 above.
3. The Logistics Section forwards commissary resource orders to the incident agency per the established ordering process. Normally, these items are procured by the incident agency acquisition staff or assigned Buying Team. The incident agency acquisition staff/BUYT completes the Commissary Accountability Record, OF-284, to transfer items, arranges delivery of the items to the incident, and processing all returned items. Commissary supplies should be purchased separately from other items to facilitate accountability.
4. The Commissary Manager inventories all items received and verifies against the OF-284, invoice, waybill, or other transfer document. The Commissary Manager signs for receipt of goods on the OF-284, and returns a copy to the Procurement Officer. The Procurement Officer is notified immediately of all discrepancies.
5. Commissary stocks should be held to a minimum to avoid carryover. If this is not possible, remaining stocks are transferred on the Commissary Accountability Record, OF-284, to the Incident Agency (See Section 14.7, Exhibit 04).

14.4 – Commissary Issue Record. Commissary Issue Record, OF-287 (Section 14.7, Exhibits 01 and 02), is used to record commissary issues. Items are listed by quantity, descriptive name, unit price, and total

value. Individuals print their name and sign for the purchase on the OF-287.

The OF-287s are grouped by crews, overhead, contractors, cooperators, etc., during the issue process to facilitate the posting process. (For example, all members of one crew should sign the same OF-287).

The Commissary Manager balances the issues against beginning and ending inventory daily. The Commissary Issue Records are then submitted to the Time Unit for posting to the OF-288, and to the Procurement Unit to document the deduction(s) on the appropriate invoices. Deductions to contractor invoices are not actually posted daily. Copies of the issues are filed with the contractor invoice prior to contractor demobilization, issues are tallied and a final amount posted to Block 26 of the OF-286. The Vendor Deduction Log, found in the Appendix, Tool Kit, may be used to facilitate this process.

The Commissary Manager retains a copy of the issue records for the Incident Finance Package (See Chapter 40, Section 45, Exhibit 02).

The Procurement and Time Unit Leaders return posted issued records to the Commissary Manager for inclusion in the Incident Finance Package (See Chapter 40, Section 45, Exhibit 02).

14.5 – Commissary Accountability Record. The Commissary Manager is accountable for all commissary stocks received and issued. The Commissary Manager arranges for adequate facilities to ensure safeguarding of commissary items (e.g., locking box vans, a secured room, building or trailer, or a tent with 24-hour security).

The Commissary Manager completes the Commissary Accountability Record, OF-284 (Section 14.7, Exhibits 03 and 04), to document all items received, transferred, or issued, and submits it to the FSC through the Time Unit Leader daily for review.

Daily, the Commissary Manager inventories all stock on hand and documents the inventory in writing. This inventory list and the Commissary Issue Records are attached to the daily Commissary Accountability Record.

14.5-1 – Reconciliation and Transfer of Accountability. Final accountability for a commissary operation is based on the formula of beginning inventory plus acquisition equals issuance plus ending

inventory. A Commissary Accountability Record, OF-284, is used to reconcile the commissary and to transfer accountability.

At the end of the incident, the Commissary Manager completes a final inventory of remaining commissary stock. The final reconciliation, together with all supporting documents, is provided to the incident agency when the commissary is closed. Discrepancies must be fully documented and adjusted in accordance with Incident Agency regulations.

14.6 – Posting Commissary Issues. The Personnel Time Recorder posts the issues from the OF-287, or contractor-provided form, to the OF-288 daily. Posting includes transferring date of issue, items issued, and amount to Block 22 of the OF-288, and transferring the I.D. number from Block 1 of the OF-288 to Block 12 of the OF-287. The Personnel Time Recorder initials the OF-287, to verify that posting is completed.

The Equipment Time Recorder documents the issues from the OF-287, or contractor provided form, by making a copy of the issue and filing it with the contractor invoice. The Equipment Time Recorder initials the OF-287, to verify the contractor deduction. Deductions are not posted daily. Prior to contractor demobilization, all deductions are tallied and a final amount posted to Block 26 of the Emergency Equipment Use Invoice, OF-286. The Vendor Deduction Log found in the Appendix, Tool Kit, may be used to facilitate this process.

The Procurement and Time Unit Leaders are responsible for posting the issues and establishing a check and balance system to ensure all posted amounts equal total issues for that day.

Demobilization of individuals must be coordinated with the Time Unit Leader, Procurement Unit Leader, and Commissary Manager to ensure that all commissary issues are posted before closeout of personnel time reports or contractor invoices. The Commissary Manager reviews the Incident Action Plan and demobilization schedule to determine when to limit access to commissary.

14.7 – Exhibits.

14.7 – Exhibit 01

COMMISSARY ISSUE RECORD, OF-287

COMMISSARY ISSUE RECORD							1. FIRE LOCATION <i>Payette District</i>	2. FIRE NAME <i>River Road</i>	3. FIRE NO. <i>ID-PNF-030</i>	
							4. FIRE CAMP NAME	5. FIRE CAMP NO.	6. DATE <i>8/5/xx</i>	7. SHEET NO. <i>1 of 1</i>
8. COMMODITY ➔						9. TOTAL COST	10. CREW IDENT.	11. PURCHASER'S NAME (Print) AND SIGNATURE	12. ID No. (from OF-288 Emergency F.F. Time Report) 13. INITIALS (Posted to OF-288)	
	<i>cigarettes</i>									
	<i>Boots</i>									
	<i>Socks</i>									
	<i>Sweatshirt</i>									
	<i>Toothpaste</i>									
	<i>Chew</i>									
A	UNIT PRICE	<i>12.00</i>						NAME <i>Jorge Chavez Jr.</i>	I.D. NO. <i>F1225615</i>	
	QUANTITY	<i>1</i>				<i>12.00</i>	<i>SRV #2</i>	SIGNATURE <i>Jorge Chavez Jr.</i>	INITIALS <i>Ⓜ</i>	
	SUB-TOTAL	<i>12.00</i>								
B	UNIT PRICE	<i>12.00</i>	<i>19.00</i>	<i>6.00</i>				NAME <i>Vern D. Reyes</i>	I.D. NO. <i>F1225629</i>	
	QUANTITY	<i>1</i>	<i>1</i>	<i>2</i>		<i>220.00</i>	<i>SRV #2</i>	SIGNATURE <i>Vern D. Reyes</i>	INITIALS <i>Ⓜ</i>	
	SUB-TOTAL	<i>12.00</i>	<i>19.00</i>	<i>12.00</i>						
C	UNIT PRICE			<i>22.00</i>	<i>4.00</i>	<i>8.00</i>		NAME <i>Nancy Black</i>	I.D. NO. <i>F1225618</i>	
	QUANTITY			<i>1</i>	<i>1</i>	<i>1</i>	<i>34.00</i>	SIGNATURE <i>Nancy Black</i>	INITIALS <i>Ⓜ</i>	
	SUB-TOTAL			<i>22.00</i>	<i>4.00</i>	<i>8.00</i>				
D	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
E	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
F	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
G	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
H	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
I	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									
J	UNIT PRICE							NAME	I.D. NO.	
	QUANTITY							SIGNATURE	INITIALS	
	SUB-TOTAL									

NSN 7540-01-120-4063

Original—Commissary

OPTIONAL FORM 287(9-81)  
USDA/USFS  
50287-101

14.7 – Exhibit 02

CONTRACTED COMMISSARY ISSUE RECORD, FORM 284B,  
NFES 2180

Crew Name \_\_\_\_\_

Sheet \_\_\_\_\_ of \_\_\_\_\_

CONTRACTED COMMISSARY ISSUE RECORD

Date: \_\_\_\_\_ AM/PM

VENDOR NAME: \_\_\_\_\_

INCIDENT CHARGE # \_\_\_\_\_

INCIDENT LOCATION: \_\_\_\_\_

INCIDENT NAME: \_\_\_\_\_

Commodity	Boots & Shoes	Socks	Clothing	Tolleries	Tobacco Products	Misc. Items	Sub-Total	State Tax	Total Charges	Purchaser's Name & Signature	Firefighter Time Sheet Number Form OF-288	Agency Use*
Unit Price										Print Name/Signature		
Quantity												
Total												
Unit Price										Print Name/Signature		
Quantity												
Total												
Unit Price										Print Name/Signature		
Quantity												
Total												
Unit Price										Print Name/Signature		
Quantity												
Total												
Unit Price										Print Name/Signature		
Quantity												
Total												
Unit Price										Print Name/Signature		
Quantity												
Total												
Column Totals												

\*Initial when changes are posted

Form 284B (3-10)  
NFES 2180

Original

14.7 – Exhibit 03

INSTRUCTIONS FOR COMPLETION OF  
COMMISSARY ACCOUNTABILITY RECORD, OF-284  
(Agency-Provided Commissary)

1. Project. Incident Number.
2. Camp Name. Incident Name.
3. Report Number. Sequential number of accountability records completed. One accountability record must be completed daily or per operational period.
4. Enter as applicable for Columns A-D, as shown here for Item (1).

Column a, Item (1) P.O. Invoice or Transfer No. Enter the purchase order invoice number or document number from the transfer document. The transfer document (such as a waybill) is used to transfer items from another incident or to the Incident Agency. Retain all supporting documentation to attach to original Accountability Record.

Column b, Item (1) Date. Enter date of purchase order or transfer document.

Column c, Item (1) Vendor or Transfer Unit. Enter the vendor name on the purchase order invoice or name of the transfer unit (e.g., Little Sycamore Incident, Boise District Warehouse).

Column d, Item (1) Dollar Value. Enter the dollar value of each purchase order invoice or transfer document.

Column e. Net Change. Enter the total for all documents listed in Item 4, Column d, items 1-12.

5. Value of Stock on Hand. Enter the figure from Item 9 in the previous accountability record. If this is the first report, and no other commissary items are on hand, this block will be zero.

INSTRUCTIONS FOR COMPLETION OF  
COMMISSARY ACCOUNTABILITY RECORD, OF-284  
(Agency-Provided Commissary) Continued

6. Total. Add Item 4e. (Net Change) to Item 5 (Value of Stock on Hand). This is the total amount of stock available to issue at the beginning of the operational period.
7. Value of Stock Issued During Period. This is the total of all issues from the Commissary Issue Record, OF-287. Retain originals of Commissary Issue Records to attach to this accountability record as supporting documentation.
8. Balance. Subtract Item 7 (Value of Stock Issued During Period) from Item 6 (Total). This should equal the amount of stock remaining.
9. Value of Stock on Hand. Inventory all remaining stock and enter the value. Attach the original inventory to the original accountability record.
10. Difference. Subtract Item 9 (Value of Stock on Hand) from Item 8 (Balance). If the difference is zero, you have balanced for the operational period. If there is a difference, check the block to indicate whether it is a plus or minus. List the reason for the discrepancy in the remarks block. Lost or stolen items must be properly documented in accordance with Incident Agency requirements.
11. Remarks. Indicate any differences, or other comments of interest.
12. Authorized Signature. Signature of individual preparing report, usually the Commissary Manager.
13. Title. Title of person preparing report.
14. Date. Date report prepared.
15. Signature. When inventory is transferred from an incident to the Incident Agency, or from one Commissary Manager to the next, this is signed by the receiving individual. The receiving individual must inventory items prior to assuming responsibility.

INSTRUCTIONS FOR COMPLETION OF  
COMMISSARY ACCOUNTABILITY RECORD, OF-284  
(Agency-Provided Commissary)

16. Title. Title of person receiving inventory.

17. Date. Date inventory transferred.

Original Commissary Accountability Records, Commissary Issue Records, Purchase Order Invoice, Transfer Documents, Inventories, and all other supporting documentation are submitted to the Incident Agency. Copies are retained in the Incident Finance Package (See Chapter 40, Section 45, Exhibit 02).

14.7 – Exhibit 04

COMMISSARY ACCOUNTABILITY RECORD, OF-284

COMMISSARY ACCOUNTABILITY RECORD		1. PROJECT <i>OR-KNF-060</i>	3. REPORT NUMBER <i>2</i>	
		2. CAMP NAME <i>Black Ridge</i>		
4. VALUE OF STOCK RECEIVED, TRANSFERRED, OR RETURNED SINCE LAST REPORT				
a. P.O. INVOICE or TRANSFER NO.	b. DATE	c. VENDOR or TRANSFER UNIT	d. DOLLAR VALUE	
(1) <i>P.O. 47-01-156500</i>	<i>8-11-XX</i>	<i>Big Lake Hardware</i>	<i>250</i>	<i>00</i>
(2) <i>P.O. 47-01-156501</i>	<i>8-12-XX</i>	<i>Safeway</i>	<i>85</i>	<i>50</i>
(3) <i>Waybill 1020</i>	<i>8-12-XX</i>	<i>KNF Warehouse</i>	<i>124</i>	<i>50</i>
(4)				
(5)				
(6)				
(7)				
(8)				
(9)				
(10)				
(11)				
(12)				
e. NET CHANGE			<i>460</i>	<i>00</i>
5. VALUE OF STOCK ON HAND ( <i>Item 9 from previous report</i> )			<i>226</i>	<i>00</i>
6. TOTAL ( <i>Item 4e plus item 5</i> )			<i>686</i>	<i>00</i>
7. VALUE OF STOCK ISSUED DURING PERIOD ( <i>Attach Commissary Manager Copies of OF-287, Commissary Issue Record</i> )			<i>427</i>	<i>50</i>
8. BALANCE ( <i>Item 6 minus item 7</i> )			<i>258</i>	<i>50</i>
9. VALUE OF STOCK ON HAND ( <i>Physical inventory attached</i> )			<i>258</i>	<i>26</i>
10. DIFFERENCE ( <i>Items 8 and 9</i> ) <input type="checkbox"/> PLUS <input checked="" type="checkbox"/> MINUS ( <i>Explain in Remarks</i> )				<i>24</i>
11. REMARKS <i>.24 Difference due to averaging sock prices.</i>				
12. AUTHORIZED SIGNATURE <i>Lois Gump</i>		13. TITLE <i>Commissary Manager</i>	14. DATE <i>8-12-XX</i>	
I certify that I have determined the accuracy of item 9, and hereby accept responsibility for all items represented.				
15. SIGNATURE <i>Mary Gandall</i>		16. TITLE <i>New Commissary Manager</i>	17. DATE <i>8-12-XX</i>	

NSN 7540-01-120-4061

COMMISSARY FILE  
GPO : 1985 O - 484-271

OPTIONAL FORM 284 (9-81)  
USDA/USDA  
50284-101

14.7 – Exhibit 05

NATIONAL MOBILE COMMISSARY SERVICES  
PAYMENT INVOICE, FORM 284A, NFES 2600

National Mobile Commissary Services  
PAYMENT INVOICE

Page \_\_\_ of \_\_\_

CONTRACTOR (Name and Address)				TYPE OF SERVICE: NATIONAL MOBILE COMMISSARY SERVICES			
				ADMINISTRATING OFFICE FOR PAYMENT: USDA-FS BOISE NATIONAL FOREST FISCAL and ACCOUNTING 1249 S VINNELL WAY BOISE, ID 83709-1684			
INCIDENT OR PROJECT NAME				FOREST SERVICE CONTRACT NO. <b>53-024B-</b>		RESOURCE ORDER NUMBER	
POINT OF HIRE AND RELEASE IS THE INCIDENT (For Purposes Of Paying Availability.)				DATE AND TIME OF ARRIVAL AT INCIDENT Date _____ Time _____ (See measurement and payment clause)		DATE AND TIME OF RELEASE FROM INCIDENT: Date _____ Time _____ (See measurement and payment clause)	
THE RATES ARE BASED ON ALL OPERATING SUPPLIES BEING FURNISHED BY THE CONTRACTOR. See exceptions under "Government Furnishes Property and use of premise clause in contract."				OPERATOR(S) FURNISHED BY: <b>CONTRACTOR</b>			
YEAR		DAILY AVAILABILITY / MILEAGE			NONCASH SALES AMOUNT	TOTAL SALES AMOUNT	
MONTH	DAY	UNITS WORKED	RATE	AMOUNT			
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
						\$	
CHARGE CODE					GROSS AMOUNT DUE		\$
REMARKS					SUBTOTAL ( ) FROM PREVIOUS PAGE		\$
					TOTAL AMOUNT DUE		\$
					DEDUCTIONS (Attach statement)		\$
					ADDITIONS (Attach statement)		\$
					NET AMOUNT DUE		\$
NOTE: CONTRACT RELEASE FOR AND IN CONSIDERATION OF RECEIPT OF PAYMENT IN THE AMOUNT SHOWN ON "NET AMOUNT DUE" LINE. CONTRACTOR HEREBY RELEASES THE GOVERNMENT FROM ANY AND ALL CLAIMS ARISING UNDER THIS AGREEMENT EXCEPT AS RESERVED IN "REMARKS."							
CONTRACTOR (Agent's) SIGNATURE				DATE	FINANCE SECTION CHIEF SIGNATURE		DATE
PRINT NAME AND TITLE				PRINT NAME AND TITLE			