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**COST CAPITALIZATION OFFSET**

**& FULL COST OF OUTPUTS**

**EFFECTIVE FISCAL YEAR 2025**

**PREPARED BY:**

 **GENERAL LEDGER AND ADVISORY BRANCH**

**BUREAU OF THE FISCAL SERVICE**

**U.S. DEPARTMENT OF THE TREASURY**

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**Background**

All direct costs that are commonly reported as expenses, along with some direct material costs (not meeting the entity’s capitalization threshold), should be first reported using the 600000-series USSGL expense accounts. This allows federal entities to accumulate their cost information, establish audit trails, and properly eliminate expenses for consolidation at the government-wide level.

**Cost Capitalization Offset Account**

The Cost Capitalization Offset provides agencies with a mechanism to offset direct labor, direct materials, and overhead costs from expense accounts when those costs are subsequently capitalized to an in-progress or completed product/job. SGL 661000 “Cost Capitalization Offset” captures the costs originally recorded into a 600000-series expense account and links those costs directly to a specific job or product. The accumulated costs of the asset from all expenses incurred during the production process are reclassified to an appropriate asset account (such as inventory-work-in-process or inventory finished goods) at one time.

Federal entities will offset expenses using SGL 661000 when the cost is capitalized into an Inventory, Operating Materials and Supplies, Leasehold Improvement, Equipment, Buildings, and/or Internal Use Software account. These asset accounts include “In Development”, “In Process”, and “In Progress” accounts, such as Construction-in-Progress, Internal-Use Software In Development, Operating Materials and Supplies in Development, etc. Please refer to Transaction Code D514 within the USSGL Treasury Financial Manual, Section III, for more details. Section III may be accessed using the following link on the USSGL Web site (<http://tfm.fiscal.treasury.gov/v1/supplements/ussgl.html>).

**Full Cost of Outputs**

“…reporting entities should measure and report the full costs of their outputs in general purpose financial reports. “Outputs” means products and services generated from the consumption of resources. The full cost of a responsibility segment’s output is the total amount of resources used to produce the output. This includes direct and indirect costs that contribute to the output, regardless of funding sources. It also includes costs of supporting services provided by other responsibility segments or entities.” (SFFAS 4, Pars. 89-90)

**Direct Costs**

Direct costs are costs that can be specifically identified with an output. All direct costs should be included in the full cost of outputs. Typical direct costs in the production of an output include:

(a) Salaries and other benefits for employees who work directly on the output;

(b) Materials and supplies used in the work;

(c) Various costs associated with office space, equipment, facilities, and utilities that are used exclusively to produce the output; and

(d) Costs of certain goods or services received from other segments or entities that are used to produce the output. (SFFAS 4, Par. 90)

**Indirect Costs**

Indirect costs are the costs of resources that are jointly or commonly used to produce two or more types of outputs but are not specifically identifiable with any of the outputs. Typical examples of indirect costs include general administrative services, general research and technical support, security, rent, employee health and recreation facilities, and operating and maintenance costs for buildings, equipment, and utilities. There are two levels of indirect costs:

(a) Indirect costs incurred within a responsibility segment. These indirect costs should be assigned to outputs on a cause-and-effect basis, if such an assignment is economically feasible, or through reasonable allocations; and

(b) Costs of support services that a responsibility segment receives from other segments or entities. The support costs should be first directly traced or assigned to various segments that receive the support services. They should then be assigned to outputs. (SFFAS 4, Par. 91)

**Inter-Entity Costs**

The amount of costs incurred by a federal entity for goods and services provided and paid for in total, or in part, by other federal entities, should be recorded as part of full cost; Federal entities should recognize inter-entity costs supporting business-type activities, all personnel benefits, and all Treasury Judgment Fund settlements, unless otherwise directed by OMB. Entities may recognize imputed cost and corresponding imputed financing for other types of non-business-type activities if they elect to do so. (SFFAS 4, Pars. 110-111, as amended by SFFAS 55, Par. 4)

**Memorandum Accounts**

Federal entities use Memorandum SGL accounts 880100-880400 to capture purchases of current-year assets to facilitate the elimination of intragovernmental asset transactions. Respective memorandum accounts for asset purchases should be recorded when these costs are subsequently capitalized to an appropriate asset account, whether it is "in process" or a "finished” product.

Memorandum account balances reported within GTAS at the end of each fiscal year not only facilitate the proper elimination of intragovernmental balances but also prevent the overstatement of expenses and revenues on the Financial Report of the U.S. Government.

**Disclaimer**

The intent of this scenario is to illustrate the main concepts for the use of Cost Capitalization Offset through basic transactions. While it shows examples within the Inventory accounting series, the scenario also applies to the production of Operating Materials & Supplies, Equipment, Internal Use Software, and other General PP&E. The scenario is not intended to be all inclusive of the different types of revenues and/or expenses that may be recorded.

Budgetary and financial reports reflect the pertinent lines to be reported based on the main concepts illustrated. For full presentations of the reports and line descriptions, refer to the appropriate authoritative guidance (i.e. OMB Circular A-136: Financial Reporting Requirements, OMB Circular No. A-11: Preparing, Submitting, and Executing the Budget, Treasury Financial Manual references.)

**Listing of USSGL Accounts Used in This Scenario:**

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| **Account Number** | **Account Title** |
| **Budgetary** |  |
| 411900 | Other Appropriations Realized |
| 445000 | Unapportioned - Unexpired Authority |
| 451000 | Apportionments |
| 461000 | Allotments – Realized Resources |
| 480100 | Undelivered Orders - Obligations, Unpaid |
| 490100 | Delivered Orders - Obligations, Unpaid |
| 490200 | Delivered Orders - Obligations, Paid |
| **Proprietary** |  |
| 101000 | Fund Balance With Treasury |
| 152500 | Inventory - Raw Materials |
| 152600 | Inventory - Work-in-Process |
| 152700 | Inventory - Finished Goods |
| 211000 | Accounts Payable |
| 221000 | Accrued Funded Payroll and Leave |
| 221300 | Employer Contributions and Payroll Taxes Payable |
| 222500 | Unfunded FECA Liability |
| 310000 | Unexpended Appropriations - Cumulative |
| 310100 | Unexpended Appropriations - Appropriations Received |
| 310700 | Unexpended Appropriations - Used - Accrued |
| 310710 | Unexpended Appropriations - Used - Disbursed |
| 331000 | Cumulative Results of Operations |
| 570000 | Expended Appropriations - Used - Accrued |
| 570010 | Expended Appropriations - Used - Disbursed |
| 578000  | Imputed Costs |
| 610000 | Operating Expenses/Program Costs |
| 640000 | Benefit Expense |
| 660000 | Applied Overhead |
| 661000 | Cost Capitalization Offset |
| 673000 | Imputed Costs |
| 685000 | Employer Contributions to Employee Benefit Programs Not Requiring Current-Year Budget Authority (Unobligated) |
| 880100 | Offset for Purchases of Assets |
| 880300 | Purchases of Inventory and Related Property |

**Cost Capitalization Accounting - Raw Materials, Direct Costs, Direct Labor, & Overhead**

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| 1. The federal entity records the enactment of appropriations of $21,000. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**411900 Other Appropriations Realized 445000 Unapportioned – Unexpired Authority **Proprietary Entry** 101000 (G) Fund Balance With Treasury  310100 (G) Unexpended Appropriations – Appropriations Received | 21,00021,000 | 21,00021,000 | A104 |

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| 2. The federal entity records budget authority apportioned by the Office of Management and Budget and available for allotment. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**445000 Unapportioned – Unexpired Authority 451000 Apportionments **Proprietary Entry** None | 21,000 | 21,000 | A116 |

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| 3. The federal entity records the allotment of authority. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**451000 Apportionments 461000 Allotments – Realized Resources **Proprietary Entry** None | 21,000 | 21,000 | A120 |

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| 4. The federal entity records current-year undelivered orders without an advance for the purchase of inventory raw materials. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**461000 Allotments – Realized Resources 480100 Undelivered Orders – Obligations, Unpaid**Proprietary Entry**None | 5,000 | 5,000 | B306 |

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| 5a. The federal entity records the delivery of raw materials for use as component parts of inventory within its manufacturing activity. The entity capitalizes the raw materials at the same time of delivery, so no offset to expense accounts is necessary. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**480100 Undelivered Orders – Obligations, Unpaid 490100 Delivered Orders – Obligations, Unpaid  **Proprietary Entry** 152500 Inventory - Raw Materials 211000 Accounts Payable310700 Unexpended Appropriations - Used - Accrued 570000 Expended Appropriations - Used - Accrued  | 5,0005,0005,000 | 5,0005,0005,000 | B402B402B134 |

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| 5b. As part of the purchase of temporary land rights, the federal entity records activity for current-year purchases of property. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**880200(N) Purchases of Property, Plant, and Equipment 880100(N) Offset for Purchases of Assets | 5,000 | 5,000 | G120 |

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| 6. The federal entity records the raw materials used to produce Product A. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**152600 Inventory - Work-in-Process 152500 Inventory - Raw Materials | 5,000 | 5,000 | D516 |

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| 7a. The federal entity recognizes the salary of production workers for accumulated direct labor incurred during the reporting period for the manufacturing of Product A. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**461000 Allotments - Realized Resources 490100 Delivered Orders – Obligations, Unpaid  **Proprietary Entry** 610000(N) Operating Expenses/Program Costs 221000(N) Accrued Funded Payroll and Leave310700 Unexpended Appropriations - Used - Accrued 570000 Expended Appropriations - Used - Accrued  | 10,00010,00010,000 | 10,00010,00010,000 | E102E102B134 |

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| 7b. The federal entity capitalizes payroll expense to Inventory Work-in-Process by recording the reclassification of accumulated expenses to an asset. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**152600 Inventory - Work-in-Process 661000 Cost Capitalization Offset | 10,000 | 10,000 | D514 |

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| 7c. As part of the payroll expenses incurred in manufacturing, the federal entity records activity for current-year purchases of inventory and related property. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**880300(N) Purchases of Inventory and Related Property 880100(N) Offset for Purchases of Assets | 10,000 | 10,000 | G122 |

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| 8a. The federal entity recognizes the employee benefits (Retirement, Health, Life and FECA) incurred by production workers during the reporting period for the manufacturing of Product A. Some benefits ($200) are considered “inter-entity costs for personnel benefits” per SFFAS 55, and are required to be recognized as an imputed cost for services received from other federal entities. The FECA liability billed to the entity will be funded by future years’ budgetary resources but is also included as part of accumulated expenses reclassified to an asset in Transaction #8b. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**461000 Allotments - Realized Resources 490100 Delivered Orders – Obligations, Unpaid  **Proprietary Entry** 640000(N) Benefit Expense  221300(N) Employer Contributions and Payroll Taxes Payable685000(F) Employer Contributions to Employee Benefit Programs Not Requiring Current Year  Budget Authority (Unobligated)  222500(F) Unfunded FECA Liability 673000(F) Imputed Costs[[1]](#footnote-1) (RC 25) 578000(F) Imputed Financing Sources (RC 25)310700 Unexpended Appropriations - Used - Accrued 570000 Expended Appropriations - Used - Accrued  | 1,0001,000 500 2001,000 | 1,0001,000 500 2001,000 | E104E104B422E402B134 |

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| 8b. The federal entity capitalizes accumulated benefit expenses to Inventory Work-in-Process by recording the reclassification of accumulated expenses to an asset. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**152600 Inventory - Work-in-Process 661000 Cost Capitalization Offset | 1,700 | 1,700 | D514 |

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| 8c. Based on the accumulated benefit expenses incurred during manufacturing, the federal entity records activity for current-year purchases of inventory and related property. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**880300(N) Purchases of Inventory and Related Property 880100(N) Offset for Purchases of Assets | 1,700 | 1,700 | G122 |

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| 9a. The federal entity applies overhead to Product A based on an estimated overhead application rate of $5.00/per labor hour. The direct labor hours for the accounting period were determined to be 900 hours. (900 hours x $5.00 direct labor rate = $4,500.) |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**152600 Inventory - Work-in-Process 660000 Applied Overhead | 4,500 | 4,500 | D514 |

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| 9b. The federal entity records the incurrence of actual factory overhead ($2,000 factory rent and factory utilities, and $3,000 indirect labor utilized) to manufacture product A. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**461000 Allotments - Realized Resources 490100 Delivered Orders – Obligations, Unpaid  **Proprietary Entry** 610000(N) Operating Expenses/Program Costs 211000(N) Accounts Payable 221000(N) Accrued Funded Payroll and Leave310700 Unexpended Appropriations - Used - Accrued 570000 Expended Appropriations - Used - Accrued  | 5,0005,0005,000 | 5,0002,0003,0005,000 | B406B406B134 |

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| 9c. The federal entity identifies a difference between the applied and actual overhead amounts and determines that overhead was estimated less than the actual. The federal entity records an adjustment for underapplied overhead, which is deemed to be material.[[2]](#footnote-2) |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None **Proprietary Entry** 660000 Applied Overhead152600 Inventory - Work-in-Process[[3]](#footnote-3) 610000(N) Operating Expenses/Program Costs | 4,500 500 | 5,000 | E114 |

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| 9d. As part of the factory overhead and accumulated indirect labor costs incurred, the federal entity records activity for current-year purchases of inventory and related property. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**880300 Purchases of Inventory and Related Property 880100 Offset for Purchases of Assets | 5,000 | 5,000 | G122 |

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| 10. The federal entity records a disbursement for accrued salaries and benefits. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**490100 Delivered Orders – Obligations, Unpaid  490200 Delivered Orders – Obligations, Paid  **Proprietary Entry**221000 Accrued Funded Payroll and Leave221300 Employer Contributions and Payroll Taxes Payable  101000 Fund Balance With Treasury310710 Unexpended Appropriations - Used - Disbursed570000 Expended Appropriations - Used – Accrued 310700 Unexpended Appropriations - Used – Accrued 570010 Expended Appropriations - Disbursed | 14,00013,000 1,00014,00014,000 | 14,00014,00014,00014,000 | B110B110B235 |

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| 11. The federal entity records a disbursement for unpaid delivered orders previously accrued by the purchase of raw materials and factory overhead costs. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**490100 Delivered Orders – Obligations, Unpaid  490200 Delivered Orders – Obligations, Paid  **Proprietary Entry**211000 Accounts Payable  101000 Fund Balance With Treasury310710 Unexpended Appropriations - Used - Disbursed570000 Expended Appropriations - Used – Accrued 310700 Unexpended Appropriations - Used – Accrued 570010 Expended Appropriations - Disbursed | 7,0007,0007,0007,000 | 7,0007,0007,0007,000 | B110B110B235 |

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| 12. The federal entity reclassifies the fully manufactured and completed Product A to Finished Good, which is ready to be sold. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry**152700 Inventory - Finished Goods 152600 Inventory - Work-in-Process | 21,700 | 21,700 | D520 |

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| **PRE-CLOSING TRIAL BALANCE** |
| **Account** | **Description** | **Debit** | **Credit** |
| **Budgetary** |
| 411900 | Other Appropriations Realized | 21,000 | - |
| 445000 | Unapportioned Authority | - | - |
| 461000 | Allotments – Realized Resources | - | - |
| 480100 | Undelivered Orders – Obligations, Unpaid | - | - |
| 490100  | Delivered Orders, Obligations Unpaid | - | - |
| 490200 | Delivered Orders – Obligations, Paid  | - | 21,000 |
| **Total** | **21,000** | **21,000** |
|  |  |  |
| **Proprietary** |
| 101000 (G) | Fund Balance With Treasury | - | - |
| 152700 | Inventory - Finished Goods | 21,700 | - |
| 222500 | Unfunded FECA Liability | - | 500 |
| 310100 (G) | Unexpended Appropriations – Appropriations Received | - | 21,000 |
| 310710 (G) | Unexpended Appropriations – Used - Disbursed | 21,000 | - |
| 331000 (G) | Cumulative Results of Operations  | - | - |
| 570010 (G) | Expended Appropriations – Used - Disbursed | - | 21,000 |
| 578000 (F) | Imputed Financing Sources | - | 200 |
| 610000 (N) | Operating Expenses | 10,000 | - |
| 640000 (N) | Benefits Expense | 1,000 | - |
| 661000 (N) | Cost Capitalization Offset | - | 11,700 |
| 673000 (F) | Imputed Cost | 200 | - |
| 685000 (F) | Employer Contributions to Employee Benefit Programs Not Requiring Current-Year Budget Authority (Unobligated) | 500 | - |
| 880100 (N) | Offset for Purchases of Assets | - | 21,700 |
| 880300 (N) | Purchases of Inventory and Related Property | 21,700 | - |
| **Total** |  | **76,100** | **76,100** |

**Closing Entries:**

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| 13. The federal entity records the closing of expenses to cumulative results of operations. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None**Proprietary Entry** 661000 Cost Capitalization Offset 578000 (F) Imputed Financing Sources  331000 Cumulative Results of Operations  610000 (N) Operating Expenses 640000 (N) Benefits Expense 673000 (F) Imputed Cost 685000 (F) Employer Contributions to Employee Benefit Programs Not Requiring  CY Budget Authority 570010 Expended Appropriations – Disbursed 331000 Cumulative Results of Operations 310000 Unexpended Appropriations – Cumulative 310710 Unexpended Appropriations - Used - Disbursed310100 (G) Unexpended Appropriations – Appropriations Received 310000 Unexpended Appropriations - Cumulative  | 11,700 20021,00021,00021,000 |  20010,000 1,000 200 500 21,00021,00021,000 | F336F336F342F342 |

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| 14. The federal entity records the closing of memorandum accounts for asset purchases. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**None **Proprietary Entry**  880100(N) Offset for Purchases of Assets 880300(N) Purchases of Inventory and Related Property | 21,700 | 21,700 | F370 |

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| 15. The federal entity records the closing of paid delivered orders to total actual resources. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**490200 Delivered Orders – Obligations, Paid 420100 Total Actual Resources, Collected  **Proprietary Entry**  None | 21,000 | 21,000 | F314 |

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| 16. The federal entity records the consolidation of actual net-funded resources. |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**420100 Total Actual Resources, Collected  411900 Other Appropriations Realized **Proprietary Entry**  None | 21,000 | 21,000 | F302 |

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| **POST-CLOSING TRIAL BALANCE** |
| **Account** | **Description** | **Debit** | **Credit** |
| **Budgetary** |
| 411900 | Other Appropriations Realized | - | - |
| 420100 | Total Actual Resources, Collected  | - | - |
| **Total** | **-** | **-** |
|  |  |  |
| **Proprietary** |
| 101000 (G) | Fund Balance With Treasury | - | - |
| 152700 | Inventory - Finished Goods | 21,700 | - |
| 222500 | Unfunded FECA Liability | - | 500 |
| 331000 (G) | Cumulative Results of Operations  | - | 21,200 |
| **Total** |  | **21,700** | **21,700** |

1. SGL accounts 673000 “Imputed Costs” and 578000 “Imputed Financing Sources” offset each other and should net to $0. These accounts do not have eliminating SGL accounts. [↑](#footnote-ref-1)
2. If the difference between the applied and the actual amount of overhead is immaterial, the underapplied/overapplied amount may be adjusted to Cost of Goods Sold (See Transaction Codes E110 & E112.) [↑](#footnote-ref-2)
3. If overhead is overapplied (applied overhead is budgeted more than the actual), the respective Inventory Asset accounts will be credited (See Transaction Code E116.) [↑](#footnote-ref-3)