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**SFFAS 59 LAND GUIDANCE:**

**LAND TRANSACTIONS**

**PURCHASE & SALE OF LAND & LAND RIGHTS**

**LAND IMPROVEMENTS**

**DONATIONS OF LAND**

**EFFECTIVE FISCAL YEAR 2026**

**PREPARED BY:**

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

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| **Version Number** | **Date** | **Description of Change** | **Effective USSGL TFM** |
| 1.0 | 04/2025 | Original | TFM Bulletin No. 2026-01 |

**Background**

Historically, SFFAS 6 and other federal accounting guidance required the capitalization of the historical cost of General Property, Plant, and Equipment (G-PP&E) Land. In addition, standards required the expensing of Stewardship Land for the period in which the acquisition cost was incurred and disclosures on the relationship between Stewardship Land and the entity's mission, the entity's Stewardship Land polices, major categories of use, and physical units of Stewardship Land.

During a research project, FASAB determined that the vast holdings and uses of federal land (Over 600 million acres in 2024) could not be adequately reported through financial measurements. Specifically, limitations inherent in fair value measurements such as passage of time and inflation make historical cost less relevant to users (i.e., Land purchased centuries ago with a historical cost not adjusted for inflation.) FASAB concluded that reporting estimated acreage rather than historical cost would increase transparency, comparability, consistency, and reliability of land information, while significantly minimizing any cost burdens of monetary measurements of recognizing Land on the Balance Sheet.

SFFAS 59, *Accounting and Reporting of Government Land*, requires federal entities to:

* Derecognize G-PP&E Land and Permanent Land Rights from the Balance Sheet effective FY26;
* Reference a Balance Sheet note to disclose estimate acreage of G-PP&E Land and Permanent Land Rights without an asset dollar amount (RSI through FY25 and a Basic Disclosure beginning in FY26);
* Disclose estimated acreage of G-PP&E Land, Permanent Land Rights, and Stewardship Land using three predominant use subcategories
  + Conservation and preservation land,
  + Operational land, and/or
  + Commercial use land;
* Report estimated acres of Land held for disposal or exchange; and
* Continue reporting Temporary Land rights and certain capitalized Improvements to Land on the Balance Sheet.

**Land Rights**

* Permanent Land rights (such as easements or rights-of-way) are for an unspecified period of time or unlimited duration. These should be de-recognized from the Balance Sheet effective FY26, with future acquisitions reported as an expense.
* Temporary Land Rights are those land rights that are for a specified period of time or limited duration and have a definite useful service life. Temporary land rights remain on the Balance Sheet, should continue to be capitalized when acquired, and should be depreciated or amortized over that time period. (SFFAS 59, Par. 4d)

**Future Acquisitions of Land**

The cost of acquiring General PP&E Land and Permanent Land Rights will be recognized as an expense on the entity’s Statement of Net Cost in the period in which the cost is incurred. The cost shall include all expenses incurred to the land and/or permanent land rights for intended usage. In some cases, land may be acquired along with existing structures. If the structure is to be used in operations, the amount related to the structure should be estimated and capitalized as PP&E, while the amount related to the land should only be expensed. If acquisition of the structure is immaterial/incidental to the acquisition of the land, and the structure is not intended to be used in operations, the cost of the entire acquisition may be expensed. (SFFAS 59, Par. 4c)

**Future Donations of Land to the Federal Government**

Donations are contributions to the Government, i.e., voluntary gifts of resources to a Government entity by a non-Federal entity. The donation of cash, other financial resources, or nonfinancial resources (except general PP&E land, permanent land rights, and stewardship property, plant, and equipment) is therefore a nonexchange revenue.

Nonexchange revenue guidance does not apply to donations of assets that are expensed rather than capitalized. “These include general PP&E Land and Permanent Land Rights, Stewardship PP&E, Heritage assets, and Stewardship Land. Such PP&E is expensed if purchased, but no amount is recognized if it is received as a donation. Correspondingly, no revenue is recognized for such donations.” (SFFAS 59, Pars. 13b-13c) When PP&E is donated to the Government, no amount is recognized as a cost. Since the donation of such PP&E does not affect the net cost or net position of the recipient entity, it is not a revenue, a gain, or an other financing source.

**Future Sales of Land by the Federal Government**

When “the book value is zero (a) if the asset is PP&E that is fully depreciated or written-off or (b) if the asset is General PP&E Land, Permanent Land Rights, or Stewardship PP&E, for which the entire cost is expensed when the asset is purchased, the entire sales price is a gain if the book value of the asset is zero.” (SFFAS 59, Par. 13d)

**Transfers of Land Between Federal Entities**

PP&E types that are expensed (i.e., General PP&E Land, Permanent Land Rights, and Stewardship PP&E) may be transferred from one federal entity to another. If the asset was classified as either General PP&E Land, Permanent Land Rights, and Stewardship PP&E in its entirety by both the transferring entity and the recipient entity, the transfer does not affect the net cost of operations or net position of either entity and therefore in such a case it is not a revenue, a gain or loss, or other financing source. (SFFAS 59, Par. 13g)

**Disclaimer**

The below guidance is intended to serve as a reference only based on a finite number of underlying assumptions. It is in no way intended to provide comprehensive posting logic for every land or land rights activity. Agencies should have a thorough understanding of SFFAS 59, and related guidance, and apply other factors for financial statement disclosures. As stated above, agency management must exercise professional judgement and collaborate within their agency to reach determinations of land activities on a case-by-case basis, before establishing accounting treatment.

Budgetary and/or legal staff should ascertain the applicability of certain budgetary accounting terms from OMB Circular No. A-11.

Entity management should document these decisions and incorporate them into management’s existing OMB Circular No. A-123, “Management's Responsibility for Enterprise Risk Management and Internal Control,” Appendix A, procedures.

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

|  |  |
| --- | --- |
| **Account Number** | **Account Title** |
| **Budgetary** |  |
| 406000 | Anticipated Collections From Non-Federal Sources |
| 411900 | Other Appropriations Realized |
| 420100 | Total Actual Resources, Collected |
| 426600 | Other Actual Business-Type Collections From Non-Federal Sources |
| 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 (G) | Fund Balance With Treasury |
| 171200 | Capitalized Improvements to Land |
| 171300 | Temporary Land Rights |
| 171800 | Accumulated Depreciation on Temporary Land Rights |
| 171900 | Accumulated Depreciation on Capital Improvements to Land |
| 211000 (N) | Accounts Payable |
| 310100 (G) | Unexpended Appropriations – Appropriations Received |
| 310700 (G) | Unexpended Appropriations – Used – Accrued |
| 310710 (G) | Unexpended Appropriations – Used – Disbursed |
| 331000 | Cumulative Results of Operations |
| 570000 (G) | Expended Appropriations – Used – Accrued |
| 570010 (G) | Expended Appropriations – Used – Disbursed |
| 690000 (N) | Non-Production Costs |
| 671000 (N) | Depreciation, Amortization, and Depletion |
| 711000 (N) | Gains on Disposition of Assets - Other |
| 880100 (N) | Offset for Purchases of Assets |
| 880200 (N) | Purchases of Property, Plant, and Equipment |
| 880400 (N) | Purchases of Assets - Other |

**Land Transactions**

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| 1. The federal entity records the enactment of appropriations of $1,500,000 for the purchase of land, maintenance, and land-related improvements. | | | |
|  | **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 | 1,500,000  1,500,000 | 1,500,000  1,500,000 | 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 | 1,500,000 | 1,500,000 | 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 | 1,500,000 | 1,500,000 | A120 |

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| 4. The federal entity enters into an order for the purchase of 1,000 acres of conservation land, and records undelivered orders without an advance for the purchase amount of $900,000. As part of the order, the entity includes $100,000 of demolition costs to prepare the land for its intended use. The land acreage is for conservation and preservation and not related to stewardship land. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  461000 Allotments – Realized Resources  480100 Undelivered Orders – Obligations, Unpaid  **Proprietary Entry**  None | 1,000,000 | 1,000,000 | B306 |

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| --- | --- | --- | --- |
| 5. The federal entity acquires the 1,000 acres of land and accrues a liability for payment. Per SFFAS 59, “The cost of acquiring general PP&E land and permanent land rights shall be recognized on the statement of net cost for the period in which the cost is incurred.” (SFFAS 59, Par. 4c)  In addition, the land contains 2 storage buildings that the entity intends to demolish and clear to prepare the land for its intended use of conservation and preservation. The $100,000 demolition and debris removal costs are included in the cost of the order. Per SFFAS 59, the total cost includes all expenses to prepare the land for its intended use of conservation and preservation. (SFFAS 59, Par. 4c)  [$900,000 purchase price of land + $100,000 cost to prepare land for intended use = $1,000,000 expense.] | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  480100 Undelivered Orders – Obligations, Unpaid  490100 Delivered Orders – Obligations, Unpaid    **Proprietary Entry**  690000 (N) Non-Production Costs  211000(N) Accounts Payable  310700 Unexpended Appropriations – Used – Accrued  570000 Expended Appropriations – Used – Accrued | 1,000,000  1,000,000  1,000,000 | 1,000,000    1,000,000  1,000,000 | B402  B402  B134 |

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| 6. The federal entity enters into an order for the purchase of temporary land rights and records an undelivered order without an advance for the purchase amount of $200,000. The federal entity needs to obtain an easement to achieve the intended use of the property; the easement contains a 10-year duration with a useful service life of 10 years. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  461000 Allotments – Realized Resources  480100 Undelivered Orders – Obligations, Unpaid  **Proprietary Entry**  None | 200,000 | 200,000 | B306 |

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| 7a. The entity classifies the rights as temporary land rights since they have a limited duration. The federal entity acquires the easement and recognizes the purchase as a capitalized asset at the purchase price of $200,000. Per SFFAS 59, temporary land rights are “recognized as an asset on the balance sheet and recorded at cost. Although the measurement basis for valuing general PP&E remains historical cost, reasonable estimates may be used to establish the historical cost of general PP&E” (SFFAS 59, Par. 4b) | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  480100 Undelivered Orders – Obligations, Unpaid  490100 Delivered Orders – Obligations, Unpaid    **Proprietary Entry**  171300 Temporary Land Rights  211000(N) Accounts Payable  310700 Unexpended Appropriations – Used – Accrued  570000 Expended Appropriations – Used – Accrued | 200,000  200,000  200,000 | 200,000    200,000  200,000 | B402  B402  B134 |

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| 7b. As part of the purchase of temporary land rights, the federal entity records activity for current-year purchases of PP&E. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  None  **Proprietary Entry**  880200(N) Purchases of Property, Plant, and Equipment  880100(N) Offset for Purchases of Assets | 200,000 | 200,000 | G120 |

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| 8. The federal entity enters into an order for the purchase of paved roads for the conservation land, the roads are determined to be separately identifiable from the land acreage. The entity records an undelivered order without an advance for the purchase amount of $300,000. The federal entity needs the paved roads for general operations; the roads have a 10-year duration with a useful service life of 10 years. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  461000 Allotments – Realized Resources  480100 Undelivered Orders – Obligations, Unpaid  **Proprietary Entry**  None | 300,000 | 300,000 | B306 |

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| 9a. The federal entity purchases paved roads for the land acreage; The roads are separately identifiable, used in general operations, and require routine maintenance/repairs. Per SFFAS 6, “the paved and gravel roads are general PP&E because they are operational and the period-by-period cost is essential for assessing operating performance. The cost of pavement or gravel would be capitalized and depreciated.” (SFFAS 6, Par. 232) | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  480100 Undelivered Orders – Obligations, Unpaid  490100 Delivered Orders – Obligations, Unpaid    **Proprietary Entry**  171200 Capitalized Improvements to Land  211000(N) Accounts Payable  310700 Unexpended Appropriations – Used – Accrued  570000 Expended Appropriations – Used – Accrued | 300,000  300,000  300,000 | 300,000    300,000  300,000 | B402  B402  B134 |

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| 9b. As part of the purchase of separately identifiable paved roads used in general operations, the federal entity records current-year purchases of PP&E. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  None  **Proprietary Entry**  880400(N) Purchases of Assets - Other  880100(N) Offset for Purchases of Assets | 300,000 | 300,000 | G124 |

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| 10. In FY26, the entity’s management makes a decision to sell 5 acres of land that was originally acquired in 1970. The acreage was de-recognized from the Balance Sheet during SFFAS 59 implementation at the start of FY26, has a $0 book value, and contains no other dwellings, land rights, or capitalized improvements. The federal entity and a non-federal partner agree to a sales price of $150,000 for the acreage and the sales transaction closes in FY26. The entire sales price of $150,000 is recognized as a gain in the FY26 reporting period.  Per SFFAS 59, “The entire sales price is a gain if the book value of the asset is zero. The book value is zero (a) if the asset is general PP&E that is fully depreciated or written-off or (b) if the asset is general PP&E land, permanent land rights, or stewardship PP&E, for which the entire cost is expensed when the asset is purchased.” (SFFAS 59, Par. 13d) | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  426600 Other Actual Business-Type Collections From Non-Federal Sources  406000 Anticipated Collections From Non-Federal Sources  **Proprietary Entry**  101000 Fund Balance With Treasury  711000 (N) Gains on Disposition of Assets - Other | 150,000  150,000 | 150,000  150,000 | C646  C646 |

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| 11. The federal entity receives an unsolicited donation of 50 acres of land acreage, which the entity determines will also be used for conservation and preservation. The donated land has a market value of $1,500,000 at the time the property is transferred to the federal government. The donation of land closes within the FY26 reporting period. The federal entity recognizes no asset for the land and recognizes no costs or financing sources.  Per SFFAS 59, “When such PP&E is donated to the Government… no amount is recognized as a cost. Since the donation of such PP&E does not affect the net cost or net position of the recipient entity, it is not a revenue, a gain, or a financing source.” (SFFAS 59, Par. 13h) | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  No entry    **Proprietary Entry**  No entry |  |  | *Ref.*  C164 |

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| 12. In FY26, the federal entity records depreciation expense on temporary land rights. The rights have a 10-year duration with a useful service life of 10 years; With a purchase price/historical cost of $200,000, the annual depreciation expense over 10 years is $20,000.  Per SFFAS 6, “Land rights that are for a specified period of time shall be depreciated or amortized over that time period.” (SFFAS 6, Par. 35, Footnote 42) | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  None  **Proprietary Entry**  671000 (N) Depreciation, Amortization, and Depletion  171800 Accumulated Depreciation on Temporary Land Rights | 20,000 | 20,000 | E120 |

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| --- | --- | --- | --- |
| 13. In FY26, the federal entity records depreciation expense on capitalized land improvements. The paved roads have a 10-year useful life; With a purchase price/historical cost of $300,000, the annual depreciation expense over 10 years is $30,000. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  None  **Proprietary Entry**  671000 (N) Depreciation, Amortization, and Depletion  171900 Accumulated Depreciation on Capitalized Improvements to Land | 30,000 | 30,000 | E120 |

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| --- | --- | --- | --- |
| 14. In the FY26 reporting period, the federal entity records a disbursement for accrued payable liabilities. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  490100 Delivered Orders – Obligations, Unpaid  490200 Delivered Orders – Obligations, Paid    **Proprietary Entry**  211000 Accounts Payable  101000 Fund Balance With Treasury  310710 Unexpended Appropriations – Used – Disbursed  570000 Expended Appropriations – Used – Accrued  310700 Unexpended Appropriations – Used – Accrued  570010 Expended Appropriations – Used – Disbursed | 1,500,000  1,500,000    1,500,000  1,500,000 | 1,500,000  1,500,000  1,500,000  1,500,000 | B110  B110  B235 |

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| --- | --- | --- | --- |
| **PRE-CLOSING TRIAL BALANCE** | | | |
| **Account** | **Description** | **Debit** | **Credit** |
| **Budgetary** | | | |
| 406000 | Anticipated Collections From Non-Federal Sources | - | 150,000 |
| 411900 | Other Appropriations Realized | 1,500,000 | - |
| 426600 | Other Actual Business-Type Collections From Non-Federal Sources | 150,000 | - |
| 445000 | Unapportioned Authority | - | - |
| 461000 | Allotments – Realized Resources | - | - |
| 480100 | Undelivered Orders – Obligations, Unpaid | - | - |
| 490100 | Delivered Orders – Obligations Unpaid | - | - |
| 490200 | Delivered Orders – Obligations, Paid | - | 1,500,000 |
| **Total** | | **1,650,000** | **1,650,000** |
|  | |  |  |
| **Proprietary** | | | |
| 101000 (G) | Fund Balance With Treasury | 150,000 | - |
| 171200 | Capitalized Improvements to Land | 200,000 | - |
| 171300 | Temporary Land Rights | 300,000 | - |
| 171800 | Accumulated Depreciation on Temporary Land Rights | - | 20,000 |
| 171900 | Accumulated Depreciation on Capitalized Improvements to Land | - | 30,000 |
| 211000 | Accounts Payable | - | - |
| 310100 (G) | Unexpended Appropriations – Appropriations Received | - | 1,500,000 |
| 310710 (G) | Unexpended Appropriations – Used – Disbursed | 1,500,000 | - |
| 570010 (G) | Expended Appropriations – Used – Disbursed | - | 1,500,000 |
| 690000 (N) | Non-Production Costs | 1,000,000 | - |
| 671000 (N) | Depreciation, Amortization, and Depletion | 50,000 | - |
| 711000 (N) | Gains on Disposition of Assets - Other | - | 150,000 |
| 880100 (N) | Offset for Purchases of Assets | - | 500,000 |
| 880200 (N) | Purchases of Property, Plant, and Equipment | 200,000 | - |
| 880400 (N) | Purchases of Assets - Other | 300,000 | - |
| **Total** |  | **3,700,000** | **3,700,000** |

**Closing Entries:**

|  |  |  |  |
| --- | --- | --- | --- |
| 15. The federal entity records the closing of expenses, revenue, and gains to cumulative results of operations. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  None  **Proprietary Entry**  331000 Cumulative Results of Operations  690000 (N) Non-Production Costs  671000 (N) Depreciation, Amortization, and Depletion  711000 (N) Gains on Disposition of Assets - Other  331000 Cumulative Results of Operations  570010 Expended Appropriations – Used – Disbursed  331000 Cumulative Results of Operations  310000 Unexpended Appropriations – Cumulative  310710 Unexpended Appropriations – Used – Disbursed  310100 (G) Unexpended Appropriations – Appropriations Received  310000 Unexpended Appropriations - Cumulative | 1,050,000  150,000  1,500,000  1,500,000 | 1,000,000  50,000  150,000  1,500,000  1,500,000 | F336  F338  F336  F342 |

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| 16. 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 | 1,500,000 | 1,500,000 | F314 |

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| --- | --- | --- | --- |
| 17. 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  426600 Other Actual Business-Type Collections From Non-Federal Sources    **Proprietary Entry**  None | 1,650,000 | 1,500,000  150,000 | F302 |

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| 18. 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  880200(N) Purchases of Property, Plant, and Equipment  880400(N) Purchases of Assets - Other | 500,000 | 200,000  300,000 | F370 |

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| 19. The federal entity records adjustments for resources realized in excess of those anticipated. | | | |
|  | **Debit** | **Credit** | **TC** |
| **Budgetary Entry**  406000 Anticipated Collections From Non-Federal Sources  449000 Anticipated Resources - Unapportioned Authority    **Proprietary Entry**  None | 150,000 | 150,000 | F116 |

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| --- | --- | --- | --- |
| **POST-CLOSING TRIAL BALANCE** | | | |
| **Account** | **Description** | **Debit** | **Credit** |
| **Budgetary** | | | |
| 420100 | Total Actual Resources, Collected | 150,000 | - |
| 449000 | Anticipated Resources - Unapportioned Authority | - | 150,000 |
| **Total** | | **150,000** | **150,000** |
|  | |  |  |
| **Proprietary** | | | |
| 101000 (G) | Fund Balance With Treasury | 150,000 | - |
| 171200 | Capitalized Improvements to Land | 200,000 | - |
| 171300 | Temporary Land Rights | 300,000 | - |
| 171800 | Accumulated Depreciation on Temporary Land Rights | - | 20,000 |
| 171900 | Accumulated Depreciation on Capitalized Improvements to Land | - | 30,000 |
| 310100 (G) | Unexpended Appropriations – Appropriations Received | - | 1,500,000 |
| 310000 (G) | Unexpended Appropriations – Cumulative | 1,500,000 | - |
| 331000 | Cumulative Results of Operations | - | 600,000 |
| **Total** |  | **2,150,000** | **2,150,000** |