119TH CONGRESS 1ST SESSION



To amend the Internal Revenue Code of 1986 to reform the treatment of digital assets.

IN THE SENATE OF THE UNITED STATES

Ms. LUMMIS introduced the following bill; which was read twice and referred to the Committee on _____

A BILL

To amend the Internal Revenue Code of 1986 to reform the treatment of digital assets.

1 Be it enacted by the Senate and House of Representa-

2 tives of the United States of America in Congress assembled,

3 SECTION 1. DEFINITION OF DIGITAL ASSET.

4 Section 7701 of the Internal Revenue Code of 1986
5 is amended by adding at the end the following new para6 graph:

7 "(51) DIGITAL ASSET.—

8 "(A) IN GENERAL.—Subject to subpara9 graph (B) and except as otherwise provided by
10 the Secretary, the term 'digital asset' means

1	any digital representation of value which is re-
2	corded on a cryptographically secured distrib-
3	uted ledger or any similar technology as speci-
4	fied by the Secretary.
5	"(B) FINANCIAL ASSETS.—
6	"(i) IN GENERAL.—Except as other-
7	wise provided by the Secretary, in the case
8	of any digital asset which is a representa-
9	tion of a financial asset which is itself not
10	a digital asset, such asset—
11	"(I) shall not be treated as a dig-
12	ital asset, and
13	"(II) for purposes of this title,
14	and except as otherwise provided by
15	law, shall be treated as such financial
16	asset.
17	"(ii) Definition.—For purposes of
18	this subparagraph, as specified by the Sec-
19	retary, the term 'financial asset' means an
20	asset that trades on established markets or
21	which is used as a medium of exchange,
22	store of value, or unit of account, and shall
23	exclude a payment stablecoin (as defined in
24	section $1091(a)(3)$).

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1 "(C) Representations of other prop-2 ERTY.—For purposes of this paragraph, as 3 specified by the Secretary pursuant to regulation, in the case of a digital asset which is a 4 5 representation of property other than a finan-6 cial asset, such digital asset shall be treated in 7 the same manner as the property which it rep-8 resents. 9 "(52) Actively traded digital asset.—Ex-10 cept as otherwise provided by the Secretary, the 11 term 'actively traded digital asset' means a fungible 12 digital asset for which quotations are readily avail-13 able on a digital asset exchange.". 14 SEC. 2. DE MINIMIS GAIN OR LOSS FROM SALE, EXCHANGE, 15 OR DISPOSITION OF DIGITAL ASSETS. 16 (a) IN GENERAL.—Part III of subchapter B of chapter 1 of the Internal Revenue Code of 1986 is amended 17 18 by inserting after section 139I the following new section: 19 "SEC. 139J. DE MINIMIS GAIN OR LOSS FROM SALE, EX-20 CHANGE, OR DISPOSITION OF DIGITAL AS-21 SETS. 22 "(a) IN GENERAL.—Subject to subsection (b), gross 23 income shall not include gain or loss from the sale, exchange, or disposition of digital assets to purchase prod-24

25 ucts or services in a personal transaction (consistent with

1	section $988(e)(3)$, unless the sale, exchange, or disposi-
2	tion is for—
3	"(1) cash or cash equivalents, or
4	"(2) other digital assets.
5	"(b) LIMITATION.—
6	"(1) IN GENERAL.—Subsection (a) shall not
7	apply in the case of any sale, exchange, or disposi-
8	tion for which—
9	"(A) the total value of such sale, exchange,
10	or disposition exceeds \$300, or
11	"(B) the total loss which would otherwise
12	be recognized with respect to such sale, ex-
13	change, or disposition exceeds \$300.
14	"(2) Aggregation rule.—For purposes of
15	this subsection, all sales, exchanges, or dispositions
16	which are part of the same transaction (or a series
17	of related transactions) shall be treated as one sale,
18	exchange, or disposition.
19	"(3) TOTAL GAINS.—If, after applying sub-
20	section (a) to a transaction, the taxpayer's total gain
21	for the taxable year from transactions described in
22	subsection (a) exceeds \$5,000, no further exclusion
23	shall apply for such year.
24	"(c) BASIS.—Except as otherwise provided by the
25	Secretary, subsection (a) shall not apply to a sale, ex-

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change, or disposition of digital assets for which the prin cipal purpose of such sale, exchange, or disposition is to
 eliminate gains.

4 "(d) BOOKS AND RECORDS.—A taxpayer shall main5 tain books and records or separate wallets or accounts (as
6 determined by the Secretary) which distinguish between
7 sales, exchanges, or dispositions of digital assets eligible
8 for the exclusion from gross income under subsection (a)
9 and sales, exchanges, or dispositions which are not eligible
10 for the exclusion.

- 11 "(e) INFLATION ADJUSTMENT.—
- "(1) IN GENERAL.—In the case of any taxable
 year beginning in a calendar year after 2026, each
 dollar amount in subsection (b)(1) shall be increased
 by an amount equal to—

"(A) such dollar amount, multiplied by
"(B) the cost-of-living adjustment determined under section 1(f)(3) for the calendar
year in which the taxable year begins, determined by substituting 'calendar year 2025' for
'calendar year 2016' in subparagraph (A)(ii)
thereof.

23 "(2) ROUNDING.—Any increase determined
24 under paragraph (1) shall be rounded to the nearest
25 multiple of \$10.

"(f) REGULATIONS AND GUIDANCE.—The Secretary
 may prescribe such regulations or other guidance as may
 be necessary to carry out the purposes of this section, in cluding—
 "(1) requirements relating to recordkeeping and

6 broker information reporting,

"(2) anti-abuse standards which are consistent
with the purposes of this section, which may include
defining related transactions to avoid unintended application of the exclusion from gross income under
subsection (a),

12 "(3) allocation of basis and characterization of13 appreciation, and

"(4) treatment of mixed transactions which
contain both goods or services and property described in paragraph (1), (2), or (3) of subsection
(a).

18 "(g) TERMINATION.—This section shall not apply to19 taxable years beginning after December 31, 2035.".

(b) CLERICAL AMENDMENT.—The table of sections
for part III of subchapter B of chapter 1 of the Internal
Revenue Code of 1986 is amended by inserting after the
item relating to section 139I the following new item:

"Sec. 139J. De minimis gain or loss from sale, exchange, or disposition of digital assets.".

(c) EFFECTIVE DATE.—The amendments made by 1 2 this section shall apply with respect to transactions en-3 tered into after December 31, 2025. 4 SEC. 3. TAX TREATMENT OF DIGITAL ASSET LENDING 5 AGREEMENTS AND RELATED MATTERS. 6 (a) IN GENERAL.—Section 1058 of the Internal Rev-7 enue Code of 1986 is amended by— 8 (1) in the heading, by striking "SECURITIES" 9 and inserting "SPECIFIED ASSETS", 10 (2) in subsection (a), by striking "securities (as 11 defined in section 1236(c))" and inserting "specified 12 assets", and 13 (3) striking "securities" each place it appears 14 and inserting "specified assets.". 15 (b) FIXED TERM.—Section 1058(b)(3) of the Internal Revenue Code of 1986 is amended by inserting "other 16 17 than as a result of such agreement being fixed-term, except as otherwise provided by the Secretary" after "trans-18 19 ferred". 20 (c) Basis.—Section 1058(c) of the Internal Revenue 21 Code of 1986 is amended by adding at the end the fol-22 lowing: "All appropriate basis adjustments to specified as-

23 sets subject to an agreement under subsection (b) shall24 be made, as determined by the Secretary, including upon25 the return of the lent specified assets to the taxpayer.".

(d) SPECIFIED ASSETS.—Section 1058 of the Inter nal Revenue Code of 1986 is amended by adding at the
 end the following new subsections:

4 "(d) SPECIFIED ASSETS.—For purposes of this sec5 tion, the term 'specified asset' means—

6 "(1) a security (as defined in section 1236(c)),
7 or

8 "(2) an actively traded digital asset.

9 "(e) INCOME.—An amount equal to the income which 10 would otherwise accrue to the lender but for a lending 11 transaction under this section shall be included in the 12 gross income of the lender and the character of such in-13 come shall remain unchanged.

14 "(f) REGULATIONS AND GUIDANCE.—The Secretary 15 may prescribe such regulations or other guidance as may 16 be necessary to carry out the purposes of this section, in-17 cluding the application of the provisions of this section to 18 digital asset forks, digital asset airdrops, and fees associ-19 ated with digital asset lending.

20 "(g) TERMINATION.—This section shall not apply to
21 taxable years beginning after December 31, 2035.".

(e) CONFORMING AMENDMENT.—The table of sections for part IV of subchapter O of chapter 1 of the Internal Revenue Code of 1986 is amended by striking the item

relating to section 1058 and inserting the following new
 item:

"Sec. 1058. Transfers of specified securities under certain agreements.".

3 (f) EFFECTIVE DATE.—The amendments made by
4 this section shall apply to taxable years beginning after
5 the date of enactment of this Act.

6 SEC. 4. LOSS FROM WASH SALES OF SPECIFIED ASSETS.

7 (a) IN GENERAL.—Section 1091 of the Internal Rev8 enue Code of 1986 is amended to read as follows:

9 "SEC. 1091. LOSS FROM WASH SALES OF SPECIFIED ASSETS.

10 "(a) DISALLOWANCE OF LOSS DEDUCTION.—

11 "(1) IN GENERAL.—No deduction shall be al-12 lowed with respect to any loss claimed to have been 13 sustained from any sale or other disposition (includ-14 ing any termination) of specified assets where it ap-15 pears that, within a period beginning 30 days before 16 the date of such sale or other disposition and ending 17 30 days after such date, the taxpayer has—

18 "(A) acquired (by purchase, by an ex19 change on which the entire amount of gain or
20 loss was recognized by law, or by entering into)
21 substantially identical specified assets, or

22 "(B) entered into a contract or option to
23 acquire, or notional principal contract in respect
24 of, substantially identical specified assets.

1	"(2) Exception for dealers.—Paragraph
2	(1) shall not apply if—
3	"(A) the taxpayer is a dealer in specified
4	assets,
5	"(B) the loss is sustained in a transaction
6	made in the ordinary course of its business as
7	a dealer, and
8	"(C) the acquisition (or the entering into
9	of the contract or option to acquire or notional
10	principal contract) which (without regard to
11	this paragraph) would have resulted in the non-
12	deductibility of the loss was similarly made in
13	the ordinary course of such business.
14	"(3) Exception for stablecoins.—
15	"(A) IN GENERAL.—Except as otherwise
16	provided by the Secretary, paragraph (1) shall
17	not apply to a loss from the sale or disposition
18	of a payment stablecoin or other stablecoin.
19	"(B) IN GENERAL.—Subject to subpara-
20	graph (C), for purposes of this paragraph, the
21	term 'payment stablecoin' means a digital
22	asset—
23	"(i) that is, or is designed to be, used
24	as a means of payment or settlement, and
25	"(ii) the issuer of which—

1	"(I) is obligated to convert, re-
2	deem, or repurchase for a fixed
3	amount of monetary value (not includ-
4	ing a digital asset denominated in a
5	fixed amount of monetary value), and
6	"(II) represents that such issuer
7	will maintain, or creates the reason-
8	able expectation that such issuer will
9	maintain, a stable value relative to the
10	value of a fixed amount of monetary
11	value.
12	"(C) EXCEPTION.—The term 'payment
13	stablecoin' shall not include a digital asset that
14	is—
15	"(i) a national currency,
16	"(ii) a deposit (as defined in section 3
17	of the Federal Deposit Insurance Act (12)
18	U.S.C. 1813)), including a deposit re-
19	corded using distributed ledger technology,
20	or
21	"(iii) a security, as defined in section
22	2 of the Securities Act of 1933 (15 U.S.C.
23	77b), section 3 of the Securities Exchange
24	Act of 1934 (15 U.S.C. 78c), or section 2

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1of the Investment Company Act of 19402(15 U.S.C. 80a-2).

3 "(b) Specified Assets Acquired Less Than 4 SPECIFIED ASSETS SOLD.—If the amount of specified as-5 sets acquired (or covered by the contract or option to ac-6 quire or notional principal contract) is less than the 7 amount of specified assets sold or otherwise disposed of. 8 then the particular specified assets the loss from the sale 9 or other disposition of which is not deductible shall be de-10 termined under regulations prescribed by the Secretary.

11 "(c) Specified Assets Acquired Not Less Than 12 SPECIFIED ASSETS SOLD.—If the amount of specified as-13 sets acquired (or covered by the contract or option to ac-14 quire or notional principal contract) is not less than the 15 amount of specified assets sold or otherwise disposed of, then the particular specified assets the acquisition of 16 17 which (or the entering into of the contract or option to acquire or notional principal contract of which) resulted 18 19 in the non-deductibility of the loss shall be determined 20 under regulations prescribed by the Secretary.

21 "(d) Adjustment to Basis in Case of Wash22 Sale.—

23 "(1) IN GENERAL.—The basis of the specified
24 asset acquired (or the contract, option, or notional
25 principal contract entered into) shall be increased by

1	the amount of the deduction disallowed under sub-
2	section (a).
3	"(2) Rules with respect to certain acqui-
4	SITIONS.—
5	"(A) IN GENERAL.—In any case in
6	which—
7	"(i) the taxpayer enters into a con-
8	tract or option to acquire, or notional prin-
9	cipal contract in respect of, substantially
10	identical specified assets (within the period
11	specified in subsection (a)),
12	"(ii) the taxpayer also acquires (with-
13	in the period specified in subsection (a))
14	substantially identical specified assets and
15	such acquisition would, but for the enter-
16	ing into of the contract, option, or notional
17	principal contract described in clause (i),
18	have triggered a disallowance under sub-
19	section (a), and
20	"(iii) the contract, option, or notional
21	principal contract matures, expires, is exer-
22	cised, or otherwise terminates without the
23	delivery or receipt of money or property
24	during the term of the contract, option, or
25	notional principal contract (other than at

1	the time the contract, option, or notional
2	principal contract is entered into) or upon
3	such termination,
4	then, subject to such exceptions as the Sec-
5	retary shall prescribe (including with respect to
6	non-abusive wash sale basis adjustment prac-
7	tices), paragraph (1) shall apply to the substan-
8	tially identical specified assets described in
9	clause (ii) and not to the contract, option, or
10	notional principal contract described in clause
11	(i).
12	"(B) Special rule for contracts and
13	OPTIONS.—Subject to such exceptions as the
14	Secretary shall prescribe (including with respect
15	to non-abusive wash sale basis adjustment prac-
16	tices), if the acquisition of any substantially
17	identical specified asset is pursuant to a con-
18	tract or option described in subparagraph
19	(A)(i), then, notwithstanding whether such
20	asset was acquired within the period specified
21	in subsection (a), paragraph (1) shall apply to
22	the substantially identical specified asset ac-
23	quired pursuant to the contract or option and
24	not to the contract or option.

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1 "(e) Certain Short Sales of Specified Assets 2 AND CONTRACTS TO SELL.—Rules similar to the rules of 3 subsection (a) shall apply to any loss realized on the clos-4 ing of a short sale of (or the sale, disposition, or termi-5 nation of a contract or option to sell or a short notional principal contract in respect of) specified assets if, within 6 7 a period beginning 30 days before the date of such closing 8 and ending 30 days after such date, another such short 9 sale of (or contract or option to sell or short notional prin-10 cipal contract in respect of) substantially identical speci-11 fied assets was entered into by the taxpayer.

12 "(f) CASH SETTLEMENT.—This section shall not fail 13 to apply to a contract or option to acquire or sell specified 14 assets solely by reason of the fact that the contract or 15 option settles in (or could be settled in) cash or property 16 other than such specified assets.

17 "(g) SPECIFIED ASSET.—For purposes of this sec-18 tion, the term 'specified asset' means any of the following:

19 "(1) Any security (as defined in section
20 475(c)(2)), including contracts or options to acquire
21 or sell securities.

22 "(2) Except as otherwise provided by the Sec23 retary—

24 "(A) any digital asset,

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"(B) any notional principal contract with
respect to any digital asset described in sub-
paragraph (A), and
"(C) any evidence of an interest in, or a
derivative instrument in, any digital asset de-
scribed in subparagraph (A) or (B), including
any option, forward contract, futures contract,
short position, and any similar instrument in
such a digital asset.
"(h) REGULATIONS.—The Secretary may prescribe
such regulations or other guidance as may be necessary
to carry out the purposes of this section, including relating
to abusive basis adjustment practices.".
(b) Conforming Amendments.—
(1) Section $1223(3)$ of the Internal Revenue
Code of 1986 is amended—
(A) by striking "stock or securities" the
first place it appears and inserting "specified
assets (as defined in section 1091(g))",
(B) by striking "stock or securities" the
second and third place it appears and inserting
"specified assets (as so defined)", and
(C) by striking "(or the contract or option
to acquire which)" and inserting "(or the enter-
ing into of a contract or option to acquire or

1	notional principal contract in respect of
2	which)".
3	(2) Section $6045(g)(2)(B)$ of such Code is
4	amended—
5	(A) in clause (i)(I)—
6	(i) by striking "security (other than
7	stock" and inserting "covered security
8	(other than stock", and
9	(ii) by striking "stock sold or trans-
10	ferred" and inserting "covered security
11	sold or transferred", and
12	(B) in clause (ii)—
13	(i) by striking "stock or securities"
14	and inserting "specified assets", and
15	(ii) by striking "identical securities"
16	and inserting "identical specified assets (as
17	defined in section 1091(g))".
18	(3) The table of sections for part VII of sub-
19	chapter O of chapter 1 fo such Code is amended by
20	striking the item relating to section 1091 and insert-
21	ing the following new item:
	"Sec. 1091. Loss from wash sales of specified assets.".
22	(c) TERMINATION.—The amendments made by this
23	section shall be repealed on December 31, 2035.
24	(d) EFFECTIVE DATE.—The amendments made by
25	this section shall apply to sales, dispositions, and termi-

nations in taxable years beginning after December 31, 1 2 2025.3 SEC. 5. MARK-TO-MARKET ELECTION. 4 (a) IN GENERAL.—Section 475 of the Internal Rev-5 enue Code of 1986 is amended— 6 (1) by redesignating subsection (g) as sub-7 section (h), and 8 (2) by inserting after subsection (f) the fol-9 lowing new subsection: 10 "(g) ELECTION OF MARK TO MARKET FOR DEALERS 11 AND TRADERS IN SPECIFIED ASSETS.— "(1) DEALER IN SPECIFIED ASSETS.— 12 13 "(A) IN GENERAL.—In the case of a dealer 14 in specified assets who elects the application of 15 this paragraph, this section shall apply to such 16 assets held by such dealer in the same manner 17 as this section applies to securities held by a 18 dealer in securities. 19 "(B) REVOCATION.—An election under 20 subparagraph (A) may be made without the 21 consent of the Secretary. An election, once 22 made, shall apply to the taxable year for which 23 made and all subsequent taxable years unless 24 revoked with the consent of the Secretary.

1	"(2) TRADER IN SPECIFIED ASSETS.—In the
2	case of a person who is engaged in a trade or busi-
3	ness as a trader in specified assets and who elects
4	to have this paragraph apply to such trade or busi-
5	ness as a trader in such assets, subsection $(f)(1)$
6	shall apply to specified assets held by the trader in
7	connection with such trade or business in the same
8	manner as such subsection applies to securities held
9	by a trader in securities.
10	"(3) LIMITATION.—The application of this sub-
11	section shall be limited to specified assets which are
12	treated as actively traded.
13	"(4) DEFINITIONS.—For purposes of this sub-
14	section—
15	"(A) Specified Asset.—The term 'speci-
16	fied asset' means—
17	"(i) a digital asset,
18	"(ii) any notional principal contract
19	with respect to a digital asset described in
20	clause (i), or
21	"(iii) any evidence of an interest in, or
22	a derivative instrument in, an asset de-
23	scribed in clause (i) or (ii), including any
24	option, forward contract, futures contract,

1	short position, or similar instrument in
2	such digital asset.
3	"(B) Dealer in specified assets.—The
4	term 'dealer in specified assets' means a tax-
5	payer which—
6	"(i) regularly purchases specified as-
7	sets from, or sells specified assets to, cus-
8	tomers in the ordinary course of a trade or
9	business, or
10	"(ii) regularly offers to enter into, as-
11	sume offset, assign, or otherwise terminate
12	positions in specified assets with customers
13	in the ordinary course of a trade or busi-
14	ness.
15	"(5) Regulations and guidance.—The Sec-
16	retary may prescribe such regulations or other guid-
17	ance as may be necessary to carry out the purposes
18	of this subsection.
19	"(6) TERMINATION.—This subsection shall not
20	apply to taxable years beginning after December 31,
21	2035.".
22	(b) EFFECTIVE DATE.—The amendments made by
23	this section shall apply to sales and exchanges in taxable
24	years beginning after the date of enactment of this Act.

1 SEC. 6. DIGITAL ASSET MINING AND STAKING. 2 (a) IN GENERAL.—Section 451 of the Internal Rev-3 enue Code of 1986 is amended by adding at the end the 4 following new subsection: 5 "(1) DEFERRAL OF INCOME RECOGNITION FOR DIG-6 ITAL ASSET ACTIVITIES.— 7 "(1) IN GENERAL.—In the case of a taxpaver 8 who engages in validation of digital asset trans-9 actions (including digital asset mining and staking), 10 any income relating to such activities— 11 "(A) shall not be included in the gross in-12 come of the taxpayer until the taxable year of 13 the sale or other disposition of the assets pro-14 duced or received in connection with the mining 15 or staking activities, and 16 "(B) shall be treated as ordinary income. 17 "(2) Regulations and guidance.—The Sec-18 retary may prescribe such regulations or other guid-19 ance as may be necessary to carry out the purposes 20 of this subsection, including relating to the residence 21 of a recipient of a digital asset fork or digital asset 22 airdrop. 23 "(3) TERMINATION.—This subsection shall not 24 apply to taxable years beginning after December 31, 25 2035.".

(b) SOURCE OF INCOME RELATED TO CONSIDER ATION RECEIVED.—Section 863 of the Internal Revenue
 Code of 1986 is amended by adding at the end the fol lowing new subsection:

5 "(f) SOURCE OF INCOME RELATED TO CONSIDER-6 ATION RECEIVED.—

7 "(1) IN GENERAL.—The source of any income
8 related to validation of digital asset transactions
9 shall be determined by reference to the residence of
10 the recipient at the time of receipt.

"(2) REGULATIONS AND GUIDANCE.—The Secretary may prescribe such regulations or other guidance as may be necessary to carry out the purposes
of this subsection.

15 "(3) TERMINATION.—This subsection shall not
16 apply to taxable years beginning after December 31,
17 2035.".

18 (c) EFFECTIVE DATE.—The amendments made by
19 this section shall apply to taxable years beginning after
20 the date of enactment of this Act.

21 SEC. 7. CHARITABLE CONTRIBUTIONS AND QUALIFIED AP22 PRAISALS.

(a) IN GENERAL.—Section 170(f)(11)(A)(ii)(I) of the
Internal Revenue Code of 1986 is amended by inserting

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"actively traded digital assets," before "and any qualified 1 vehicle". 2 3 (b) CONTRIBUTIONS TO PRIVATE FOUNDATION.— 4 Section 170(e)(5) of the Internal Revenue Code of 1986 5 is amended— (1) in the heading, by inserting "OR DIGITAL 6 ASSETS" after "STOCK", 7 (2) in subparagraph (A), by inserting "or quali-8 9 fied appreciated digital assets" after "qualified ap-10 preciated stock", and 11 (3) by adding at the end the following new sub-12 paragraph: 13 "(D) QUALIFIED APPRECIATED DIGITAL 14 ASSET.— 15 "(i) IN GENERAL.—For purposes of 16 this paragraph, the term 'qualified appre-17 ciated digital asset' means a digital asset—

19"(II) which is capital gain prop-20erty (as defined in subsection21(b)(1)(C)(iv)).

"(I) which is actively traded, and

22 "(ii) REGULATIONS AND GUIDANCE.—
23 The Secretary may prescribe such regula24 tions or other guidance as may be nec-

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1	essary to carry out the purposes of this
2	subparagraph.
3	"(iii) TERMINATION.—The term
4	'qualified appreciated digital asset' shall
5	not apply to any contribution made in tax-
6	able years beginning after December 31,
7	2035.".
8	(c) EFFECTIVE DATE.—The amendments made by
9	this section shall apply to contributions made in taxable
10	years beginning after the date of enactment of this Act.