

119TH CONGRESS
1ST SESSION

S. 954

To establish a Strategic Bitcoin Reserve and other programs to ensure the transparent management of Bitcoin holdings of the Federal Government, to offset costs utilizing certain resources of the Federal Reserve System, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 11 (legislative day, MARCH 10), 2025

Ms. LUMMIS (for herself, Mr. JUSTICE, Mr. TUBERVILLE, Mr. MORENO, Mr. MARSHALL, and Mrs. BLACKBURN) introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

A BILL

To establish a Strategic Bitcoin Reserve and other programs to ensure the transparent management of Bitcoin holdings of the Federal Government, to offset costs utilizing certain resources of the Federal Reserve System, and for other purposes.

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. SHORT TITLE.**

4 This Act may be cited as the “Boosting Innovation,
5 Technology, and Competitiveness through Optimized In-

1 vestment Nationwide Act of 2025” or the “BITCOIN Act
2 of 2025”.

3 **SEC. 2. FINDINGS.**

4 Congress finds the following:

5 (1) The global financial landscape is rapidly
6 evolving, with digital assets playing an increasingly
7 significant role in the world economy.

8 (2) Bitcoin has demonstrated resilience, wide-
9 spread adoption, and served as a medium of ex-
10 change and a store of value for more than a decade.

11 (3) Just as gold reserves have historically
12 served as a cornerstone of national financial secu-
13 rity, Bitcoin represents a digital-age asset capable of
14 enhancing the financial leadership and security of
15 the United States in the 21st century global econ-
16 omy.

17 (4) The acquisition and long-term storage of
18 substantial quantities of Bitcoin by the United
19 States can strengthen the financial condition of the
20 United States, providing a hedge against economic
21 uncertainty and monetary instability.

22 (5) Bitcoin, as a decentralized and finitely
23 scarce digital asset, offers unique properties that
24 complement existing national reserves, strengthening

1 the position of the United States dollar in the global
2 financial system.

3 (6) Diversification of the national assets of the
4 United States to include Bitcoin can enhance finan-
5 cial resilience and position the United States at the
6 forefront of global financial innovation.

7 **SEC. 3. DEFINITIONS.**

8 In this Act:

9 (1) **AIRDROP.**—The term “airdrop” means a
10 gratuitous distribution of digital assets to holders of
11 Bitcoin in a broad, equitable, and non-discretionary
12 manner.

13 (2) **BITCOIN PURCHASE PROGRAM.**—The term
14 “Bitcoin Purchase Program” means the program es-
15 tablished under section 5(a).

16 (3) **COLD STORAGE.**—The term “cold storage”
17 means a method of storing private keys required to
18 transact in Bitcoin, with a nexus to a secure phys-
19 ical location, protected from unauthorized access and
20 isolated from any network connections.

21 (4) **FORK.**—The term “fork” means a change
22 to the consensus mechanism of a distributed ledger
23 that creates a separate ledger, resulting in a new
24 digital asset that shares a common transaction his-
25 tory with Bitcoin up to the point of the change.

1 (5) SECRETARY.—The term “Secretary” means
2 the Secretary of the Treasury.

3 (6) STRATEGIC BITCOIN RESERVE.—The term
4 “Strategic Bitcoin Reserve” means the decentralized
5 network of secure Bitcoin storage facilities estab-
6 lished pursuant to section 4(a).

7 **SEC. 4. ESTABLISHMENT OF STRATEGIC BITCOIN RESERVE.**

8 (a) ESTABLISHMENT.—The Secretary shall establish
9 a decentralized network of secure Bitcoin storage facilities
10 distributed across the United States, collectively to be
11 known as the Strategic Bitcoin Reserve for the cold stor-
12 age of Government Bitcoin holdings.

13 (b) PURPOSE.—The Strategic Bitcoin Reserve shall
14 be used for the generation, safekeeping, and management
15 of Bitcoin private keys associated with Government
16 Bitcoin holdings.

17 (c) OVERSIGHT.—The Secretary shall be responsible
18 for the ongoing monitoring and auditing of the holdings
19 of the Strategic Bitcoin Reserve.

20 (d) DECENTRALIZATION.—

21 (1) IN GENERAL.—The Secretary shall ensure
22 that the facilities of the Strategic Bitcoin Reserve
23 are geographically dispersed throughout the United
24 States, to minimize the risk of simultaneous com-

1 promise and to enhance the resilience of the Stra-
2 tegic Bitcoin Reserve.

3 (2) LOCATION SELECTION.—The Secretary
4 shall select the locations for the facilities described
5 in paragraph (1) based on a comprehensive risk as-
6 sessment, prioritizing geographic diversity, security,
7 and accessibility.

8 (e) SECURITY MEASURES.—

9 (1) IN GENERAL.—The Secretary shall imple-
10 ment state-of-the-art physical and digital security
11 measures to protect the Strategic Bitcoin Reserve.

12 (2) CONSULTATION.—The Secretary shall con-
13 sult and collaborate with the Secretary of Defense,
14 the Secretary of Homeland Security, and industry
15 experts to ensure the highest level of physical and
16 digital security for the Strategic Bitcoin Reserve.

17 (f) RETENTION OF FORKS AND AIRDROPS.—

18 (1) IN GENERAL.—The Secretary shall ensure
19 that, with respect to Bitcoins controlled by the Stra-
20 tegic Bitcoin Reserve, all digital assets resulting
21 from forks of the Bitcoin distributed ledger and dig-
22 ital assets distributed via airdrops to Bitcoin ad-
23 dresses are accounted for and reasonably stored in
24 the Strategic Bitcoin Reserve.

1 (2) PROHIBITION ON IMMEDIATE SALE.—No
2 digital asset stored in the Strategic Bitcoin Reserve
3 that is the result of a fork or airdrop may be sold
4 or otherwise disposed of during the 5-year period be-
5 ginning on the date of the fork or airdrop, unless ex-
6 plicitly authorized by law.

7 (3) EVALUATION AND DISPOSITION AFTER THE
8 HOLDING PERIOD.—

9 (A) MARKET CAPITALIZATION ASSESS-
10 MENT.—Upon the expiration of the 5-year hold-
11 ing period described in paragraph (2), the Sec-
12 retary shall conduct an assessment to determine
13 which digital asset resulting from a fork has the
14 highest publicly traded market capitalization.

15 (B) RETENTION OF DOMINANT ASSET.—
16 The Secretary shall retain the digital asset with
17 the highest publicly traded market capitaliza-
18 tion that resulted from the fork.

19 (C) DISPOSITION OF NON-DOMINANT AS-
20 SETS.—The Secretary may sell, auction, or oth-
21 erwise dispose of any digital assets resulting
22 from the fork other than the asset identified
23 pursuant to subparagraph (B), with the pro-
24 ceeds from such disposition to be deposited in
25 the general fund of the Treasury.

1 (D) EXCEPTION FOR NOVEL UTILITY.—If
2 the Secretary, in consultation with the Sec-
3 retary of Commerce and industry experts, de-
4 termines that a non-dominant forked asset pos-
5 sesses novel technological utility or strategic
6 value to the United States distinct from the
7 dominant asset, the Secretary may recommend
8 to Congress the retention of such asset, not-
9 withstanding subparagraph (C).

10 **SEC. 5. BITCOIN PURCHASE PROGRAM.**

11 (a) ESTABLISHMENT.—

12 (1) IN GENERAL.—The Secretary shall establish
13 a Bitcoin Purchase Program which shall—

14 (A) purchase 200,000 Bitcoins per year
15 over a 5-year period, for a total acquisition of
16 1,000,000 Bitcoins;

17 (B) conduct purchases in a transparent
18 and strategic manner to minimize market dis-
19 ruption; and

20 (C) hold Bitcoin acquired under this sec-
21 tion in trust for the United States, as provided
22 in this section.

23 (2) FLEXIBILITY RELATING TO PURCHASES.—

24 The Secretary shall, by rule, establish a procedure to
25 adjust the purchase schedule set forth under para-

1 graph (1), if necessary, based on prevailing market
2 conditions.

3 (3) TRANSFER OFFSET.—Any Bitcoin trans-
4 ferred to the Strategic Bitcoin Reserve under section
5 7 may offset the purchase requirements under para-
6 graph (1).

7 (b) DEPOSIT.—All Bitcoins purchased under the
8 Bitcoin Purchase Program shall be placed in the Strategic
9 Bitcoin Reserve.

10 (c) MINIMUM HOLDING PERIOD.—

11 (1) IN GENERAL.—To ensure the long-term sta-
12 bility and security of the Strategic Bitcoin Reserve,
13 the Secretary shall hold all Bitcoin acquired by the
14 United States and deposited in the Strategic Bitcoin
15 Reserve, regardless of acquisition method, for not
16 less than 20 years from the date of acquisition.

17 (2) RETENTION OF BITCOIN.—During the min-
18 imum holding period under paragraph (1), no
19 Bitcoin held in the Strategic Bitcoin Reserve may be
20 sold, swapped, auctioned, encumbered, or otherwise
21 disposed of for any purpose.

22 (3) RECOMMENDATIONS AFTER HOLDING PE-
23 RIOD.—

24 (A) IN GENERAL.—On the date that is 2
25 years before the end of the minimum holding

1 period under paragraph (1), the Secretary shall
2 submit to Congress recommendations on wheth-
3 er to continue to voluntarily hold or to allow for
4 the gradual and controlled release of a portion
5 of the holdings of the Strategic Bitcoin Reserve
6 for the sole purpose of reducing the national
7 debt.

8 (B) RECOMMENDATION.—Upon the expira-
9 tion of the minimum holding period, the Sec-
10 retary shall not recommend selling more than
11 10 percent of the assets of the Strategic Bitcoin
12 Reserve during any 2-year period.

13 (d) PUBLIC REPORTS.—Not later than 1 year after
14 the date of enactment of this Act, and annually thereafter
15 for a period of 20 years, the Secretary shall publish an
16 annual public report on the status of the Bitcoin Purchase
17 Program.

18 (e) ADDITIONAL BITCOIN ACQUISITIONS.—

19 (1) IN GENERAL.—Notwithstanding the pur-
20 chase limit established in subsection (a)(1)(A), the
21 United States may acquire and hold Bitcoin in ex-
22 cess of 1,000,000 Bitcoins if such Bitcoin is ac-
23 quired through—

24 (A) transfers from Federal agencies pursu-
25 ant to section 7;

1 (B) civil or criminal forfeitures;

2 (C) gifts or bequests made to the United
3 States; or

4 (D) any other lawful means other than di-
5 rect purchase under subsection (a)(1).

6 (2) TREATMENT OF ADDITIONAL HOLDINGS.—

7 Any Bitcoin acquired pursuant to paragraph (1)
8 shall—

9 (A) be placed in the Strategic Bitcoin Re-
10 serve;

11 (B) be subject to the same security, audit-
12 ing, and reporting requirements as Bitcoin ac-
13 quired through the Bitcoin Purchase Program;
14 and

15 (C) be subject to the minimum holding pe-
16 riod established in subsection (c)(1).

17 (3) LIMITATION.—Nothing in this subsection
18 shall be construed to authorize the Secretary to pur-
19 chase Bitcoin in excess of the limits established in
20 subsection (a)(1)(A) through the Bitcoin Purchase
21 Program.

22 (f) COORDINATION WITH EXCHANGE STABILIZATION
23 FUND.—The Secretary shall coordinate Bitcoin purchases
24 made through the Bitcoin Purchase Program with any
25 Bitcoin purchases made through the Exchange Stabiliza-

1 tion Fund under section 5302 of title 31, United States
2 Code, as amended by section 11 of this Act.

3 **SEC. 6. PROOF OF RESERVE SYSTEM.**

4 To ensure transparency and accountability in the
5 management of the Strategic Bitcoin Reserve, the Sec-
6 retary shall establish an ongoing Proof of Reserve system
7 of public cryptographic attestation under which—

8 (1) the Secretary shall—

9 (A) publish quarterly reports on the Stra-
10 tegic Bitcoin Reserve that include detailed in-
11 formation on the total holdings, transactions,
12 and demonstrated control of private keys relat-
13 ing to the Strategic Bitcoin Reserve, including
14 a public cryptographic attestation;

15 (B) make the quarterly reports available to
16 the public on an official website of the Depart-
17 ment of Treasury; and

18 (C) select an independent, third-party
19 auditor with expertise in cryptographic attesta-
20 tions to verify the accuracy and integrity of the
21 quarterly reports; and

22 (2) the Comptroller General of the United
23 States shall, to ensure compliance with this Act, con-
24 duct regular oversight of—

25 (A) the Strategic Bitcoin Reserve;

1 (B) the quarterly reports under paragraph
 2 (1)(A); and
 3 (C) the audits under paragraph (1)(C).

4 **SEC. 7. CONSOLIDATION OF GOVERNMENT BITCOIN HOLD-**
 5 **INGS.**

6 Beginning on the date of enactment of this Act, any
 7 Bitcoin under the control of any Federal agency, including
 8 the United States Marshal Service, shall—

9 (1) not be sold, swapped, auctioned, or other-
 10 wise encumbered; and

11 (2) upon the acquisition of legal title to such
 12 Bitcoin (including after a final, unappealable judg-
 13 ment is entered in a criminal or civil forfeiture ac-
 14 tion in favor of the Federal agency), be transferred
 15 by the head of such Federal agency to the Strategic
 16 Bitcoin Reserve.

17 **SEC. 8. VOLUNTARY STATE PARTICIPATION AND SEG-**
 18 **REGATED ACCOUNTS.**

19 (a) VOLUNTARY STATE PARTICIPATION.—The Sec-
 20 retary shall establish a program that allows a State to vol-
 21 untarily participate in storing the Bitcoin holdings of the
 22 State in the Strategic Bitcoin Reserve in a segregated ac-
 23 count.

24 (b) PARTICIPATION REQUIREMENTS.—A State choos-
 25 ing to participate in the program established under sub-

1 section (a) shall sign a contractual agreement outlining
2 the terms and conditions of participation, which shall in-
3 clude—

4 (1) the responsibilities of both the State and
5 the Strategic Bitcoin Reserve in managing and se-
6 curing the Bitcoin holdings of the State in the seg-
7 regated account of the State;

8 (2) a requirement that the State, in coordina-
9 tion with the Secretary, develop and implement ap-
10 propriate security protocols and access controls to
11 ensure the integrity and confidentiality of the seg-
12 regated account of the State; and

13 (3) retention of title, and all attendant legal in-
14 terests, by the State in the Bitcoin held in the seg-
15 regated account, including title to any digital asset
16 that is the result of a fork or airdrop relating to
17 such Bitcoin.

18 (c) WITHDRAW OR TRANSFER.—Each State partici-
19 pating in the program established under subsection (a)
20 shall have the right to withdraw or transfer the contents
21 of the segregated account of the State within the Strategic
22 Bitcoin Reserve, subject to the terms and conditions in
23 the signed contractual agreement under subsection (b) and
24 any applicable Federal regulations.

1 (d) LIMITATION OF LIABILITY.—Any agreement en-
 2 tered into under subsection (b) shall include an explicit
 3 acknowledgment by the State that digital asset custody
 4 carries inherent risks that cannot be eliminated com-
 5 pletely, and that the State assumes all risks associated
 6 with the voluntary placement of its digital assets in the
 7 Strategic Bitcoin Reserve.

8 **SEC. 9. OFFSETTING THE COST OF THE STRATEGIC**
 9 **BITCOIN RESERVE.**

10 (a) DISCRETIONARY SURPLUS FUNDS OF FEDERAL
 11 RESERVE BANKS.—Section 7(a)(3)(A) of the Federal Re-
 12 serve Act (12 U.S.C. 289(a)(3)(A)) is amended by striking
 13 “\$6,825,000,000” and inserting “\$2,400,000,000”.

14 (b) USE OF REMITTANCES TO TREASURY.—

15 (1) IN GENERAL.—Notwithstanding the second
 16 subsection (b) of section 7 of the Federal Reserve
 17 Act (12 U.S.C. 290), for fiscal years 2025 through
 18 2029, if the Federal reserve banks remit net earn-
 19 ings to the general fund of the Treasury during that
 20 period, the first \$6,000,000,000 of these remittances
 21 (before repayment of any deferred asset) in a fiscal
 22 year shall be utilized by the Secretary for the imple-
 23 mentation of the Bitcoin Purchase Program, pursu-
 24 ant to the purposes set forth under section 5.

1 (2) EXCEPTION.—Paragraph (1) shall not
2 apply if the Federal Reserve banks do not remit net
3 earnings in any given fiscal year during the period
4 of fiscal years 2025 through 2029.

5 (c) FEDERAL RESERVE SYSTEM GOLD CERTIFI-
6 CATES.—Not later than 180 days after the date of enact-
7 ment of this Act, the Federal reserve banks shall tender
8 all outstanding gold certificates in their custody to the
9 Secretary. Not later than 90 days after the tender of the
10 last such certificate, the Secretary shall issue new gold
11 certificates to the Federal reserve banks that reflect the
12 fair market value price of the gold held against such cer-
13 tificates by the Treasury, as of the date specified by the
14 Secretary on each new gold certificate. Upon issue by the
15 Secretary, each Federal reserve bank that receives a new
16 gold certificate shall remit the difference in cash value be-
17 tween the old and new gold certificates to the Secretary
18 for deposit in the general fund within 90 days.

19 (d) USE OF GOLD CERTIFICATE REMITTANCES.—

20 (1) IN GENERAL.—Funds remitted to the Sec-
21 retary under subsection (c) shall be allocated as fol-
22 lows:

23 (A) An amount necessary to fund the
24 Bitcoin Purchase Program, as established in
25 section 5, shall be reserved for that purpose, up

1 to the full amount required to purchase
2 1,000,000 Bitcoins under the program.

3 (B) Any funds in excess of the amount
4 necessary to fully fund the Bitcoin Purchase
5 Program shall be deposited in the general fund
6 of the Treasury to reduce the public debt.

7 (2) PRIORITY USE.—Funds allocated under
8 paragraph (1)(A) shall be used for Bitcoin purchases
9 under the Bitcoin Purchase Program before utilizing
10 the remittances described in subsection (b) for such
11 purchases.

12 (3) ANNUAL REPORT.—The Secretary shall in-
13 clude in the annual report required under section
14 5(d) an accounting of all funds received under sub-
15 section (c) and their allocation pursuant to this sub-
16 section.

17 (e) CONFORMING AMENDMENT.—Section 5117(b) of
18 title 31, United States Code, is amended by striking “(for
19 the purpose of issuing those certificates, of 42 and two-
20 ninths dollars a fine troy ounce)”.

21 **SEC. 10. PROTECTION OF PRIVATE PROPERTY RIGHTS.**

22 (a) RULES OF CONSTRUCTION.—Nothing in this Act
23 shall be construed to—

24 (1) authorize the Federal Government to seize,
25 confiscate, or otherwise impair any property right in

1 the lawfully acquired Bitcoin holdings of any person;
 2 or

3 (2) infringe upon the rights of individuals, busi-
 4 nesses, or organizations to purchase, hold, transfer,
 5 or dispose of Bitcoin in accordance with the law.

6 (b) AFFIRMATION OF RIGHTS.—This Act affirms and
 7 protects the rights of persons to maintain full lawful con-
 8 trol over the Bitcoin and other digital assets of those indi-
 9 viduals, recognizing that the ability to maintain self-cus-
 10 tody of private keys is fundamental to the principles of
 11 financial sovereignty, privacy, and personal liberty in the
 12 digital age.

13 **SEC. 11. MODIFICATION OF EXCHANGE STABILIZATION**
 14 **FUND.**

15 (a) IN GENERAL.—Section 5302 of title 31, United
 16 States Code, is amended—

17 (1) in subsection (a)(1), by inserting “section 5
 18 of the BITCOIN Act of 2025,” after “section 3 of
 19 the Special Drawing Rights Act (22 U.S.C. 286o),”;
 20 and

21 (2) in subsection (b), in the first sentence, by
 22 striking “gold, foreign exchange, and other instru-
 23 ments of credit and securities” and inserting “gold,
 24 Bitcoin, foreign exchange, and other instruments of
 25 credit and securities”.

1 (b) TRANSPARENCY AND ACCOUNTABILITY.—Section
2 5302(c) of title 31, United States Code, is amended—

3 (1) in paragraph (1), by inserting “, including
4 a detailed accounting of any Bitcoin transactions
5 and holdings” after “all projected liabilities”; and

6 (2) in paragraph (2), by inserting “, including
7 a specific accounting of any Bitcoin purchased, sold,
8 or held by the fund during the year preceding the
9 report” after “on the operation of the fund”.

○