

119TH CONGRESS  
1ST SESSION

**S.** \_\_\_\_\_

To amend the Help America Vote Act of 2002 to allow all eligible voters to vote by mail in Federal elections, to amend the National Voter Registration Act of 1993 to streamline the procedures under which individuals may apply to register to vote in such elections through State motor vehicle authorities, to permit automatic voter registration through such authorities for eligible citizens of the United States who do not complete voter registration applications, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

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Mr. WYDEN introduced the following bill; which was read twice and referred to the Committee on \_\_\_\_\_

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**A BILL**

To amend the Help America Vote Act of 2002 to allow all eligible voters to vote by mail in Federal elections, to amend the National Voter Registration Act of 1993 to streamline the procedures under which individuals may apply to register to vote in such elections through State motor vehicle authorities, to permit automatic voter registration through such authorities for eligible citizens of the United States who do not complete voter registration applications, 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,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Vote at Home Act of  
3 2025”.

4 **SEC. 2. FINDINGS.**

5 Congress finds the following:

6 (1) An inequity of voting rights exists in the  
7 United States because voters in some States have  
8 the universal right to vote by mail while voters in  
9 other States do not.

10 (2) Many voters often have work, family, or  
11 other commitments that make getting to polls and  
12 waiting in line on the date of an election difficult or  
13 impossible. Many citizens with disabilities are phys-  
14 ically unable to vote due to long lines, inadequate  
15 parking, no curb cuts, steep ramps, and large  
16 crowds. In the 2022 election, the Election Assistance  
17 Commission found that 20 percent of voters with  
18 disabilities faced difficulties voting in person.

19 (3) In 2020, despite a global pandemic, the  
20 general election saw record high turnout as a result  
21 of increased vote by mail options, which allowed vot-  
22 ers to cast a ballot and stay safe at the same time.

23 (4) Thirty five States and the District of Co-  
24 lumbia allow universal absentee voting (also known  
25 as “no-excuse” absentee voting), which permits any  
26 voter to request a mail-in ballot without providing a

1 reason for the request. No State which has imple-  
2 mented no-excuse absentee voting has repealed it.

3 (5) Eight states and Washington, D.C., conduct  
4 elections entirely by mail. At least 13 States cur-  
5 rently allow some elections to be conducted by mail,  
6 especially in large and rural jurisdictions where vot-  
7 ing by mail is especially convenient. Polling stations  
8 in rural jurisdictions tend to have higher costs per  
9 voter, smaller staffs, and limited resources. Trans-  
10 portation is often a crucial barrier for rural voters.

11 (6) In 2020, in order to provide greater accessi-  
12 bility and to protect the public health, 30 States  
13 adopted or changed their laws for the general elec-  
14 tion to allow voters to cast their ballots from home.  
15 These changes included removing strict excuse re-  
16 quirements or allowing COVID–19 concerns to be a  
17 valid excuse to vote absentee, allowing ballot drop  
18 boxes, offering prepaid postage on election mail ,and  
19 proactively sending all active registered voters appli-  
20 cations to request an absentee ballot, with some  
21 States even skipping that step and sending the ac-  
22 tual ballots.

23 (7) Voting by mail gives voters more time to  
24 consider their choices, which is especially important  
25 as many ballots contain greater numbers of ques-

1        tions about complex issues than in the past due to  
2        the expanded use of the initiative and referendum  
3        process in many States.

4            (8) Voting by mail is cost effective. After the  
5        State of Oregon adopted vote by mail for all voters  
6        in 1996, the cost to administer an election in the  
7        State dropped by nearly 30 percent over the next  
8        few elections, from \$3.07 per voter to \$2.21 per  
9        voter. After Colorado implemented all-mail balloting  
10       in 2013, voting administration costs decreased by an  
11       average of 40 percent. The cost of conducting vote-  
12       by-mail elections is generally one-third to one-half  
13       less than conducting polling place elections. Voting  
14       by mail also saves a substantial amount by getting  
15       rid of the temporary labor costs of hiring poll work-  
16       ers. In addition to that cost, many jurisdictions have  
17       been facing difficulty in obtaining sufficient numbers  
18       of poll workers.

19           (9) Allowing all voters the option to vote by  
20        mail can reduce waiting times for those voters who  
21        choose to vote at the polls. In 2024, voters in Illinois  
22        reported waiting in line up to 4 hours to vote; in  
23        Pennsylvania, voters reported waiting more than 6  
24        hours to cast a ballot.

1           (10) Voting by mail is preferable to many vot-  
2           ers as an alternative to going to the polls. In 2024,  
3           nearly 30 percent of ballots in the United States  
4           were cast by mail, up from 10 percent in 2000. Vot-  
5           ing by mail has become increasingly popular with  
6           voters who want to be certain that they are able to  
7           vote no matter what comes up on Election Day, as  
8           it reduces the physical obstacles and eases the time  
9           constraints connected with the act of voting.

10          (11) Despite attempts to claim that voting by  
11          mail is susceptible to fraud, it is not. Strategies such  
12          as the tracking systems for ballots and Postal Serv-  
13          ice cooperation in preventing ballots from being de-  
14          livered to names not recognized as receiving mail at  
15          an address nearly eliminate the potential for fraud  
16          in vote by mail elections. Evidence of undue influ-  
17          ence or voter coercion after vote-by-mail implementa-  
18          tion in Oregon has been nonexistent to minimal.

19          (12) Many of the reasons which voters in many  
20          States are required to provide in order to vote by  
21          mail require the revelation of personal information  
22          about health, travel plans, or religious activities,  
23          which violate voters' privacy while doing nothing to  
24          prevent voter fraud.

1           (13) State laws which require voters to obtain  
2           a notary signature to vote by mail only add cost and  
3           inconvenience to voters without increasing security.

4           (14) Vote-by-mail typically increases turnout in  
5           all elections, but can be particularly effective in in-  
6           creasing voter participation in special elections and  
7           primary elections. Oregon, Washington, and Colo-  
8           rado, 3 States with entirely vote by mail systems,  
9           continue to have consistently high voter turnout  
10          rates.

11          (15) A crucial component of a modern voting  
12          system is making it easy, affordable, and accessible  
13          to register to vote. Twenty four States and the Dis-  
14          trict of Columbia have enacted automatic voter reg-  
15          istration policies, with Oregon and California becom-  
16          ing the first to automatically register their citizens  
17          to vote when they apply for a driver's license. Auto-  
18          matic, permanent voter registration has the potential  
19          to increase participation, protect election integrity,  
20          and reduce registration costs.

21   **SEC. 3. PROMOTING ABILITY OF VOTERS TO VOTE BY MAIL**

22                   **IN FEDERAL ELECTIONS.**

23          (a) VOTING BY MAIL IN FEDERAL ELECTIONS.—

24                  (1) IN GENERAL.—Subtitle A of title III of the  
25          Help America Vote Act of 2002 (52 U.S.C. 21081

1 et seq.) is amended by inserting after section 303  
2 the following new section:

3 **“SEC. 303A. PROMOTING ABILITY OF VOTERS TO VOTE BY**  
4 **MAIL.**

5 “(a) IN GENERAL.—If an individual in a State is eli-  
6 gible to cast a vote in an election for Federal office, the  
7 State may not impose any additional conditions or require-  
8 ments on the eligibility of the individual to cast the vote  
9 in such election by mail, except to the extent that the  
10 State imposes a deadline for requesting the ballot and re-  
11 lated voting materials from the appropriate State or local  
12 election official and for returning the ballot to the appro-  
13 priate State or local election official.

14 “(b) PROVISION OF BALLOT MATERIALS.—Not later  
15 than 2 weeks before the date of any election for Federal  
16 office, each State shall mail ballots to individuals who are  
17 registered to vote in such election.

18 “(c) ACCESSIBILITY FOR INDIVIDUALS WITH DIS-  
19 ABILITIES.—All ballots provided under this section shall  
20 be accessible to individuals with disabilities in a manner  
21 that provides the same opportunity for access and partici-  
22 pation (including for privacy and independence) as for  
23 other voters.

24 “(d) RULE OF CONSTRUCTION.—Nothing in this sec-  
25 tion shall be construed to affect the authority of States

1 to conduct elections for Federal office through the use of  
2 polling places at which individuals cast ballots.

3 “(e) EFFECTIVE DATE.—A State shall be required  
4 to comply with the requirements of this section with re-  
5 spect to elections for Federal office held in years beginning  
6 with 2026.”.

7 (2) CONFORMING AMENDMENT RELATING TO  
8 ENFORCEMENT.—Section 401 of such Act (52  
9 U.S.C. 21111) is amended by striking “and 304”  
10 and inserting “303A, and 304”.

11 (3) CLERICAL AMENDMENT.—The table of con-  
12 tents for such Act is amended by inserting after the  
13 item relating to section 303 the following new item:  
“Sec. 303A. Promoting ability of voters to vote by mail.”.

14 (b) FREE POSTAGE FOR VOTING BY MAIL.—

15 (1) IN GENERAL.—Chapter 34 of title 39,  
16 United States Code, is amended by adding at the  
17 end the following:

18 **“§ 3407. Ballots provided for voting in Federal elec-**  
19 **tions**

20 “Blank ballots mailed pursuant to section 303A(b)  
21 of the Help America Vote Act of 2002 which are mailed  
22 by a State or local election official (individually or in bulk)  
23 to a voter, and voted ballots which are mailed by a voter  
24 to an election official, shall be carried expeditiously and  
25 free of postage.”.



1           (2) TECHNICAL AND CONFORMING AMEND-  
2           MENTS.—

3           (A) TABLE OF SECTIONS.—The table of  
4           sections for chapter 34 of title 39, United  
5           States Code, is amended by adding at the end  
6           the following:

“3407. Ballots provided for voting in Federal elections.”.

7           (B) AUTHORIZATION OF APPROPRIA-  
8           TIONS.—Section 2401(c) of title 39, United  
9           States Code, is amended by striking “3403  
10          through 3406” and inserting “3403 through  
11          3407”.

12 **SEC. 4. VOTER REGISTRATION THROUGH STATE MOTOR**  
13 **VEHICLE AUTHORITIES.**

14          (a) STREAMLINING EXISTING PROCEDURES.—Sec-  
15          tion 5 of the National Voter Registration Act of 1993 (52  
16          U.S.C. 20504) is amended to read as follows:

17 **“SEC. 5. VOTER REGISTRATION THROUGH MOTOR VEHICLE**  
18 **AUTHORITY.**

19          “(a) STREAMLINED REGISTRATION THROUGH APPLI-  
20          CATION FOR DRIVER’S LICENSE.—

21                 “(1) IN GENERAL.—Each State shall include a  
22          voter registration application form for elections for  
23          Federal office as part of an application for a State  
24          motor vehicle driver’s license for each applicable in-

1       dividual other than an applicable individual de-  
2       scribed in subsection (b)(1).

3               “(2) FORMS AND PROCEDURES.—The voter  
4       registration application portion of an application for  
5       a State motor vehicle driver’s license—

6               “(A) may not require any information that  
7       duplicates information required in the driver’s  
8       license portion of the form;

9               “(B) may require only the minimum  
10      amount of information necessary to—

11              “(i) prevent duplicate voter registra-  
12      tions; and

13              “(ii) enable State election officials to  
14      assess the eligibility of an applicable indi-  
15      vidual and to administer voter registration;

16              “(C) shall include a statement that—

17              “(i) states each eligibility requirement  
18      (including citizenship);

19              “(ii) contains an attestation that the  
20      applicant meets each such requirement;  
21      and

22              “(iii) requires the signature of the ap-  
23      plicant, under penalty of perjury;

24              “(D) shall include—

1 “(i) a statement that, if an applicant  
2 declines to register to vote, the fact that  
3 the applicant has declined to register will  
4 remain confidential and will be used only  
5 for voter registration purposes; and

6 “(ii) a statement that if an applicant  
7 does register to vote, the office at which  
8 the applicant submits a voter registration  
9 application will remain confidential and  
10 will be used only for voter registration pur-  
11 poses; and

12 “(E) shall be made available (as submitted  
13 by the applicant, or in machine readable or  
14 other format) to the appropriate State election  
15 official as provided by State law—

16 “(i) subject to clause (ii), not later  
17 than 10 days after the date of acceptance;  
18 or

19 “(ii) if a registration application is ac-  
20 cepted within 5 days before the last day  
21 for registration to vote in an election, not  
22 later than 5 days after the date of accept-  
23 ance.

24 “(3) TREATMENT OF ATTESTATIONS OF ELIGI-  
25 BILITY.—For purposes of an application for voter

1 registration with respect to elections for Federal of-  
2 fice in a State under this subsection, an attestation  
3 of eligibility, including an attestation that the appli-  
4 cant is a United States citizen, shall be treated as  
5 the presumptive minimum amount of information  
6 necessary for the State to assess the eligibility of an  
7 applicable individual to vote in such elections and for  
8 the State to administer voter registration, except  
9 that a State shall prevent the completion of or reject  
10 the voter registration application of an applicable in-  
11 dividual based upon reliable information in its pos-  
12 session demonstrating that the individual is not a  
13 United States citizen or is otherwise ineligible to  
14 register to vote in elections for Federal office in the  
15 State at the time of the application for a motor vehi-  
16 cle driver's license.

17 “(b) AUTOMATIC REGISTRATION OF ELIGIBLE CITI-  
18 ZENS.—

19 “(1) DUTIES OF MOTOR VEHICLE AUTHOR-  
20 ITY.—Each State motor vehicle authority shall  
21 transmit the voter registration information described  
22 in paragraph (2) with respect to an applicable indi-  
23 vidual to the appropriate election official if—

24 “(A) such individual has presented a docu-  
25 ment as part of an application for a State

1 motor vehicle driver's license (including a docu-  
2 ment presented in a previous application re-  
3 tained by the State's motor vehicle authority)  
4 demonstrating that the individual is a United  
5 States citizen; or

6 “(B) based on information provided to the  
7 State motor vehicle authority by the appro-  
8 priate election official, such individual is cur-  
9 rently registered to vote in elections for Federal  
10 office in the State.

11 “(2) VOTER REGISTRATION INFORMATION DE-  
12 SCRIBED.—The voter registration information trans-  
13 mitted by the State motor vehicle authority de-  
14 scribed in this paragraph is, with respect to an ap-  
15 plicable individual, the minimum amount of informa-  
16 tion necessary to—

17 “(A) prevent duplicate voter registrations;

18 “(B) enable State election officials to as-  
19 sess the eligibility of such an individual who is  
20 not at that time registered to vote in elections  
21 for Federal office in the State and to admin-  
22 ister voter registration; and

23 “(C) enable State election officials to up-  
24 date the address of such an individual who is

1           currently registered to vote in elections for Fed-  
2           eral office in the State.

3           “(3) DEADLINE FOR TRANSMISSION TO ELEC-  
4           TION OFFICIAL.—The voter registration information  
5           described in paragraph (2) shall be made available  
6           (in machine readable or other format) to the appro-  
7           priate State election official as provided by State  
8           law—

9                   “(A) subject to subparagraph (B), not  
10           later than 10 days after the date of acceptance;  
11           or

12                   “(B) if the voter registration information  
13           is accepted within 5 days before the last day for  
14           registration to vote in an election, not later  
15           than 5 days after the date of acceptance.

16           “(4) DETERMINATION OF REGISTRATION STA-  
17           TUS BY ELECTION OFFICIALS RECEIVING INFORMA-  
18           TION.—Upon receiving the voter registration infor-  
19           mation with respect to an individual under para-  
20           graph (1), the appropriate State election official  
21           shall determine—

22                   “(A) whether such individual is at that  
23           time registered to vote in elections for Federal  
24           office in the State;

1 “(B) if the individual is at that time reg-  
2 istered to vote in such elections, the address at  
3 which the individual is registered.; and

4 “(C) if the individual at that time is not  
5 registered to vote in elections for Federal office  
6 in the State, whether such individual is eligible  
7 to vote in such elections, including as provided  
8 by section 8(a)(3)(B) through the procedure set  
9 forth in section 303(a)(2)(A)(ii)(I) of the Help  
10 America Vote Act of 2002 (52 U.S.C.  
11 21083(a)(2)(A)(ii)(I)).

12 “(5) REGISTRATION OF ELIGIBLE UNREGIS-  
13 TERED INDIVIDUALS.—

14 “(A) NOTICE.—In the case of an applica-  
15 ble individual who is determined by the appro-  
16 priate State election official to be eligible to  
17 vote in elections for Federal office in the State  
18 and who is not at the time registered to vote in  
19 such elections, the appropriate State election of-  
20 ficial shall issue a notice, which may be com-  
21 bined with the notice described in section  
22 8(a)(2), to the individual containing—

23 “(i) a statement that the individual’s  
24 records and signature shall constitute a  
25 completed registration for the individual

1           unless the individual notifies the election  
2           official in response to the notice that the  
3           individual declines to be registered to vote  
4           in elections for Federal office held in the  
5           State; and

6                   “(ii) a description of the process by  
7           which the individual may decline to be reg-  
8           istered to vote in elections for Federal of-  
9           fice in the State.

10                   “(B) REGISTRATION.—Upon the issuance  
11           of a notice to an individual under subparagraph  
12           (A), the official shall ensure that the individual  
13           is registered to vote in elections for Federal of-  
14           fice held in the State unless in response to the  
15           notice, the individual notifies the official that  
16           the individual declines to be registered to vote  
17           in such elections.

18                   “(C) REMOVAL OF INDIVIDUALS INCOR-  
19           RECTLY REGISTERED.—If, after an individual is  
20           registered under subparagraph (B) to vote in  
21           elections for Federal office held in the State,  
22           the appropriate State election official later de-  
23           termines that the individual does not meet the  
24           eligibility requirements for registering to vote in  
25           such elections, including as provided by section



1           8(a)(3)(B) or as a result of error relating to the  
2           duties of the State motor vehicle authority  
3           under paragraph (1), the individual shall be re-  
4           moved from the official list of registered voters  
5           in the State and deemed never to have reg-  
6           istered to vote or attempted to register to vote.

7           “(6) CORRECTING ADDRESSES OF INDIVIDUALS  
8           REGISTERED AT DIFFERENT ADDRESSES.—

9                   “(A) NOTICE.—In the case of an applica-  
10           ble individual who is registered to vote in elec-  
11           tions for Federal office in the State at a dif-  
12           ferent address in the State than the address  
13           provided in the information transmitted under  
14           this subsection, the appropriate State election  
15           official shall issue a notice, which may be com-  
16           bined with the notice described in section  
17           8(a)(2), to the individual containing—

18                   “(i) a statement that the address pro-  
19           vided in such information shall be used as  
20           the individual’s address for voter registra-  
21           tion purposes; and

22                   “(ii) a description of the process by  
23           which the individual may correct an ad-  
24           dress for voter registration purposes.

1           “(B) CHANGE OF ADDRESS.—Upon the  
2           issuance of a notice to an individual under sub-  
3           paragraph (A), the official shall ensure that the  
4           individual is registered to vote in elections for  
5           Federal office at the address provided in the in-  
6           formation transmitted under this subsection un-  
7           less the individual corrects the change of ad-  
8           dress for voter registration purposes.

9           “(7) VOTER PROTECTIONS.—

10           “(A) PROTECTIONS FOR ERRORS IN REG-  
11           ISTRATION.—An individual shall not be pros-  
12           ecuted under any Federal or State law, ad-  
13           versely affected in any civil adjudication con-  
14           cerning immigration status or naturalization, or  
15           subject to an allegation in any legal proceeding  
16           that the individual is not a citizen of the United  
17           States on any of the following grounds:

18           “(i) The individual notified an election  
19           office of the individual’s automatic reg-  
20           istration to vote under this subsection.

21           “(ii) The individual is not eligible to  
22           vote in elections for Federal office but was  
23           automatically registered to vote under this  
24           subsection due to agency error.

1 “(iii) The individual was automatically  
2 registered to vote under this subsection at  
3 an incorrect address.

4 “(iv) The individual did not make an  
5 affirmation of citizenship, including  
6 through automatic registration under this  
7 subsection.

8 “(B) LIMITS ON USE OF AUTOMATIC REG-  
9 ISTRATION.—The automatic registration of any  
10 individual under this subsection or the fact that  
11 an individual did not make an affirmation of  
12 citizenship, including through automatic reg-  
13 istration under this subsection, may not be used  
14 as evidence against that individual in any State  
15 or Federal law enforcement proceeding or any  
16 civil adjudication concerning immigration status  
17 or naturalization, and an individual’s lack of  
18 knowledge or willfulness of such registration  
19 may be demonstrated by the individual’s testi-  
20 mony alone.

21 “(C) PROTECTION OF ELECTION INTEG-  
22 RITY.—Nothing in subparagraphs (A) or (B)  
23 may be construed to prohibit or restrict any ac-  
24 tion under color of law against an individual  
25 who—

1 “(i) knowingly and willfully makes a  
2 false statement to effectuate or perpetuate  
3 automatic voter registration under this  
4 subsection by any individual; or

5 “(ii) casts a ballot knowingly and will-  
6 fully in violation of State law or the laws  
7 of the United States.

8 “(c) GENERAL PROVISIONS.—

9 “(1) PROHIBITING TRANSMISSION OF INFORMA-  
10 TION ON NONCITIZENS.—The State motor vehicle  
11 authority shall not transmit voter registration infor-  
12 mation under this section with respect to an applica-  
13 ble individual if, as part of the application for a  
14 State motor vehicle driver’s license, the individual—

15 “(A) presents a document demonstrating  
16 that the individual is not a United States cit-  
17 izen at the time of the application; or

18 “(B) makes an attestation demonstrating  
19 that the individual is not a United States cit-  
20 izen at the time of the application, if such at-  
21 testation is required by State law for purposes  
22 of the application for a State motor vehicle  
23 driver’s license.

24 “(2) LIMITATION ON USE OF INFORMATION.—  
25 No information relating to the failure of an appli-

1 cant for a State motor vehicle driver’s license to sign  
2 a voter registration application or to an applicant’s  
3 decision to decline voter registration may be used for  
4 any purpose other than voter registration.

5 “(3) APPLICABLE INDIVIDUAL.—For purposes  
6 of this section, the term ‘applicable individual’  
7 means any individual who submits an application for  
8 a State motor vehicle driver’s license, including an  
9 initial application, renewal application, or change of  
10 address form, whether submitted in person, by mail,  
11 or by electronic means.”.

12 (b) CONFORMING AMENDMENT RELATING TO TIM-  
13 ING OF REGISTRATION PRIOR TO ELECTIONS.—Section  
14 8(a)(1)(A) of such Act (52 U.S.C. 20507(a)(1)(A)) is  
15 amended to read as follows:

16 “(A) in the case of registration through a  
17 motor vehicle authority under section 5—

18 “(i) if the valid voter registration  
19 form of the applicant is submitted to the  
20 motor vehicle authority under section 5(a),  
21 not later than the lesser of 30 days, or the  
22 period provided by State law, before the  
23 date of the election; or

24 “(ii) in the case of registration under  
25 section 5(b), if the voter registration infor-

1                   mation described in section 5(b)(2) which  
2                   is transmitted by the motor vehicle author-  
3                   ity is submitted by the applicant to the au-  
4                   thority, not later than the lesser of 30  
5                   days, or the period provided by State law,  
6                   before the date of the election; or”.

7           (c) OTHER CONFORMING AMENDMENT.—Section  
8   4(a)(1) of such Act (52 U.S.C. 20503(a)(1)) is amended  
9   to read as follows:

10           “(1) through the State motor vehicle authority  
11   pursuant to section 5;”.

12           (d) EFFECTIVE DATE.—The amendments made by  
13   this section shall take effect upon the expiration of the  
14   180-day period which begins on the date of the enactment  
15   of this Act.