

119TH CONGRESS
1ST SESSION

S. 1887

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.

IN THE SENATE OF THE UNITED STATES

MAY 22, 2025

Mr. WYDEN (for himself, Ms. CANTWELL, Mr. MERKLEY, Mr. BLUMENTHAL, Ms. BALDWIN, Mr. VAN HOLLEN, Mr. WELCH, Ms. WARREN, Mr. BOOKER, Mr. SCHATZ, Mr. BENNET, Mr. MARKEY, and Mr. WHITEHOUSE) introduced the following bill; which was read twice and referred to the Committee on Rules and Administration

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,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Vote at Home Act of
5 2025”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

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

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

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

1 (4) Thirty-five States and the District of Co-
2 lumbia allow universal absentee voting (also known
3 as “no-excuse” absentee voting), which permits any
4 voter to request a mail-in ballot without providing a
5 reason for the request. No State which has imple-
6 mented no-excuse absentee voting has repealed it.

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

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

1 States even skipping that step and sending the ac-
2 tual ballots.

3 (7) Voting by mail gives voters more time to
4 consider their choices, which is especially important
5 as many ballots contain greater numbers of ques-
6 tions about complex issues than in the past due to
7 the expanded use of the initiative and referendum
8 process in many States.

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

24 (9) Allowing all voters the option to vote by
25 mail can reduce waiting times for those voters who

1 choose to vote at the polls. In 2024, voters in Illinois
2 reported waiting in line up to 4 hours to vote; in
3 Pennsylvania, voters reported waiting more than 6
4 hours to cast a ballot.

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

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

23 (12) Many of the reasons which voters in many
24 States are required to provide in order to vote by
25 mail require the revelation of personal information

1 about health, travel plans, or religious activities,
2 which violate voters' privacy while doing nothing to
3 prevent voter fraud.

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

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

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

1 **SEC. 3. PROMOTING ABILITY OF VOTERS TO VOTE BY MAIL**
 2 **IN FEDERAL ELECTIONS.**

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

4 (1) IN GENERAL.—Subtitle A of title III of the
 5 Help America Vote Act of 2002 (52 U.S.C. 21081
 6 et seq.) is amended by inserting after section 303
 7 the following new section:

8 **“SEC. 303A. PROMOTING ABILITY OF VOTERS TO VOTE BY**
 9 **MAIL.**

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

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

23 “(c) ACCESSIBILITY FOR INDIVIDUALS WITH DIS-
 24 ABILITIES.—All ballots provided under this section shall
 25 be accessible to individuals with disabilities in a manner
 26 that provides the same opportunity for access and partici-

1 pation (including for privacy and independence) as for
 2 other voters.

3 “(d) RULE OF CONSTRUCTION.—Nothing in this sec-
 4 tion shall be construed to affect the authority of States
 5 to conduct elections for Federal office through the use of
 6 polling places at which individuals cast ballots.

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

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

15 (3) CLERICAL AMENDMENT.—The table of con-
 16 tents for such Act is amended by inserting after the
 17 item relating to section 303 the following new item:

“Sec. 303A. Promoting ability of voters to vote by mail.”.

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

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

22 **“§ 3407. Ballots provided for voting in Federal elec-**
 23 **tions**

24 “Blank ballots mailed pursuant to section 303A(b)
 25 of the Help America Vote Act of 2002 which are mailed

1 by a State or local election official (individually or in bulk)
 2 to a voter, and voted ballots which are mailed by a voter
 3 to an election official, shall be carried expeditiously and
 4 free of postage.”.

5 (2) TECHNICAL AND CONFORMING AMEND-
 6 MENTS.—

7 (A) TABLE OF SECTIONS.—The table of
 8 sections for chapter 34 of title 39, United
 9 States Code, is amended by adding at the end
 10 the following:

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

11 (B) AUTHORIZATION OF APPROPRIA-
 12 TIONS.—Section 2401(c) of title 39, United
 13 States Code, is amended by striking “3403
 14 through 3406” and inserting “3403 through
 15 3407”.

16 **SEC. 4. VOTER REGISTRATION THROUGH STATE MOTOR**
 17 **VEHICLE AUTHORITIES.**

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

21 **“SEC. 5. VOTER REGISTRATION THROUGH MOTOR VEHICLE**
 22 **AUTHORITY.**

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

1 “(1) IN GENERAL.—Each State shall include a
2 voter registration application form for elections for
3 Federal office as part of an application for a State
4 motor vehicle driver’s license for each applicable in-
5 dividual other than an applicable individual de-
6 scribed in subsection (b)(1).

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

10 “(A) may not require any information that
11 duplicates information required in the driver’s
12 license portion of the form;

13 “(B) may require only the minimum
14 amount of information necessary to—

15 “(i) prevent duplicate voter registra-
16 tions; and

17 “(ii) enable State election officials to
18 assess the eligibility of an applicable indi-
19 vidual and to administer voter registration;

20 “(C) shall include a statement that—

21 “(i) states each eligibility requirement
22 (including citizenship);

23 “(ii) contains an attestation that the
24 applicant meets each such requirement;
25 and

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

3 “(D) shall include—

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

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

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

19 “(i) subject to clause (ii), not later
20 than 10 days after the date of acceptance;
21 or

22 “(ii) if a registration application is ac-
23 cepted within 5 days before the last day
24 for registration to vote in an election, not

1 later than 5 days after the date of accept-
2 ance.

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

21 “(b) AUTOMATIC REGISTRATION OF ELIGIBLE CITI-
22 ZENS.—

23 “(1) DUTIES OF MOTOR VEHICLE AUTHOR-
24 ITY.—Each State motor vehicle authority shall
25 transmit the voter registration information described

1 in paragraph (2) with respect to an applicable indi-
2 vidual to the appropriate election official if—

3 “(A) such individual has presented a docu-
4 ment as part of an application for a State
5 motor vehicle driver’s license (including a docu-
6 ment presented in a previous application re-
7 tained by the State’s motor vehicle authority)
8 demonstrating that the individual is a United
9 States citizen; or

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

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

21 “(A) prevent duplicate voter registrations;

22 “(B) enable State election officials to as-
23 sess the eligibility of such an individual who is
24 not at that time registered to vote in elections

1 for Federal office in the State and to admin-
 2 ister voter registration; and

3 “(C) enable State election officials to up-
 4 date the address of such an individual who is
 5 currently registered to vote in elections for Fed-
 6 eral office in the State.

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

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

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

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

1 “(A) whether such individual is at that
 2 time registered to vote in elections for Federal
 3 office in the State;

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

7 “(C) if the individual at that time is not
 8 registered to vote in elections for Federal office
 9 in the State, whether such individual is eligible
 10 to vote in such elections, including as provided
 11 by section 8(a)(3)(B) through the procedure set
 12 forth in section 303(a)(2)(A)(ii)(I) of the Help
 13 America Vote Act of 2002 (52 U.S.C.
 14 21083(a)(2)(A)(ii)(I)).

15 “(5) REGISTRATION OF ELIGIBLE UNREGIS-
 16 TERED INDIVIDUALS.—

17 “(A) NOTICE.—In the case of an applica-
 18 ble individual who is determined by the appro-
 19 priate State election official to be eligible to
 20 vote in elections for Federal office in the State
 21 and who is not at the time registered to vote in
 22 such elections, the appropriate State election of-
 23 ficial shall issue a notice, which may be com-
 24 bined with the notice described in section
 25 8(a)(2), to the individual containing—

1 “(i) a statement that the individual’s
2 records and signature shall constitute a
3 completed registration for the individual
4 unless the individual notifies the election
5 official in response to the notice that the
6 individual declines to be registered to vote
7 in elections for Federal office held in the
8 State; and

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

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

21 “(C) REMOVAL OF INDIVIDUALS INCOR-
22 RECTLY REGISTERED.—If, after an individual is
23 registered under subparagraph (B) to vote in
24 elections for Federal office held in the State,
25 the appropriate State election official later de-

1 termines that the individual does not meet the
2 eligibility requirements for registering to vote in
3 such elections, including as provided by section
4 8(a)(3)(B) or as a result of error relating to the
5 duties of the State motor vehicle authority
6 under paragraph (1), the individual shall be re-
7 moved from the official list of registered voters
8 in the State and deemed never to have reg-
9 istered to vote or attempted to register to vote.

10 “(6) CORRECTING ADDRESSES OF INDIVIDUALS
11 REGISTERED AT DIFFERENT ADDRESSES.—

12 “(A) NOTICE.—In the case of an applica-
13 ble individual who is registered to vote in elec-
14 tions for Federal office in the State at a dif-
15 ferent address in the State than the address
16 provided in the information transmitted under
17 this subsection, the appropriate State election
18 official shall issue a notice, which may be com-
19 bined with the notice described in section
20 8(a)(2), to the individual containing—

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

1 “(ii) a description of the process by
2 which the individual may correct an ad-
3 dress for voter registration purposes.

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

12 “(7) VOTER PROTECTIONS.—

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

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

24 “(ii) The individual is not eligible to
25 vote in elections for Federal office but was

1 automatically registered to vote under this
2 subsection due to agency error.

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

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

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

23 “(C) PROTECTION OF ELECTION INTEG-
24 RITY.—Nothing in subparagraphs (A) or (B)
25 may be construed to prohibit or restrict any ac-

tion under color of law against an individual
who—

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

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

“(c) GENERAL PROVISIONS.—

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

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

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

1 “(2) LIMITATION ON USE OF INFORMATION.—

2 No information relating to the failure of an appli-
3 cant for a State motor vehicle driver’s license to sign
4 a voter registration application or to an applicant’s
5 decision to decline voter registration may be used for
6 any purpose other than voter registration.

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

14 (b) CONFORMING AMENDMENT RELATING TO TIM-
15 ING OF REGISTRATION PRIOR TO ELECTIONS.—Section
16 8(a)(1)(A) of such Act (52 U.S.C. 20507(a)(1)(A)) is
17 amended to read as follows:

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

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

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

9 (c) OTHER CONFORMING AMENDMENT.—Section
10 4(a)(1) of such Act (52 U.S.C. 20503(a)(1)) is amended
11 to read as follows:

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

14 (d) EFFECTIVE DATE.—The amendments made by
15 this section shall take effect upon the expiration of the
16 180-day period which begins on the date of the enactment
17 of this Act.

○