

Research Report

Voter ID Pilot Evaluation

Prepared for: The Electoral Commission

Prepared by: BMG Research

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Date: June 2019



Produced by BMG Research

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Project: 1724

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1 Introduction

1.1 Background

Historically, voters at polling stations in Great Britain have not been required to show any identification in order to vote. Voters have been required to simply confirm their name and address. However, in 2018 the government piloted the requirement to show ID in order to vote at polling stations for the local council elections. Five local authorities took part in the pilots (Bromley, Gosport, Swindon, Watford and Woking), with each testing different identification requirements. The Electoral Commission published an evaluation of the pilots which looked at the impact they had on voters' ability and willingness to vote.

Following on from this, ten councils conducted pilots at their local council elections on Thursday 2nd May 2019¹. Two of these councils, Watford and Woking², had participated in the 2018 pilots while the other eight participated for the first time this year (Braintree, Broxtowe, Craven, Derby, Mid Sussex, North Kesteven, North West Leicestershire and Pendle).

There were three types of pilots run across the different local authorities: photo pilots, in which electors had to present a form of photo ID, poll card pilots where electors had to show their polling cards in order to cast their ballot³ and mixed (photo and non-photo) pilots where electors had to show either photo ID or two forms of non-photo ID. The table below sums up the type of pilot that each local authority took part in:

Table 1: Types of pilot by local authority

Pilot type	Local authority
Photo	Pendle and Woking
Mixed (photo and non-photo)	Broxtowe, Derby, North Kesteven, Braintree and Craven
Poll card	Mid Sussex, Watford and North West Leicestershire

More information on the ID requirements for each local authority can be found in Electoral Commission reporting.

1.2 Methodology

To help evaluate the pilot, BMG Research were commissioned to carry out research in the participating local authorities prior to communications about the ID pilots being issued by local authorities (pre-wave) and immediately after the local elections (post-wave).

¹ A full list of local authorities that held local elections on 2nd May 2019 can be found in appendices.

² In 2018 voters in Watford could either present their poll card or specified forms of photo or non-photo ID; in Woking photo ID was required.

³ In Mid Sussex and Watford, poll cards were technology enabled and had a unique code which was scanned in polling stations. Poll cards in North West Leicestershire were traditional poll cards.

Data was collected through Computer Assisted Personal Interviewing (CAPI). 1,884 interviews were completed in the pre-wave and 1,887 in the post-wave. Pre-wave fieldwork took place between 14th January and 4th February 2019 and post-wave fieldwork took place between 3rd May and 19th May 2019.

The table below shows the number of completed interviews per local authority.

Table 2: Number of interviews completed

Pilot type	Local authority	Post-wave interviews	Pre-wave interviews
Photo	Pendle	226	230
	Woking	224	225
Mixed	Braintree	150	175
	Broxtowe	145	150
	Derby	201	275
	North Kesteven	135	151
	Craven	125	N/A ⁴
Poll card	Mid Sussex	276	275
	North West Leicestershire	201	203
	Watford	204	200

This report outlines the key findings from the post-wave survey, compares them to the pre-wave survey where possible and notes any differences between the two. This allows any changes in attitudes in the pilot areas to be identified.

To distinguish whether differences could be attributed to the ID pilots or to trends within the country as a whole, the data has also been compared with the results of an online survey undertaken by BMG for the Electoral Commission following the local elections with electors living in electing areas. This survey is known as Post Poll. It included Northern Ireland and the parts of England that had elections in 2019. However, this report focuses on the results for England only, as ID pilots only took place in local authorities in England and there are already requirements to show ID when voting in polling stations in Northern Ireland.

The results of the England Post Poll are used as a control group for analysis since the sample is similar in terms of demographics to the ID pilot post-wave sample. Only a small

⁴ Confirmation that Craven would participate in the pilot was received after the set-up of the pre-wave.

number of respondents that took part in the Post Poll survey lived in ID pilot areas (27 out of 1,011). Therefore, they are unlikely to influence the overall results.

In some cases, data from the Winter Tracker survey has also been used as a comparison. The Winter Tracker is a yearly online survey across the UK undertaken by the Electoral Commission to track attitudes towards the electoral process. Fieldwork for the Winter Tracker took place between January and February 2019, meaning that it can be used as a comparator for the ID pilots pre-wave survey. As with the Post Poll, only results for electing areas in England have been taken into account.

The table below gives a summary of the data sets that have been used in this report.



Table 3: Datasets used in this report

	January/February 2019	May 2019
ID pilots areas	ID pilots pre-wave	ID pilots post-wave
	Face-to-face interviewing	Face-to-face interviewing
	1,884 interviews	1,887 interviews
Comparator (England)	England Winter Tracker	England Post Poll
	Online interviewing	Online interviewing
	1,122 interviews	1,011 interviews

As the methodologies used for the ID pilots surveys and the Post Poll and Winter Tracker surveys differ, it is not possible to conduct significance testing between the data sets. However, notable differences between the surveys have been commented on throughout this report.

1.3 Notes on this report

- Statistical significance testing on data in this report has been carried out at a 95% confidence level. This means that there is only a 5% probability that the difference has occurred by chance (a commonly accepted level of probability) rather than being a 'real' difference.
- In the tables and charts contained in this report, a * symbol denotes a proportion that is less than 0.5%, but greater than zero.
- Where results do not sum to 100%, this is either due to rounding or due to multiple responses being allowed for the question.
- Results are based on all respondents unless otherwise specified. Where results for sub-groups have been used in charts their relevant base sizes are shown in parentheses after the description of the sub-group, e.g. Poll card pilot areas (681).

- In the figures contained in this report, where a result for a sub-group is statistically significantly different from the total, the relevant figure has been shown within a box – the box is red () when the figure is lower than those of other groups and green () when it's higher.
- Data have been weighted to ensure that the results for each pilot area are representative of the population of that area on key demographic factors (age, gender, social grade and ethnicity). Appendix 3 shows the weighted and unweighted sample profiles for each of the four surveys.
- Where very small proportions of the populations are discussed these are referred to in terms of the number of people interviewed, rather than as a percentage of the population. Where this is the case these numbers refer to the number of people interviewed who gave such a response and no weighting has been applied. This means that some numbers quoted may not exactly match the weighted proportions in data tables or other figures.

2 Executive Summary

2.1 Voting in 2nd May elections

- Half of electors (53%) in ID pilot areas report that they voted in the local government elections on 2nd May 2019. This is six percentage points lower than across England as a whole (59%).
 - 54% of those in mixed (photo and non-photo) pilot areas say that they voted compared to 52% in poll card areas and 50% of those in photo pilot areas.
 - Although official turnout figures are not confirmed at time of writing, this proportion is likely to be notably higher than the proportion who actually voted. Self-reported turnout figures are often higher than official estimates due to ‘over-claim’⁵.
- The most common reason given for not voting is being too busy or not having the time to vote (30%), followed by being away on voting day (9%).
- Satisfaction with the voting process is 9 percentage points higher in pilot areas compared to the rest of England (71% compared to 62%).
- The most common reason given for dissatisfaction is a feeling that there is not enough information/media coverage (16 respondents say so). Only a minority refer to identification: 12 electors state that they did not agree with the ID requirement despite them having ID, and a further 4 saying that they are dissatisfied because they do not have ID.
- Seven in ten (73%) electors in pilot areas say that they are confident that the 2nd May local elections were well run (compared to 64% in England as a whole). Just 4% of electors in pilot areas report that they are not confident compared to 10% of those in England as a whole.

2.2 Integrity of elections

- Low voter turnout (51%) and bias in the media (48%) are the electoral issues that electors are most likely to consider problems in the UK at the moment.
- Nearly a quarter of electors (24%) in pilot areas consider electoral fraud to be a problem. This is also the case in England as a whole (24%). However, electors in pilot areas are more likely than those in England to say that electoral fraud is not a problem (39% compared to 26%).
 - The total proportion who think electoral fraud is not a problem in pilot areas has increased compared to the pre-wave (39% compared to 30%), while a similar

⁵ Respondents are often influenced by social desirability bias when completing surveys about their past voting behaviour. See: Holbrook, Allyson L. and Krosnick, Jon A., ‘*Social Desirability Bias in Voter Turnout Reports: Tests Using the Item Count Technique*’ (2010). Available at: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=1569295

increase cannot be observed in England as a whole (26% England Post Poll, compared to 27% England Winter Tracker).

- 72% believe postal voting to be safe from fraud or abuse whereas 87% believe voting at a polling station is safe. The proportion who would describe voting by post as unsafe (15%) is three times the proportion who would describe voting at a polling station as unsafe (5%).
- Over three-quarters (77%) support a reform which would involve people having to show proof of identity to vote. Just 7% oppose this. Electors in pilot areas are more likely to favour this than those in the rest of England (64%).

2.3 Awareness of ID pilots

- Two in five (45%) say that they have heard or seen information recently about voters being required to present identification at polling stations in order to vote. However, there is some disparity by type of pilot: around half have heard of the ID pilots in mixed (50%) and photo pilot areas (48%) while just a third say so in poll card pilot areas (33%).
- Awareness of valid forms of ID that could have been used to vote in polling stations ties up with the type of pilot, e.g. those in poll card pilot areas are the most likely to say that poll cards are a valid form of ID (54% compared to 38% in total).
- Eight in ten (85%) of those who voted in a polling station were aware that they had to take identification with them in order to vote at the 2nd May 2019 local elections while one in ten (13%) were not.
- Generally, awareness of all aspects of the pilots is lower in poll card areas than in the other pilot types. Electors in poll card areas are less likely than those in other model areas to say they had heard about the need to show ID to vote and listed a smaller range of channels where they had heard about it.

2.4 Impact of electoral reform

- Out of the 116 polling station voter respondents that were not aware of the ID pilots, 98 had ID when they arrived at the polling station. A further 3 voters didn't have ID when they arrived but returned to the polling station with ID, and the remaining 15 did not have ID on them and did not go back.
 - 9 of the voters that didn't have ID and did not go back to the polling station were in poll card pilot areas while the 6 remaining were in mixed (photo and non-photo) pilot areas.
- Most respondents in pilot areas say that the requirement to show identification at the polling station did not make any difference in their likelihood to vote (70%). 3% say that it made them less likely to vote and one in five (20%) say that it made them more likely.
 - Electors in photo pilot areas are the most likely to say that the ID requirement made them more likely to vote (24%) while those in poll card pilot areas are significantly less likely to say this (16%).
- The most common explanation given by the minority who say that ID requirement made them less likely to vote is a belief that they shouldn't have to or that they don't

want to show ID, with 21 respondents citing this, followed by a perception that showing ID is too much effort (15 respondents). 11 respondents mentioned that they do not have ID, 6 of them were in mixed (photo and non-photo) pilot areas. And a further 6 said that it might be hard or that they might be unable to find ID.

- Nearly half (48%) of electors in ID pilot areas say that the requirement for voters to show identification made them more confident in the security of the voting system (compared to 56% in England as a whole⁶).
 - Electors in poll card pilot areas are 20 percentage points more likely than those in photo pilot areas to state that the requirement to show ID at the polling station made them more confident in the security of the voting system (57% compared to 37%).
- Nine in ten (91%) electors in pilot areas say that they would find it easy to access identification if they had to show it in future elections. Eight in ten (86%) say so in England as a whole.
 - 94% consider that it would be easy to access identification for future elections in poll card pilot areas while those in photo pilot areas are significantly less likely to say so (87%).
 - Those who voted at the 2nd May elections are more likely to say that it will be easy to provide identification (95%, compared to 88% for non-voters), as are white electors (92%, compared to 87% for BAME).

⁶ Electors in England were asked about the impact that a requirement for ID would have if it was implemented.

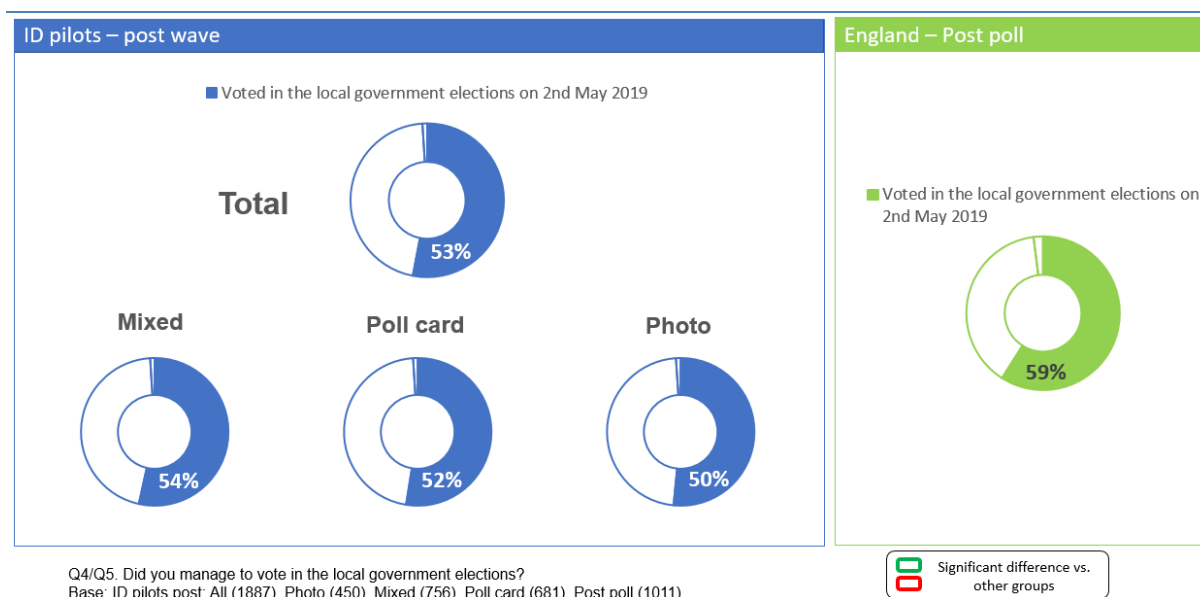
3 Voting in 2nd May elections

This chapter covers people's actions and opinions surrounding the 2nd May elections, including claimed voting, satisfaction with the process of voting and confidence in how the elections were run.

In total, just over half of electors in ID pilot areas report that they voted in the local government elections on 2nd May 2019. This is six percentage points lower than across England as a whole (59%)⁷.

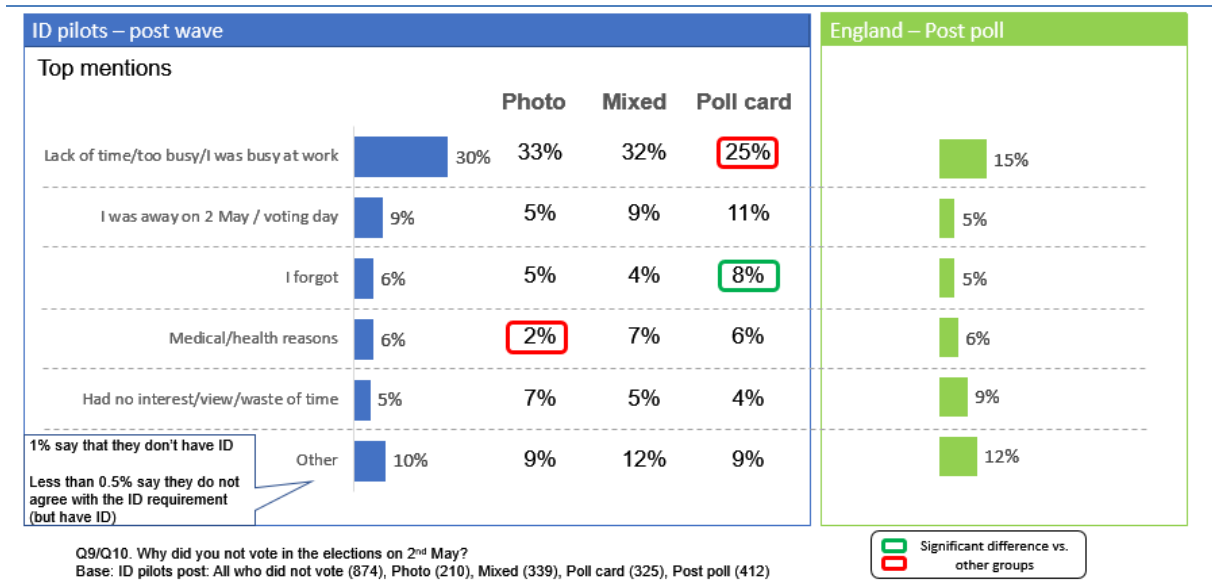
Claimed voting is broadly similar across all ID pilot types. 54% of those in mixed pilot areas say that they voted compared to 52% in poll card areas and 50% of those in photo pilot areas.

Figure 1: Claimed voting on 2nd May elections



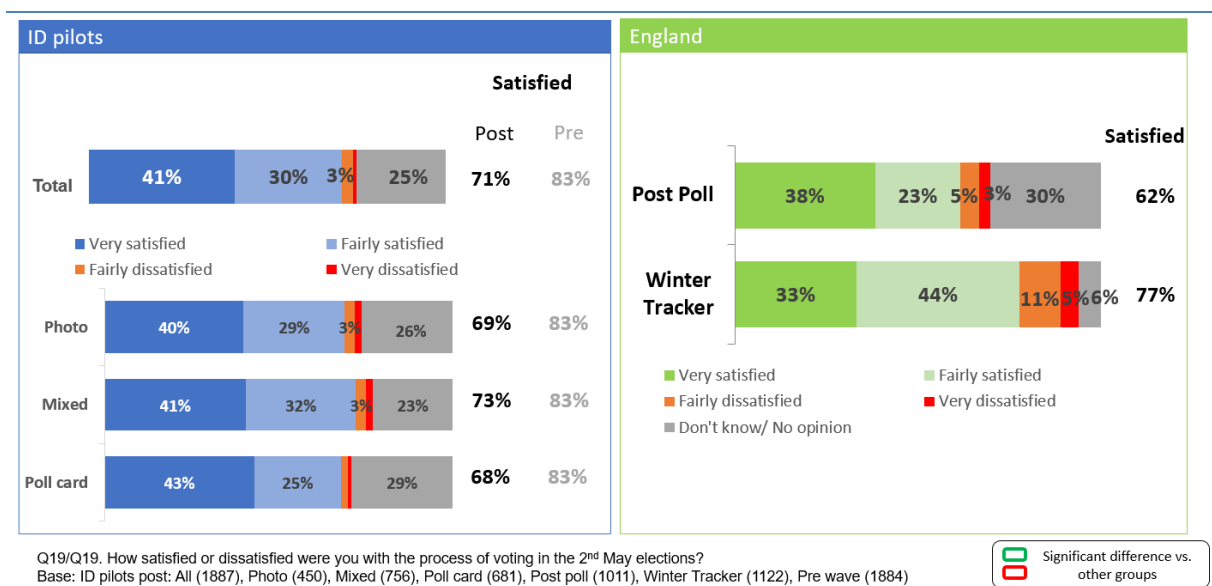
Electors who did not vote in the 2nd May elections were asked for the reasons why. By far the most common reason given is that they were too busy or did not have the time to vote (30%). Meanwhile, the second most common reason, being away on voting day, is given by just under one in ten respondents (9%). Other reasons given for not-voting include forgetting (6%), medical/health reasons (6%) and having no interest/view/feeling it is waste of time (5%). Just 1% of those who did not vote say that they did not do so because they do not have ID (13 people), and less than 0.5% say that it was because they did not agree with the ID requirement (1 person).

⁷ Respondents are often influenced by social desirability bias when completing surveys about their past voting behaviour. See: Holbrook, Allyson L. and Krosnick, Jon A., 'Social Desirability Bias in Voter Turnout Reports: Tests Using the Item Count Technique' (2010). Available at: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=1569295

Figure 2: Reasons for not voting in 2nd May elections

Satisfaction with the voting process is 9 percentage points higher in pilot areas compared to the rest of England (71% compared to 62%). This is largely due to a difference in the proportion who don't know or have no opinion (25% compared to 30%) rather than due to the proportion who are dissatisfied (7% compared to 9%).

Satisfaction with the process of voting is lower than seen in the pre wave for all pilot types (73% in mixed pilot areas, 69% for photo pilot areas and 68% for poll card pilot areas, compared to 83% for all pilot types in the pre wave). However, this fall in satisfaction is also seen at a national level (62% in the post poll, compared to 77% in the Winter Tracker survey), suggesting that the pilots are not the cause of this decrease.

Figure 3: Satisfaction with the process of voting

The minority of electors who expressed dissatisfaction with the voting process were then asked the reasons for this. The most common reason given is feeling that there is not enough information/media coverage (16 and 28 respondents respectively). Some electors did mention ID, with 12 electors saying they do not agree with the ID requirement (despite having ID), and a further 4 saying they do not have ID.

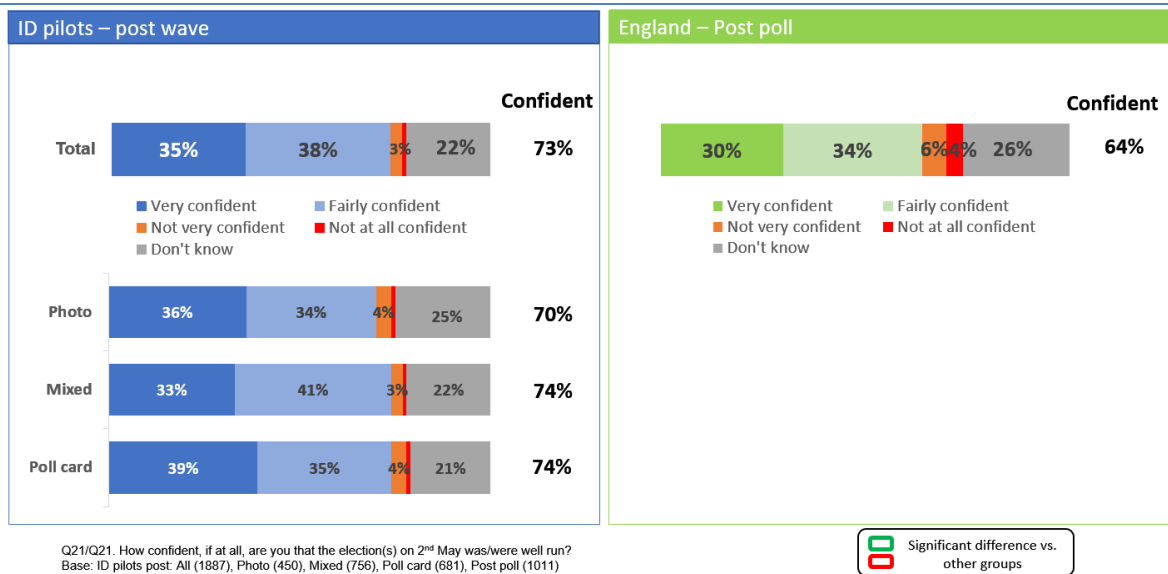
Figure 4: Reasons for being dissatisfied with the process of voting

ID pilots – post wave					England – Post poll
	TOTAL	Photo*	Mixed*	Poll card*	
Not enough information/ media coverage	16	5	7	4	28
Didn't agree with ID requirement (but have ID)	12	7	4	1	1
I didn't have ID	4	2	2	0	0
Length of time it takes	3	1	1	1	2
Issues with postal voting (admin)	2	2	0	0	1
I'm fed up with politics/Brexit	2	1	1	0	5
Don't trust politicians/ politicians don't fulfil...	2	0	1	1	5
Process is poorly represented/ misrepresented	1	0	1	0	5
Issues with secrecy/anonymity of voting	1	0	0	1	0
Should be simpler	1	0	1	0	4
Other	20	4	7	9	15

Q20/Q20. Why do you say you were dissatisfied with the process for voting in the 2nd May elections? Base: ID pilots post: All who did not vote (69), Photo (24), Mixed (27), Poll card (18), Post poll (84)

Electors were also asked whether they were confident that the elections on 2nd May were well run. Electors in pilot areas are more likely to report that they are either very or fairly confident compared to England as a whole (73% compared to 64%). Additionally, just 4% of electors in pilot areas report that they are not confident compared to 10% of those in England as a whole.

Results across pilot types are broadly consistent with 74% of electors reporting that they are confident in both poll card and mixed areas and 70% reporting that they are confident in photo areas.

Figure 5: Confidence that elections on 2nd May were well run

Following on from this, the minority with low confidence in how the most recent elections were run were asked the reasons for this. The most common justification was a feeling that there was not enough information about the candidates (44 people said this), followed by a lack of information about the election itself (27 people). In addition to this, 16 respondents feel that the information about the elections was confusing and 8 electors mentioned that they thought some people did not have the opportunity to vote or had the opportunity taken away.

Figure 6: Reasons for not being confident that elections were well run

ID pilots – post wave					England – Post poll
Top mentions	TOTAL	Photo*	Mixed*	Poll card*	
There wasn't enough information about the candidates	44	9	20	15	53
There wasn't enough information about the elections	27	6	12	9	39
Candidates didn't canvas/have contact with people	19	3	9	7	38
Information about the elections was confusing	16	2	7	7	15
TV/press coverage was biased/badly presented	12	2	5	5	18
The voting system is unfair/outdated	11	3	4	4	22
Some people did not have the opportunity to vote/had the opportunity taken away	8	1	3	4	7
Some people had difficulties registering to vote	8	4	1	3	6

Q22/Q23. Why do you say that you are not confident that the election(s) on 2nd May was/were well run?
Base: ID pilots post: Where not confident (82), Photo (22), Mixed (29), Poll card (31), Post poll (103)

Significant difference vs. other groups

4 Integrity of elections

This chapter covers a range of issues relating to the integrity of elections, which include perceptions of electoral fraud, safety of the voting system and support for electoral reform.

Nearly a quarter of electors (24%) in pilot areas consider electoral fraud to be a problem. This is also the case in England more widely (24%). However, electors in pilot areas are more likely to say that electoral fraud is *not* a problem (39% compared to 26%).

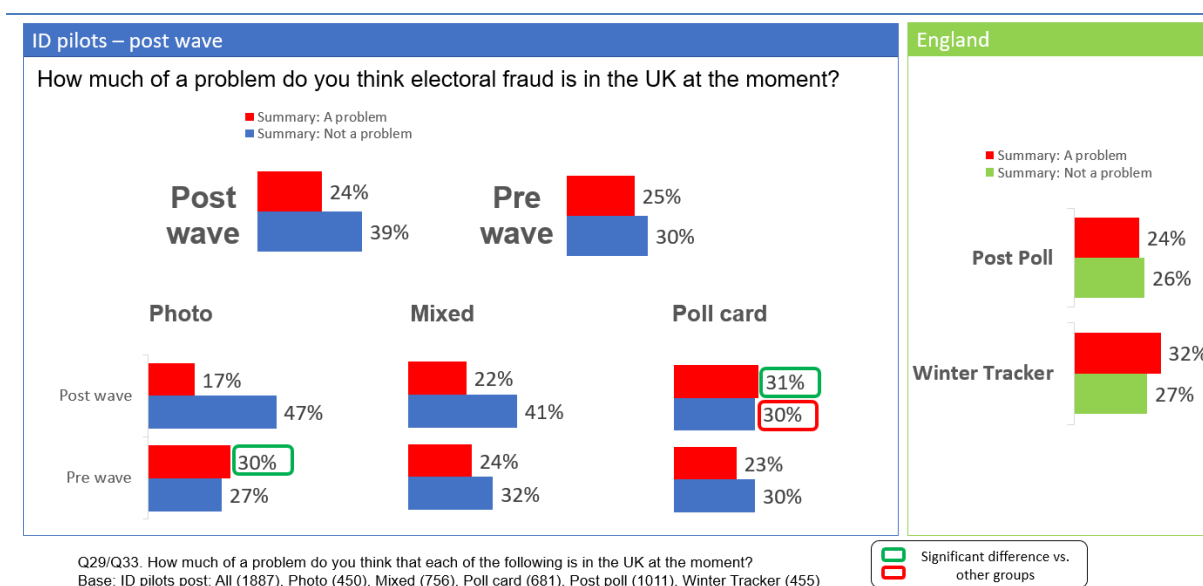
The proportion of electors in pilot areas who think electoral fraud is not a problem has increased by 9 percentage points compared to the pre-wave (30%). However, a similar increase cannot be seen in England more widely (27% thought electoral fraud was not a problem in the Winter Tracker survey).

Within pilot areas, electors who voted in the 2nd May local elections are more likely to think that electoral fraud is *not* a problem (42% compared to 37% for non-voters). Similarly, white respondents are more likely to say that electoral fraud is *not* a problem (40% compared to 35% for BAME).

Electors in poll card pilot areas are significantly more likely to think that electoral fraud is a problem (31%). This is an increase compared to the pre-wave survey (23%). This increase is driven by electors in North West Leicestershire (16% thought it was a problem in the pre wave, compared to 33% in the post wave) and Watford (24% in the pre wave compared to 34% in the post wave). There was no change in the proportion of electors that thought electoral fraud is a problem in Mid Sussex (28% pre and 29% post).

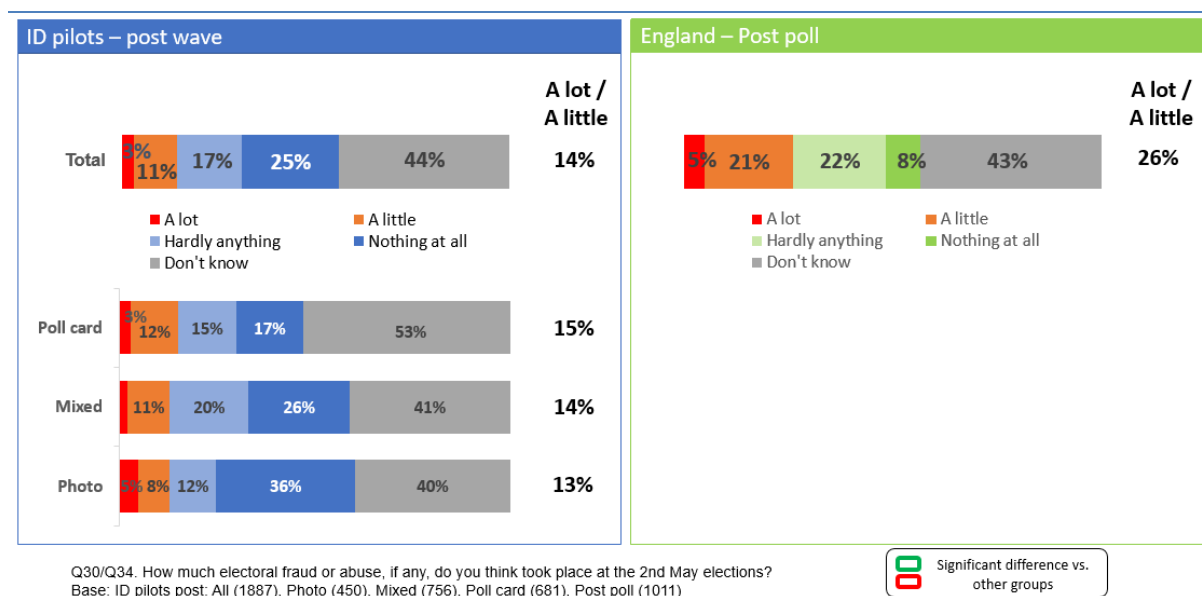
In addition, younger electors (aged 18-34) are the least likely to say that electoral fraud is a problem (20%) while those aged 65+ are significantly more likely to say so (29%).

Figure 7: Perceptions of electoral fraud



Respondents were also asked how much electoral fraud, if any, they thought took place at the 2nd May elections. Residents in England as a whole are more likely to think that electoral fraud took place (26%) compared to those in pilot areas (14%).

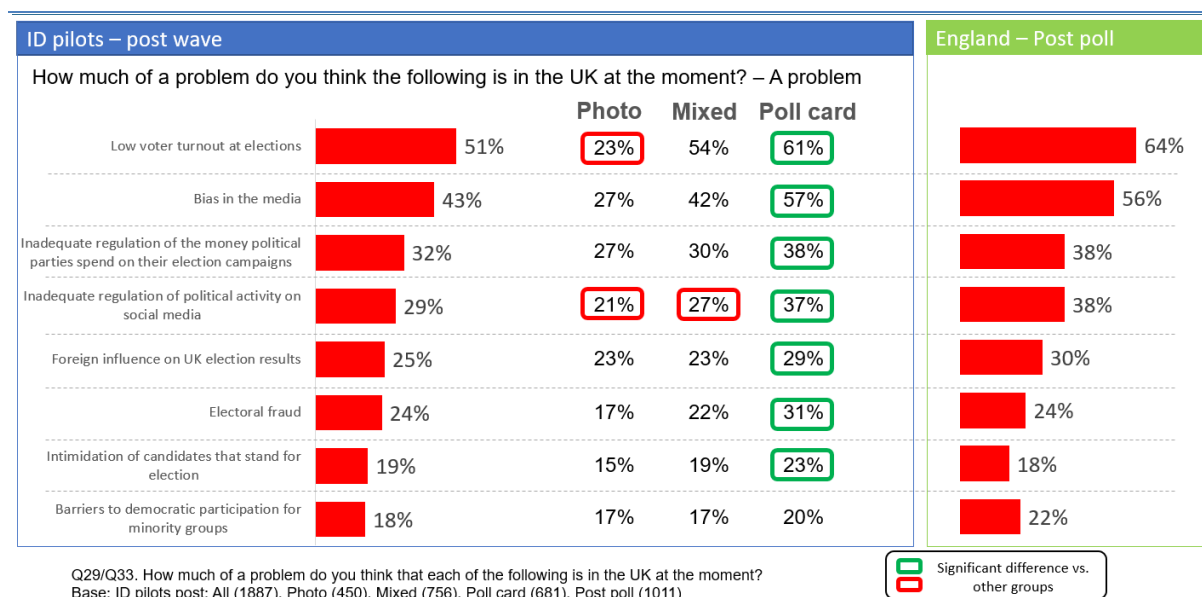
Figure 8: Perceptions of electoral fraud at the 2nd May elections



Although a quarter consider electoral fraud to be a problem in the UK at the moment (24%), low voter turnout (51%) and bias in the media (43%) are the electoral issues that most feel are a problem. Electors in ID pilot areas are less likely to consider all the issues listed below as a problem compared with those in England as a whole.

Those in poll card pilot areas are more likely than those in other pilot types to say that the majority of issues listed below relating to elections are a problem. In general, electors in Watford are more likely than those in Mid Sussex or North West Leicestershire to identify the given issues as a problem.

Figure 9: Perceptions of electoral issues



Electors residing in ID pilot areas are more likely to describe different aspects of the voting system as safe from fraud or abuse compared with the rest of England.

Nonetheless, there is a disparity between the perceived safety of postal voting compared to voting at a polling station. 72% believe postal voting to be safe from fraud or abuse whereas 87% believe voting at a polling station is safe. Moreover, the proportion who would describe voting by post as unsafe (15%) is three times the proportion who would describe voting at a polling station as unsafe (5%).

However, it is worth noting that, compared to the pre wave, electors in pilot areas are now more likely to say that voting by post is safe (72% compared to 67% pre wave) and less likely to say that it is not safe (15% compared to 20% pre wave). This shift is not observed in England as a whole (68% said voting by post is safe in the Winter Tracker and 67% say so in the Post Poll).

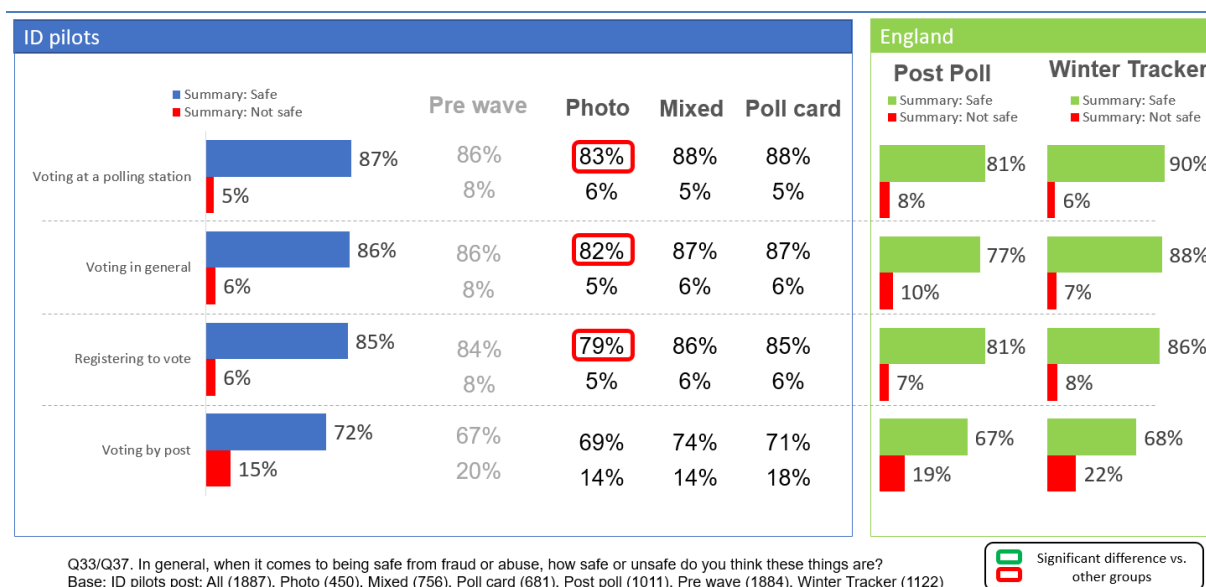
In contrast, whereas electors in England as a whole are now less likely to describe voting at polling stations, voting in general and registering to vote as safe; the opinions of electors in pilot areas have remained relatively stable compared to the pre wave.

Electors who claim that they voted on 2nd May 2019 are more likely to describe all these aspects of the voting system as safe (+9 or 10 percentage points) compared to non-voters.

Electors in photo pilot areas are less likely to say that voting at a polling station (83%), voting in general (82%) and registering to vote (79%) is safe. This is driven by electors in Pendle where 67% say voting in general is safe, 74% say voting in polling stations is safe and 66% say registering to vote is safe (compared to 95%, 91% and 91% respectively in Woking).

In Pendle the proportion who say the different aspects of the voting system are safe has decreased across all four aspects measured compared to the pre-wave. It is worth noting that Pendle also took part in a postal voting pilot for the May 2019 elections, which could have also impacted perceptions.

Figure 10: Perceptions of safety of the voting system



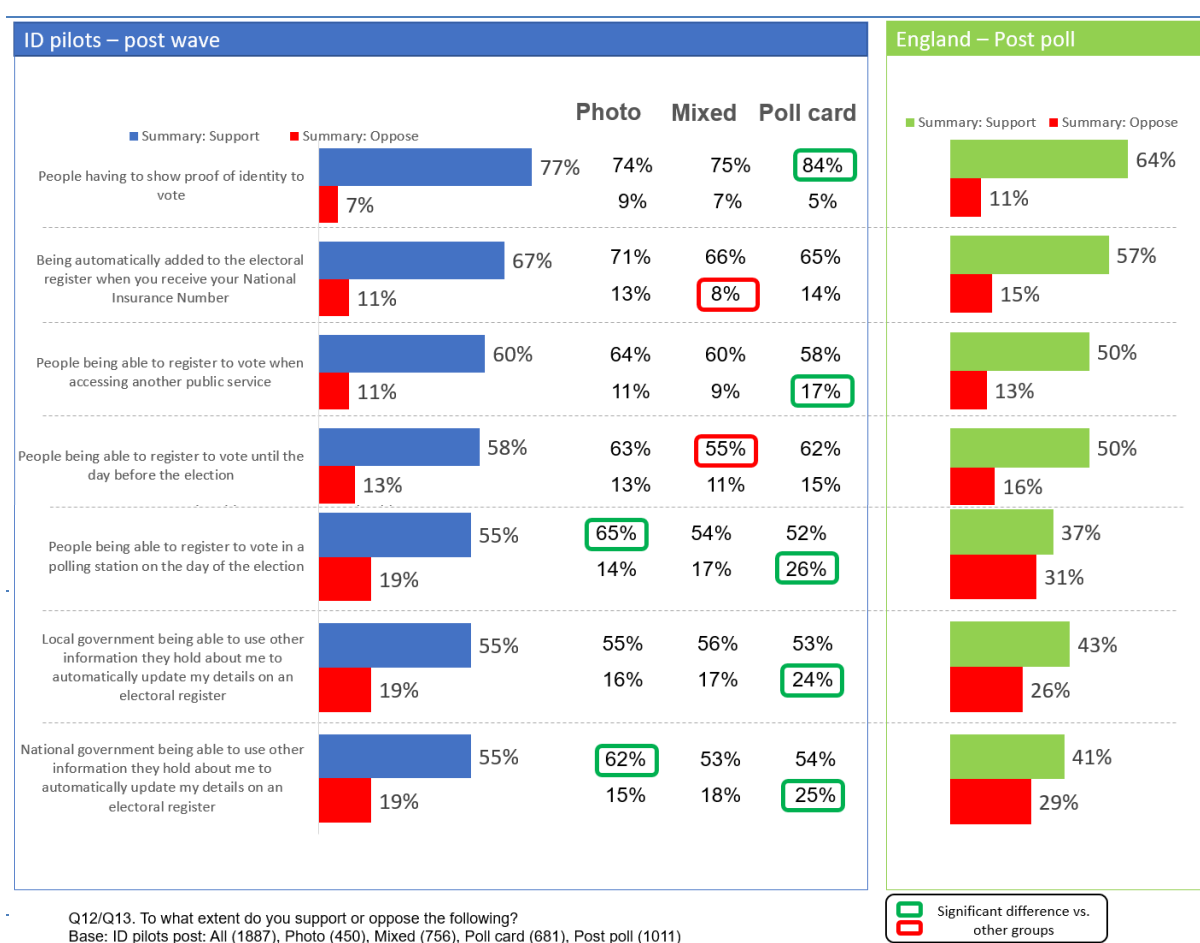
Respondents were then asked how likely they are to support or oppose a number of possible electoral reforms. All the seven options given were more strongly supported in ID pilot areas compared to England as a whole.

Out of the seven options, *people having to show proof of identity to vote* received the highest level of support (77%) and lowest level of opposition (7%). Electors in pilot areas are more likely to favour this than those in the rest of England (77% compared to 64%).

Electors in poll card pilot areas particularly support this reform (84%). Within this pilot type, electors in Watford are the most supportive (91%, compared to 84% for Mid Sussex and 78% for North West Leicestershire).

Younger respondents are less likely to support this reform (72% for respondents aged 18-34, compared to 79% for 35-54 year-olds and those aged 55+).

Figure 11: Support for electoral reforms



5 Awareness of ID pilots

This chapter focuses on awareness of the ID pilots, including where people found out about them and knowledge of valid forms of ID which could be used to vote in 2nd May local elections.

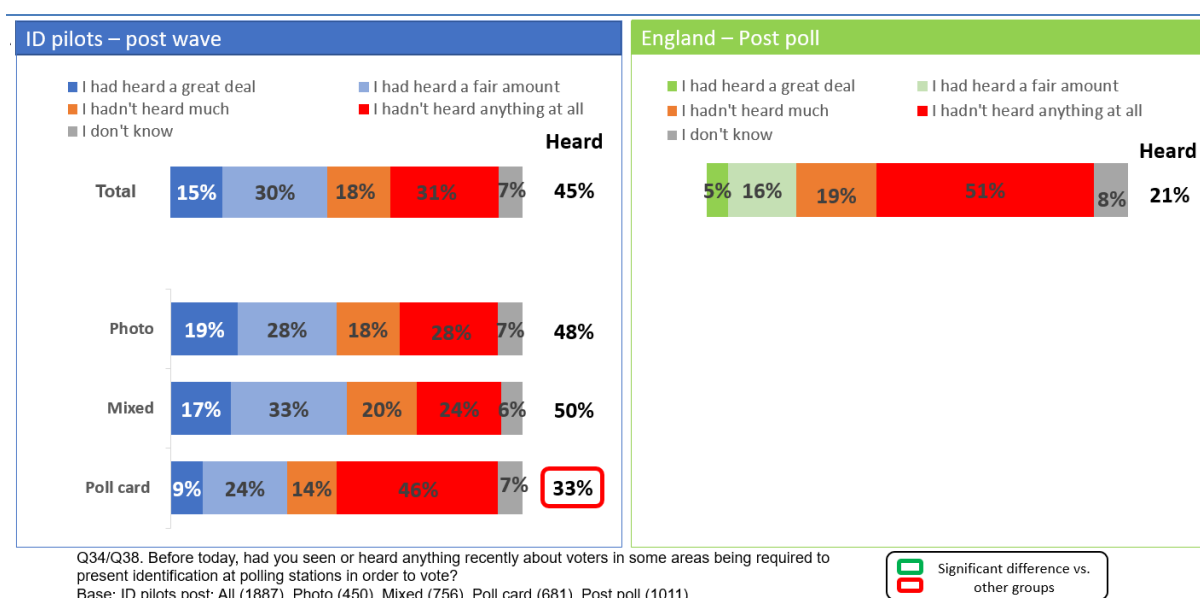
In pilot areas, two in five (45%) say that they have heard or seen information recently about voters being required to present identification at polling stations in order to vote. However, there is some disparity by type of pilot: around half have heard of the ID pilots in mixed (photo and non-photo) (50%) and photo pilot areas (48%) while just a third say so in poll card pilot areas (33%). It is possible, however, that some electors do not consider poll cards to be a form of identification and so are not taking these into account when responding to the question.

Within poll card pilot areas, electors in Watford are the least likely to have seen information about the ID pilots (23%, compared to 36% in Mid Sussex and 38% in North West Leicestershire). This is perhaps surprising, as Watford previously piloted the requirement for electors to show poll cards in order to vote in polling stations in the 2018 local elections.

Further to this, white electors are more likely than BAME to have heard of the pilots (46% compared to 27%).

As one would expect, residents in England as a whole are less likely than those in pilot areas to say that they have seen or heard information about the ID pilots (21%), although there is relatively high awareness.

Figure 12: Awareness of ID pilots



Respondents were then asked whether they had seen or heard information about the ID requirements from any of the sources listed in Figure 13. Seeing information on polling cards was reported by 28%, followed by letters in the post (23%) and local TV news (17%).

It is worth noting that in some pilot areas the format and design of poll cards was changed (for example to be A4, rather than A5 in size) and so in some cases electors may not have recognised them as traditional poll cards.

In general, electors in poll card pilot areas are less likely to have seen information about the pilots across a range of sources while the opposite is true for respondents in mixed pilot areas. This ties in with the levels of awareness reported in Figure 12.

Interestingly, however, electors in mixed pilot areas are 11 percentage points more likely to have seen information about the ID pilots on polling cards than electors in poll card pilot areas (33% compared to 22%).

At local authority level within poll card pilot areas, electors in Watford are significantly less likely to have seen information on their polling card (9%) while those in Mid Sussex (30%) and North West Leicestershire (24%) are more likely to have found out about the pilots this way.

Figure 13: Ways of finding out about the ID pilots

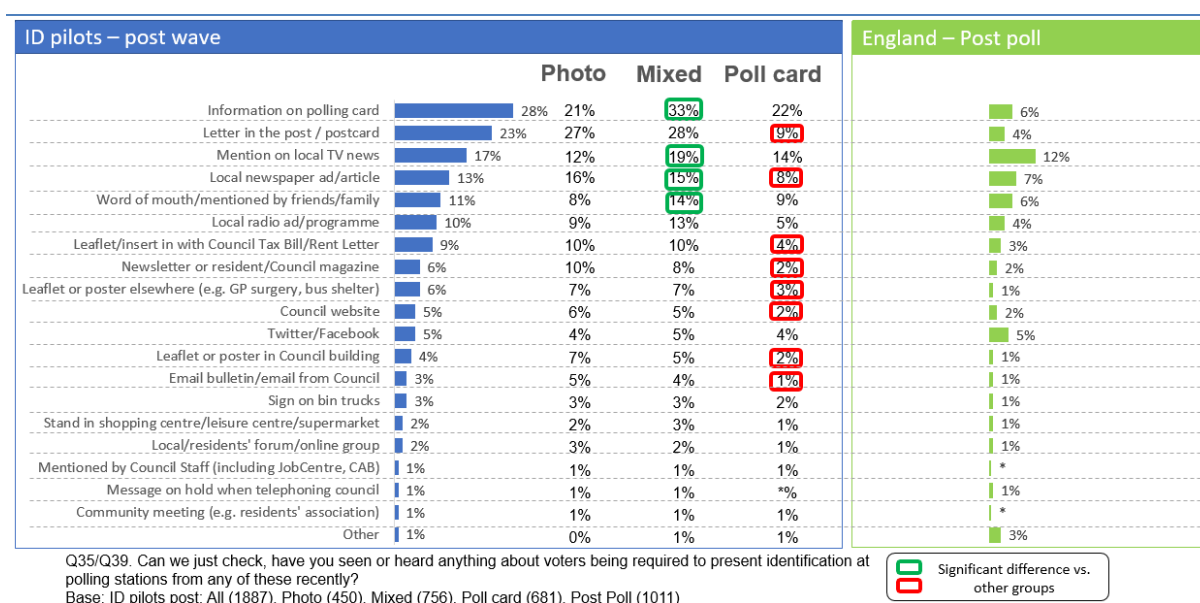


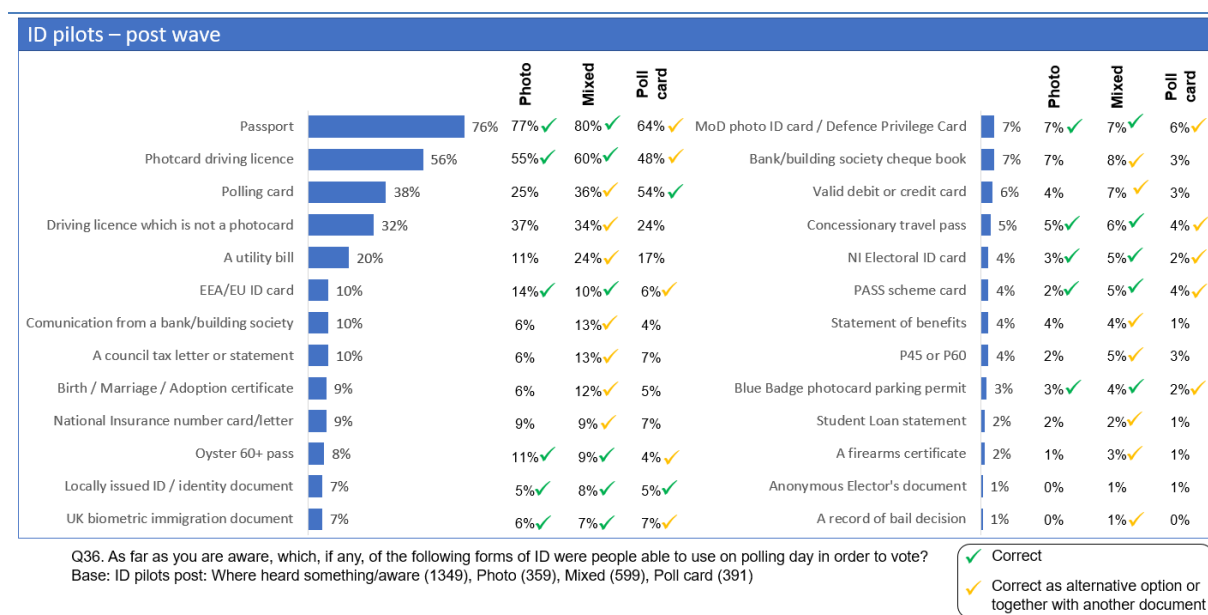
Figure 14 shows that passports (76%) and photocard driving licences (56%) are the most widely cited valid forms of ID. Awareness of valid forms of ID varies depending on the type of pilot: electors in photo and mixed pilot areas are more likely to select photo ID (e.g. passports and photocard driving licences) while those in poll card pilot areas are the most likely to select poll cards (54% compared to 38% in total). Similarly, electors in mixed pilot areas are more aware of other forms of ID that could be used in these areas such as utility bills (24%), communications from banks/building societies (13%), council tax letters (13%) or birth/marriage/adoption certificate (12%).

Electors in poll card pilot areas tend to be less aware of all types of identification with the exception of poll cards (54%). This is likely due to the fact that those in poll card pilot areas are the least aware of the ID pilots (33% compared to 45% across all pilot areas).

Travel passes were also selected as valid forms of ID, with 8% selecting Oyster 60+ pass and 5% selecting concessionary travel passes. It should be noted, however, that some

respondents might have not selected the latter due to the wording used since *concessionary travel pass* might be less familiar than *bus pass* for some respondents.

Figure 14: Awareness of valid forms of ID

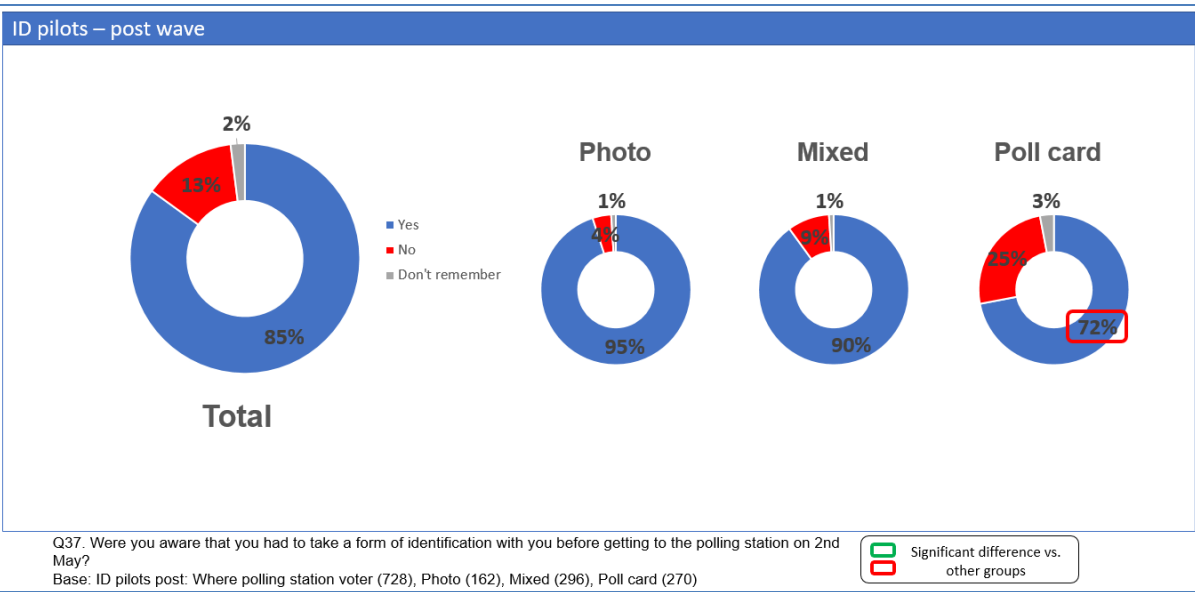


In total, around eight in ten (85%) electors who voted in polling stations in pilot areas were aware that they had to take identification with them in order to vote at the 2nd May 2019 local elections while one in ten (13%) were not.

Awareness was notably lower in poll card areas (72%), than in photo or mixed areas. Out of the poll card areas, awareness was lowest in North West Leicestershire (63%), followed by Watford (66%). Awareness in Mid Sussex was higher, but still lower than in other pilot types (79%).

Awareness of the pilots is lower among first time voters (73% compared to 87% for non-first time voters). In addition, middle aged respondents are significantly less aware (80% for 35-54 year-olds) while those aged 55+ are more (89%).

Figure 15: Awareness of ID requirements



6 Impact of ID requirements

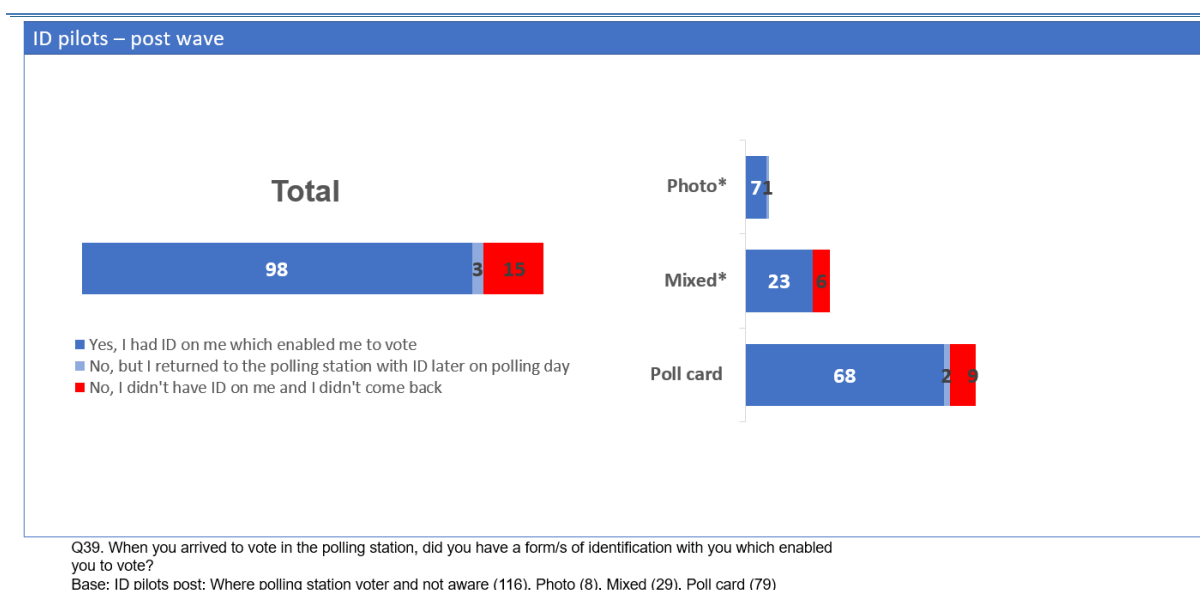
This chapter examines the impact of the piloted electoral reform on likelihood to vote. It also considers the reasons why respondents might feel less inclined to vote as a result of ID requirements and how easy it would be to provide ID in future elections.

Figure 16 shows the number of polling station voters who were not aware of the ID pilots and whether they had ID when they arrived at the polling station on 2nd May. Due to the low base sizes, this question has been reported in number of respondents rather than percentages.

Out of the 116 polling station voters that were not aware of the ID pilots, 98 had ID when they arrived at the polling station. A further 3 voters didn't have ID when they arrived but returned to the polling station with ID, and the remaining 15 did not have ID on them and did not return. Among the voters that didn't have ID and did not return to the polling station, 9 were in poll card pilot areas while the remaining 6 were in mixed pilot areas.

Most of those respondents who didn't have ID and did not return reside in North West Leicestershire (6), while the rest are spread across Braintree (3), Mid Sussex (2), Derby (2), Watford (1) and Broxtowe (1).

Figure 16: Impact of the ID pilot on voting in 2nd May local elections



The majority of electors in pilot areas say that the requirement to show identification at the polling station did not make any difference to their likelihood to vote (70%): 3% say that it made them less likely to vote and one in five (20%) say that it made them more likely. These proportions have remained stable compared to the pre wave: 21% said that the requirement to show ID would make them more likely to vote.

However, there are some variations by pilot area. Electors in photo pilot areas are the most likely to say that the ID requirement made them more likely to vote (24%) while those in poll card pilot areas are significantly less likely to say this (16%). Nonetheless, it should be noted

that electors in poll card pilot areas are more likely to say that it made no difference (75%) compared to other types of pilot, rather than the requirement making them less likely to vote.

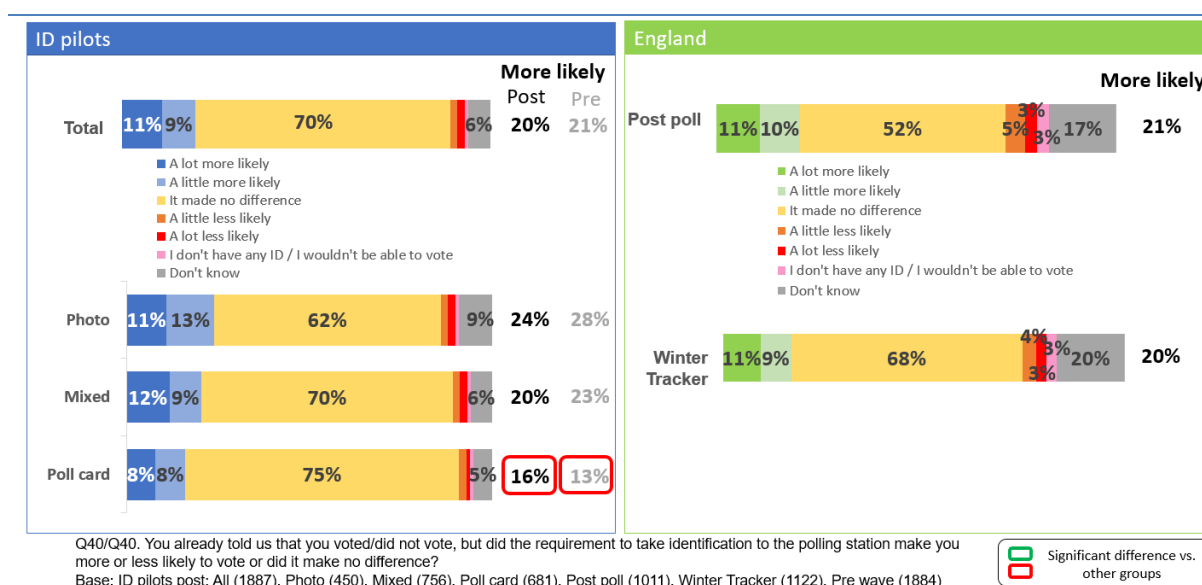
At local authority level within the poll card pilots, electors in Mid Sussex (12%) and North West Leicestershire (14%) are significantly less inclined to say that the ID requirement made them more likely to vote, compared with Watford where a quarter (25%) of electors say that this requirement made them more likely to vote.

In addition, those who voted in the 2nd May local elections are less likely to say that the ID requirement made them less likely to vote (2%, compared to 4% for non-voters).

Similarly, respondents who believe that voting in general is safe from fraud or abuse are less likely to say that the ID requirement made them less likely to vote (3%) whilst those who believe that this is unsafe are more likely to say that the ID requirement made them less likely to vote (7%).

Compared with England as a whole⁸, electors in pilot areas are less likely to say that it made them less likely to vote (4%) than electors in England are to say they expect it would make them less likely to vote (8%).

Figure 17: Impact of ID requirement on likelihood to vote



Respondents who said that the requirement to show identification at the polling station would make them less likely to vote (70 respondents in total) were then asked to specify their reasons. Figure 18 summarises these reasons. It should be noted that, due to the low base sizes for this question, the results are shown as number of respondents rather than percentages.

The most common reason given is a belief that they shouldn't have to or that they don't want to show ID, with 21 respondents citing this, followed by a perception that showing ID is too

⁸ The question was asked a little differently in the Post Poll and Winter Tracker surveys. Electors were informed of the trials and asked if the requirement to show ID would make them more or less likely to vote.

much effort (15). Electors in mixed and poll card pilot areas are more likely to cite these reasons. However, these differences are not significant due to low base sizes.

Further to this, 11 respondents mentioned that they do not have ID, 6 of them were in mixed pilot areas. A further 6 said that it might be hard or that they might be unable to find ID while some say either that they don't want to carry ID (5) or that they could forget to bring it (5).

Figure 18: Reasons why ID requirements make respondents less likely to vote

ID pilots – post wave				
	TOTAL	Photo*	Mixed	Poll card*
Shouldn't have to/don't want to show ID	21	5	9	7
Too much effort/hassle	15	2	6	7
Don't have ID	11	3	6	2
Might be hard/unable to find ID	6	2	2	2
Don't want to carry ID	5	2	1	2
Could forget to bring ID	5	0	1	3
Polling/voter card should be enough/given	1	0	1	0
Other	7	1	4	2
Nothing	1	0	1	0
Don't know / can't remember	3	2	0	1

Q41. Why do you say it made you less likely to vote?

Base: ID pilots post: Where less likely to vote (70), Photo (17), Mixed (31), Poll card (22)

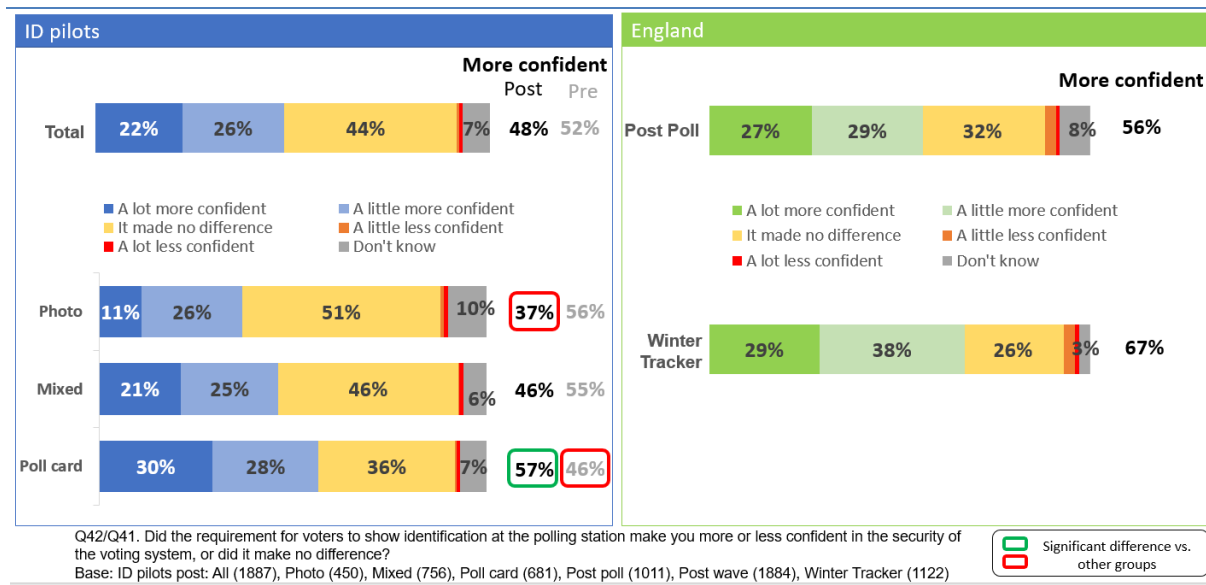
In terms of the impact of the pilots on confidence in the security of the voting system, nearly half (48%) say that the requirement for voters to show identification made them more confident. This is slightly less than the 52% of electors who said that the requirement would make them more confident in the pre-wave⁹.

Across pilot types, electors in poll card pilot areas are 20 percentage points more likely than those in photo pilot areas to state that the requirement to show ID at the polling station made them more confident in the security of the voting system (57% compared to 37%). This is largely driven by electors in Watford, where 83% say that it made them more confident (compared to 48% in Mid Sussex and 46% in North West Leicestershire).

Electors in poll card pilot areas are now more likely to say the requirement has made them more confident than thought it would do in the pre wave (46% though the requirement would make them more confident in the pre wave, compared to 57% who say it did make them more confident in the post wave). However, the opposite is true in photo pilot areas, where 56% expected the requirement to make them more confident (when asked in the pre wave), but after the elections only 37% said the requirement did make them more confident.

In general, those who voted in the 2nd May local elections are more likely to say that ID pilots improved their confidence in the security of the voting system (53%, compared to 42% for non-voters).

⁹ Respondents were asked: Would a requirement for voters to show identification at the polling station make you more or less confident in the security of the voting system, or would it make no difference?

Figure 19: Impact of ID pilot on confidence in the security of the voting system

Nine in ten (91%) electors in pilot areas say that they would find it easy to access identification if they had to show it in future elections. Eight in ten (86%) say so in England as a whole.

94% consider that it would be easy to access identification for future elections in poll card pilot areas while those in photo pilot areas are significantly less likely to say so (87%).

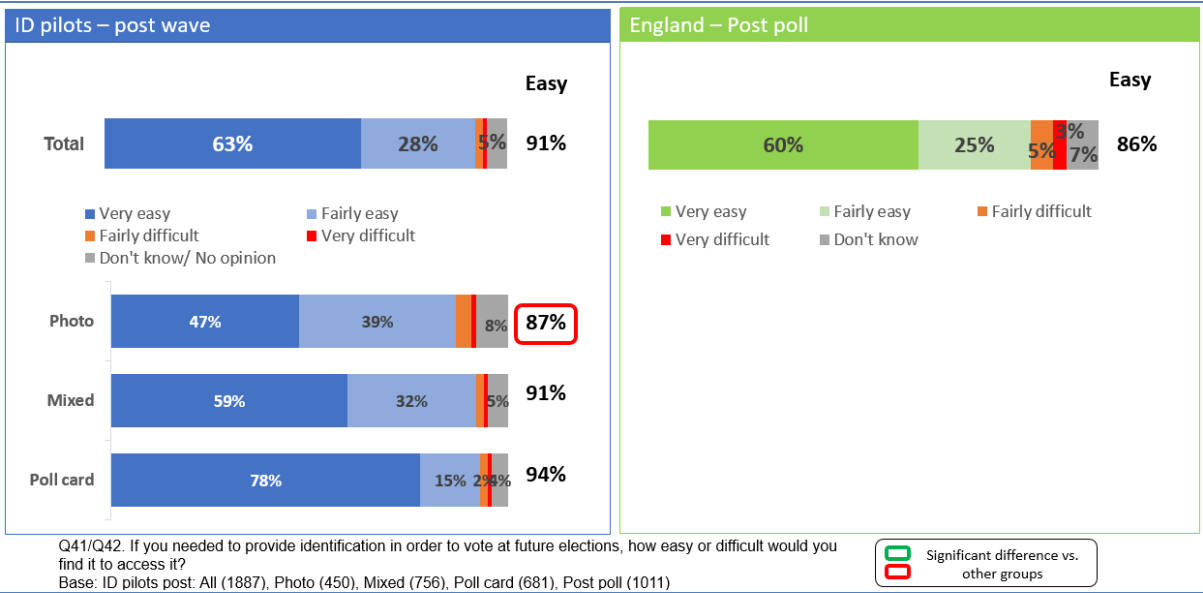
Within photo pilot areas, nearly all electors in Woking say that it would be easy to access ID (99%). However, just seven in ten (73%) say so in Pendle.

In general, those who voted at the 2nd May elections are more likely to say that it will be easy to provide identification in future (95%, compared to 88% for non-voters). Moreover, those who voted in person are more likely to agree with this (97%) compared with postal voters (93%). This suggests that experiencing the pilots makes respondents more positive about ease of providing identification in future elections.

Further to this, white electors are more likely than BAME to think that it will be easy to find identification for future elections (92%, compared to 87%).

In addition, younger electors are less likely to say that they would find it easy to access identification for future elections (84% for 18-34 year-olds, compared to 93% for 35-54 year-olds and 94% for those aged 55+).

Figure 20: Ease of providing ID at future elections



Appendix 1: Local authorities that held local government elections on 2nd May 2019

Allerdale	Breckland	Coventry
Amber Valley ¹⁰	Brentwood ¹³	Craven ¹⁵
Antrim and Newtownabbey	Brighton and Hove	Crawley
Ards and North Down	Broadland	Dacorum
Armagh City, Banbridge and Craigavon	Bromsgrove	Darlington
Arun	Broxbourne	Dartford
Ashfield	Broxtowe	Daventry ¹⁶
Ashford	Burnley	Derby
Aylesbury Vale	Bury	Derbyshire Dales
Babergh	Calderdale	Derry City and Strabane
Barnsley	Cambridge	Dorset
Barrow-in-Furness	Cannock Chase	Dover
Basildon ¹¹	Canterbury	Dudley
Basingstoke and Deane ¹²	Carlisle	East Cambridgeshire
Bassetlaw	Castle Point	East Devon
Bath and North East Somerset	Causeway Coast and Glens	East Hampshire
Bedford	Central Bedfordshire	East Hertfordshire
Belfast	Charnwood	East Lindsey
Blaby	Chelmsford	East Northamptonshire
Blackburn with Darwen	Cherwell	East Riding of Yorkshire
Blackpool	Cheshire East	East Staffordshire
Bolsover	Cheshire West and Chester	East Suffolk
Bolton	Chesterfield	Eastbourne
Boston	Chichester	Eastleigh ¹⁷
Bournemouth,	Chiltern	Eden
Christchurch and Poole	Chorley ¹⁴	Elmbridge
Bracknell Forest	Colchester	Epping Forest
Bradford	Copeland	Epsom and Ewell
Braintree	Corby	Erewash
	Cotswold	Exeter
		Fenland
		Fermanagh and Omagh

¹⁰ The Codnor and Waingroves, Heanor and Loscoe, Heanor West, Ironville and Riddings, Langley Mill and Aldercar, Somercotes, Heanor East, and Shipley Park, Horsley and Horsley Woodhouse wards did not hold locals, and are therefore excluded from the sample

¹¹ The Crouch and Langdon Hills wards did not hold locals

¹² The Brighton Hill South, Brookvale and Kings Furlong, Buckskin, East Woodhay, Popley East, Popley West, Rooksdawn, Sherborne St John, and Whitchurch wards did not hold locals

¹³ The Hutton Central, Hutton South, and South Weald wards did not hold locals

¹⁴ The Brindle and Hoghton, Euxton North, Heath Charnock and Rivington, Pennine, and Wheelton and Withnell wards did not hold locals

¹⁵ The Ingleton and Clapham, Upper Wharfedale, Aire Valley with Lothersdale, Barden Fell, Cowling, Grassington, Hellifield and Long Preston, Penyghent, and Settle and Ribblesbanks wards did not hold locals

¹⁶ The Braunston and Welton, Ravensthorpe, Spratton, Walgrave, and Yelvertoft wards did not hold locals

¹⁷ The Botley ward did not hold locals

Folkestone and Hythe
Forest of Dean
Fylde
Gateshead
Gedling
Gravesham
Great Yarmouth
Guildford
Halton¹⁸
Hambleton
Harborough
Harlow
Hart
Hartlepool
Havant¹⁹
County of Herefordshire
Hertsmere
High Peak
Hinckley and Bosworth
Horsham
Hyndburn²⁰
Ipswich
Kettering
King's Lynn and West
Norfolk
City of Kingston upon
Hull²¹
Kirklees
Knowsley
Lancaster
Leeds
Leicester
Lewes
Lichfield
Lincoln
Lisburn and Castlereagh
Liverpool
Luton

Maidstone²²
Maldon
Malvern Hills
Manchester
Mansfield
Medway
Melton
Mendip
Mid and East Antrim
Mid Devon
Mid Suffolk
Mid Sussex
Mid Ulster
Middlesbrough
Milton Keynes
Mole Valley²³
New Forest
Newark and Sherwood
Newcastle upon Tyne
Newry, Mourne and
Down
North Devon
North East Derbyshire
North East Lincolnshire
North Hertfordshire²⁴
North Kesteven
North Lincolnshire
North Norfolk
North Somerset
North Tyneside
North Warwickshire
North West Leicestershire
Northampton
Norwich
Nottingham
Oadby and Wigston
Oldham
Pendle²⁵

Peterborough
Plymouth²⁶
Portsmouth
Preston
Reading²⁷
Redcar and Cleveland
Redditch²⁸
Reigate and Banstead
Ribble Valley
Richmondshire
Rochdale
Rochford
Rossendale²⁹
Rother
Rugby³⁰
Runnymede
Rushcliffe
Rushmoor
Rutland
Ryedale
Salford
Sandwell
Scarborough
Sedgemoor
Sefton
Selby
Sevenoaks
Sheffield
Slough³¹
Solihull
Somerset West and
Taunton
South Bucks
South Derbyshire
South Gloucestershire
South Hams
South Holland
South Kesteven

¹⁸ The Hale and Windmill Hill wards did not hold locals

¹⁹ The Barncroft, Battins, Bondfields, and Warren Park wards did not hold locals

²⁰ The Netherton, Peel, St Andrew's, and Spring Hill wards did not hold locals

²¹ The Bricknell and University wards did not hold locals

²² The Barming and Teston, Boughton Monchelsea and Chart Sutton, Bridge, Headcorn, Heath, North Downs, Park Wood, Shepway South did not hold locals.

²³ The Ashted Common, Ashted Park, Dorking North, Fetcham East, Fetcham West, Leatherhead South, and Westcott wards did not hold locals

²⁴ The Baldock East, Codicote, Hitchin Oughton, Hitchin Priory, Kimpton, Knebworth, Letchworth East, and Letchworth Wilbury wards did not hold locals

²⁵ The Marsden, Walverden, and Whitefield wards did not hold locals

²⁶ The Plympton Chaddlewood ward did not hold locals

²⁷ The Mapledurham ward did not hold locals

²⁸ The Central and Lodge Park wards did not hold locals

²⁹ The Eden and Goodshaw wards did not hold locals

³⁰ The Clifton, Newton and Churchover and Wolvey and Shilton did not hold locals

³¹ The Foxborough ward did not hold locals

Appendix 1: Local authorities that held local government elections on 2nd May 2019

South Lakeland ³²	Tamworth	West Berkshire
South Norfolk	Tandridge ³⁴	West Devon
South Northamptonshire	Teignbridge	West Lancashire ³⁷
South Oxfordshire	Telford and Wrekin	West Lindsey
South Ribble	Tendring	West Oxfordshire ³⁸
South Somerset	Test Valley	West Suffolk
South Staffordshire	Tewkesbury	Wigan
South Tyneside	Thanet	Winchester
Southampton	Three Rivers	Windsor and Maidenhead
Southend-on-Sea	Thurrock ³⁵	Wirral
Spelthorne	Tonbridge and Malling	Woking
St Albans	Torbay	Wokingham ³⁹
St. Helens	Torridge	Wolverhampton
Stafford	Trafford	Worcester ⁴⁰
Staffordshire Moorlands	Tunbridge Wells ³⁶	Worthing ⁴¹
Stevenage	Uttlesford	Wychavon
Stockport	Vale of White Horse	Wycombe
Stockton-on-Tees	Wakefield	Wyre
Stoke-on-Trent	Walsall	Wyre Forest
Stratford-on-Avon	Warwick	York
Sunderland	Watford	
Surrey Heath	Waverley	
Swale	Wealden	
Swindon ³³	Wellingborough	
Tameside	Welwyn Hatfield	

³² The Cartmel and Kendal North wards did not hold locals

³³ The Ridgeway ward did not hold locals

³⁴ The Harestone, Queens Park, Warlingham West, Westway, Whyteleafe, and Woldingham wards did not hold locals

³⁵ The Little Thurrock Blackshots, Orsett, South Chafford, and Tilbury St Chads wards did not hold locals

³⁶ The Brenchley and Horsmonden, Broadwater, Capel, and St James' wards did not hold locals

³⁷ The Burscough East, Burscough West, Halsall, Hesketh-with-Beaconsall, Moorside, Rufford, and Newburgh wards did not hold locals

³⁸ The Ascott and Shipton, Ducklington, Freeland and Hanborough, Milton-under-Wychwood, North Leigh, Standlake, Aston and Stanton Harcourt, The Bartons, Woodstock and Bladon, Burford, Brize Norton and Shilton, and

Chadlington and Churchill wards did not hold locals

³⁹ The Arborfield, Charvil, Finchampstead North, Finchampstead South, Hurst, Remenham, Wargrave and Ruscombe, and Swallowfield wards did not hold locals

⁴⁰ The Battenhall, Gorse Hill, Rainbow Hill, and Warndon wards did not hold locals

⁴¹ The Durrington and Northbrook wards did not hold locals

Appendix 2: Sample profiles

The table below summarises the sample profiles of each of the four surveys that have been used for analysis in this report.

Table 4: Sample profiles

	ID pilot pre-wave		ID pilot post-wave		England Winter Tracker		England Post Poll	
Base	1,884		1,887		1,122		1,011	
	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
Male	48%	49%	50%	49%	44%	49%	49%	49%
Female	52%	51%	50%	51%	55%	51%	51%	51%
18-24	7%	11%	7%	10%	9%	10%	11%	12%
25-34	16%	16%	17%	16%	15%	18%	16%	16%
35-54	37%	37%	35%	36%	33%	34%	35%	35%
55+	40%	37%	39%	35%	36%	37%	38%	37%
White	89%	90%	89%	90%	83%	86%	92%	90%
BAME	11%	10%	9%	9%	16%	13%	7%	10%
ABC1	53%	62%	50%	62%	62%	53%	54%	54%
C2DE	47%	38%	50%	38%	38%	47%	46%	47%

Appendix 3: Statement of Terms

Compliance with International Standards

BMG complies with the International Standard for Quality Management Systems requirements (ISO 9001:2015) and the International Standard for Market, opinion and social research service requirements (ISO 20252:2012) and The International Standard for Information Security Management (ISO 27001:2013).

Interpretation and publication of results

The interpretation of the results as reported in this document pertain to the research problem and are supported by the empirical findings of this research project and, where applicable, by other data. These interpretations and recommendations are based on empirical findings and are distinguishable from personal views and opinions.

BMG will not publish any part of these results without the written and informed consent of the client.

Ethical practice

BMG promotes ethical practice in research: We conduct our work responsibly and in light of the legal and moral codes of society.

We have a responsibility to maintain high scientific standards in the methods employed in the collection and dissemination of data, in the impartial assessment and dissemination of findings and in the maintenance of standards commensurate with professional integrity.

We recognise we have a duty of care to all those undertaking and participating in research and strive to protect subjects from undue harm arising as a consequence of their participation in research. This requires that subjects' participation should be as fully informed as possible and no group should be disadvantaged by routinely being excluded from consideration. All adequate steps shall be taken by both agency and client to ensure that the identity of each respondent participating in the research is protected.

With more than 25 years' experience, BMG Research has established a strong reputation for delivering high quality research and consultancy.

BMG serves both the public and the private sector, providing market and customer insight which is vital in the development of plans, the support of campaigns and the evaluation of performance.

Innovation and development is very much at the heart of our business, and considerable attention is paid to the utilisation of the most up to date technologies and information systems to ensure that market and customer intelligence is widely shared.

