

Attitudes to voter registration

Report of qualitative research findings
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1 Executive summary

This qualitative research looks at public attitudes to registering to vote, with a particular focus on barriers to registration faced by people who are eligible to vote in the UK. A total of 133 interviews were carried out across 93, 30-minute pre-recruited and 40, 20-minute hall-test depth interviews, allowing exploration of attitudes across a range of different groups. The interviews focused on awareness around the process of registering to vote, and enablers and barriers to registration.

Participants who were registered to vote were more likely to recall receiving information about registering and recall the registration process than their unregistered counterparts. Letters were a primary prompt for participants, reminding them to register to vote and to provide information about the registration process. This was particularly the case among registered participants. Registered participants further recalled the process of registering as simple whilst unregistered participants assumed the process would be easy. Overall, participants were positive towards the routes to registration and reported that they would go online if looking for further information around registering to vote.

The primary enabler and motivation for registering was having your say and being able to vote. This participation in the democratic process emerged as important across both registered and unregistered participants. Social norming played a prominent role with participants often echoing behaviours and views of family and friends. Influencers in educational settings were often noted as promoting registration and voting amongst younger people. Further individual benefits, such as improvements to credit ratings, were appealing as they were considered practical and tangible. Data collection via voter registration for local councils and the Government was generally understood to be beneficial but held limited motivational impact.

Three groups of barriers to registration were identified: mindset towards voting, knowledge barriers and practical barriers. Participants with mindset barriers included those who expressed apathy (disinterest in voting) and disillusionment (distrust in the political system and politics). Where a mindset barrier existed, this was a primary barrier to registration. Knowledge barriers included a lack of awareness of eligibility, lack of knowledge and confidence to make an informed vote, lack of understanding of the registration process and incorrect assumptions about registration status. Practical barriers focused on a lack of urgency or priority to register to vote. Other practical barriers included concerns about required documentation, privacy of personal information and the time it would take to register.

Application of the COM-B behavioural framework¹ highlights that the primary barrier or enabler to registration is motivational. The research observed three motivational mindsets which act as the primary building block in registration behaviour. Two of these are barrier mindsets and include: disillusionment in the political system or politicians and apathy towards voting. The third is an enabling mindset focusing on engagement in having your say or voice heard. The research suggests that there are a range of motivational, capability-based and opportunity-based hooks which could encourage registration across these mindsets.

¹ https://social-change.co.uk/files/02.09.19_COM-B_and_changing_behaviour_.pdf

2 Introduction

2.1 Background

The Electoral Commission is an independent body which oversees elections and regulates political finance in the UK. The Commission promotes public confidence and ensures integrity in the democratic process. It also uses its expertise to support and advocate for changes to democracy that aim to improve efficiency, fairness, and transparency.

This research set out to explore attitudes towards registration amongst the general public. Specifically, the research sought to explore:

- Barriers to registration. Understanding why people are not registered to vote and what could encourage unregistered people to register.
- Enablers to registration. Understanding why people are registered to vote.
- Awareness around registration. Understanding current knowledge levels around how to register and any misconceptions about the process of registering.

The research additionally explored reactions to recent Electoral Commission registration campaign materials with examples shown to participants following discussion of barriers and enablers. Findings from this element of the research will be used to inform future campaign materials. This report specifically focuses on the research method and findings related to awareness of the registration process, barriers and enablers to registration.

2.2 Method

A qualitative approach to the research was taken, chosen to ensure that participants could openly express their views towards registration. This enabled us to understand the range of barriers and enablers to registration.

Depth interviews were carried out. This approach allowed for individual expression of views and experiences as well as the ability for the research to reach and engage participants from a range of different backgrounds and circumstances. Two types of depth interviews were conducted:

2.2.1 Pre-recruited depth interviews

Participants were pre-recruited based on a sample (discussed in section 2.3) to take part in a depth interview. These depth interviews lasted up to 30 minutes and took place one-to-one. Participants were able to take part via video call (MS Teams) or telephone call depending on their preference. Participants were offered a thank you incentive of £30 via BACs payment or a high street voucher for taking part.

2.2.2 Hall-test depth interviews

Two hall tests were carried out. Each of these involved a team of recruiters who stopped people on the street and asked them if they were interested in participating in a short depth interview. If in agreement, these participants were screened (to ensure a mix of participant characteristics were included) and then interviewed by an Ipsos researcher. Hall test depth interviews lasted up to 20 minutes. Participants were offered a thank you incentive of £20 cash for taking part.

Both forms of depth interview followed a topic guide designed in collaboration with the Electoral Commission. The topic guide structure is summarised below. A full copy of the guide is provided in the appendix.

2.2.3 Topic guide structure summary

1. Introductions

During this section participants were introduced to the research session and asked to give a short introduction about themselves.

2. Views on/ experiences of registration

This section focused on any previous experiences of registration, views towards registration, perceived benefits of registration and perceived barriers including reasons for not having registered.

3. Wrap-up

This section thanked participants for taking part and gave opportunity for any final observations from participants to be raised.

2.3 Sample

A total of 133 interviews were carried out across pre-recruited and hall-test depth interviews. This sample size was developed to allow the research to engage and explore attitudes amongst different groups that had been identified as less likely to be registered to vote in previous Electoral Commission research². These groups included:

- Younger people aged under 34 years. Whilst there was a focus on this age group, the research also included a sample of those aged 35+ years to ensure inclusion from those across age groups.
- Recent movers (those who had moved home within the last two years).
- People from an ethnic minority background. The research included at least five depth interviews with participants from each of the following backgrounds: Indian, Pakistani, Bangladeshi, Black African and Black Caribbean.
- Private renters.

A sample plan was developed to focus on these groups and include both registered and unregistered participants. This enabled the research to explore both reasons for registration and barriers to registration. A summary sample table of those included in the research is provided in table 2.1. A full sample breakdown is provided in the appendix.

² <https://www.electoralcommission.org.uk/who-is-registered>

Table 2.1: Summary sample table

Primary characteristic	Unregistered	Registered
16-34 years old	10	21
35+ years old	9	12
Ethnic minority background	24	17
Private renters	9	11
Lived in property for under two years	13	7
TOTAL	65	68

Given the scope and timeframe for this study, registration status for each individual was based on self-reported registration status. Screening questions were developed to aim to gather as close to an accurate report of registration status as possible. This included questions regarding ways in which people had registered, any receipt of a poll card and participation in voting. The screening questionnaires for remote depths and hall tests are included in the appendix.

In addition to the primary characteristics detailed in table 2.1, quotas were also set to include male and female participants as well as participants with the following circumstances. These were included in our sampling to ensure we captured a range of experiences and attitudes towards registration:

- European Union (EU) and Commonwealth citizens.
- People with English as a second language.
- People with low literacy and/ or learning disabilities.
- People with a long-term health condition or disability.
- People with limited online access or online confidence.

Participants for the pre-recruited depth interviews were recruited from across England, Wales, Scotland and Northern Ireland. The hall tests took place in Wolverhampton and Leeds. Both of these locations include constituencies that saw low turn-out in the 2019 General Election³ and were therefore identified as areas that may have lower levels of registration.

2.4 How to read the report

When considering these findings, it is important to bear in mind what a qualitative approach provides. Qualitative research is illustrative, detailed, and exploratory. It explores the range of attitudes and

³ <https://commonslibrary.parliament.uk/general-election-2019-turnout/>

opinions of participants in detail, and it provides an insight into the key reasons underlying participants' views.

Qualitative research cannot – and does not set out to be – representative of the wider population. We sampled participants purposively in order to understand registration attitudes across a range of participant characteristics. When analysing the data, we were not seeking to understand prevalence but rather the values and experiences which underpin people's attitudes and opinions. The findings cannot be considered quantifiable as they are not drawn from a statistically representative sample. As such, the findings should not be treated as generalisable to the wider population.

The conclusions include a number of personas describing the types of barriers and enablers experienced for participants. These are composite personas developed to bring together a range of responses from participants to illustrate typical viewpoints.

2.4.1 Reporting conventions

Throughout the report, we have referred to “participants” and provided evidence through verbatim quotes where these illustrate findings. To protect participant anonymity, quotations have been attributed to key characteristics.

2.5 COM-B framework to inform analysis

The COM-B behavioural framework was developed by Michie et al⁴, and provides a structure for understanding individual's behaviour and the factors that influence this. Understanding the different influences that play a role in shaping a behaviour can help identify the types of interventions that could best support behaviour change.

There are three components within the COM-B framework:

- **Capability:** Are people psychologically and physically able to carry out the behaviour?
- **Opportunity:** Do people have the social and physical opportunity to carry out the behaviour?
- **Motivation:** Do people need or want to carry out this behaviour more than other competing behaviours?

Within this framework, all three of these components interact to influence and generate behaviour.

The COM-B framework informed development of the topic guide, with questions in the topic guide designed to explore each of the three components listed above. The framework was also used during analysis to help structure and understand the different influences for registration behaviour.

Throughout the report, COM-B summaries for barriers and enablers are included to identify key influences on registration behaviour. These summaries are brought together in the conclusions chapter. This final chapter discusses the role that each of the COM-B components plays in shaping behaviour and begins the discussion on strategies that could encourage registration.

⁴ https://social-change.co.uk/files/02.09.19_COM-B_and_changing_behaviour_.pdf

3 Awareness and information sources regarding the registration process

This chapter describes participant awareness of the registration process and sources of information regarding this process.

Chapter 3 summary

- Letters were a key prompt for participants, reminding them to register to vote.
- Registered participants were most likely to recall letters as their key source of information about registering to vote and the registration process.
- Unregistered participants had low recall of the process of registering. There was typically higher awareness among unregistered participants intending to register in the future and lower awareness among unregistered participants disinterested in voting.
- Registered participants found the process of registering easy and unregistered participants assumed the process of registering would be easy.
- Participants were positive towards the range of registration routes available, though there was some dislike of canvassers as this approach could feel intrusive.
- Participants would go online for further information about registering to vote and were most likely to trust the GOV.UK website and local council websites.

3.1 Sources of information and prompts to register

Letters sent to home addresses were the source of information regarding registration most likely to be recalled across registered participants. Registered participants could typically recall receiving a letter which explained their requirement to register and information about how to register to vote. These letters acted as a primary prompt for registered participants to register to vote. This was particularly noted by recent movers who had received a letter at their new property after a recent house move.

Whilst letters were recalled as a primary prompt and information source about registering to vote across participants, older participants (those aged over 55 years) often had difficulty remembering the sources of their information around registering. This was because initial prompts to register to vote occurred a long time in the past.

When thinking about registration materials in general, participants from ethnic minority backgrounds noted the importance of information regarding registering and the registration materials themselves being available in different languages. They suggested that the provision of materials in other languages be made widely and clearly available reflecting on their experiences of different languages spoken in their families and communities.

“I think [the information available] could be better. Could be more diverse with the languages on offer and get more straight to the point.”
(Registered, male, 20, Indian ethnicity, Scotland, depth)

Younger participants were particularly likely to note that they had heard about and been prompted to register to vote through family, friends and teachers. This was especially around the times they had turned 16 or 18 years old⁵.

3.2 Awareness of the registration process

Overall, participants reported low recall of coming across information about the process of registering.

This was particularly evident among unregistered participants. Where recalled, unregistered participants noted that they had come across information about registration through word of mouth, such as from friends, family or teachers. TV adverts were mentioned in isolated cases.

“I’ve been told about when I can register...just from word of mouth”
(Unregistered, male, 17, Wales, depth)

Whilst typically low, awareness of the registration process amongst unregistered participants differed based on their intention to register or engagement in the idea of voting. Unregistered participants who were intending to register in the future typically had higher awareness of the registration process, whilst unregistered participants who expressed disinterest in voting were among those with the lowest awareness of the process.

Registered participants were more likely to spontaneously recall letters from local councils and about political parties in the run-up to elections.

“I get communication [about registering to vote] from my council. I will get a letter and it will say, check if everybody in the property is what it is [on the letter]”
(Registered, female, 33, Ghanian ethnicity, England, depth)

Registered participants recalled registering to vote via post or online. Those who recalled the process of registering reflected that it had been easy and straightforward. Participants who had received support with registration had less detailed awareness of what the process involved. These participants had sought support from family members to register. This included recent immigrants and those with additional needs. For example, one participant who was neurodivergent and dyslexic, noted that he had needed support from his father to register. This, in turn, reduced his awareness of the registration process itself.

3.3 Expectations of the registration process

Across the sample, participants either assumed the registration process would be easy or had found this to be the case. Those who anticipated it would be easy felt that this was likely to be the case as they felt registering was as a behaviour that the Government would like to encourage.

Registered participants who recalled the process of registering said that it had been straightforward and easy. They could not recall any challenges in registering and therefore assumed that the process had been simple. Participants who needed support with the process due to accessibility needs were comfortable getting help from people in their lives.

⁵ People can register to vote at age 16 in England and age 14 in Scotland and Wales. People can vote when aged 18 years or over in England. In Scotland and Wales people can vote when aged 16 years or over in some elections. <https://www.gov.uk/register-to-vote>

Registered participants did not have concerns about the information required to register. Providing a name, an address and national insurance number was viewed as standard for Government or council registration.

“Quite straightforward, quite easy, nothing difficult.”
(Registered, male, 31, Bangladeshi ethnicity, England, depth)

Unregistered participants typically assumed the process for registering would be easy and that there would be appropriate resources for those who might experience challenges with registering, for example those with disabilities. They anticipated that the registration process would be easy to help encourage citizens to register.

"I presume it would be self-explanatory and it would talk you through exactly what you need to do. Or if you had any hearing or visual issues, they'd have measures in place."
(Unregistered, male, 37, Wales, depth)

Whilst less frequently mentioned, there were some concerns regarding the time it could take to register. Those not interested in voting or unsure of their political stance could be concerned about the time it would take to complete the process from registering to researching political candidates in order to make an informed vote. In these instances, concern around time it would take to register was bundled with the time it would take to appropriately research political parties and policies. These participants did not feel there would be a need to register until they had completed their research ahead of voting and, often, did not express a strong motivation to carry out this research. Additionally, unregistered participants who were non-UK citizens often assumed the process would be similar to registering in their home country. In some cases, this had been time-consuming.

There were also concerns regarding documentation required to register. This concern was voiced by unhoused participants who were concerned about having access to their national insurance number. Unhoused participants were also unaware of their eligibility to register without a fixed address.

Recent movers also voiced lack of awareness regarding the requirements to re-register within a new Local Authority. For example, one participant sought further clarification around legal timeframes for re-registering at a new address after a recent move. They wanted reassurance that there would be a grace period as registering to vote was often not top of mind for recent movers.

3.4 Views on routes to registration

During the research, participants were informed of the different ways to register including online, through the post and via door-to-door canvassers.

Participants were positive about the variety of registration options. The online registration route was praised for accessibility. For example, by enabling people to register who may not be able to physically access a post box. Whilst not referring to themselves, participants with concerns about others who may need more support felt a telephone option to register could be useful.

"I think those cover all the bases, you have online for younger generations, you have paper for older generations and people going around [canvassers] for people who may not be able to read and write themselves. The way you can register to vote is perfect and does the best it can."
(Unregistered, female, 19, Wales, depth)

Older participants (aged 30+ years) were more likely to dislike the idea of canvassers coming to their doors. Primary concerns were around security, trustworthiness, and feeling it would be “intrusive”.

“I think I'd feel quite uncomfortable giving my details to someone at the door, I wouldn't know if it was a scam or legit.”
(Registered, female, 42, England, depth)

However, participants from ethnic minority backgrounds liked the idea of canvassers as a way to engage others who may not be confident filling out forms in English with no support. Canvassers were viewed as a way to ensure that members of their communities who spoke English as a second language could get help with the process if needed.

Across the research there were a couple of suggestions for use of a QR code or App to enable other forms of digital registration. Where mentioned, this was suggested as a way to make registration quicker and simpler.

“There should be more digital ways, like an app or a QR code. Make it [registration] simpler.”
(Registered, female, 35, Scotland, depth)

3.5 Accessing further information

Across interviews, participants reported that they would look online if they needed further information about how to register to vote. GOV.UK and local council websites were viewed as trustworthy and as having up-to-date and accurate information.

“I suppose you can probably do it online, you can do everything online these days can't you. I think if I was looking to [vote] I would probably just google it.”
(Unregistered, female, 30, Wales, depth)

“I'd always want to go to the official websites because there's a lot of disinformation.”
(Registered, male, 48, Black Caribbean ethnicity, Scotland, depth)

If information was not readily available online, participants noted that they would contact their local council for further information. This was particularly noted by older participants (aged over 30 years old). Younger participants were more likely to state that they would ask their parents if they had any questions about registering to vote.

When thinking about where to access information about registration, unhoused participants said that they would like to see information around registering to vote available at local council offices as this is a location that unhoused populations were likely to access.

Thinking about registering to vote also prompted participants to consider looking for information about the voting process and who they might vote for. As with the registration process, participants noted that they would seek information about the voting process from trustworthy websites. Those wanting to learn more about political candidates said that they would also consider news articles as a source of information.

4 Enablers to registration

This chapter describes the range of enablers of voter registration described by participants.

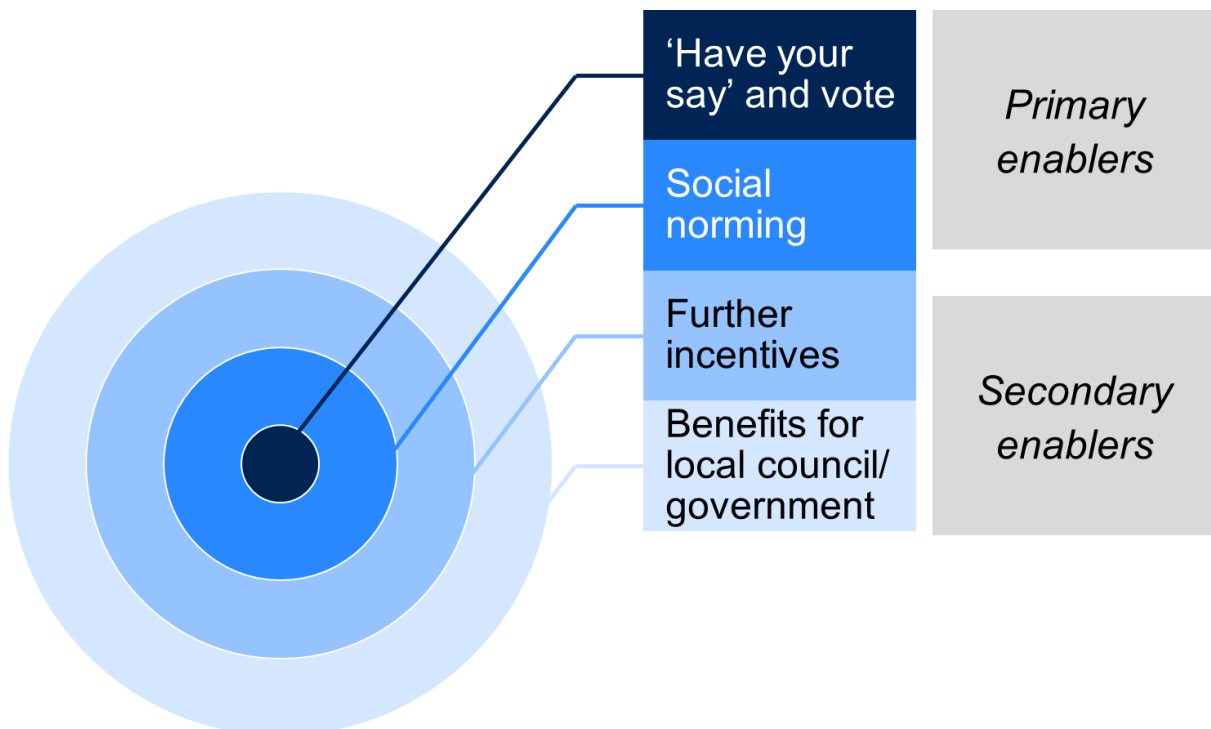
Chapter 4 summary

- Primary enablers to registration behaviour include the ability to have your say and vote, and the influence of social norming.
- Registration as the pathway to participation in the democratic process of voting is seen as important and is generally the principal motivator for voter registration.
- Social norming plays a prominent role with family and friends promoting behaviours that may be emulated. Educational settings play a role for younger people.
- Further incentives such as improvements to credit score rating were appealing due to their short-term and tangible positive impact for an individual. These personal benefits were particularly appealing to those with low engagement in voting driven by an apathetic or disillusioned mindset.
- Benefits of data collection via voter registration to local councils and the Government were generally understood but held limited motivational impact. Concerns could arise when considering how personal data is used particularly in relation to the open register.

4.1 Overview of enablers to registration

Four enablers for registering to vote emerged across the research. These are summarised in figure 4.1 below.

Figure 4.1: Primary and secondary enablers to voter registration



Primary enablers were those most frequently cited by participants and reported as most likely to influence behaviour. When asked what would encourage them to register to vote, participants noted the opportunity to engage in the democratic process. It was also clear that social norming played an important role, with attitudes and the willingness to register to vote passed on through groups of people across society.

Secondary enablers were less frequently cited and focused on personal incentives to register to vote such as improvements to credit scores and wider benefits of local population data collection for local councils and government.

Each of these enablers is discussed below.

4.2 Having your say and vote

“Having your say” in how the country is run through voting was identified as the main motivation for registering to vote amongst both registered and unregistered participants. Participating in the democratic decision-making process spoke to the societal purpose of voting and in some instances, participants noted the importance of having your say to elect those who reflected personal values.

“I wanted to have my say in the democratic process and be able to participate. I felt that it mattered and was important and can have influence.”
(Registered, male, 20, Scotland, depth)

“It is very important to get your voice heard to make sure that the people you like are represented by people with the same values as you.”
(Unregistered, female, 19, Wales, depth)

When describing this motivation for registering to vote, participants from ethnic minority backgrounds were more likely to refer to “having your voice heard” than “having your say”, referring to the importance of being heard and feeling represented.

“It's about having your voice heard, being involved.”
(Registered, female, 42, Pakistani ethnicity, England, depth)

“If you don't register you can't vote, and if you can't vote you don't have a voice. It's about being represented.”
(Registered, male, 48, Black Caribbean ethnicity, Scotland, depth)

Whilst infrequent, there were mentions across interviews of voting rights having been hard-won which made it a privilege to vote, pride in voting or voting providing a sense of freedom as a citizen.

“We're a democratic country so it gives a sense of freedom that we have a choice.”
(Unregistered, female, 19, Bangladeshi ethnicity, England, depth)

Overall, whilst “having your say” emerged as a key motivation for participants, this was less engaging for those who felt disillusioned with the political system or apathetic towards voting. These mindsets are discussed in chapter 5.

4.3 Social norming

Social norming also emerged as an important influencer of registration behaviour. The influence of others cut across participant characteristics. Behaviours of friends and family encouraged registration across all ethnicities and age groups. For example, participants with family who were registered to vote, and did vote, were more likely to imitate this behaviour and recognise its importance.

“All my friends and family are registered but we’re generally a politically active family and friendship group.”
(Registered, female, 42, England, depth)

School and college emerged as hubs for providing information and encouraging voter registration amongst younger people. Participants commented that the importance of voting had been discussed by teachers and in lessons.

There were some instances where younger people reported parents registering them to vote, either when they came of legal age or in the years following. Typically, they (16-17 years olds) mentioned consent was gained by the parent and were consulted first before registering them.

“When she [his mum] told me she was going to do it, I was happy to let my mum do it from there. I wanted to be able to vote.”
(Registered, male, 17, Scotland, depth)

4.4 Further incentives

Additional incentives for voter registration were generally perceived as a secondary motivator. The most frequently cited benefit of this type related to registration was the positive impact on a credit score rating. Those with experience of registering to improve their credit rating were most likely to spontaneously identify this as a benefit of registration. Within interviews, participants were prompted with this information to explore their reaction.

The practical and tangible nature of credit score improvements made it appealing, with participants easily recognising the potential positive implication on daily lives. For example, improvements to credit rating to improve eligibility for getting a mortgage was mentioned. It was observed that improvements to credit scores were likely to have a positive difference in the shorter term. Benefits achieved from the outcome of voting in an election by comparison, were recognised as having a more long-term impact and felt out of an individuals’ direct control.

“I’m trying to improve my credit rating because I have a negative point against it, so I registered.”
(Registered, female, 57, Northern Ireland, depth)

Younger people were typically less aware of credit score rating but when informed, found it appealing. In contrast, older participants were more likely to be spontaneously aware of the positive impact of registration on their credit score rating. They recognised its importance and the potential influence it had on financial situations.

Further incentives for registration were suggested by participants who had become disillusioned by the political system or expressed apathy towards voting. Ideas for incentivisation usually involved a financial benefit of some kind as a result of registering. Payment in exchange for registration or a retail discount were the most popular suggestions and participants reflected that an incentive would be more appealing than a potential fine.

“Ideally cash to register or some membership or access to premium services.”
(Unregistered, female, 19, England, depth)

Participants in Northern Ireland were particularly likely to see the potential for engaging people in registration through monetary incentives citing the high level of disillusionment with the democratic process in local government⁶.

“I’d be encouraged if someone gave me £100, otherwise there’s no reason to start at my age.”

(Unregistered, male, 67, Northern Ireland, depth)

4.5 Benefits to local councils and the Government

Benefits of data collection via voter registration to local councils and the Government were generally understood but held limited motivational impact. There was support overall for participants’ data to be used for official electoral processes and trust that the government would use this data appropriately and in a secure way. The collection of this data was considered necessary to enable voting and it was recognised that this type of benefit would be a collective one rather than personal.

“It’s so the Government knows how many people are in the country because that will capture councils and everybody in individual properties... it captures age, it captures nationality, and all of that... it has a higher purpose.”

(Registered, female, 33, England, depth)

Across interviews, thinking about data collection via voter registration could generate some scepticism and concern around how peoples’ data was used. This was particularly the case for the use of personal data when included on the open register. Overall, there were mixed levels of awareness of the existence of the two types of electoral registers amongst participants⁷. This information was provided during the interview. Once explained to participants, this gave rise to some concern about who would have access to personal data on the open register and how it would be used.

Overall, younger participants were more at ease with how their personal data was utilised, with some reflecting that they would feel more comfortable with large well-known companies using their data compared to smaller unfamiliar ones. This was based on larger companies feeling more reputable, familiar and having processes in place to access personal information.

Younger people also tended to be more resigned to the fact that larger companies were going to acquire their personal data regardless of what they did. There was general recognition that these companies had an extensive online presence and data collection capabilities.

“They [large well-known companies operating online] have my data anyway.”

(Registered, male, 17, Scotland, depth)

Sharing personal data via the electoral register for the purpose of jury service was mentioned when prompted to consider this use during the interview. The register (either full or open) was not generally

⁶ It is useful to note that this viewpoint may be influenced by the 2021 incentive scheme which encouraged eligible residents in Northern Ireland to register to vote by offering a £100 high street voucher for registering.

<https://www.irishnews.com/news/northernirelandnews/2021/08/09/news/register-to-vote-to-access-100-spending-voucher-minister-advises-2411378/>

⁷ There are two versions of the electoral register; the full version and the ‘open register’. Everyone who registered to vote will appear on the full register, which can only be used for governmental purposes and is not publicly available. When registering to vote, residents can opt out of appearing on the ‘open register’. The ‘open register’ contains the same information as in the full register but is published monthly and can be sold to any person, organisation or company for a wide range of purposes. For more information on the difference between the full and ‘open’ registers: <https://ico.org.uk/for-the-public/electoral-register/>.

spontaneously linked with jury service or considered to be a substantial benefit to registration. However, the overall benefit for society was noted.

4.6 COM-B summary of enablers

The key enablers identified through the research are summarised in table 4.1. This shows that whilst social norming plays an important role, enablers are typically motivational.

Table 4.1: COM-B summary of enablers

Capability	Opportunity	Motivation
<ul style="list-style-type: none"> • Supported to register by family member 	<ul style="list-style-type: none"> • Social norming; echoing the registration and voting behaviours of those around you including family, friends and individuals in educational settings • Assumption that the registering process is quick and simple 	<ul style="list-style-type: none"> • Belief that having your say/ ensuring your voice is heard is important • Positive impact on credit score • Data benefits to local Council

5 Barriers to registration

This chapter describes barriers to registration experienced by participants.

Chapter 5 summary

- Three groups of barriers have been identified: mindset towards voting, knowledge barriers and practical barriers.
- Participants with mindset barriers can be grouped into those who are apathetic (disinterested in voting) and disillusioned (distrustful of the political system and politics). Mindset barriers are typically a primary barrier for participants and a core influence on registration behaviour.
- Knowledge barriers include lack of awareness of eligibility, lack of knowledge and confidence to make an informed vote, lack of understanding of the registration process and incorrect assumptions about registration status.
- Practical barriers focus on a lack of urgency or priority to register to vote. Other practical barriers include concerns about required documentation, privacy of personal information and the time it would take to register.

5.1 Overview of barriers

Unregistered participants explained why they were not registered to vote. Participants provided a range of explanations, including both motivational and practical challenges. These barriers were often echoed by registered participants when asked what they anticipated the barriers to registration were likely to be.

The barriers to registration identified across the research can be grouped into three categories:

1. Mindset towards voting
2. Knowledge barriers
3. Practical barriers

It is useful to note that participants could describe experiencing a combination of barriers.

"If you're dyslexic or you don't know where your NI number is. Or even if you have a lot of things on and it's low down on your priority list. I think those are the main things that would stop people from voting... And if you don't know much about politics and you don't know who to vote for."

(Unregistered, female, 19, Wales, depth)

Each group of barriers is discussed in the remainder of this chapter.

5.2 Mindset towards voting

Mindset emerged as a barrier to registration amongst those who expressed apathy or disillusionment. Apathy was driven by a disinterest in politics, and disillusionment was driven by distrust in the political system or politicians. These attitudes emerged across participant characteristics for unregistered participants.

“I voted when I was younger, but to be honest, lots of the candidates I don't support, and don't agree with them.”

(Unregistered, male, 46, Scotland, depth)

Those describing a sense of apathy around politics noted that they would not vote or would need to learn more about politics to feel comfortable voting. They therefore did not feel a need to register to vote. These participants were uninterested and felt uneducated about politics, were less likely to have friends and family that were registered, reported not discussing politics often, and felt that their single vote wouldn't sway an election.

"It does affect me but I'm not really bothered. I do my job, I go home, and nothing outside of that affects me.”

(Unregistered, Male, hall test, Wolverhampton)

"I personally don't think me registering to vote is going to make much difference.”

(Unregistered, Female, 19, Bangladeshi ethnicity, England, depth)

Whilst typically driven by lack of interest or knowledge regarding politics, apathy could also be influenced by feeling unconnected to political parties and candidates. For example, one participant described how they did not feel that their background was represented by any party. They felt that they would be more likely to want to vote and therefore register to vote if this changed.

“What would make me want to vote is if there was more representation. Now you could say, coming from the Asian community, we got our first Indian Prime Minister. You're seeing more [people from ethnic minority backgrounds] coming into parliament... But the people that are coming in are very wealthy and with the situation that we're currently in... do they know what the individual working class is going through?”

(Unregistered, male, 42, England, depth)

Overall, participants expressing apathy suggested that they might feel more engaged in voting and therefore registering to vote if they felt more knowledgeable. Knowledge as a barrier is further discussed in section 5.2.

Unregistered participants who expressed a strong disillusionment in politicians or the political system described distrust of politicians and sometimes alleged that elections were “a fix”.

“Let's be honest [politicians] are all liars aren't they?”

(Unregistered, Male, hall test, Leeds)

These participants frequently cited the UK political context over the past few years as a driver of their disillusionment querying politicians' credibility, authenticity, and actions once in power. This sentiment was most likely to be voiced by participants and Northern Ireland and in older males (those aged over 30 years old).

“I've only just turned 18 and there's not a whole lot going on here in Northern Ireland. Nobody sits in Stormont and does anything.”

(Unregistered, female, 18, Northern Ireland, depth)

Despite their disillusionment, these participants indicated that they would be interested in registering if a trustworthy party or individual they wanted to support were to emerge. For example, an unregistered disillusioned male participant from Scotland wanted to see younger people standing as MPs. If this were the case, he'd be more inclined to register and vote.

Overall, where a mindset barrier existed (apathy or disillusionment) this was typically the primary barrier to registration for that participant although in some instances, they also described knowledge and/ or practical related challenges as a secondary barrier (these are discussed below).

5.3 Knowledge barriers

Overall, four key knowledge barriers emerged.

1. Feeling unequipped to make an informed decision when voting.
2. Uncertainty regarding eligibility.
3. Lack of clarity of the registration process.
4. Incorrect assumptions about registration status.

5.3.1 Feeling unequipped to make an informed decision when voting

Lack of knowledge regarding voting and politics was cited as a barrier by unregistered participants who were apathetic towards voting as well as those who were engaged in the idea of voting but had not registered. This was particularly noted by younger participants who expressed a lack of confidence in their own knowledge and political opinions. Overall participants felt that this barrier could be overcome by investing time into researching politics and policies.

"I'm not clued-up that I could make a valid vote. If I wanted to invest some time in research, then I feel my opinion would be valuable... I wouldn't want to vote on the wrong thing."

(Unregistered, Male, 37, Wales, Depth)

It was also suggested that information provision could support this. For example, being provided information regarding the political process in the UK, party policies and politicians.

"Just an understanding of what goes on in elections would be great."

(Unregistered, female, 49, England, depth)

5.3.2 Uncertainty regarding eligibility

EU citizens and other non-UK citizens were most likely to express knowledge barriers around eligibility. For those engaged in the idea of voting, this was a primary barrier whilst for others it emerged as a secondary barrier with an apathetic mindset playing a primary role in their attitudes towards registering.

"I am an EU citizen and I have zero knowledge if I can vote or not."

(Unregistered, female, 39, England, depth)

Where unaware of their eligibility, participants reflected that they relied on being given this information and felt that this information provision could be improved upon. For example, one participant, from Poland, understood that she may have been eligible to vote, but had stopped receiving information about registering since Brexit and assumed that she was no longer eligible. Another participant from Finland recalled asking a canvasser whether or not she was eligible, but the canvasser had not known.

EU Citizens and other non-UK Citizens who were registered to vote were made aware of their eligibility in a range of ways. For example, one participant had received information about registering alongside his citizenship information. Another received a letter in the post about registering to vote after completing forms to pay their council tax.

5.3.3 Lack of clarity regarding the registration process

Whilst not a key barrier across the research, there were some queries regarding the registration process. These included lack of certainty around the routes to registration (such as online or by post). There were also queries regarding the process of registering to vote after a recent move. For example, one participant assumed that they only had to register to vote once, rather than after each house move.

5.3.4 Incorrect assumptions about registration status

Whilst mentioned infrequently across the research, incorrect assumptions about registration emerged.

Participants who had recently moved house were more likely to describe knowledge barriers around their registration status. For example, where participants had moved from one nation to another, they were unsure of the registration process in their new country. Others were unaware of the requirement to re-register at their new address and had assumed that they were already registered. Participants suggested that prompts via letter about their registration status would be a useful way to clarify this. For example, one younger participant assumed that if he registered once, he would be registered for life.

Overall, participants noted a desire for information about the registering process, challenging registration status assumptions as well as general information about politics and voting to be provided for them. They were aware that this type of information could also be found online but expressed preference to be provided with this information.

5.4 Practical barriers

Where experienced, practical barriers could make registering to vote seem burdensome or difficult. A key practical barrier was a lack of urgency or prioritisation of registering. This was particularly evident among younger participants and recent movers.

Younger participants expressed a lack of urgency to register, particularly those who had recently become eligible to vote due to their age. For these participants, there had not yet been an election to vote in since they had become eligible. These participants specifically mentioned that there had not been a general election since they had become eligible and expressed an intent to register in the run up to an election in the future.

“When the time is right, I'll do it.”
(Unregistered, female, 19, Wales, depth)

Unregistered participants who also expressed an apathetic mindset did not feel that registering to vote was, or would be, a priority for them. These participants mentioned that life, work and family took precedence over registering to vote.

Lack of priority was also cited by recent movers. These participants noted that registering to vote was not “top of mind” or a priority for them after a recent house move.

“I haven't thought about it to be honest. I have a lot of things to do and it doesn't really cross my mind.”
(Unregistered, female, 38, Scotland, depth)

Less frequently mentioned practical barriers included:

- Not having required documentation. This was raised by unhoused participants.

- Assumptions that the registration process was time consuming.
- Concerns regarding privacy and security of personal information. This was noted by participants in relation to information being included on electoral roll. Across interviews, consideration of data collection via voter registration could generate some scepticism and concern around how people’s data is used. This was particularly the case for the use of personal data when included on the open register.

“It’s public, I’ve not voted because I don’t want people to know where I live. Why should I have my information out there?”
 (Unregistered, male, hall test, Wolverhampton)

- Accessibility of the registration process. Both registered and unregistered participants expressed general concerns that there could be accessibility barriers for others. However, participants did not raise personal concerns regarding accessibility. Where accessibility requirements for others were raised, this included neurodivergent people, people with physical impairments or limitations, and people with low digital competency. As discussed earlier in section 3.4, providing registration materials in other languages was also considered important.

5.5 COM-B summary of barriers

The key barriers identified through the research are summarised in table 5.1. This shows that there are a range of factors at play. As seen in the research, motivational factors were typically primary factors influencing overall attitudes and likelihood to consider registering to vote.

Table 5.1: COM-B summary of barriers

Capability	Opportunity	Motivation
<ul style="list-style-type: none"> • Lack of knowledge/ confidence regarding voting and politics • Lack of awareness regarding eligibility (EU and non-UK citizens) • Incorrect assumptions about registration status • Lack of clarity regarding the registration process • Concerns around having the required documentation to register (unhoused) • Potential accessibility barriers (often think about this for others) 	<ul style="list-style-type: none"> • Lack of social norming • Assumption that the registering process would be time consuming and complex • Lack of time to research politics/ politicians to make an informed vote • Lack of urgency/ priority to register 	<ul style="list-style-type: none"> • Sense of apathy in politics and voting • Disillusionment - distrust in politicians and parties • Concerns regarding use of/ security of personal data

6 Conclusions

6.1 COM-B summary of barriers and enablers

Overall, the research has identified a number of barriers and enablers that influence registration behaviour. These are summarised in the table below.

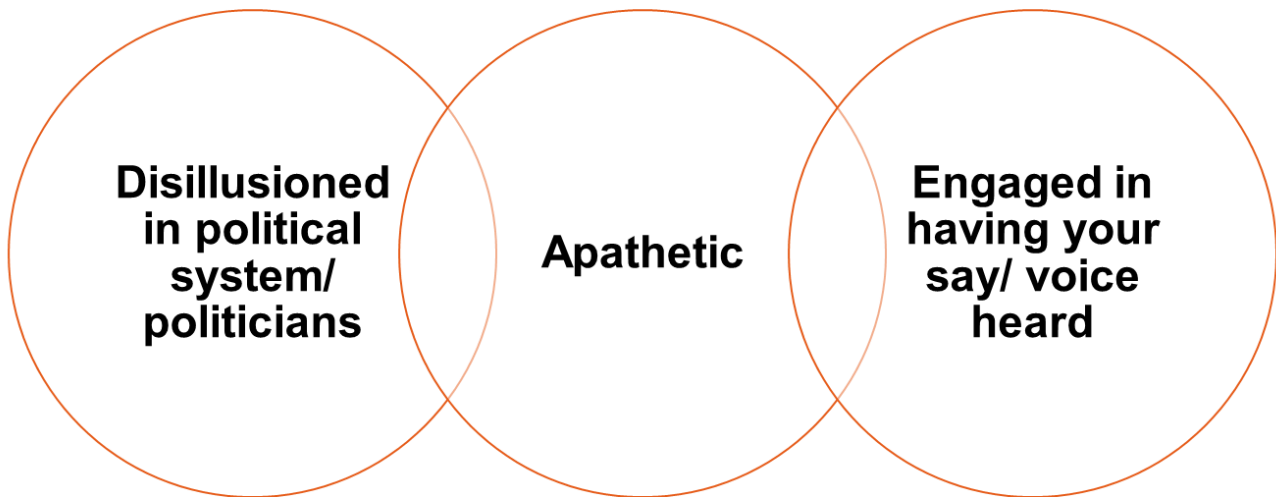
Table 6.1: COM-B summary of barriers and enablers

COM-B factor	Barrier to registering to vote	Enablers to registering to vote
Capability	<ul style="list-style-type: none"> • Lack of knowledge/ confidence regarding voting and politics • Lack of awareness regarding eligibility (EU and non-UK citizens) • Incorrect assumptions about registration status • Lack of clarity regarding the registration process • Concerns around having the required documentation to register (unhoused) • Potential accessibility barriers (often think about this for others) 	<ul style="list-style-type: none"> • Supported to register by family member
Opportunity	<ul style="list-style-type: none"> • Lack of social norming • Assumption that the registering process would be time consuming and complex • Lack of time to research politics/ politicians to make an informed vote • Lack of urgency/ priority to register 	<ul style="list-style-type: none"> • Social norming; echoing the registration and voting behaviours of those around you including family, friends and individuals in educational settings • Assumption that the registering process is quick and simple
Motivation	<ul style="list-style-type: none"> • Sense of apathy in politics and voting • Disillusionment - distrust in politicians and parties • Concerns regarding use of/ security of personal data 	<ul style="list-style-type: none"> • Belief that having your say/ ensuring your voice is heard is important • Positive impact on credit score • Data benefits to local Council

6.2 Motivational mindsets and encouraging registration behaviour

Across the research it is clear that the primary barrier or enabler to registration is motivational. The research has observed three motivational mindsets which act as the primary building block in registration behaviour. These are shown in figure 6.1. Ways in which these mindsets could be encouraged to register to vote are discussed in the remainder of these conclusions.

Figure 6.1: Three motivational mindsets regarding registering to vote and voting



6.2.2 Disillusioned in the political system and politicians

Those disillusioned in the political system and politicians typically voiced a strong preference not to vote. These participants therefore perceived no need to register to vote.

Motivational hooks to encourage registration behaviour: engaging participants that hold this mindset in voter registration is likely to require a motivational shift. These participants often reflected that a change in politics such as the emergence of a candidate or party that they felt they could trust, would be needed to engage them in voting and therefore voter registration.

This mindset was particularly evident amongst those in Northern Ireland and older males aged over 30 years.

Leon is 33 and has never registered to vote

Attitudes towards registering to vote

Leon is not interested in voting due to a strong distrust in politicians. He feels that politicians do not keep promises and that those in power do not tackle issues important to the public and the country instead focusing on issues that will benefit their political party.

Encouraging Leon to register to vote

Encouraging Leon to register to vote is likely to be challenging because he feels unmotivated to vote for anyone within the current political landscape. Leon feels there would need to be a political party or politician which he trusts to feel motivated to vote and therefore register to vote.

6.2.3 Apathetic

Those who described a sense of apathy in politics and voting also had no perceived need to register to vote. This mindset was evident across a range of participant characteristics. Those expressing apathy felt a lack of engagement in politics and politicians and often reflected that they simply did not feel informed or engaged enough to make a decision regarding who to vote for.

Motivational hooks to encourage registration behaviour: participants expressing apathy included those who described a disconnection with the value of their vote. These participants were sometimes unsure that their vote would make a difference in an election which further reinforced a disconnect with the need to register to vote. Building the belief that having your say is important could help encourage greater engagement in having your say and therefore registration.

Capability hooks to encourage registration behaviour: participants who were apathetic often expressed lack of knowledge about politics, reflecting that they would not know who to vote for or simply felt that they did not know enough about politics, parties and politicians to get involved in voting. Increased information on these topics could help build capability to engage in having your say or voice heard, and therefore registering to vote. Young people were particularly likely to talk about the need to understand more about politics, parties and politicians to feel able to make an informed vote.

Ally has recently moved house and tends to move home every few years

Attitudes towards registering to vote

Ally frequently moves home and usually has a range of things to organise after each move - registering is not a top priority. Ally also doesn't feel very informed about politics, would not know who to vote for and therefore thinks that there is no point in registering to vote.

Encouraging Ally to register to vote

Feeling more knowledgeable and able to make a voting decision is likely to encourage Ally to register to vote. This knowledge could be built through the provision of information about political processes, and clearly emphasising the benefits of voting and highlighting the difference your vote can make. Ally is unlikely to proactively seek this information out as it is not a priority and can feel like a time-consuming activity to undertake.

6.2.4 Engaging in having your say and having your voice heard

Even where participants were already engaged in the belief that having your say and having your voice heard through voting was important, there were other barriers that existed preventing participants from registering to vote. One or more of these may be relevant to any individual. These barriers typically focused on knowledge and practicalities. It is useful to note that these barriers may also be present for those with a disillusioned or apathetic mindset. However, they were less likely to present as a main barrier for these groups where the primary barrier was lack of motivation to recognise the value of registration. Existing engagement in having your say and having your voice heard was reported across a range of different participant characteristics.

Capability hooks to encourage registration behaviour: the research identified a range of barriers related to knowledge. For EU citizens and other non-UK citizens there is a need to provide clarity regarding eligibility to vote. Amongst recent movers, there is need for clarity regarding processes and requirements for registering at a new address, and for unhoused people, clarity regarding how to register and documentation required.

Focusing on ability to register, promoting the different ways in which people can register including the availability of materials in different languages will build awareness of the routes available for those with accessibility needs.

There is also scope to build and reinforce capability amongst this group through information about politics, parties, and politicians.

Opportunity hooks to encourage registration behaviour: the research found that there was a general assumption that registration would be quick and simple. Confirming this is likely to provide reassurance and alleviate concerns for those who expect a time-consuming registration process.

Motivational hooks to encourage registration behaviour: whilst already engaged in the belief that having your say is important, reinforcement of this message is likely to support this belief and motivation to register to vote.

Generating a sense of urgency and prioritisation will also be important particularly for those who have recently turned 16 or 18 years old or those who have recently moved and intent to vote in the future but have not yet registered to vote.

Ruben is an EU citizen from Spain, renting privately in the UK.

Attitudes towards registering to vote

Ruben was interested in politics in his home country and thinks that voting and having your say is important. His friends in the UK are avid voters and they talk about politics. However, Ruben has never looked into registering to vote as he had assumed he would not be eligible.

Encouraging Ruben to register to vote

Ruben lacks clarity regarding his eligibility to register and vote. He uses social media frequently, so targeted adverts expressing his right to register would be a good way to engage him.

6.2.5 Potential influencing factors across motivational mindsets

The research identified a number of influencing factors that could be considered across different motivational mindsets.

Opportunity hooks to encourage registration behaviour: overall it is clear that mindsets towards voting are influenced by others. This typically includes peers and family members. For younger people this includes teachers at school and college. There is potential for social norming to support registration behaviours.

Mahalia is 18 and in her final year of college

Attitudes towards registering to vote

Mahalia was taught about politics and voting in school and intends to register to vote. Mahalia, like her parents, is passionate about exercising her right to vote, however she does not feel a sense of urgency to register as there will not be an election until she is 19.

Encouraging Mahalia to register to vote

A sense of urgency will encourage Mahalia to register to vote as well as continued promotion of the importance of voting and therefore registering at college.

Motivational hooks to encourage registration behaviour: wider benefits of registration could have appeal across mindsets. Ability to improve credit rating via registration could be appealing amongst those for whom this benefit resonates. Wider benefits regarding data collection through registration for local councils and government whilst recognised as beneficial, is unlikely to be a strong motivator for registration.

Overall, there may also be some concern amongst participants from across mindsets regarding the privacy of personal information collected through registration. Whilst not frequently cited across this research, proactively highlighting the electoral roll could deter those with these concerns from registering.

Appendix 1: sample

Below is the final sample achieved across remote depth interviews:

Primary characteristic	TOTAL	Registered	Unregistered	England	Wales	Scotland	Northern Ireland	UK citizen	Non-UK citizen	Male	Female
16-17 years	6	5	1	0	3	3	0	6	0	5	1
18-24 years	8	3	5	3	2	1	2	8	0	4	4
25-34 years	8	5	3	0	6	1	1	8	0	1	7
35-54 years	6	4	2	5	0	1	0	3	3	3	3
55+ years	5	3	2	0	3	0	2	5	0	4	1
Indian	5	2	3	3	1	1	0	4	1	1	4
Pakistani	5	4	1	5	0	0	0	5	0	3	2
Bangladeshi	5	4	1	5	0	0	0	3	2	3	2
Black African	7	2	5	6	1	0	0	4	3	2	5
Black Caribbean	5	2	3	4	0	1	0	4	1	2	3
Other non-white ethnic group	8	2	6	4	2	1	1	6	2	5	3
Private renters	10	6	4	2	3	4	1	9	1	6	4
In property up to 1 year	10	3	7	3	1	5	1	8	2	7	3
In property 1-2 years	5	2	3	3	0	1	1	4	1	2	3
TOTAL	93	50	43	43	22	19	9	77	16	50	43

Below is the final sample achieved across the two hall test days:

Primary characteristic	Registered	Unregistered
16-34 years old	7	3
35+ years	8	4
Ethnic minority background	2	4
Private renters	5	3
In property for under 2 years	1	3
TOTAL	23	17

Across the sample, a range of people with cross-cutting characteristics were interviewed, this included:

- 10 unhoused people
- 11 people with a disability or long-term health condition
- 5 people with low literacy
- 5 people who would opt to fill out forms in a language other than English. This included Hindi, Filipino, Nigerian and Welsh (two interviews were carried out in Welsh language). Across the sample there were further participants with English as a second language who noted that they would complete forms in English.
- 6 people with low digital access or ability

Appendix 2: discussion guide

Below is the topic guide used during the research.

Questions
<p>Introduction</p> <ul style="list-style-type: none"> • <i>This section is to ensure informed consent is gained.</i> • <i>Please note that all participants have been provided an information sheet and privacy policy outlining how their data will be used and their rights. Please confirm receipt of this.</i> • <i>Please see participant information to confirm how participant will be paid their incentive and confirm this with them during the interview.</i>
<p>Introduce yourself and the purpose of the research project</p> <ul style="list-style-type: none"> • I'd like to start by introducing myself, and the purpose of this research project. • I'm [name], and I work for an organisation called Ipsos, an independent research organisation. • We are carrying out this research on behalf of the Electoral Commission on experiences of registering to vote. The Electoral Commission are an independent body which oversees elections and regulates political finance in the UK. • There are no right or wrong answers! We are just interested in your views and thoughts. <p>ASK IF REMOTE DEPTH</p> <ul style="list-style-type: none"> • Please can I check, are you currently in a location where you're happy to take part in this discussion? • The interview will last around 30 minutes. We very much appreciate you taking part, and as a thank you, you will receive £30 for your time. <p>ASK IF HALL TEST</p> <ul style="list-style-type: none"> • The interview will last around 20 minutes. We very much appreciate you taking part, and as a thank you, you will receive £20 for your time. <p>Reassurances</p> <ul style="list-style-type: none"> • This research project is being carried out in accordance with the Market Research Society (MRS) Code of Conduct. • It is completely up to you whether you take part, and you can change your mind at any time. <p>GDPR consent (record)</p> <p><i>Interviewer: explain that in line with data protection we'd like to record their consent to take part in the interview and to confirm that they have received the project materials. Please record consent. If participant does not consent for the interview to be audio recorded please turn off audio recorder once consent is captured.</i></p> <p>Please can I check that you are happy with the following – I have six points to cover with you (<i>capture Y/N response</i>):</p> <ul style="list-style-type: none"> • You have received an information sheet about the research and have had a chance to ask questions about the research. • You have received a copy of the privacy policy and understand that any data concerning you will be stored and accessed in accordance with current laws. such as the General Data Protection Regulations (GDPR).

- You understand that Ipsos' legal basis for processing your data is your consent to take part in this research. Your participation in this research is voluntary. You can withdraw your consent for your data to be used at any point before, during or after the discussion.
- You understand that this conversation is completely confidential, and our findings will be reported anonymously. This means that you will not be identifiable in the published report and any direct quotes used in the report will not be attributed to you. The only time we would disclose any information that identifies you would be if you were to tell me something that suggests you or someone else is at risk of serious harm. In this case, we may need to tell someone but would discuss with you first.
- If you feel comfortable, we would like to make an audio recording of our conversation. We will be talking to around 100 other people and having a recording would help us to write up our notes. Recordings are stored securely, only accessible by the Ipsos research team, and are permanently destroyed 12 months after the project finishes. The project is due to finish in February 2023. **IF VIDEO CALL**, add: We will not be making a video recording – just the audio.
- And please can I just confirm that you are happy to take part?
- Before we begin, do you have any questions?

Participant introduction

Now that I've introduced myself and the research project, it would be great if could you tell me a little bit about yourself and your family...

- Who do you live with? Probe: partner/friends/family
- And do you live in an owned home, privately rented, rented from the council or other?
- How long have you lived at your current address?

Views on/ experiences of registration

I'm now going to ask you some questions about your experiences of registering to vote. There are no right or wrong answers, and we'd like to understand experiences of those who haven't registered to vote as well as those who have. So please do be open and honest about your experiences.

ASK ALL

- **What, if anything, do you know about how you register to vote?** *Recent research has shown that some people may have forgotten the process of registering to vote, please just tell us anything that you can recall.* Probe: what are the ways in which you can register to vote, to your knowledge? What does registering to vote involve?
- **What do you think the purpose of registering might be?**
- **What are the benefits of registering to vote?** Probe: Immediate vs. longer term benefits? Who might benefit by registering to vote?
- **What are the downsides of registering to vote?** Probe: who might be negatively affected by registering to vote?

ASK THOSE REGISTERED

- **How did you register to vote?** *As above, please recall this to the best of your abilities.* How easy or difficult was this process?
- **What do you think about the information available to help people to register?** Which information about registering to vote are you aware of? What information, if any, did you use when you registered to vote? What do you think about the amount/ type of information available? How could information be improved?
- **IF MENTION GOOGLE**, if you went on google and a list of websites came up, which website/ type of website would you tend to go on for this information? Probe: why those specific websites? Do you trust some more than others? If so, which ones would you trust?
- **Have you ever encountered any issues or challenges with registering to vote?** If so, how did you overcome this?
- **What things do you think could be preventing people from registering to vote/ what might people find difficult when it comes to registering to vote?** What support could be provided to help overcome these challenges? Are there particular groups of people who might find it harder to register to vote?
- **What encouraged you to register to vote?** What about this was encouraging?
- **And did anything or anyone prompt or remind you to register to vote?** IF YES: who, what, any particular time of the year, any specific communications?
- **Have there been times when you have not been registered to vote?** (*Please note that this information is not fed back to councils and will not be traced back to you*). IF YES: can you tell me a little bit more about this/ these times? Were there any particular reasons why you were not registered? What made the difference/ what influenced you being registered nowadays?

ASK THOSE NOT REGISTERED

- **How easy or difficult do you think registering to vote would be?** What makes it seem easy / difficult?
- **Have you come across/ heard about any information about registering to vote?** IF YES: what information, who provides it, where is it available, how useful do you think it is?
- **What questions might you have about registering to vote?**
- **What could prevent people from registering to vote/ what might people find difficult when it comes to registering to vote?** What support could be provided to help overcome these challenges? Are there particular groups of people who might find it harder to register to vote?

- **Can you tell me a little bit about why you are not currently registered to vote?** Probe: did not realise you were eligible, forgot, moved, didn't intend to vote/not worth registering
 - IF DIDN'T INTEND TO VOTE/NOT WORTH REGISTERING: **is there a particular reason you feel this way?** What has led you to this point? IF AGAINST REGISTERING: why do you feel this way about registering? If there was another way to vote, without registering, would you? PLEASE NOTE ANY CONCERNS, including if concerned about full vs open voting register (<https://www.gov.uk/electoral-register> and <https://www.gov.uk/electoral-register/opt-out-of-the-open-register>) /chance to be selected for jury service/ thoughts on ID to vote (<https://www.gov.uk/government/publications/voter-identification-at-polling-stations-and-the-new-voter-card>)
- **What, if anything, has put you off registering to vote?**
- **What could help encourage you to register?**
- **What could help make registering to vote easier?**
- **Have you ever seen any reminders or received any information about registering to vote?** If yes, where did you see these, who were they from, what did you think about them, why do you think they didn't encourage you to register to vote?

ASK ALL

- **Overall, what do you think about the ways in which people can register to vote?**
 - *EXPLAIN: you can register to vote online or by filling out a paper form. In some areas people known as 'canvassers' may come to your front door and you can register to vote then. The forms ask for details such as your name, contact details, date of birth and national insurance number.* <https://www.gov.uk/government/publications/register-to-vote-if-youre-living-in-the-uk>
- **Do you think that your friends/family are registered to vote?** What about others in your local community? What might encourage or put them off registering?
- **Where would you go if you had any questions about registering to vote or wanted some information about this?** Who would you ask/ where would you look for information?

ASK EU AND COMMONWEALTH CITIZENS

- **Were you aware of your eligibility to vote prior to this conversation today?**
- IF NOT AWARE, **what could have supported your awareness around your eligibility?**

EXERCISE IF TIME/ USEFUL TO ENCOURAGING PARTICIPANT TO DISCUSS THE TOPIC: Vignette

- I'd like to show you an example of someone who is not registered to vote. It would be good to think about what might be useful for them.
- *Show one vignette per interview.*

<p>Vignette 1: Patrick</p> <p>Patrick lives in a flat with a friend. They rent the flat and have lived there for 2 years.</p> <p>Patrick has heard that you need to register to vote but he hasn't really thought about what he would need to do to register.</p> <p>Questions:</p> <ul style="list-style-type: none"> • What do you think is putting Patrick off registering to vote? • What do you think Patrick would need to do to register? • What might help or encourage Patrick to register to vote? 	<p>Vignette 2: Nadia</p> <p>Nadia lives with her husband and two children. They moved home 9 months ago. They lived in their previous home for 6 years. Nadia has not previously voted and it's not something that her family or friends talk about. However, she thinks that she probably would be interested in voting in the next general election. She isn't aware that she needs to register to vote.</p> <p>Questions:</p> <ul style="list-style-type: none"> • How could Nadia be made aware that she needs to register to vote? • What could prompt Nadia to look into registering to vote?
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IF NOT SPONTANEOUSLY MENTIONED:

- **Registering to vote means that your name appears on the electoral register. Have you heard about this before?**
 - *Moderator information if needed: There are two versions of the electoral register: the full version and the open register. The full version can only be used for electoral administrative purposes, campaign activities, preventing and detecting crime, credit checks and for jury summons. The open register contains the same information but can be bought by anyone – individuals and businesses – for a range of purposes. You can opt out of the open register so your name would not appear on it.*
- **What might be the benefits or drawbacks of being on this register?** Prompts:
 - Being on the electoral register can improve your credit score because it means that lenders can confirm your name and address.
 - The electoral register is used to call people for jury service.

- The electoral register can be used by local councils to understand more about the types of people that live in the local area for example, the age of people living in the local area. This can help them think about what services might be needed for local people.

Wrap up

Thank you for your time today. Before we finish, I'd like to know what your overall impression of the registration process.

- **Overall, what one recommendation would you give to the Electoral Commission on how to encourage people to register to vote?**
- **Is there anything else you'd like to add? Any final reflections?**

THANK PARTICIPANT, CONFIRM INCENTIVE AND CLOSE. If you'd like more information about registering to vote, please have a look at the Electoral Commission website.

If you have any questions or need to get in contact with Ipsos about this research, please contact redacted@ipsos.com.

Appendix 3: recruitment screeners

Recruitment screener: pre-recruited remote depth

Hello, my name is _____ and I am from a company called [Agency name].

We are carrying out some research looking at peoples' views and any experiences of registering to vote. We are looking for people to take part in a 30-minute interview **via video conference or telephone** and people who are eligible to take part will receive £30 cash to thank them for their time.

Can I check would you be interested in participating?

Yes	1	Continue
No	2	Thank & Close

Ok, I just need to go through a short questionnaire with you. We need to speak to people from a range of different backgrounds to ensure we get as many views as possible; it should only take a few minutes.

You have the right to withdraw your consent to process the information you provide or object to our processing of your information. The research activity and this interview will be conducted in accordance with the Market Research Society Code of Conduct, and the information you provide will be treated in accordance with data protection law.

During this questionnaire, I will need to ask specific questions about your ethnicity. This information will only be collected with your explicit consent and is being collected to ensure that the research fairly represents UK society.

Please can I check are you happy to proceed on this basis?

Yes	1	Continue
No	2	Thank & Close

IF NECESSARY:

- We are conducting the research on behalf of the Electoral Commission
- A researcher rather than myself will be conducting the interview as they are working with all participants and reporting back for the project
- You do not need to do anything to prepare for this interview; we are just interested *in your views*.

ELIGIBILITY

Q1a Please can I check, in which country are you a resident (do you usually live)?

England	1	Aim for: 40 x England (code 1 at Q1a) 20 x Scotland (code 2 at Q1a) 20 x Wales (code 3 at Q1a) 10 x Northern Ireland (code 4 at Q1a) PLEASE NOTE: DEPTHS 1-6 SHOULD ALL BE IN WALES OR SCOTLAND
Scotland	2	
Wales	3	
Northern Ireland	4	
Other	5	THANK AND CLOSE

Q1b And what is your nationality? This is your country of origin, which is on your passport of birth certificate.

British	1	6 x to be a qualifying Commonwealth citizen (code 5 at Q1b)
Republic of Ireland citizen	2	
Cypriote (from Cyprus)	3	
Maltese (from Malta)	4	
I am a qualifying Commonwealth citizen*	5	6 x to be an EU citizen (code 6 at Q1b)
Other EU citizen	6	
SCOTLAND AND WALES ONLY: A citizen of another country who has permission to enter or stay in the UK, or who does not need permission	7	
None of these Write in:	8	

* Please see Commonwealth citizen show card

INDUSTRY EXCLUSIONS

Q2 Do you or any members of your immediate family work in any of the following areas?

Journalism/ the media	1	Thank & Close
Public relations (PR)	2	
Market research	3	
Politics generally (in Westminster or the local area, e.g. Councillors, Party Members or MPs)	4	
Canvassing or other activities linked to elections	5	
None of these	6	Continue
Don't know	7	

PREVIOUS ATTENDANCE

Q3 Have you participated in any kind of research (i.e. an interview or focus group) for a market research company in the last 12 months?

Yes	1	Thank & Close
No	2	Continue

DEMOGRAPHICS

Q4a Which of the following describes how you think of yourself?

Male	1	Depths 1-20: aim for a gender mix Depths 21-30: aim for a gender mix Depths 31-65: aim for a gender mix Depths 66-75: aim for a gender mix Depths 76-90: aim for a gender mix
Female	2	
In another way	3	
Prefer not to say	4	

Q4b How old were you on your last birthday?

Write in and code below:		Depths 1-6: all to be aged 16-17 years PLEASE NOTE THESE PARTICIPANTS SHOULD BE IN SCOTLAND AND WALES ONLY Depths 7-13: all to be aged 18-24 years Depths 14-20: all to be aged 25-34 years Depths 21-25: all to be aged 35-54 years Depths 26-30: all to be aged 55+ years Depths 31-65: aim for a spread of ages Depths 66-90: record for information
16-17 years	1	
18-24 years	2	
25-34 years	3	
35-54 years	4	
55+ years	5	

Q4c Occupation of Chief Income Earner (*Probe fully*):

Qualifications: _____

Number in Charge of: _____ SOCIAL GRADE: _____

Please record occupation if not CIE: _____

ABC1	1	Depths 1-20: aim for a spread Depths 21-30: aim for a spread Depths 31-65: aim for a spread
C2DE	2	Depths 66-75: aim for a spread Depths 76-90: aim for a spread

Q4d And thinking about where you currently live, which of the following best describes your home?

Own it outright	1	Depths 66-75: all to be privately renting (code 5 at Q4d) Depths 1-65 and 76-90: record for information
Buying it with the help of a mortgage/ loan	2	
Part own and part rent (shared ownership)	3	
Rent it from the Local Authority or a Housing Association/ Trust	4	
Rent it privately	5	
Rent-free (live with relatives/ friends)	6	
Squatting	7	
Prefer not to say	8	

Q4e And how long have you lived in your current property?

12 months or less	1	Depths 76-85: all to have lived in current property for 12 months or less (code 1 at Q4e) Depths 86-90: all to have lived in current property for 12-24 months (code 2 at Q4e) Depths 1-75: record for information
12 months to 2 years	2	
3+ years	3	

Q4f How would you describe your ethnicity?
SINGLE CODE. DO NOT READ OUT

White		Depths 31-65: At least 5 x Indian
English/ Welsh/ Scottish/ Northern Irish/ British	1	
Irish	2	

Gypsy or Irish Traveller	3	At least 5 x Pakistani At least 5 x Bangladeshi At least 5 x Black African At least 5 x Black Caribbean At least 5 x other non-white ethnic group Depths 1-30 and depths 66-90: aim to reflect local area
Any other White background (please describe)	4	
Mixed/ multiple ethnic groups		
White and Black Caribbean	5	
White and Black African	6	
White and Asian	7	
Any other mixed/ multiple ethnic background	8	
Asian/ Asian British		
Pakistani	9	
Bangladeshi	10	
Indian	11	
Chinese	12	
Any other Asian background	13	
Black/ African/ Caribbean/ Black British		
African	14	
Caribbean	15	
Any other Black/ African/ Caribbean background	16	
Another ethnic group		
Arab	17	
Any other ethnic group (please describe)	18	
Don't know	19	
Prefer not to say	20	

REGISTRATION STATUS

Q5a Are you registered to vote in an election in the United Kingdom at this address?

Yes, I am registered to vote	1	GO TO Q5B
I'm not sure whether I registered to vote/ I don't know	2	GO TO Q5B
No, I am not registered to vote	3	CODE AS UNREGISTERED GO TO Q6

Q5b And please can I check, how did you go about registering to vote? **DO NOT READ OUT**

I handed a paper form to my local council/ registration office	1	FOR DEPTHS 1-6/ THOSE WHO CODE 1 AT Q4B
I submitted a paper form through the post	2	AND DEPTHS 76- 85/ THOSE WHO CODE 1 AT
I registered face-to-face on my doorstep with a canvasser	3	QUESTION Q4E – CODE AS
I registered to vote online	5	REGISTERED. GO TO Q5D
		FOR ALL OTHERS - GO TO Q5C
I registered as part of updating my Council Tax details with the local council	6	CODE AS UNREGISTERED GO TO Q6
Other method not listed above	7	
Not sure / can't remember	8	GO TO Q5C

Q5c And please can I check, have you received a poll card in your name in the last 3 years?
IF NEEDED: SHOWCARD OF POLL CARD EXAMPLE

(https://www.electoralcommission.org.uk/sites/default/files/pdf_file/Poll-card-ordinary.pdf)

A poll card is sent to your address just before an election telling you when to vote and at which polling station.

Yes I have received a poll card in my name during the last 3 years.	1	CODE AS REGISTERED. GO TO Q5D
No I have not received a poll card in my name during the last 3 years.	2	CODE AS UNREGISTERED. GO TO Q6
I don't know	3	

Q5d Which of these statements best describes your attitude towards voting at General Elections/ Local Elections?

Ask to British citizens, Republic of Ireland citizens, Cypriote citizens, Maltese citizens and Qualifying Commonwealth citizens (codes 1, 2, 3, 4 or 5 Q1b)	Ask to Other EU citizen (code 6 at Q1b) and other legal residents in Scotland/ Wales (code 7 at Q1b)		
I always vote at General Elections	I always vote at Local Elections	1	CODE AS REGULAR VOTER
I usually vote at General Elections	I usually vote at Local Elections	2	
I sometimes vote at General Elections	I sometimes vote at Local Elections	3	CODE AS NON/ IRREGULAR VOTER
I never vote at General Elections	I never vote at Local Elections	4	
I haven't been eligible to vote at General Elections before	I haven't been eligible to vote at Local Elections before	5	GO TO Q5F

Q5e If a General/ Local Election was to take place immediately, how likely would you be to vote?

Ask to British citizens, Republic of Ireland citizens, Cypriote citizens, Maltese citizens and Qualifying Commonwealth citizens (codes 1, 2, 3, 4 or 5 Q1b)	Ask to Other EU citizen (code 6 at Q1b) and other legal residents in Scotland/ Wales (code 7 at Q1b)		
I would definitely vote at an immediate General Election	I would definitely vote at an immediate Local Election	1	CODE AS REGULAR VOTER
I would probably vote at an immediate General Election	I would probably vote at an immediate Local Election	2	
I would probably not vote at an immediate General Election	I would probably not vote at an immediate Local Election	3	CODE AS NON/ IRREGULAR VOTER
I would definitely not vote at an immediate General Election	I would definitely not vote at an immediate Local Election	4	

REGISTRATION STATUS QUOTAS	Depths 1-20 10 x unregistered 5 x registered – non/ irregular voter 5 x registered – regular voter
	Depths 21-30 6 x unregistered 2 x registered - non/ irregular voter

	2 x registered - regular voter
	Depths 31-65 24 x unregistered 5-6 x registered - non/ irregular voter 5-6 x registered - regular voter
	Depths 66-75 5 x unregistered 2-3 registered - non/ irregular voter 2-3 x registered - regular voter
	Depths 76-90 8 x unregistered 3-4 x registered - non/ irregular voter 3-4 x registered - regular voter

ENGLISH AS A SECOND LANGUAGE

Q6a If you were filling out an official form, which language would you prefer to fill it out in?

Write in:	ACROSS ALL DEPTHS X 5 TO HAVE ENGLISH AS A SECOND LANGUAGE - GO TO Q6B Please aim for x2 of these participants to code as 'UNREGISTERED' at question set 5
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Q6b Are you happy to conduct the interview in English, or would you prefer for the study team to arrange an interpreter for the interview?

Write in:	IF HAPPY TO DO INTERVIEW IN ENGLISH RECORD FOR INFORMATION AND GO TO Q7 IF REQUESTS AN INTERPRETOR PLEASE MAKE A NOTE OF LANGUAGE PREFERENCE AND LIAIS WITH IPSOS TO ENUSRE WE CAN FACILITATE INTERPRETER
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LITERACY (DO NOT ASK PEOPLE WITH ENGLISH AS A SECOND LANGUAGE)

Q7 Can you tell me how good you consider yourself to be at reading English when you need to in daily life (e.g. reading newspapers and magazines or instructions for medicine or recipes).

I can read English very well	1	ACROSS DEPTHS X5 TO CODE 3 OR 4 AT Q7
I can read English fairly well	2	
I sometimes struggle with reading English	3	
I find reading English very difficult and often need others to help me	4	Please aim for x2 of these participants to code as 'UNREGISTERED' at question set 5

Please reassure participants that interviewers can provide assistance/ offer to read out information sheet and privacy notice

DISABILITY

Q8a Do you have any physical or mental health conditions or illnesses lasting or expected to last for 12 months or more?

Yes	1	GO TO Q8B
No	2	GO TO Q9
Don't know	3	
Prefer not to say	4	

Q8b This question asks about whether your health condition or illness currently affects your ability to carry out normal day-to-day activities, either a lot or a little or not at all. In answering this question, you should consider whether you are affected while receiving any treatment or medication for your condition or illness and/or using any devices such as a hearing aid, for example.

Does your condition or illness/do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?

Yes, a lot	1	ACROSS DEPTHS X5 TO CODE 1 OR 2 AT Q8B Please aim for x2 of these participants to code as 'UNREGISTERED' at question set 5 GO TO Q8C
Yes, a little	2	
Not at all	3	

Q8c We would like to make sure that your participation is as comfortable as possible. Please can I check, do you have any accessibility requirements for example, would you like the information in large print on any written communication?

Write in:

ONLINE ACCESS/ CONFIDENCE

Q9a Does your household have access to the internet at home?

Yes	1	GO TO Q9B
No	2	
Don't know	3	

Q9b And which of these statements best describes how confident you feel when going online?
READ OUT

I feel very confident in my ability to do almost anything online. For example, installing new computer programmes or exploring new software. People tend to come to me for help with anything related to technology.	1	<p>ACROSS DEPTHS X5 TO CODE 2 OR 3 AT Q9A AND/ OR CODE 4 OR 5 AT Q9B</p> <p>Please aim for x2 of these participants to code as 'UNREGISTERED' at question set 5</p> <p>GO TO Q10</p>
I am confident in my online ability, yet there is more that I could learn to get better. I use my smartphone regularly and know how to download apps and upload images and video with ease. I sometimes need help for more complicated tasks.	2	
I am confident doing activities online that I am familiar with. I use my smartphone for calling, texting, using the camera or occasionally using social media. I wouldn't be too sure what to do if something went wrong.	3	
There are only a few activities I can perform by myself online, like emailing or simple online browsing. The online world is not central to my life.	4	
I do not know how to use a computer and am apprehensive about using one. I would need help to know what to do.	5	

CONFIRMATION

Q10a Are you still happy to take part in an interview?

Yes	1	GO TO Q10B
No	2	THANK AND CLOSE

Q10b Can I confirm that you have access to an internet enabled laptop, desktop computer, tablet or smartphone and that you would be comfortable joining an online video call over Microsoft Teams?

Yes	1	CONFIRM DETAILS
No	2	GO TO Q10C

Q10c Would you prefer to be contacted by telephone to conduct the interview? If so please provide the preferred number for us to contact you on.

Yes	1	RECORD PHONE NUMBER
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Recruitment screener: hall tests

Hello, my name is _____ and I am from a company called [Agency name]. We are carrying out some research looking at peoples’ experiences of registering to vote. We are looking for people to take part in a 20-minute interview **in [venue name] today** and people who take part will receive £20 cash to thank them for their time.

Can I check would you be interested in participating?

- Yes** 1 **Continue**
- No** 2 **Thank & Close**

Ok, I just need to go through a short questionnaire with you. We need to speak to people from a range of different backgrounds to ensure we get as many views as possible; it should only take a few minutes.

You have the right to withdraw your consent to process the information you provide or object to our processing of your information. The research activity and this interview will be conducted in accordance with the Market Research Society Code of Conduct, and the information you provide will be treated in accordance with data protection law.

During this questionnaire, I will need to ask specific questions about your ethnicity. This information will only be collected with your explicit consent and is being collected to ensure that the research fairly represents UK society.

Please can I check are you happy to proceed on this basis?

- Yes** 1 **Continue**
- No** 2 **Thank & Close**

IF NECESSARY:

- We are conducting the research on behalf of the Electoral Commission
- A researcher rather than myself will be conducting the interview as they are working with all participants and reporting back for the project
- You do not need to do anything to prepare for this interview; we are just interested *in your views*.

Q1a Please can I check, in which country are you a resident (do you usually live)?

England	1	As falls out
Scotland	2	
Wales	3	
Northern Ireland	4	
Other	5	THANK AND CLOSE

Q1b And what is your nationality? This is your country of origin, which is on your passport of birth certificate

British	1	As falls out
Republic of Ireland citizen	2	
Cypriote (from Cyprus)	3	
Maltese (from Malta)	4	
I am a qualifying Commonwealth citizen*	5	
Other EU citizen	6	
None of these Write in:	8	THANK AND CLOSE

* Please see Commonwealth citizen show card

Q2a Which of the following describes how you think of yourself?

Male	1	Aim for mix
Female	2	

Our standards and accreditations

Ipsos' standards and accreditations provide our clients with the peace of mind that they can always depend on us to deliver reliable, sustainable findings. Our focus on quality and continuous improvement means we have embedded a "right first time" approach throughout our organisation.



ISO 20252

This is the international market research specific standard that supersedes BS 7911/MRQSA and incorporates IQCS (Interviewer Quality Control Scheme). It covers the five stages of a Market Research project. Ipsos was the first company in the world to gain this accreditation.



Market Research Society (MRS) Company Partnership

By being an MRS Company Partner, Ipsos endorses and supports the core MRS brand values of professionalism, research excellence and business effectiveness, and commits to comply with the MRS Code of Conduct throughout the organisation. We were the first company to sign up to the requirements and self-regulation of the MRS Code. More than 350 companies have followed our lead.



ISO 9001

This is the international general company standard with a focus on continual improvement through quality management systems. In 1994, we became one of the early adopters of the ISO 9001 business standard.



ISO 27001

This is the international standard for information security, designed to ensure the selection of adequate and proportionate security controls. Ipsos was the first research company in the UK to be awarded this in August 2008.



The UK General Data Protection Regulation (GDPR) and the UK Data Protection Act (DPA) 2018

Ipsos is required to comply with the UK GDPR and the UK DPA. It covers the processing of personal data and the protection of privacy.



HMG Cyber Essentials

This is a government-backed scheme and a key deliverable of the UK's National Cyber Security Programme. Ipsos was assessment-validated for Cyber Essentials certification in 2016. Cyber Essentials defines a set of controls which, when properly implemented, provide organisations with basic protection from the most prevalent forms of threat coming from the internet.



Fair Data

Ipsos is signed up as a "Fair Data" company, agreeing to adhere to 10 core principles. The principles support and complement other standards such as ISOs, and the requirements of Data Protection legislation.

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