

Photographic ID Research - Headline Findings

The Cabinet Office

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1 Introduction and methodology

Introduction and background

The Government committed in its Manifesto to introduce identification to vote at polling stations, bringing the rest of the United Kingdom into line with Northern Ireland. Electors will be required to show an approved form of photographic ID before casting their vote in a polling station across Great Britain at national UK-wide elections, and at local elections in England. For any eligible voter who does not have one of the required forms of photographic ID, a free, local Voter Card will be available from their local authority.

To understand the extent of ownership of the required forms of photographic ID among the eligible population and therefore the potential demand for the free, local Voter Card, the Cabinet Office commissioned IFF Research to carry out a nationally representative survey with adults over the age of 18 eligible to vote in England, Scotland and Wales. The research sought to address the following key questions:

- What percentage of the eligible population do not hold at least one form of photo ID currently under consideration for the voter ID requirement?
- What is the level of ownership of the required photographic ID in groups with protected characteristics? specifically with reference to:
 - Race or ethnicity
 - Disability; and
 - Age.
- What are other characteristics held by the cohort of individuals who do not hold any of the acceptable forms of photo ID?
- What are individual attitudes towards the proposed voter ID requirement, and how does this vary by individual characteristics? Including whether the requirement to present ID would impact individuals' likeliness to vote.

Methodology

Fieldwork was carried out by telephone between Tuesday 23rd February and Monday 15th March with 8,500 respondents. All adults eligible to vote and living in England, Scotland or Wales were eligible to participate. For more detail on the methodology, including sampling and weighting, see Annex A.

Reporting conventions

- All differences reported between sub-groups in the text are statistically significant to the 95% confidence level.
- For the purposes of this analysis, White ethnic minorities have been included within the overall White grouping; where we refer to ethnic minorities this includes respondents of Black, Asian and other ethnic backgrounds.

Limitations and caveats

While every effort has been made to ensure that the survey results are representative of the population, a few limitations and caveats should be considered when interpreting the data:

- As noted in the method Annex, true population data is not available for adults eligible to vote, therefore an estimated population has been used for weighting, using a subset of Census 2011 data. Additionally, the 2011 data, though the most recent data available, may not fully represent the 2021 population.
- Certain groups are generally much harder to reach in telephone surveys, such as those living in care homes, or homeless people, therefore these groups are likely to be underrepresented in the final survey data. However, thanks to the telephone methodology, including both landline and mobile numbers, and targeting of harder to reach groups where possible (younger age groups and ethnic minorities) it was possible to ensure good representation overall. It is also possible that adults who were more engaged with voting may have been more likely to agree to participate in the survey, as the survey was described as being related to voting and elections. Interviewers were briefed to reassure respondents who indicated they did not vote / had never voted that the survey was still relevant to them and to encourage participation.

Comparability with other surveys on the same topic

The survey asked respondents to identify if they had photo ID even if the ID was expired; therefore, figures on overall photo ID ownership may not be directly comparable to data from other sources, if only in-date ID was included in those figures. Additionally, the proportion of those reported as having Photo ID is among those identified as eligible to vote only, rather than the total population.

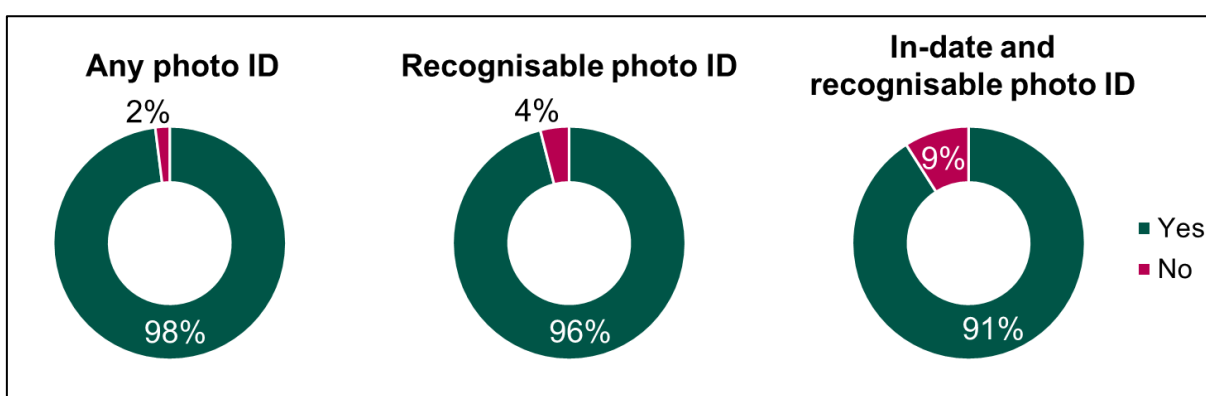
2 Incidence of Photographic ID

This section covers the proportion of the population that held any form of photo ID, the types of photo IDs held, and significant differences between different groups.

Incidence of any photo ID

Ninety-eight per cent held some form of photo ID (including ID that had expired or where the photo was no longer recognisable (Figure 2.1). Slightly fewer (96%) held a form of photo ID with a photo that respondents thought was recognisable (including ID that had expired), while nine in ten (91%) held a form of photo ID that was both in-date and recognisable.

Figure 2.1 Incidence of photo ID



C1-C3. Which, if any, of the following do you have (expired or valid)?; C4. Is at least one of these photographic IDs in-date, or are they expired?; C5. Thinking about the photographic ID discussed so far, would you still be recognisable from the photo or has your appearance changed significantly since? Base: All respondents (8,500)

While the vast majority overall, and indeed the vast majority of all sub-groups, reported holding some form of photo ID, some patterns emerged of those more and less likely to do so.

Age

Younger people were more likely than the general population to hold a form of photo ID. Ninety-nine per cent of those aged 18-29 held a form of photo ID, slightly higher than either those aged 30-69 (98%) or 70+ (98%). Additionally, those aged 85+ were less likely to hold photo ID that was recognisable. Nine in ten (91%) did so, compared to well over nine in ten (95-98%) of younger age groups.

Ethnicity

Individuals from the White group were less likely to hold any form of photo ID than those in an ethnic minority group (98% vs. 99%), although there were no significant differences in the proportions with recognisable photo ID (96% and 97% respectively). Those in the Asian / Asian British group were more likely to hold any form of ID than the rest of the population (100% vs. 98%), and looking within that group those of Indian ethnicity were more likely to hold photo ID than the overall population (100% vs. 98%).

Disability

Those with no disability were more likely to hold any form of photo ID than those with a disability (98% vs. 97%), and those with a severely limiting disability were less likely than those with a somewhat limiting disability (95% vs. 98%). The difference is larger when looking at the proportion with recognisable photo ID: 94% of those with a disability did so (with no significant difference by level of disability), compared to 97% with no disability.

Other differences

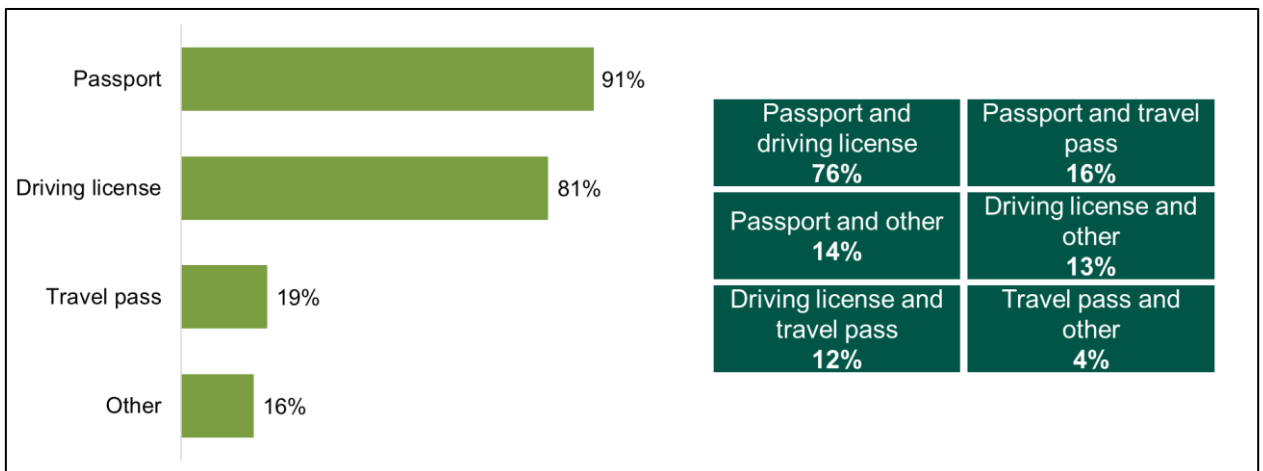
A few other subgroup differences emerged in the proportion that held any form of ID, including:

- **Employment:** Employed (99%) vs. not in work (98%) vs. unemployed (92%);
- **Qualifications:** Those with qualifications (97-100% across all the qualification types, with those with a degree or higher being most likely) vs. those without qualifications (94%);
- **Voting history:** those who had voted before (98%) vs. those who had not (96%); and
- **Region:** North West (99%) and London (99%) vs. West Midlands (96%), South West (97%) and Yorkshire and The Humber (97%).

Types of ID held

Figure 2.2 shows the proportion of respondents holding each type of photo ID. Passports were the most commonly held (91%) followed by driving licenses (81%). Travel passes and other types¹ of photo ID were less frequent, held by under a fifth (19% and 16% respectively).

Figure 2.2 Types and combinations of ID held



C1-C3. Which, if any, of the following do you have (expired or valid)? Base: All respondents (8,500)

The subgroups more likely to hold the less common forms of photo ID (travel pass or other) were aligned with the groups less likely to hold *any* form of photo ID. This possibly suggests that if those

¹ The types of ID included in 'Other' are: photo identity card issued in the European Economic Area; biometric immigration document issued in the UK; PASS scheme card (national proof of age standards scheme); Ministry of Defence Identity Card; and Northern Ireland electoral identity card.

currently without photo ID were to obtain one, it might be more likely to be a travel pass or other form of photo ID, rather than a passport or driving license.

The following were more likely to hold a travel pass (as compared to the overall proportion of 19%, unless otherwise specified):

- Those aged 70+ (65%);
- Individuals without any qualifications (40%); and
- White individuals vs. ethnic minorities (19% vs. 16%).

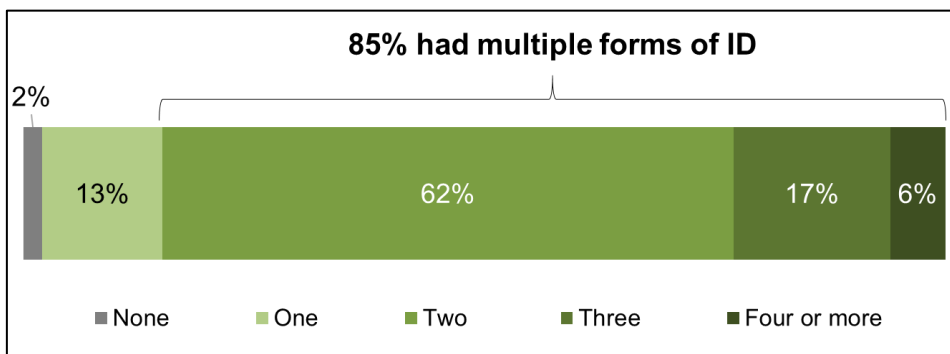
And the following groups were more likely to hold other forms of ID (as compared to the overall proportion of 16%):

- Those with a severely limiting disability (46%);
- Individuals who had not voted before (31%); and
- Those aged 70+ (22%).

Holding multiple forms of photo ID was common. Most of those that held a travel pass or other ID also held a passport or driving license. Sixteen per cent of all respondents held both a passport and a travel pass; 14% both a passport and at least one other type; 12% both a driving license or travel pass and 13% both a driving license and other. Just two per cent of respondents *only* held a travel pass or other ID (i.e., did not hold a passport or driving license).

Over four-fifths (85%) held more than one form of photo ID, and just 13% held only one form of photo ID (Figure 2.3). It was most common to hold two forms of photo ID (62%).

Figure 2.3 Number of forms of photo ID held



C1-C3. Which, if any, of the following do you have (expired or valid)? Base: All respondents (8,500)

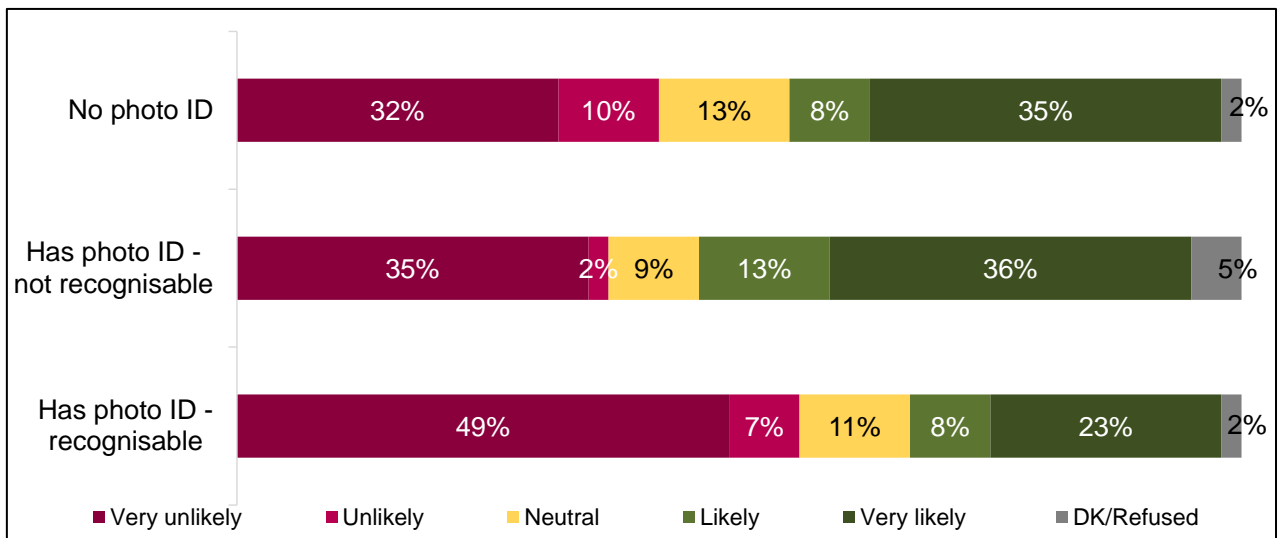
3 Demand for the Voter Card

This section covers the likelihood that respondents would apply for a Voter Card.

Individuals were asked how likely they would be to apply for an identity card issued by their local authority in order to vote (this was referred to as a ‘Local Elector ID’ or LEID in the survey, however we refer to this identify card as a “Voter Card” in the remainder of this report). Over half (56%) reported that they would be unlikely or very unlikely to apply. Meanwhile, around one-in-three (31%) said that they would be likely or very likely to apply. Respondents with no photo ID were significantly more likely than the average across all other groups to say that they were likely or very likely to apply (43%). Despite this, it is important to note that a substantial proportion (42%) of respondents with no photo ID said that they were unlikely or very unlikely to apply. This would suggest that close to half of those without photo ID would not seek to apply for the Voter Card, and therefore be at risk of ending up without photo ID. This suggests that efforts would need to be made to communicate the advantages of the Voter Card well in advance of polling day, alongside efforts to understand potential barriers to applying.

Respondents with photo ID from which they would not be recognised were more likely than average to say that they were likely or very likely to apply for a Voter Card (50%). In contrast, less than one third (30%) of respondents with photo ID from which they would be recognised said that they were likely or very likely to apply (Figure 3.1).

Figure 3.1 Likelihood of respondents applying for a Voter Card



D4. How likely would you be to apply for an identity card issued by your local authority in order to vote? Base: Respondents with no photo ID (143); respondents with photo ID from which they would unlikely be recognised (115); respondents with photo ID from which they would likely be recognised (8,177)

In terms of regional and nation differences, respondents from West Midlands (35%), and from England more generally (31%), were significantly more likely than the average across other regions to say that they were likely or very likely to apply for a Voter Card.

4 Attitudes and Potential Behavioural Impacts

This section covers how respondents felt the requirement for photo ID might impact their voting behaviour and ease of voting.

Likelihood to vote

For the majority of respondents (89%), the requirement to present photo ID would make no difference to their likelihood to vote. This was more likely among those who had voted before (89%) than those who either had not voted before or did not know if they had voted before (85%).

Five per cent of respondents said the policy would make them less likely to vote, and the same proportion said it would make them more likely to vote. While equal proportions of those who had and had not voted before believed the policy would make them less likely to vote (5% each), a greater proportion of those who had not voted before said the policy would make them more likely to vote (8%, compared with 5% of those who had voted previously).

More than a quarter (27%) of those with no photo ID, and just under a fifth (19%) of those with only unrecognisable photo ID said that they would be less likely to vote if they needed to present photo ID, compared with four per cent of those holding recognisable photo ID.

Mode of voting

As with general likelihood to vote, the majority (89%) of respondents stated that a requirement to present photo ID would make no difference to their likelihood of voting in person; six per cent said the requirement would make them less likely to vote in person, while five per cent said it would make them more likely to vote in person.

Just under a quarter (24%) of those with no photo ID, and just under a fifth (19%) of those with unrecognisable photo ID only said the requirement would make them less likely to vote in person, compared with just five per cent of those who held photo ID with a recognisable photo.

A reduced likelihood to vote in person was more common among voters with no previous experience of voting in person (9%), and among those with any previous experience voting by post (8%). By contrast, only five per cent of voters who had previously voted in person, and five per cent of those who had never used postal voting, said they would be less likely to vote in person if they had to present photo ID.

Ease of voting

The vast majority (94%) of respondents felt that having to present photo ID at the polling station would make it easy to vote or would make no difference. Just five per cent felt it would make voting at a polling station difficult, of which three per cent said it would be very difficult. There was no difference between those who had voted before and those who had not in terms of perception of difficulty.

Those without any photo ID at the time of the survey were substantially more likely to believe the requirement for photo ID would make voting difficult (39%). A quarter (25%) of those who only held photo ID where the photo would not be recognisable also felt needing to present photo ID would make it difficult to vote. It was also more common for respondents with disabilities to say the requirement for photo ID would make them less likely to vote (7% vs. 5% of those with no disability), and less likely to vote in person (8% vs. 5% of those with no disability).

Once again there was a clear link between disability and perceptions of difficulty: 12% of respondents with a severely limiting disability and eight per cent of those with a somewhat limiting difficulty said that having to present photo ID at the polling station would make voting difficult, compared with four per cent of those with no disability.

Annex A: Methodology

Fieldwork dates and methodology

The survey was conducted entirely through computer-assisted telephone interviewing (CATI). Respondents were contacted by telephone and asked to participate in a survey about voting and elections. The topic of photo ID was not mentioned in the introductions so as not to bias any responses on the ownership of photo IDs.

Fieldwork ran from Tuesday 23rd February until Monday 15th March.

Sampling approach

A target of 7,500 interviews was set, in order to give a good level of statistical confidence in the findings at both the overall level for the adult population and among key groups. This would give an overall standard error at 95% of +/- 1.13%. An additional 1,000 telephone interviews were targeted with ethnic minority respondents, as otherwise sample sizes for ethnic minority groups would be likely to be too low for analysis.

To achieve the core interviews, a combination of Random digit dialling (RDD) landline, RDD mobile and lifestyle sample was utilised. The RDD element involved generating telephone numbers randomly, while the lifestyle sample included randomly selecting telephone numbers from a commercially available database. This hybrid approach was taken as while RDD sample provides comprehensive coverage of the population, certain subgroups are known to be less likely to respond to CATI surveys (including younger and ethnic minority audiences); therefore, the lifestyle sample allowed the targeting of respondents known to belong to these harder-to-reach groups. To further target ethnic minority respondents, additional RDD sample was drawn from areas known to have particularly high ethnic minority populations (based on ONS population data).

For the core survey of 7,500 interviews a starting sample was drawn at a ratio of 15:1² for the RDD sample and 10:1 for the lifestyle sample. The RDD sample was drawn randomly, in proportion to the regional distribution of the population. The lifestyle sample was drawn in proportion to fieldwork targets, determined by the population (based on 2011 Census figures).

For the nationally representative RDD and lifestyle sample, a mix of landline and mobile numbers were drawn; as the BAME Boost RDD sample was drawn based on postcode, only landline numbers could be included.

A full breakdown of the first batch sample order is shown in Table A.1 below.

² Meaning that the total count of telephone numbers in the sample was 15 times the number of interviews planned to be achieved using that sample

Table A.1 Batch 1 sample breakdown (number of records drawn)

Sample type	Landline	Mobile	Total
RDD – Nat Rep	27,000	6,750	33,750
Lifestyle targeted (age)	17,089	19,661	36,750
Lifestyle targeted (BAME)	4,200	1,050	5,250
BAME Boost RDD	2,250	-	2,250
Batch 1 Total	50,539	27,461	78,000

Midway through fieldwork a top-up batch of lifestyle sample was ordered, in order to further target response among key age groups and ethnic groups. A full breakdown of the second batch sample order is shown in Table A.2 below. Only mobile numbers were drawn for the sample targeting younger age bands, as mobile numbers had proved significantly more successful at reaching this younger group.

Table A.2 Batch 2 sample breakdown (number of records drawn)

Sample type	Landline	Mobile	Total
Lifestyle targeted (BAME)	3,923	3,727	7,650
Lifestyle targeted (age)	-	15,750	15,750
Batch 2 Total	3,923	19,477	23,400

Eligibility

All adults resident in England, Scotland and Wales aged 18 and over and eligible to vote were eligible for the survey. To minimise the risk of completion by adults not eligible to vote or not resident in England, Scotland or Wales, the survey asked respondents to confirm:

- they were aged 18 or over;
- that they were eligible to vote (whether or not they had ever voted), and
- to confirm their current postcode.

Languages

The survey was not formally translated into any additional languages. However, due to the desire to reach all potential eligible respondents, IFF's team of bilingual interviewers were able to provide assisted interviews ('live translating' full questions / particular words as needed) for residents requesting several alternative languages. This resulted in 70 interviews being completed in languages including Gujarati, Bengali, Urdu, Punjabi, Somali, Hindi, Romanian, Greek, Lithuanian and Polish.

Response rates

In total 8,500 interviews were completed. Table A.3 shows the number of completes overall and within each sample type, and the response rate for each. Overall, a response rate of 10% of 'called' sample was achieved, and a response rate of 31% of 'reached' sample (completed interviews as a proportion of all records with a definite outcome).

Table A.3 Response rates overall and by sample type

	Completes	Response as % of called sample	Response as % of reached sample
Nationally representative RDD	2,534	9%	31%
Targeted lifestyle (younger age groups)	4,242	9%	30%
BAME boost (targeted RDD / lifestyle)	1,729	14%	31%
TOTAL	8,505	10%	31%

Weighting approach

Weighting was applied in order to bring the survey profile in line with the population profile, and to correct for the oversampling of specific regions and ethnic minorities.

As only adults eligible to vote were eligible to participate in the survey, ideally the survey figures would be weighted to the population of all adults eligible to vote in England, Scotland and Wales. However, as data was not available for the full population of adults eligible to vote, proxy population data was created from Census 2011 data, by filtering on those aged 18 and over, and born in the UK, EU or a bespoke list of Commonwealth countries.

First, rim weights were applied within each region for country of birth, age within gender, and ethnicity. All those coded into categories not in the population data (other / DK / refused) were given a weight of 1, with other targets adjusted accordingly. Once these initial weights were calculated, the weights were rescaled to adjust the overall regional proportions. As a final check, the overall weighted survey profile was compared with the full population profile by age within gender, ethnicity, region and country of birth, to ensure results were representative at both the England, Scotland and Wales level as well as within individual regions.

Table A.4 below shows the profile of the population, the number of completed interviews within each sub-group and unweighted proportion of the total, and finally the weighted proportion.

Table A.4 Population and survey profiles (weighted and unweighted)

	Population	Population %	Completed interviews	Unweighted %	Weighted %
England, Scotland and Wales	46,568,500	100%	8,500	100%	100%
Age x gender					
Male: 18 to 24	2,764,453	5.9%	406	4.8%	5.8%
Male: 25 to 29	1,967,678	4.2%	318	3.7%	4.1%
Male: 30 to 49	8,062,085	17.3%	923	10.9%	17.0%
Male: 50 to 69	6,806,734	14.6%	1,347	15.8%	14.5%
Male: 70 to 84	2,583,197	5.5%	768	9.0%	5.6%
Male: 85+	434,347	0.9%	65	0.8%	0.8%
Female: 18 to 24	2,717,276	5.8%	604	7.1%	5.7%
Female: 25 to 29	1,972,853	4.2%	397	4.7%	4.1%
Female: 30 to 49	8,167,708	17.5%	1,227	14.4%	17.2%
Female: 50 to 69	7,019,820	15.1%	1,370	16.1%	14.8%
Female: 70 to 84	3,161,063	6.8%	835	9.8%	6.9%
Female: 85+	911,286	2.0%	88	1.0%	1.7%
Region					
North East	2,034,235	4.4%	288	3.4%	4.4%
North West	5,424,985	11.6%	852	10.0%	11.7%
Yorkshire and Humber	4,057,542	8.7%	693	8.2%	8.7%
East Midlands	3,502,224	7.5%	602	7.1%	7.5%
West Midlands	4,253,503	9.1%	868	10.2%	9.1%
East	4,463,462	9.6%	702	8.3%	9.6%
London	5,585,641	12.0%	1,958	23.0%	12.0%
South East	6,549,318	14.1%	1,001	11.8%	14.1%
South West	4,141,131	8.9%	602	7.1%	8.9%
Wales	2,387,833	5.1%	330	3.9%	5.1%
Scotland	4,168,626	9.0%	604	7.1%	9.0%
Ethnicity					
White	42,220,296	90.7%	6,377	75.0%	89.1%
Mixed/multiple ethnic group	547,896	1.2%	164	1.9%	1.3%
Asian/Asian British	2,529,147	5.4%	1,331	15.7%	5.4%
Black/African/Caribbean/Black British	1,118,341	2.4%	420	4.9%	2.3%
Other ethnic group	152,820	0.3%	53	0.6%	0.3%
Country of birth					
In the UK	41,242,076	88.6%	6,943	81.7%	87.9%
Outside of the UK	5,326,424	11.4%	1,502	17.7%	11.6%

Sampling errors and statistical confidence

Sampling errors for the survey results overall and for key sub-groups are presented in Table A.5 below. Figures have been based on a survey result of 50% (the 'worst' case in terms of statistical reliability) and have used a 95% confidence level. Where the table indicates that a survey result based on all respondents has a sampling error of $\pm 1.1\%$, this should be interpreted as follows: 'for a question asked of all respondents where the survey result is 50%, we are 95% confident that the true figure lies within the range 48.9% to 51.1%'. The further away from 50% a result is, either higher or lower, the smaller the confidence interval will be.

Significance testing was based on the effective sample size, rather than the unweighted base size. Because of variation in response levels and the weighting needed to adjust for this, the achieved

sample is not the simple random sample that confidence intervals are usually based on. The effective sample size is the equivalent sized simple random sample that the achieved sample represents.

Table A.5 Sampling error (at the 95% confidence level) associated with findings of 50%

	Number of interviews - unweighted	Effective Sample Size	(Maximum) Sampling Error
Total	8,500	6,456	± 1.2
Gender			
Male	3,865	2,834	± 1.8
Female	4,563	3,616	± 1.6
Other	24	23	± 20.4
Ageband			
18-24	1,022	797	± 3.5
25-29	720	579	± 4.1
30-49	2,159	1,665	± 2.4
50-69	2,727	2,299	± 2.0
70-84	1,607	1,425	± 2.6
85+	154	126	± 8.7
Region			
North East	288	261	± 6.1
North West	852	688	± 3.7
Yorkshire and The Humber	693	533	± 4.2
East Midlands	602	491	± 4.4
West Midlands	868	701	± 3.7
East of England	702	614	± 4.0
London	1,958	1,284	± 2.7
South East	1,001	889	± 3.3
South West	602	520	± 4.3
Wales	330	273	± 5.9
Scotland	604	473	± 4.5
ENGLAND	7,566	5,752	± 1.3
Ethnicity			
White	6,377	5,412	± 1.3
Mixed/ Multiple ethnic groups	164	108	± 9.4
Asian/ Asian British	1,331	992	± 3.1
Black/ African/ Caribbean/ Black British	420	319	± 5.5
Other ethnic background	53	42	± 15.1
Ethnicity (broad grouping)			
White	6,377	5,412	± 1.3
Ethnic minorities (excl. white minorities)	1,968	1,363	± 2.7
Country of birth			
In the UK	6,943	5,542	± 1.3
Outside the UK	1,502	897	± 3.3



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