
ESOL works: Building on best practice for supporting people into work

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City Hall
The Queen's Walk
More London
London SE1 2AA
www.london.gov.uk
enquiries 020 7983 4100
minicom 020 7983 4458

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EXECUTIVE SUMMARY

English language training can be the key for refugee and migrant jobseekers in London moving into work. Changes to funding this training have brought a sharper focus on local partnerships, in particular between Jobcentre Plus (JCP) and Skills Funding Agency (SFA) funded providers. Following the GLA-commissioned *Analysis of English Language Employment Support Provision in London* report, the London Strategic Migration Partnership agreed to bring relevant stakeholders together to strengthen the English language training offer for JCP customers.

The *ESOL works: building on best practice for supporting people into work* workshop¹ aimed to strengthen partnerships at the local level to improve the:

- identification, assessment and referral of JCP customers needing ESOL training in order to move into work
- course content and delivery
- transition into employment.

The workshop provided opportunities for JCP officers and local providers to discuss in detail the steps needed in order to achieve these aims. This report details these discussions and concludes with an action plan for each of the three aims.

Group discussion brought out a number of current issues affecting the pre-employment ESOL training offer. These included the:

- extent coordination between SFA providers and JCP offices in assessing, referring and supporting customers onto appropriate provision
- need for greater flexibility on the timing, length and content
- recognition of JCP's and SFA providers' joint expertise. For example, in JCP managing mandated customers and SFA ESOL providers providing the initial assessment.
- development of job outcome monitoring mechanisms and progression in learning
- need to develop a range of funding models to support pre-Entry and Entry level provision.

In response, participants recommended a number of steps to address these current issues. These included:

Jobcentre Plus

- Facilitate training sessions regionally for SFA providers to explain customer journey and policy guidance (e.g. for mandated customers, Training Allowance).²
- These sessions to be supplemented with a flow chart which would mark action for providers at each stage (e.g. for non-attendance of customer/learner, childcare and additional support available).
- Support providers in utilising JCP policy guidance to support learning (e.g. moving onto Training Allowance).

¹ The workshop was supported by the Greater London Authority, Jobcentre Plus, Skills Funding Agency, Association of Colleges and National Careers Service.

² JCP regions are North, South, East and West London. These formed the basis for discussion groups, bringing together JCP and SFA providers from the same region.

SFA providers

- Work with local JCP offices to explain assessment process, different ESOL levels, learning aims and content
- Establish a learning agreement with each learner/customer which the individual can present to their JCP advisor
- Feedback 'good news' stories to JCP on a customer's progress.

Joint JCP and SFA provider issues

- Improve data sharing to support better information flows, including 'warm handovers'³ at the start and finish of training
- Develop 'co-location' models with an SFA ESOL provider attending JCP offices on regular days each week/month to provide advice and assess a customer's ESOL level (and vice-versa with JCP on campus to advise on customer's next steps or wider benefit advice).
- Establish a single point of contact: each local JCP office has a personal point of contact at the relevant SFA provider and vice versa; the nominated JCP/SFA provider contacts hold regular briefing/update meetings.
- Assess regionally what a 'good' short pre-employment ESOL training course looks like for Entry level learners
- Develop employability elements at each ESOL level and assess the potential for local market trends to shape this content, including work experience placements.
- Address how best to integrate careers advice and guidance into provision.

³ 'Warm handovers' refer to when a JCP customer's referral to or from an SFA ESOL provider is personalised. For example, a provider contacts JCP towards the end of a customer's training, noting progress and outstanding training needs.

1 CONTEXT

English language training can be the key for refugee and migrant jobseekers in London moving into work. Changes to funding this training have brought a sharper focus on local partnerships, in particular between Jobcentre Plus and Skills Funding Agency (SFA) funded providers. Following the GLA-commissioned *Analysis of English Language Employment Support Provision in London* report, the London Strategic Migration Partnership agreed to bring relevant stakeholders together to strengthen the English language training offer for JCP customers.

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2 SUCCESS STORIES: SHARING WHAT WORKS WELL

Introduction

Workshop participants considered three key stages of the customer journey for JSA and ESA WRAG customers:

- Identification, assessment and referral
- Course content and delivery
- Transition into work

The section below outlines brief snapshots of existing good practice at each of these stages, as shared by workshop participants on the day, along with key messages.

Identification, assessment and referral

Participants emphasised that it is particularly important to get things right during this first stage, so that potential learners do not drop out due to lack of follow up or because they are confused either by the system or language challenges.

Snapshot 1: Working in partnership to increase referrals

Hackney: Key to the successful delivery of ESOL in Hackney has been the development of good partnerships within the borough. This includes the Learning Trust at the local authority, Hackney Community College, JCP and voluntary sector ESOL providers. These stakeholders meet regularly as an ESOL working party, coordinated by Hackney Learning Trust.

The ESOL working group reduces duplication, allowing the right type of local provision (e.g. level and focus) to meet demand. Where providers are unable to deliver courses for certain groups of ESOL learners, this informal network enables them to refer onto other provision with the consent of the learner.

Snapshot 2: Co-location

Co-location models in use include:

- Providers locating trained members of staff within job centres to carry out assessments (see Snapshot 3 for detail) and provide briefings for advisors on ESOL provision.
- A dedicated JCP team or team member based within college premises, with access to all the relevant provider systems (e.g. Hackney Community College has a JCP team member working at the college four days a week to improve links and referrals)

“In Manchester, they even deliver ESOL classes directly in the job centre.” (Workshop participant, South London region)

Snapshot 3: On-site assessment by providers at JCP

City and Islington College: A trained staff member goes into JCP to conduct assessments, delivering 3 half day sessions each week. This allows for early assessment and referral onto an appropriate level. This works well for learners, but has cost implications because the provider has to fund a staff member.

Snapshot 4: Dedicated support to get ESOL learners through the door

Harrow College: Harrow has one of the highest number of ESOL referrals in London; they deliver the majority of provision directly, but subcontract for delivery in community locations. Harrow sends a representative from the college to the job centre once a week, but also has a set time and date for all potential learners to come into college each week.

The night before the appointment, the college sends a text to students to remind them to attend and tells them exactly where to go. All of the ESOL providers are there at these sessions, and relevant tutors are on hand to interview learners to make sure they are on the right course. They also make sure that there are people available who speak the key languages of the majority of ESOL learners.

Key messages

- **Early identification** of an English language pre-employment need is critical. JCP needs to get the referral to the provider as soon as possible for an expert assessment of the customer needs.
- **Close working relationships** between providers and JCP are at the heart of successful good practice. In the local areas where this is working well, this is characterised by continuous liaison, briefings, regular meetings and follow-up with advisers.
- **Co-location** is very effective in improving relationships, course take up and helping to ensure that learners do not get lost in the system.
- **Light touch partnership working** can be instrumental in developing a more common language and in improving understanding. For example, a presentation by JCP to providers explaining the JSA process, conditionality, potential referral to the Work Programme and vice versa by providers to explain different ESOL levels, etc.

Course content and delivery

Content and delivery of ESOL courses for JSA and ESA WRAG customers varies between SFA providers, with short courses on offer for this type of customer ranging from 8 to 12 weeks. Some colleges are addressing the current lack of funding for certain types of ESOL course, in particular pre-Entry, by 'cross-funding' from other programmes such as the Award for Personal Progress and employability and development qualifications.

Snapshot 5: Linking ESOL to vocational areas

Hackney Community College: The college has developed a good range of short 3 week job-focussed courses in retail, cleaning and customer service, which has recently been extended to include business administration, IT and security. These courses include a good mix of vocational and employability training and support in job search. The college's provision for ESOL includes good development of language skills required for work that are linked effectively to specific vocational areas.

Specific initiatives include Progression Pathways, which are pre-apprenticeship/pre-employment courses for people wanting to work in childcare, as classroom assistants or in hospitality; also "embedded" programmes where ESOL support is an integral part of a vocational programme such as business, computing, hospitality, childcare, fashion and plumbing. The college is in regular liaison with Job Centre Plus and take on board their suggestions of how to best meet the need of their clients - for example introducing modular elements to the pathway courses and running them across shorter periods, rather than based around the full academic year.

Snapshot 6: Embedding employability within 12 week courses

Westminster Kingsway College: The Regents Park centre delivers embedded employability with an ESOL qualification within a 12 week programme. The course uses work as the main context for English language learning. Lower level classes start with topics such as personal organisation, timekeeping and different types of jobs. At higher levels, topics include health and safety at work, completing job application forms, letter writing and interview skills. There is also a work club to support job searching. There is an emphasis on making people independent learners, through the use of online learning.

Snapshot 7: Employing a participatory approach to course design

Migrant Resource Centre: MRC is a charity working with migrants, refugees and asylum seekers. Among its different services, it also provides ESOL classes and the National Careers Service. It runs 'ESOL for Work' courses, which includes conducting mock interviews with different employers and organising voluntary placements for learners. What works well is the way these courses are personalised for learners with different needs through a participatory approach to their design. The flexibility and the informality of these courses mean that the learners are more likely to participate and succeed.

Key messages

- **Embedded employability** courses are seen as highly effective models for ESOL, in which work and specific employment sectors are the context for learning. Key elements of effective embedded

courses should include: CVs, mock interviews, job searches in the digital age, as well as vocational skills and language. Students receive both an ESOL and a vocational qualification.

- **Single level groups** in which learners are all at the same level are felt to be much more effective – however, the disadvantage is that learners sometimes have to wait longer to join the right ‘level’ of class if there aren’t enough learners at a given time.
- **Tailoring length of provision to level:** Although some providers are now offering 8 week courses in response to JCP demand, many feel that a more realistic time frame within which to deliver the basic building blocks is 10-12 weeks. The lower the level the learner is studying at, the longer it takes (see section 4: Barriers and Challenges). DWP has not prescribed a limit to length of training. This should be tailored to the learning and training needs of an individual customer.
- **Effective communication** between JCP and colleges should be on-going throughout the courses. Where providers carry out in-course assessment, and provide JCP with a report back on progress and recommended next steps, this is felt to be very effective.

Transition into work

Providers felt that it can be unrealistic to expect direct progression into work for learners at low language levels. They thought it useful to allow sufficient time for basic language and literacy learning before beginning specific employment placement options. However, many providers are offering support in this area where appropriate – ranging from support for job applications or for further vocational courses within the college.

Snapshot 8: Providing IAG on progression routes to further study

Westminster Kingsway College: Vocational staff at the college talk to ESOL learners as part of their course about the opportunities for them to progress onto vocational courses within the college.

Snapshot 9: Promoting local job opportunities

City and Islington College: The College offers a Job Search Service, the Manager of which goes into ESOL classes to talk about job opportunities locally around the Finsbury Park area.

Key messages:

- It is important for careers advisers to talk to ESOL learners directly on their courses about opportunities for progression. Advisers can be drawn from JCP, National Careers Service and from the provider’s own IAG service.
- Learners need additional support to carry out relevant and targeted job searches for opportunities which are realistic for them, e.g. in the immediate local area.
- Incorporating work experience placements and volunteering opportunities for learners helps to aid their transition to work.

3 BARRIERS AND CHALLENGES

Alongside the examples of where things were working well, participants recognised that there were also challenges to address and barriers to be overcome. They identified concerns that:

- **Too many customers are lost at the initial referral stage:** A bureaucratic process is felt to be responsible for losing some customers, with some failing to turn up for scheduled referral appointments at the provider. Single information capture points are felt to be particularly important in counteracting this. JCP hopes that a recent review of the referral process, including reminder letters and a tougher sanction regime, will help to address this.

"The longest journey for many of these customers is to get into study." (Workshop participant, South London region)

- **There is little common language between JCP and providers on ESOL:** There is often a lack of adequate knowledge at Jobcentre Plus about ESOL needs and provision, and no common language about provision between JCP and providers. For instance, 'pre-entry' for JCP providers has a completely different meaning to 'pre-entry' for providers. The first meaning pre-entry to work, and the second meaning below entry-level qualifications. Uncertainty by a JCP adviser about a customer's 'level' can sometimes mean that they get 'parked' and do not get referred on to a provider.

"Sometimes we had native speakers being referred to ESOL, and ESOL students being referred to numeracy classes. We went in to give a presentation to JCP to explain exactly what ESOL meant and which students were appropriate for it – after that, accuracy in referrals improved." (Workshop participant, West London region)

- **Achieving the right flexibility in delivery is a challenge:** There is a need for greater flexibility in terms of timing and length of courses, and for greater clarity about appropriate length of provision. For example, in the West London region, there was some confusion amongst providers about whether a 10 week restriction on training for customers was a formal JCP policy (it was clarified that this is not the case). A limit was felt to have been a barrier to successful outcomes – particularly for learners studying at lower levels and that provision needs to be tailored to the individual customer.

"For pre-entry learners, who make up a large proportion of students, 10 weeks is simply not long enough to either get them into employment or make them ready for level 1 courses. At levels 2 and 3 you can make a difference in 10 weeks, but at pre-entry they are often years away from language competency." (Workshop participant, West London region)

- **Expected outcomes for courses can be unrealistic for ESOL learners:** As outlined above, providers stress that short ESOL courses will not equip some customers to be 'job ready' but will only move them further along their employability journeys. In terms of vocational courses, the right level and match with needs of students to vocational courses is a challenge and the qualification aims of vocational courses are often mismatched for ESOL learners.

- **Providers do not always feel they have the leverage to encourage attendance at courses:**

For some providers, attendance was not an issue, but others reported challenges in this area. This is compounded by the fact that providers often do not have access to learner contact details, or any leverage to encourage attendance – this can only be achieved via reporting absenteeism to JCP. All parties (provider, JCP and customer) need to be clear about what constitutes ‘legitimate’ absence from class e.g. religious observations, childcare, signing on, job interviews, etc.

“Some JSA and ESA WRAG customers are desperate for a job, but do not want to do an ESOL course, so that leads to a big issue with attendance.” (Workshop participant, South London region)

“Some customers say they can’t attend at particular times because of religious observations etc.

There is a prayer room, but it would be good to have clarity about what is a legitimate reason not to attend.” (Workshop participant, South London region)

- **There is a real gap in terms of transition and on-going tracking:** Providers are not clear enough about their next steps with the JCP, and there is not sufficient reporting back on progress after learners have started their courses. There is also a lack of data about job and progression outcomes for customers.
- **The benefits system does not support progression for English language studies:** When low-level ESOL achievers get a job, they often have to fund themselves if they want to continue their English language studies, which is a real barrier to their further progression with English. Part of this is due to the availability of SFA provision once a person is working. But it is also about providers and JCP understanding the funding policy – that a learner’s eligibility is set at the start of the learning aim and continues when their circumstances change (i.e. moves into work).
- **Funding is only available to support study at some levels of ESOL** – and this is mismatched with the levels that are most in demand (especially pre-entry). Participants highlighted the need for the qualification funding review to consider this, and to introduce a greater range of fundable qualifications for ESOL. Currently, some providers are using creative approaches to funding e.g. using qualifications such as the Award for Personal Progress (usually used for students with disabilities and learning difficulties) to fund lower level ESOL students or applying for employability and development qualifications to draw down additional funding for higher level students.

4 PLANNING TO EMBED A MORE EFFECTIVE CUSTOMER EXPERIENCE

Breakout groups worked to identify priority actions within their respective geographical areas: an aggregation of these actions is outlined below.

Participants agreed that all parties need to be involved in the process of developing and implementing any action plan for improvement. However, it was widely felt that strong partnership working between providers and the relevant staff at Jobcentre Plus is particularly critical *during the initial stage* of the customer journey.

Whilst some providers reported excellent attendance, others shared anecdotal evidence of poor attendance at college in the case of some customers. There were a number of reasons given for this: the relevancy of training, being uncomfortable about going back to college as an adult or practical constraints such as childcare or the need to meet religious observations. The implication is that more needs to be done to help this group of customers to see the course as a genuine opportunity to help them get into work – rather than a ‘hoop’ in the system that needs to be jumped through – and to promote practical support available, such as on-site childcare and prayer rooms. Discussions suggested that this could be addressed via:

- highlighting the benefits of the course (aims, content and outcomes for the learner)
- greater clarity about the process (a simple flowchart joining up JCP/provider)
- sharing success stories from others who were in similar situations
- clear information on practical support available (e.g. childcare, access requirements, access to prayer rooms), particularly for JCP mandated training.

Actions to improve identification, referral and assessment

Target outcomes for customers:

- Customers are clear about, and feel supported by, the process. They know what is happening now, why and what will happen at the next stage
- Customers are clear on the 'rules' for attendance at ESOL courses, particularly mandated training, and are aware of practical support available to facilitate this (e.g. childcare, prayer rooms etc)
- Customers recognise the value that learning or improving their English has in helping them to get into, and progress at, work

Target outcomes for partner organisations:

- A stronger mutual understanding between JCP and providers of each other's ways of working and requirements, and a common language to describe levels
- A 'warm handover' on to ESOL provision, with the customer matched to the right course for them
- A robust assessment by the provider of learning need, and of prior learning and training
- A good ratio of 'referrals to starts'
- Close alignment between JCP and providers, including transferring information quickly, data sharing and progress reporting

Action Plan

- ✓ JCP and providers to implement light touch mechanisms to support better understanding of each other. For example:
 - JCP to facilitate a session for providers explaining how the process works, their targets, guidance on attendance requirements etc.
 - JCP to produce a simple flowchart of the process (for use both by provider and customer). This might be supported by guidance on action for the provider to take in any cases of non-attendance and clear guidance for the customer about support available and any sanctions for non-attendance, etc.

- Providers to present to JCP staff to explain what goes into the assessment process, what the different levels really mean, how the college/courses operate etc.
 - Providers to produce practical tips and guidance for JCP staff (e.g. basic screening tips) which can be shared through weekly communication meetings/ briefings
 - Providers to give new students a learning agreement detailing their course, which students then show to their JCP adviser.
- ✓ JCP advisers to be more accessible to colleges and easily contactable. For example
 - A single point of contact in each JCP/provider for all pre-employment training requirements
 - Place a JCP adviser on college sites, perhaps on the day the course is due to start or at regular intervals in the week.
- ✓ JCP and providers to work together to tackle data sharing issues to improve information flow
 - ✓ JCP and providers to explore the feasibility of implementing the Islington 'co-location model' more widely, in which trained staff members from providers are located within JCPs to conduct assessments.
 - ✓ Address the gap in data on job outcomes by picking a cohort of customers from this stage, and tracking their progression and job outcomes over a period of time (involves both JCP and providers at different stages of the process).

Actions to improve course content and delivery

Target outcomes for customers:

- Improved language skills and a relevant qualification
- Improved employability skills , with a good knowledge of relevant language e.g. for filling out application forms
- A good understanding of the job opportunities available, given the language level the customer currently has
- A clear sense of where they are in the process/their journey and the next steps
- Potential opportunity to take part in work experience or join a sector based work academy

Target outcomes for partner organisations:

- A high level of retention, attendance and punctuality, with a good understanding of the process that needs to be undertaken between providers/JCP/customer if this is not happening.
- A shared understanding of what a 'good' course looks like for each level
- A clear and widely shared understanding of achievable goals for short courses
- Fit for purpose, fundable qualifications for short courses (in line with national standards and QCF)

Action Plan

- ✓ Review qualifications and associated funding to ensure fit-for-purpose qualifications (in particular, to ensure properly funded qualifications for short courses)
- ✓ Commission regional research into benchmarking what a 'good' short (8-12 week) ESOL course looks like for JSA/ESA WRAG customers
- ✓ Providers and JCP to jointly work at local level to establish employability content that could be covered at each level e.g. for pre-entry (if appropriate), E1, E2, E3

- ✓ Providers and JCP to jointly work at local level to explore whether market trends can be used to tailor the supply e.g. where there is a need for large numbers of people to work in hospitality to run specific courses or modules to support the language needs for this
- ✓ JCP to create flow chart for providers to clarify escalation processes for any attendance issues
- ✓ Explore possibility for increasing the number of ESOL and vocational courses and how to get right volume of learners at the right level
- ✓ Consider whether it is possible to include a work experience element as part of ESOL course, where appropriate

Actions to support transition into work

Target outcomes for customers:

- Feel confident that they have (or, depending upon the level of the course, are working towards) the language skills necessary for the workplace
- An individual learning plan that shows development of both language and employability skills
- Clear about the next steps (either into work or further study)

Target outcomes for partner organisations:

- Better partnership working, with tighter communication between JCP/providers
- Increased numbers of JSA/ESA WRAG customers moving into work within 12 months
- Better understanding of the role of ESOL in improving long term customer outcomes

Action Plan

- ✓ Careers advisers (from JCP, National Careers Service or the provider) to reach out to students on ESOL courses to talk to learners about their next steps and opportunities for progression.
 - JCP to explore the feasibility and business case for getting JCP employment advisers into providers more frequently to give advice, promote job vacancies etc.
- ✓ Improve information flow and the feedback loop between JCP and providers e.g.
 - JCP to inform providers if customers have left a course to go into employment

- 'Warm handovers' from providers to JCP at end of course, reporting into the JCP Single Point of Contact (SPOC)
- ✓ Providers to track outcomes over the longer term for learners better to understand and evidence the role of ESOL in improving job prospects
- ✓ Providers to feedback good news stories about learners to JCP to increase understanding and share with other customers
- ✓ Providers/JCP to support learners in knowing how to carry out relevant and targeted job searches for opportunities which are realistic for them
- ✓ Incorporate work experience placements and volunteering opportunities for learners helps to aid their transition to work.

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Public Liaison Unit

Greater London Authority
City Hall
The Queen's Walk
More London
London SE1 2AA

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Chinese

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Hindi

यदि आप इस दस्तावेज की प्रति अपनी
भाषा में चाहते हैं, तो कृपया निम्नलिखित
नंबर पर फोन करें अथवा नीचे दिये गये
पते पर संपर्क करें

Vietnamese

Nếu bạn muốn có văn bản tài liệu
này bằng ngôn ngữ của mình, hãy
liên hệ theo số điện thoại hoặc địa
chỉ dưới đây.

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি
(কপি) চান, তা হলে নিচের ফোন নম্বরে
বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος
εγγράφου στη δική σας γλώσσα, παρακαλείστε να
επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυ-
δρομικά στην παρακάτω διεύθυνση.

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں
چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر
پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Turkish

Bu belgenin kendi dilinizde
hazırlanmış bir nüshasını
edinmek için, lütfen aşağıdaki
telefon numarasını arayınız
veya adrese başvurunuz.

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى
الاتصال برقم الهاتف أو مراسلة العنوان
أدناه

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ
ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ
ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં
જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર
ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

