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# Working paper 1: Labour market balances and employment in the wider South-East February 2003



# Working Paper 1: Labour market balances and employment in the wider South East

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This working paper looks at the employment projections and population projections in the London Plan and their implications for commuting patterns between London and the regions. The analysis of implications for London and the South Eastern and Eastern regions uses employment projections prepared on a similar basis to those in the London Plan. It is based on the best and most comprehensive information available at the time of writing – work will continue to refine both the analysis and the findings.

The regions used in this document are:

- Eastern England covers the counties of Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk.
- The South-East covers the counties of Berkshire, Buckinghamshire, East Sussex, Hampshire, Isle of Wight, Kent, Oxfordshire, Surrey and West Sussex.
- London is taken to be the 33 boroughs that comprise Greater London

The note covers:

Trends and projections in commuting in the wider South East History of employment in the wider South East Trends in commuting in the wider South East Future scenarios in commuting Neutral – commuting to London continues at current levels High commuting into London Low Commuting into London Conclusions and policy implications Technical annex: labour market balances Labour market balance in London Labour market balance in the South East region Labour market balance in the Eastern region

### 1 Trends and projections in commuting in the wider south east

### 1.1 History of employment in the wider south east

The South-East and Eastern regions have experienced stable jobs growth since 1971. In London, however, the 1980s were a turning point initiating a phase of rapid growth, overlaid with a sharp recessive dip in the 1990s which was matched by similar dips in the surrounding regions (see chart 1.1).

The net effect has been that since 1990, trends in jobs growth in the regions have been running in parallel and have clearly taken on the character of an integrated growth process with London. It is assumed that commuting will move in line with jobs growth in the whole region.



1.1.1 Chart 1.1 Jobs in London and surrounding regions, indexed to 1990=100

### 1.2 Trends in commuting in the wider south east

The projections for in- and out-commuting are derived by extrapolating historical trends obtained from the Labour Force Survey (see chart 1.2). The 1991 figure in the London balance is derived from a different source – the 1991 Census – which is not strictly compatible with the Labour Force Survey and is therefore not used in compiling projections.

A study of the trends reveals two broad ranges within which commuting can be assumed to fall.



1.2.1 Chart 1.2 London commuting with South East and Eastern Regions (combined)

Net in-commuting as such is rising slowly. One assumption would therefore be that net commuting into London grows at the rate of about 50,000 per decade as occurred over 1992 to 2002.





However as chart 1.3 shows, out-commuting from London is a flat or slowly rising proportion of jobs in the surrounding regions, while commuting into London is a constant or slowly falling proportion of jobs in London.

If these trends were to continue, they would tend to reduce net in-commuting growth below its present trend and, indeed, to reduce it absolutely if the proportion of commuters in relation to jobs continued to change at the rates shown in chart 1.3 until 2016 (these are set out and explained in section 3).

### 1.3 Future scenarios in commuting

On the basis of the trends identified above, we can hypothesise three distinctive scenarios as to possible future trends in commuting between London and its neighbouring regions. In each of the scenarios the total number of jobs, the demand for labour, forecast for London, South East, and Eastern is consistent. Similarly, the potential supply of labour, that comprises the working-age population in each region, is consistent across each of the scenarios.

Therefore, what is being tested is the willingness and ability of the workforce to travel between a region of residence and a region of workplace. The scenarios are looking at the possible differences in the *propensity to commute*. This propensity to commute may be influenced by a number of determinants including:

- Wage and Job differentials if workers feel that much higher wage opportunities, or career opportunities, are available in a region other than their own region of residence, there is an increased willingness to travel further to work.
- Costs of living and quality of life if workers feel the cost of housing is lower outside of their region of work, or simply have a preference for the lifestyle outside of their region of work then this will affect the willingness to commute.

• Transport infrastructure – easier and cheaper accessibility both within regions and between regions will increase the potential for commuting.

Therefore, three distinctive scenarios are set out as follows: - a neutral propensity to commute, an increasingly high propensity to commute, and a decreasingly low propensity to commute.

 Neutral propensity to commute. A neutral assumption is that the ratio between commuting into a region, and the number of jobs in that region, remains fixed at its 2001 level. That is, almost 16% of jobs in London will be filled by in-commuters from the East and South East, and a little under 4% of jobs in the East and South East will be taken by out-commuters from London. Net commuting into London will increase solely on the basis of total growth in employment overall, leading to net commuting into London of 509,000 in 2016, up from 453,000 in 2001.

That is, in 2016, there will be 747,000 commuters coming into London (15% of London's 4.97million employees), up from 677,000 in 2001. This will be partially offset by 238,000 commuters travelling out of London, up from 224,000 in 2001.

Assuming then that the propensity to commute does not change from that of 2001, the projected employment growth means that the number of commuters into London will rise by over 10% while *net* in-commuting will increase by more than 12%.

2) **High propensity to commute.** The existing rise in net in-commuting continues at its present rate, continuing the increasing propensity to commute experienced through the 1990s. Net in-commuting will then reach 546,000 in 2016, up from 453,000 in 2001, an increase of more than 20%.

As this projection is simply based on a continuation of net in-commuting, it is not possible to provide a breakdown of the inflows and outflows of commuters between London and its neighbours. Needless to say, in this scenario an increasing share of London's jobs will be filled by in-commuters from the surrounding regions.

3) Low propensity to commute. The trends in chart 1.3 continue so that the ratio of out-commuters to jobs rises slowly (0.05 per cent per year) and the proportion of in-commuters to jobs falls slowly (0.1 per cent per year), *reducing* net commuting to 380,000 in 2016, from 453,000 in 2001. That is net-commuting *decreases* by 16%.

In this scenario, commuting into London falls from 677,000 in 2001 to 671,000 in 2001 – a fall of 1%. The big change is in the scale of out commuting from London, rising from 224,000 in 2001 to 300,000 in 2016, a growth of nearly 34%.

That is the East and South East regions will be increasingly drawing from London's pool of residents to fill their vacancies. London will continue to be a net importer of labour from its neighbouring regions, but in turn the neighbouring regions will be drawing increasingly on the pool of labour residing in London. At the same time, there will be a continuation of the trend for London jobs to be filled by London labour. Chart 1.4 shows the three projections and the previous historical trend in net incommuting based on the three scenarios that have been discussed. The Neutral Scenario (1) is the most prudent given the information available, and scenarios (2) and (3) are an appropriate guide to the range of risk. Consequently, the labour market balances in the Technical Notes are based on (1), the neutral scenario, and the likely range of variation is given in the alternative scenarios.



Chart 1.4 History and scenarios for net commuting

### Note: Allocation of commuting projections to South East and Eastern region

Over the period for which data for government office regions could be obtained, as chart 1.5 shows, the South Eastern region has received almost all of the expansion in out-commuting from London.



Chart 1.5 Commuting to the South East and to the East regions compared

Data is available for too short a period to use for reliable projections, so we have adopted the neutral assumption that changes in out-commuting from London are distributed evenly between the two regions in proportion to projected jobs. As chart 1.5 shows, however, the difference is sufficiently marked to note that it could point to a different distribution of out-commuting than that reported in the projections given here, without affecting the overall total.

### 2 Conclusions and policy implications

The trends in growth in the South East suggest that demand for labour will rise in relation to supply, whereas in London the opposite trend is to be expected. If existing trends in commuting develop, this difference will be substantially balanced as out commuting from London fills the growing demand outside, and reduces the demand inside.

Based on the quantitative analysis, a range of possible scenarios has been identified, ranging from a significant increase in net commuting into London to a net growth in commuting out of London. None shows the kind of large increases in inward commuting that the London employment projections in the Draft London Plan could be taken to imply at first glance. The most likely outcome is a reduction in the rate of growth in commuting into London, and a continuing decline in the proportion of London's workforce commuting in from outside.

This is not the end of the matter, of course. Whether real people can take advantage of particular job opportunities will depend on the balance between the skills demanded and those they have. All three of the regional development agencies concerned are working on training, skills and other labour market initiatives to address skill mismatches which may distort the picture shown here. Similarly, the scope to which balance between in- and out-commuting can promote sustainable transport solutions depends on patterns of development and of public transport accessibility inside and outside London, and on policies to address these imbalances at local level. Availability of, and access to, suitable and affordable housing is another critical factor.

The regional development and planning bodies for the three regions have already agreed on further work to study labour market, housing and commuting patterns, both to develop a fuller understanding of the trends identified here, to inform policy-making and to support the case all three have to make for transport, housing and training infrastructure if they are to continue to make so significant a contribution to the national economy.

### 3 Technical annex: labour market balances

This section presents the statistical results and explanatory analysis underpinning the projected changes in commuting patterns. The labour market balances presented here are based on the "neutral scenario" – that is the propensity to commute between the regions and London remains the same as in 2001.

### 3.1 Labour market balance in London

The employment and population projections used here are those used in the London Plan. "Double jobbing", where an individual has more than one job, is taken to be 3 per cent of employment, in line with current rates. Deducting double jobbers from total employment gives an estimate of workplace workers in London. Adjusting total workplace workers by net commuting gives a projection of London residents in work derived from the demand for labour. We may project the same figure from the supply of labour by subtracting unemployment, which is assumed slowly to decline, from the number of economically active residents.

Subtracting the demand-based projection from the supply-based projection gives a "residual". This residual has two components:

- Statistical discrepancy<sup>1</sup> the demand projections and the supply projections for labour are derived from different sources. Therefore there is a natural statistical error which does not reflect levels of net-commuting.
- Forecast residual this is where demand for labour in London exceeds the supply of labour in London and is therefore equal to the 'net-commuting' into London.

The difficulty in the analysis is that it is not known how much of the residual can be attributed to statistical discrepancy and how much really is net-commuting.

Therefore, the key point of the results is not to take the residual as a projection of net commuting. The method is to hold the statistical discrepancy constant– then the change in the residual overall indicates the change in the pattern of net commuting in to London. A falling residual indicates a growing demand for labour, or an insufficient supply of labour, which would have to be accommodated either by higher net in-commuting, by less unemployment, or by a greater economically active population than projected.

To get a handle on the real process, and to compare the different regions, we can take the residual in 2001, the last year for which actual data are used, as an estimate of the statistical error and holding this constant, as suggested earlier. Subtracting this produces an absolute forecast residual of which in 2001 therefore equals zero.

Table 3.1 presents the results in the neutral scenario – where the propensity to commute remains as it is in 2001 (that is -220,000). This finds that beyond 2001, through to both 2011 and 2016, the supply of labour resident in London relative to the demand for labour in London is increasing.

Therefore, on this assumption, the supply of labour in London increases. As the growth in net in-commuting to London is declining then London is becoming more self-contained as a labour market. London is drawing more on its residents and less on the residents of surrounding regions.

<sup>&</sup>lt;sup>1</sup> The ONS account for this statistical discrepancy at national level but not for London, This discrepancy is particularly high in London because of the predominance of the service industries.

	1991	1996	1998	2001	2011	2016
Т	housands	of person	s			
Full Time	2,608	2,614	2,842	3,028	3,311	3,435
+Part Time	646	876	931	992	1,099	1,155
= Employees in Employment	3,254	3,490	3,773	4,020	4,410	4,590
+ Self Employed	433	446	464	464	509	530
= Total Employment	3,687	3,936	4,237	4,484	4,919	5,120
- Double jobbers	111	118	127	135	148	154
= Workplace Workers	3,576	3,818	4,110	4,349	4,771	4,966
- Commuting						
- In Commuting		643	702	677	725	747
- Out Commuting		212	247	224	235	238
= Net In-Commuters (from LFS)	408	431	455	453	490	509
= Demand for London labour (workplace workers						
less in-commuters)	3,168	3,387	3,655	3,896	4,281	4,457
made up of						
Economically Active Residents	3,659	3,663	3,748	3,931	4,342	4,474
- Unemployed	422	388	280	255	229	195
unemployed)	3,237	3.275	3,468	3.676	4,113	4 279
Memo: Economically, Active Outer Boroughs	5,257	2 251	2,100	2 405	2 607	2 665
Memo. Leononically Active Outer boroughs		2,231	2,212	2,705	2,007	2,005
Residual (sum of statistical discrepancy and						
forecast residual)	69	-112	-187	<u>-220</u>	-168	-178
Forecast residual (positive = increase in labour						
supplied by London; negative = decrease in labour	789	108	33	0	52	47
Memo	205	100		•	52	
Linemployment Bate	11 5%	10.6%	7 5%	6 5%	5 3%	۵ ۵%
	11.570	10.070	7.570	0.570	5.570	1. 170
Population	6,890	7,071	7,207	7,411	7,923	8,149
Economically Active as percentage of population	53.1%	51.8%	52.0%	53.0%	54.8%	54.9%

#### Table 3.1: Labour Market Balance in London – Trends & Projections

It is possible to examine the sensitivity of the projections to variations in the underlying assumptions. Four variations are considered: the two commuting scenarios shown in chart 1.5; unemployment remaining at its level of 2001, and the participation rate remaining at its level of 2001. Table 3.2 below presents the new residual that would result from each of these.

Table 3.2: Residual under alternative assumptions					
	2011	2016			
Scenario: neutral net in-commuting	52	42			
Scenario: higher net in-commuting	83	78			
Scenario: lower net in-commuting	-44	-97			
Unemployment stays at 2001 level	-1	-54			
Participation rate stays at 2001 level	-80	-104			

When net in-commuting is higher then the residual in London is higher. The residents in London are crowded from the labour market by the higher numbers of commuters into London and so there is less demand for London labour. Conversely, when net in-commuting is lower, the residual is negative. There is high demand for London labour and London has an increasing number of out-commuters.

Similarly, if unemployment remains at 2001 levels, then there is a growing demand for London workers, and if the participation rate of people in the economy does not rise, then this also increased the demand for London workers.

### 3.2 Labour market balance in the South East region

A similar analysis can be done for the South East, although with rather more caveats. In order to undertake this, we deal with employment using forecast data from Cambridge Econometrics (CE) Regional Economic Prospects publication and applied using the same techniques as in the London Plan analysis.

#### Chart 3.1



Total employment in the South East, 1971 - 2001

The following points are relevant.

- In 2001, CE estimate employment in London at 4,506,000 and in the South East at 4,148,000. The main difference is that employment fell from 4,647,000 in London in 1971 whereas in the South East it rose from 2,816,000.
- This in turn is accounted for by Gross Value Added (GVA) growth, averaging 1.9 per cent a year in London 1971-2001 and 2.75 per cent in the South East
- As an approximation, the industrial structures of the three regions in 2001 are very similar and have followed similar trends (but with relatively more business services in London and less manufacturing) see table 3.3:

Sector	Base Year for Trend	Trend ( annual % growth in jobs per £000 of output, from 2001)
Primary	1983	-4.92
manufacturing	1991	-3.91
Construction	1994	-2.02
Wholesale	1986	-1.85
Retail	1990	-2.21
Hotel	1986	-1.92
Transport	1982	-1.92
Financial services	1987	-1.69
Business services	1985	+1.48
Public administration	1978	-3.85
Health and education	1990	-2.46
Other services	1989	-0.65
Total	1987	-2.06

 Table 3.3: Sectoral Growth Trends: South East Region

The projections (table 3.4) use the above trends, with the exception of business services which. as with the GLA's projections for London, are projected as a residual (see "The Future of Employment in Greater London" – SDS Technical Paper 8 (2002)). Unlike the London projections, however, no adjustment is made for policy purposes with public administration or health/education. The growth rate of 2.75 per cent year is assumed.

Table 3.4 Employment projections for the South East regi
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Sector	2001 (000s)	2016 (000s)
Primary	94	64
Manufacturing	457	379
Construction	280	272
Wholesale	339	356
Retail	415	408
Hotel	250	250
Transport	271	374
Financial services	137	147
Business services	840	1145
Public administration	162	177
Health and education	695	717
Other services	244	280
Total	4148	4569

T	Thousands of Persons					
	1991	1996	1 <b>99</b> 8	2001	2011	2016
= Employees in Employment	3,324	3,349	3,509	3,676	3,957	3,995
+ Self Employed	465	471	494	519	560	574
= Total Employment	3,789	3,820	4,003	4,195	4,517	4,569
- Double jobbers	110	111	117	122	132	133
= Workplace Workers	3,679	3,709	3,886	4,073	4,386	4,436
+ Net Out-Commuting						
+In-Commuting from London	112	118	135	144	155	157
- Out-Commuting to London	345	360	385	389	414	427
= Net Out-Commuters to London	233	242	250	244	259	270
= Demand for labour in the South East (workplace						
workers less in-commuters) made up of	3,912	3,950	4,136	4,317	4,645	4,706
Economically Active Residents	3,755	3,927	4,002	4,133	4,352	4,492
- Unemployed	263	236	172	138	131	135
=Supply of labour in the South East (Economically Active residents - unemployed)	3,492	3,691	3,830	3,995	4,221	4,357
Residual (sum of statistical discrepancy and forecast residual)	-420	-259	-306	<u>-322</u>	-424	-349
Forecast residual (positive = surplus of forecast labour; negative = shortage of forecast labour)	<b>-9</b> 8	63	17	0	-102	-27
Unemployment Rate	7.0%	6.0%	4.3%	3.3%	3.0%	3.0%
Population	7,679	7,895	8,004	8,175	8,534	8,722
Economically Active as percentage of population	48.9%	49.7%	50.0%	50.6%	51.0%	51.5%

#### Table 3.5: Labour Market Balance in South East – Trends & Projections

Table 3.5 has been prepared along the same lines as table 3.1, except that the focus here is on commuting to and from London, rather than the total to and from the region as a whole. Thus the residual is the sum of forecast discrepancies and net commuting to other regions, such as the South West, the Midlands or the East.

As with the Greater London table, the proportion of double jobbers is held constant at current levels, commuting out to London is assumed a flat proportion of jobs in London and commuting in is assumed a flat proportion of jobs in the South East. The population projections are taken from the most recent ONS estimates – although these are not necessarily consistent with the latest London projections, they are at least familiar.

The large negative residual implies that net out commuting to London is balanced by net in-commuting from other regions. On the basis of the employment projections that we have prepared here, this residual becomes more negative, indicating a trend towards labour shortage in the region, which would have to be adjusted for either by rising commuting from London or other regions, by higher participation rates, or by lower unemployment rates.

As in the case of London, we can examine a similar set of variants. Again, interactions are not taken into account and so, for example, the stable unemployment variant does not model any possible knock-on impact on commuting of increased London demand for labour (Table 3.6).

Table	3.6	Residual	under	alternative	assumptions
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2011	2016
-102	-27
-130	-51
-47	57
-116	-41
-138	-107
	<b>2011</b> -102 -130 -47 -116 -138

### 3.3 Labour market balance in the Eastern region

The same data methodology was used for the East as for the South East

#### Chart 3.2: Total employment in Eastern England 1971-2001



The same general considerations concerning the source and treatment of the data apply as for the South East. Notwithstanding,

- In 2001, CE estimate employment in London at 4,506,000 and in the East at 2,530,000. Whereas, as noted, employment fell from 4,647,000 in London in 1971 in the East it rose from 1,910,000. This is likewise accounted for by GVA growth, averaging 2.7 per cent in the East
- The industrial structure of the East is nearer to the national average than London. Primary plus manufacturing plus construction in 2001 are 12.4 per cent in London, 20.1 per cent in the South East and 24.2 per cent in the East. Financial and business services are, respectively, 31.0, 22.7 and 19.0 per cent

• But changes over time are very similar: a sharp drop in manufacturing, and a big expansion of business services (table 3.7)

Sector	Base Year	Trend
	for Trend	
Primary	1971	-4.77
Manufacturing	1982	-4.66
Construction	1993	-2.19
Wholesale	1985	-2.34
Retail	1990	-1.81
Hotel	1986	-1.17
Transport	1990	-1.08
Financial services	1987	-2.54
Business services	1991	+0.43
Public administration	1983	-5.13
Health and education	1990	-2.13
Other services	1982	-0.58
Total	1989	-2.25

#### Table 3.7: Sectoral growth trends: Eastern England region (2001)

The evidence shows that a slow-down in business services (relative to total GVA) has already started.

Job projections are done using the above trends (table 3.8). Except that:

- As with London, business services is projected as a residual from the total and the rest of the sectors.
- No adjustment is made for policy purposes with health/education.
- Public administration is already a very low percentage of the total (only 3.5 compared to 5.0 in London) and initially this is held as a fixed percentage of total employment since otherwise it would disappear.
- A growth rate of 2.5 per cent year is assumed

#### Table 3.8: Employment Projections for the South East Region

Sector	2001	2016
Primary	71	49
Manufacturing	346	245
Construction	195	203
Wholesale	185	188
Retail	266	293
Hotel	144	174
Transport	191	235
Financial services	65	64
Business services	415	457
Public administration	87	90
Health and education	422	442
Other services	144	191
Total	2530	2631

Table 3.9 has been prepared on a similar basis to that for the South East and the same remarks apply.

Th	ousands of Pe	rsons				
	1991	1996	1998	2001	2011	2016
Employees in Employment	2,410	2,417	2,529	2,530	2,606	2,631
+ Self Employed	344	345	361	361	372	376
= Total Employment	2,754	2,762	2,890	2,891	2,978	3,007
- Double jobbers	80	80	84	84	87	88
= Workplace Workers	2,674	2,682	2,806	2,807	2,891	2,919
+ Net Out-Commuting						
+ In-Commuting from London	81	80	80	78	80	81
-Out-Commuting to London	272	259	293	308	311	320
= Net Out-Commuters to London	191	179	213	230	231	239
= Demand for labour in the East (workplace workers plus net out-commuters)	2,865	2,861	3,019	3,037	3,122	3,158
made up of						
Economically Active Residents	2,690	2,717	2,763	2,883	3,005	3,103
- Unemployed	188	163	119	96	90	93
= Supply of labour in the East (Economically Active residents - unemployed) <i>Residual (sum of statistical discrepancy and</i>	2,502	2,554	2,644	2,787	2,915	3,009
forecast residual)	-363	-307	-375	-250	-207	-149
Baseline' statistical discrepancy Forecast residual (positive = surplus of forecast labour: negative = shortage of	-250	-250	-250	-250	-250	-250
forecast labour)	-113	-57	-125	0	43	101
Мето						
Unemployment Rate	7.0%	6.0%	4.3%	3.3%	3.0%	3.0%
Population	5,150	5,292	5,377	5,448	5,702	5,832
Economically Active as percentage population	52.2%	51.3%	51.4%	52.9%	52.7%	53.2%

#### Table 3.9: The Labour Market Balance in the East

As with the South East, variants may be considered (Table 3.10). The impact of a changed participation is not relevant as a more or less stable ratio has been assumed in constructing the labour market balance.

#### Table 3.10: Residual under alternative assumptions

	2011	2016
Scenario: neutral net in-commuting	-207	-149
Scenario: higher net in- commuting	-194	-138
Scenario: lower net in-commuting	-248	-202
Unemployment stays at 2001 level	-103	-43

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# Bengali

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

# Urdu

اگر آپ اِس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دیئے گئے نمبر پر فون کریں یا دیئے گئے پتہ پر رابطہ قائم کریں.

# Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، الرجاء الاتصال برقم الهاتف او الكتابة الى العنوان أدناه:

# Gujarati

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