



*Fédération des francophones
de Terre-Neuve et du Labrador*

**Study of the Quality of French Services
offered by Federal Offices in
Newfoundland and Labrador**

2013

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INTRODUCTION

Description of the organization at the head of this project...

The **Fédération des francophones de Terre-Neuve et du Labrador** (FFTNL) is a provincial, non-profit organization whose mission is to defend and promote the rights and interests of the Francophone and Acadian communities in Newfoundland and Labrador. This linguistic study was led to determine how well offices designated as bilingual in Newfoundland and Labrador are fulfilling their obligation to offer French services. For additional information regarding the parent organization of this investigation, please consult the website of the FFTNL: <http://www.francotnl.ca/index.php>

The purpose for this study...

Federal government institutions are, according to the Official Languages Act, responsible for providing their services in French, if desired, to the Francophone and Acadian communities in Newfoundland and Labrador.

The Official Languages Act remains the legislation of official bilingualism in Canada. This law grants the equality of English and French within the Government of Canada. In 1969, the Official Languages Act was enacted by Prime Minister Pierre Elliot Trudeau. It was designed to meet the requirements of the **Royal Commission on Bilingualism and Biculturalism**. In 1988, the act was amended in order to clarify the obligations of federal institutions with respect to service to the public (Part IV). It has clarified the concept of significant demand to enable federal institutions to identify the offices from which they must ensure the provision of services in both official languages.

Thus identified federal offices, be they central or regional, must now meet the requirement to provide services in the two (2) official languages via personnel with the ability to meet this requirement.

Too often, francophone citizens complain of not receiving services in their preferred official language.

The initiative and plan of action of the FFTNL...

Inspired by the approach taken by the Fédération acadienne de la Nouvelle-Écosse (FANE) as well as the study conducted the previous year (2012) by the Fédération des francophones de Terre-Neuve et du Labrador (FFTNL), the latter took the initiative again to shed light on the quality of the current French services offered by certain offices designated as bilingual.

The Fédération des francophones de Terre-Neuve et du Labrador began its second investigation in May 2013. This study was made possible through the « Young Canada Works » Summer program and with the support of Canadian Heritage.

The results of this political analysis will be available on the website of the FFTNL (www.francotnl.ca/fftnl, "documents" section) in the near future.

METHODOLOGY

All offices which make up our sample are designated as "bilingual" according to the "Burolis" database of Government of Canada facilities, maintained by the Treasury Board of Canada Secretariat (TBS). Please refer to the following website address for more information: www.tbs-sct.gc.ca/ollo/apollo/burolis.

In order to perform these evaluations, volunteers and employees of the FFTNL visited the targeted offices under a profile of unilingual francophone seeking a service in their official language. Subsequently, these "detectives" completed a form to report their experience, observations and comments.

The results of the survey were collected through three (3) types of assessments: e-mail, visit in person and telephone call. Each office was evaluated twice (2) on the service provided in person, twice (2) on the service by telephone as well as by sending two (2) emails. When the two evaluations of the same office amounted to fairly conflicting results, for the avoidance of false conclusions and to establish a trend, a third assessment was conducted.

i. Telephone and in-person investigations

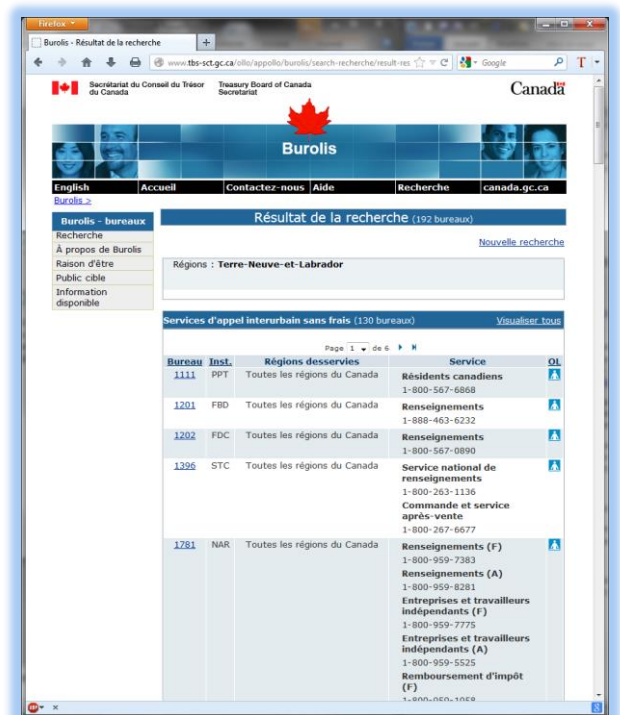
After the completion of the assessments, investigators filled the following forms:

- ❖ Appendix A - in person: for investigations conducted in offices;
- ❖ Appendix B - telephone: for investigations conducted by telephone;

All investigations were held during working days and at different times between 9:00 and 4:30 p.m. (local time).

ii. Email investigations

To obtain a trend of waiting periods when sending an electronic question, an email interrogating a bureau on a relevant topic was sent in French as well as in English. The date and time sent were noted, as well as the hour and date of response, to compare the difference between waiting periods for each respective language.



LIST OF ASSESSED AGENCIES

The following list consists of the ten (10) departments in the province targeted for this investigation. All these offices are designated as "bilingual" according to BUROLIS, the official directory of the Government of Canada.

1. National Research Council of Canada
2. Canada Border Services Agency
3. Human Resources and Skills Development Canada
4. Fisheries and Oceans Canada
5. Marine Atlantic Inc.
6. Royal Canadian Mounted Police
7. Canada Post
8. St. John's Port Authority
9. Canadian Air Transport Security Authority
10. Parks Canada Agency

Criteria for the selection of the assessed agencies:

Departments which have been targeted meet the following criteria:

- ❖ Importance of the agency in the everyday life of a citizen
- ❖ Realism concerning the logistics for on-site verifications

Some additional information regarding the agencies:

- ❖ Human Resources and Skills Development Canada does not receive electronic messages. It is then impossible to evaluate them on this aspect of the investigation.

RESULTS

Evaluation of Telephone Service

Department	Active offer – Welcome	Adequate service
National Research Council of Canada	Yes	Yes
Canada Border Services Agency	Yes	Yes
Human Resources and Skills Development Canada	No	No
Fisheries and Oceans Canada	No	No
Marine Atlantic Inc.	Yes	Yes
The Royal Canadian Mounted Police	No	No
Canada Post	Yes	No
St. John's Port Authority	No	No
Canadian air transport security authority	Yes	Yes
Parks Canada Agency	Yes	Yes
Result for telephone service	60 %	50 %

Analysis of the results

Despite the fact that their offices are clearly identified as bilingual in BUROLIS, four of the ten departments provided neither an active offer nor adequate service in French. Their total lack of French services is very disappointing.

In general, although an active offer was made in 60 percent of cases, there is much work to be done in terms of ensuring an adequate level of French services, which are currently provided in only 50 percent of cases.

Evaluations of in-person Service

Agencies evaluated	Active offer ~ Visual	Active offer ~ Welcome	Adequate service
National Research Council of Canada	Yes	No	Yes
Canada Border Services Agency	Yes	Yes	Yes
Human Resources and Skills Development Canada	Yes	No	Yes
Fisheries and Oceans Canada	No	No	No
Marine Atlantic Inc.	Yes	No	No
The Royal Canadian Mounted Police ²	Yes	No	No
Canada Post	Yes	No	No
St. John's Port Authority	No	No	No
Canadian Air Transport Security Authority	Yes	Yes	Yes
Parks Canada	Yes	Yes	Yes
Result for in-person Service¹	80 %	30 %	50 %

Analysis of the results

The St. John's Port Authority and Fisheries and Oceans Canada offer the French services of the poorest quality out of the ten (10) targeted agencies. They offer inadequate French service on all aspects of the investigation.

Certain agencies, such as Parks Canada, Canadian Air Transport Security Authority, Canada Border Services Agency and the National Research Council of Canada generally offer French services of satisfying quality in person as well as through telephone service.

Page notes:

¹ Results are based on the average collected data.

However, despite an honorable result of active visual offer of 80 %, many evaluated agencies failed to respect their linguistic obligations on the active welcome offer which only reaches a poor percentage of success of 30 %.

With a percentage of 50%, the adequate service result is very unsatisfying.

Evaluation by e-mail

Agencies evaluated	Time question-answer in French	Time question-answer in English	Difference between waiting periods
National Research Council of Canada	No answer given	17h34	Non-applicable
Canada Border Services Agency	42h00	41h36	0h24
Human Resources and Skills Development Canada			
Fisheries and Oceans Canada	37h00	27h57	9h03
Marine Atlantic Inc.	40h10	25h30	14h40
The Royal Canadian Mounted Police	458h55	204h09	254h46
Canada Post	58h56	51h33	7h23
St. John's Port Authority	No answer given	No answer given	Non-applicable
Canadian air transport security authority	40h06	25h30	14h36
Parks Canada	66h43	79h51	-13h08
AVERAGE OF RESULTS	106h16	59h10	47h06

(1)

❖ **Average time saved in 2013 when the e-mail is sent in English: 47 hours and 6 minutes, almost two full days.**

Page notes:

¹ Human Resources and Skills Development Canada does not receive electronic messages.

Additional information – Email evaluations

❖ Agencies who responded to none of the e-mails sent (English or French):

- St. John's port authority

❖ Agencies who gave no response to email sent in French:

- National Research Council of Canada

❖ Agencies who gave no response to email sent in English:

- Fisheries and Oceans Canada

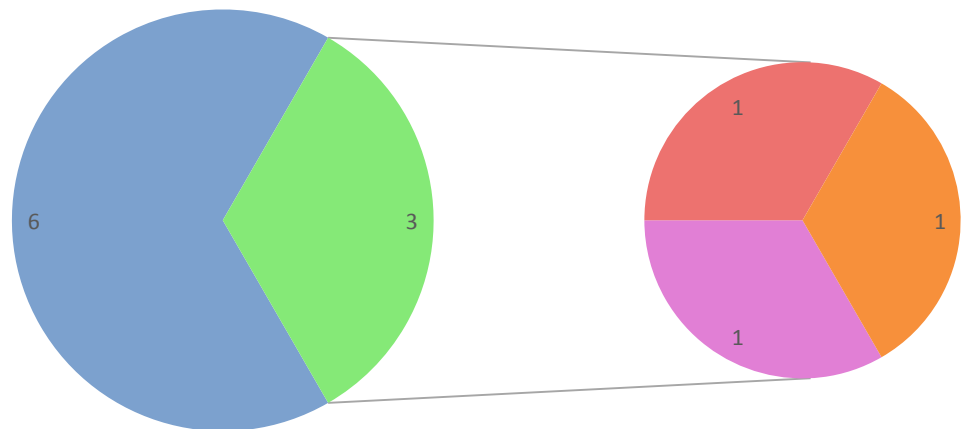
Summary of telephone investigations

Legend:

Agencies having met the objectives

Agencies having not met the objectives:

- ❖ Agencies which had not answered any of the emails sent.
- ❖ Agencies which gave no answer to the email sent in French.
- ❖ Agencies which gave no answer to the email sent in English.



Important aspect of the assessment: waiting time

Agencies evaluated	Time on hold <u>Phone calls</u>	Waiting period <u>Visit</u> <u>in person</u>
National Research Council of Canada	0 minute	2.5 minutes
Canada Border Services Agency	2.5 minutes	2.5 minutes
Human Resources and Skills Development Canada	5 minutes	10 minutes
Fisheries and Oceans Canada	Non-applicable ¹	20 minutes
Marine Atlantic Inc.	9 minutes	8 minutes
The Royal Canadian Mounted Police	11 minutes	3 minutes
Canada Post	3 minutes	4 minutes
St. John's Port Authority	15 minutes	20 minutes
Canadian Air Transport Security Authority	2 minutes	5 minutes
Parks Canada	0 minute	0 minute
AVERAGE	5 minutes 17 seconds	7 minutes 30 seconds

Page notes:

¹No question asked to Fisheries and Oceans Canada since no Francophone employees was able to help us.

ANNUAL FLUCTUATION OF RESULTS

The Fédération des francophones de Terre-Neuve et du Labrador (FFTNL) instigated this annual political analysis last year (2012). Therefore, this year will be the second study conducted by the FFTNL, which hoped to bring new aspects as well as many changes to this project. Indeed, this year, the FFTNL adds the electronic aspect to the investigation for the purpose of studying the difference between waiting times depending on the language in which the e-mail message is sent.

In the previous year, the investigation had only been led with the purpose of publicizing the current availability and quality of services in French in Newfoundland and Labrador. This year, it becomes interesting and beneficial to follow-up on the progress or degradation of the service offered currently in comparison to the results collected in 2012 on the agencies evaluated a second time. This is done for the purpose of awareness by providing concrete data to Francophone and Acadian communities and as well as to the assessed agencies of the province targeted in this study. It should be noted that it is not possible to monitor the fluctuation of results when it comes to the electronic assessments, as they are a new aspect brought to our annual study.

List of agencies evaluated two consecutive years (2012-2013):

1. Parks Canada
2. Human Resources and Skills Development Canada
3. Fisheries and Oceans Canada
4. Marine Atlantic Inc.
5. Royal Canadian Mounted Police
6. Canada Post

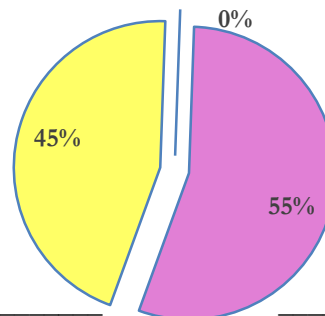
The following tables show the fluctuations in the collected data, be they positive, negligible or negative, between the investigation held this year and that of the previous year.

The first table analyses progress, stability or worsening of the changes from one year to the other in the quality of service in French during **telephone evaluations**.

Agencies evaluated	Telephone assessments					
	Active offer - welcome			Adequate service		
	Superior quality +	Similar quality ∅	Lower quality ~	Superior quality +	Similar quality ∅	Lower quality ~
1. Parks Canada		×			×	
2. Human Resources and Skills Development ¹			×			
3. Fisheries and Oceans Canada			×			×
4. Marine Atlantic Inc.		×			×	
5. The Royal Canada Mounted Police			×		×	
6. Canada Post		×				×
Average results	0 %	50 %	50 %	0 %	60 %	40 %

- ❖ On average, **0 %** of the re-evaluated agencies offered service in French of superior quality to that of the previous year during telephone evaluations.
- ❖ On average, **55%** of the re-evaluated agencies offered service in French of similar quality to that of the previous year during telephone evaluations.
- ❖ On average, **45 %** of the re-evaluated agencies offered service in French of inferior quality to that of the previous year during telephone evaluations.

- Departments offering a service of superior quality
- Departments offering a service of similar quality
- Departments offering a service of inferior quality



Notes de pages:

¹ Human Resources and Skill Development Canada was not completely evaluated in 2012.

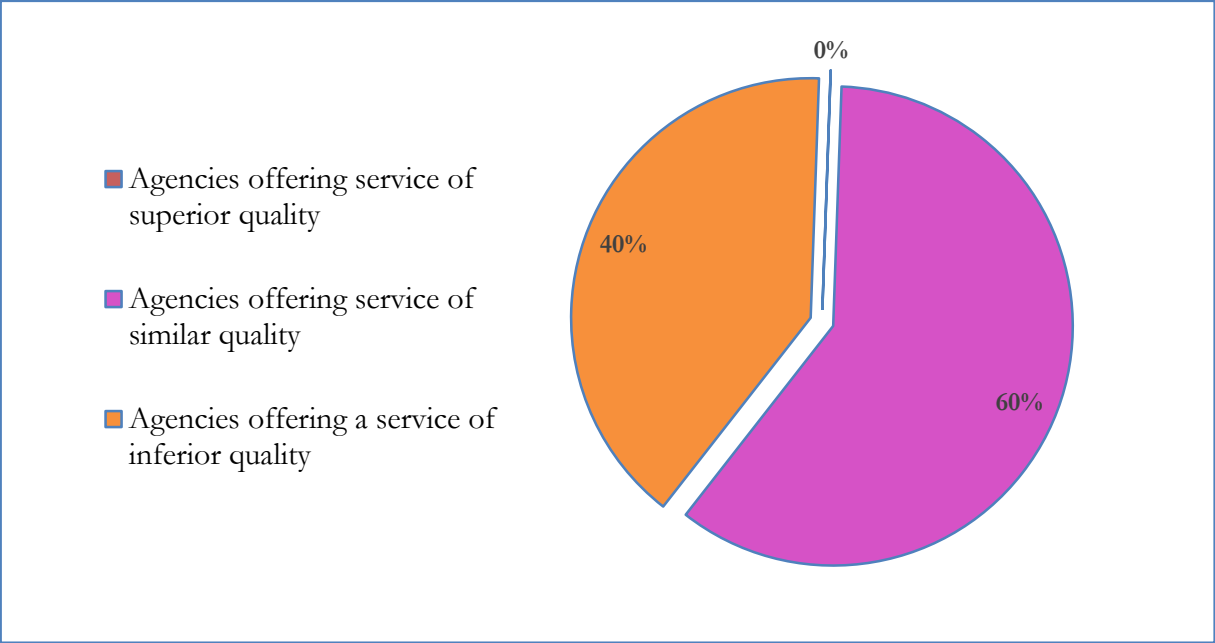
The next table analyses progress, stability or worsening of the changes from one year to the other in the quality of service in French during in-person visits.

Agencies evaluated	Evaluations in person								
	Active offer - Visual			Active offer - welcome			Adequate service		
	Superior quality +	Quality similar o	Lower quality -	Superior quality +	Quality similar o	Lower quality -	Superior quality +	Similar quality o	Lower quality -
1. Parks Canada Agency									
2. Human Resources and Skills Development Canada									
3. Fisheries and Oceans Canada									
4. Marine Atlantic Inc.									
5. The Royal Canadian Mounted Police									
6. Canada Post									
Average results	0 %	80 %	20 %	0 %	60 %	40 %	0 %	40 %	60 %

- ❖ On average, **0 %** of reassessed agencies offer service in French of superior quality to that of the previous year during in-person visits.
- ❖ On average, **60 %** of reassessed agencies offer service in French of similar quality to that of the previous year during in-person visits.
- ❖ On average, **40 %** of reassessed agencies offer service in French of inferior quality to that of the previous year during in-person visits.

Summary diagram:

Annual fluctuation of collected data



CONCLUSION OF THE STUDY

For the second consecutive year, the study on the quality of services offered in French in the federal offices of Newfoundland and Labrador amounts to a mixed reality. The Fédération des francophones de Terre-Neuve et du Labrador (FFTNL) regrets especially that only one of the evaluated offices responded perfectly to all its linguistic obligations.

This year, in 2013, the aspect of comparison with the collected data from the investigation conducted in 2012 was added to this study. This comparison suggested a disappointing reality concerning the degradation of the French services offered by the provincial evaluated departments compared to the services offered in 2012. No agency has shown progress in the French services offered. We can only observe a consistency, which is not necessarily a negative observation if the services were already of satisfactory quality to begin with, or a degradation of the French services in the six (6) evaluated agencies two years in a row – in 2012 and 2013.

All results harvested present in the analysis report shall be communicated (in a bilingual version) by the FFTNL to all federal offices having been assessed in this investigation, to all federal offices listed in BUROLIS as being bilingual, and to the members of Newfoundland and Labrador Federal Council.

Also, the FFTNL will inform the Treasury Board Secretariat of the results of this study, and claim for the urgent necessary measures to be taken, so that the BUROLIS directory:

- ❖ becomes actually known to citizens.
- ❖ be properly updated and revised due to its many present errors.
- ❖ be made easier to use.

These measures are taken in order to encourage the user to use this directory as this is unfortunately not currently the case.

The FFTNL also requested that the Office of the Commissioner of Official Languages considers all the shortcomings listed in our study as formal complaints from the community. Lastly, the FFTNL strongly wishes for all traces of these complaints to be made public in 2013.

In conclusion, the FFTNL wishes to congratulate the three (3) offices who offered impeccable service in French: **Canada Border Services Agency**, **Canadian Air Transport Security Agency** and **Parks Canada** (for the second consecutive year)!



Parcs
Canada



Parks
Canada



Canadian Air Transport Security Authority
Administration canadienne de la sûreté du transport aérien

USEFUL LINKS AND ACKNOWLEDGEMENTS

The following links offer more information about the context of this study. Only the main points were highlighted in this report.

Commissioner of Official Languages: <http://www.ocol-CLO.GC.ca/>

Official Languages Act: <http://Lois-laws.Justice.GC.ca/FRA/Lois/o-3.01/>

Burolis: <http://www.TBS-SCT.GC.ca/ollo/appollo/burolis/search-Recherche/search-Recherche-FRA.aspx>

Act Respecting Services in French (2004): <http://nslegislature.ca/legc/statutes/frenchla.htm>

- ❖ **Acknowledgements:** The FFTNL would like to thank all the anonymous volunteers who have kindly agreed to give their time for the benefit of this survey, and this in order to serve our community. Thank you very much!

This document has been made possible thanks to the contribution of Canadian Heritage through the program

“Young Canada Works”.



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APPENDIX A – Template, in-person evaluation form

Ministère évalué : _____

Bureau évalué (ville) : _____

Date de l'évaluation : _____

Heure de l'évaluation : _____

Nom de l'enquêteur: _____

Partie 1 – Offre active visuelle

Une offre active visuelle fait partie des exigences de la Loi sur les Langues Officielles (LLO); l'offre des services dans les deux langues officielles doit être évidente tout simplement en regardant le milieu. Est-ce que l'établissement en question se conforme aux règlements établis dans les manières suivantes?

La signalisation à l'extérieur du bureau est bilingue OUI NON

L'affichage à l'intérieur du bureau est bilingue OUI NON

La présence d'une version française de n'importe quel document, formulaire, ou dépliant offert en anglais OUI NON

Partie 2 – Offre active de la part du personnel

En entrant dans un bureau fédéral désigné « bilingue », selon la LLO, le client devrait avoir un accueil neutre dans les deux langues, semblable à « Hello/Bonjour ». Est-ce que l'établissement en question se conforme aux règlements établis dans les manières suivantes?

Accueil neutre et bilingue au premier contact OUI NON

COMMENTAIRES : _____

Note :

*Si l'on est dirigé vers un préposé (agent du ministère) par un commissionnaire (agent d'accueil d'un édifice multi-ministère), on juge notre étude sur l'accueil du préposé pour remplir cette section. Préciser si vous avez parlé à un préposé ou à un commissionnaire.

*si un(e) réceptionniste (personne physique ou système électronique) nous dirige vers une file d'attente particulière pour les services en français, on juge notre étude sur l'accueil de la personne qui nous a transférés.

APPENDIX A (page 2)

Partie 3 – Service adéquat en français

Le client doit être servi en français, soit par le préposé ou par un autre membre du personnel qui est disponible au moment de la visite.

Service rendu en français au moment de la visite

OUI NON

Temps écoulé lors de l'attente :

COMMENTAIRES :

Note :

*Les services seront jugés inacceptables si :

Dû à une absence de personnel adéquat, un nouveau rendez-vous est fixé;

L'utilisation d'un(e) interprète est nécessaire;

Dû à la limitation de la langue française, le service est incompréhensible et donc mieux géré en langue anglaise;

Malgré la demande spécifique d'être servi en français, l'attente est longue.

APPENDIX B – Template, telephone evaluation form

Ministère évalué : _____

Bureau évalué (ville & numéro de téléphone) : _____

Date de l'évaluation : _____

Heure de l'appel : _____

Nom de l'enquêteur : _____

Partie 1 – Offre active de la part du personnel

En faisant appel à un bureau fédéral désigné bilingue, selon la LLO, le client devrait avoir un accueil neutre dans les deux langues, semblable à « Hello/Bonjour ». Est-ce que l'organisme en question se conforme aux règlements établis dans les manières suivantes?

Accueil neutre et bilingue au premier contact OUI NON

COMMENTAIRES : _____

Partie 2 – service adéquat en français

Le client doit être servi en français, soit par le personnel répondant même ou bien par un autre membre du personnel qui est accessible au moment de l'appel.

Accueil neutre et bilingue au premier contact OUI NON

Service rendu en français tout au long de l'appel OUI NON

Temps passé en attente : _____

COMMENTAIRES :

Note :

*Les services seront jugés inacceptables si :

Dû à une absence de personnel adéquat, un nouveau rendez-vous est fixé;

L'utilisation d'un(e) interprète est nécessaire;

Dû à la limitation de la langue française, le service est incompréhensible et donc mieux géré en langue anglaise;

Malgré la demande spécifique d'être servi en français, l'attente est longue

APPENDIX C – Electronic references of assessed agencies

Name of agency :

Email address

1. National Research Council of Canada	info@nrc-cnrc.gc.ca
2. Canada Border Services Agency	Contact@cbsa.gc.ca
3. Human Resources and Skills Development Canada	<i>Does not accept email messages</i>
4. Fisheries and Oceans Canada	Info@dfo-mpo.gc.ca
5. Marine Atlantic Inc.	customer_relations@marine-atlantic.ca
6. Royal Canadian Mounted Police	<i>Contact form to fill on the website</i>
7. Canada Post	service@canadapost.postescanada.ca
8. St. John's Port Authority	info@sjpa.com
9. Canadian Air Transport Security Authority	Correspondence1@catsa-acsta.gc.ca
10. Parks Canada	information@pc.gc.ca

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