

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

2015

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INTRODUCTION

Description of the organization leading 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 study, please consult the FFTNL's website: www.francotnl.ca/fftnl

The purpose of this study...

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

The Official Languages Act remains the legislation of official bilingualism in Canada. This law grants equal status to 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 national 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.

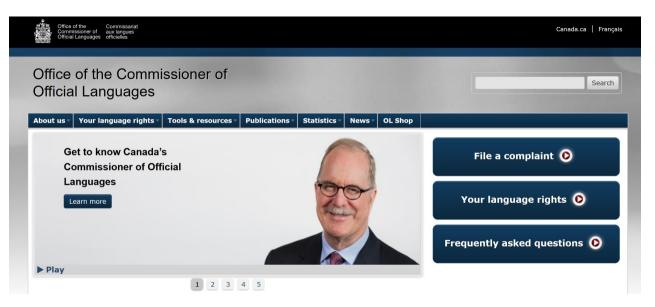
Too often, francophone citizens complain of not receiving services in their preferred official language.

The initiative and the approach to this issue...

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

The Fédération des francophones de Terre-Neuve et du Labrador began its fouth investigation in July 2015. The results of this analysis will be available soon on the FFTNL's website (www.francotnl.ca/EnquetesServicesEnFrancais).

METHODOLOGY



All offices which make up our sample are designated as "bilingual" according to the Office of the commissioner of Official Languages (http://www.languesofficielles.gc.ca).

This year, we decided to conduct our study for a longer period: lasting 6 months instead of two. This decision enabled us to have realistic and objective views on the French services offered by the federal agencies designated as "bilingual".

In order to perform these evaluations, volunteers and employees of the FFTNL visited the targeted offices under a profile of unilingual francophones 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, visits inperson and telephone calls. Each office was evaluated twice (2) on the service provided in person, twice (2) on the service by telephone and also by sending two (2) e-mail enquiries. To avoid false conclusions and establish a trend, when the two evaluations of the same office amounted to fairly conflicting results, a third assessment was conducted. These evaluations were divided during the six months of the study, during a period of three weeks between each evaluation.

I. Telephone and in person investigations

After the completion of these 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 work days and at different times between 9:00 a.m. and 4:30 p.m. (local time).

II. E-mail investigations

To establish a waiting period trend when sending an electronic question, an e-mail requiring a response from each department on a relevant topic was sent twice in French and in English. The questions in both languages were identical and sent crosswise so that the complexity of the request remained the same.



To be able to compare the difference between waiting periods for each respective language, the date and time of the questions, as well as the time and date of response, were noted.

III. Definition of terms

- Active offer visual: an active offer visual is one of the Official Language Act (OLA) requirements. Services in both official languages must be posted within the visual environment (exterior signs, interior poster, bilingual forms or pamphlet).
- Active offer Welcome: when a client enters a federal office designated as "bilingual", according to the OLA, the customer must have a neutral welcome in both official languages such as "Hello/Bonjour".
- Adequate service: the customer must be served in French, either by an employee or another member of the staff who is available.

IV. Complaints

Usually, if necessary, we filed complaints to the Office of the Commissioner of Official Languages when the study was complete. This year, at the request of the Office of the Commissioner of Official Languages, we changed our process by filing complaints after a problem was observed with French services.

LIST OF ASSESSED AGENCIES

<u>The following list</u> consists of the eight (8) departments in the province targeted for this investigation. All these offices are designated as "bilingual" according to the Office of the Commissioner of Official Languages.

- 1. Royal Canadian Mounted Police
- 2. Parks Canada Agency
- 3. Employment and Social Development Canada
- 4. St. John's Port Authority
- 5. Marine Atlantic Inc.
- 6. Post Canada
- 7. St. John's Airport
- 8. Canada Border Services Agency

To note: Surpassing the one million passengers mark per year, the St. John's Airport is designed as "bilingual" according to the Official Languages Act. As a result, all service providers (for example: restaurants, foreign exchange counters, duty-free shops, boarding counters, etc.) must be bilingual and offer French services. For more information, please consult this link: http://urlz.fr/3ePO.

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 verification

Some additional information regarding the agencies:

- Employment and Social Development Canada does not receive electronic messages and phone calls. It is therefore impossible to evaluate them on these aspects of the investigation.
- Several agencies do not have phone numbers and offer, as an alternative, an automatic message that allows you to choose your language. For this reason, it is not possible to evaluate them on this aspect.

RESULTS

Telephone evaluations

Agencies evaluated	Active offer – Welcome	Adequate service
Royal Canadian Mounted Police	Yes	Yes
Parks Canada Agency	Yes	Yes
Employment and Social Development Canada	*	*
St. John's Port Authority	Yes	Yes
Marine Atlantic Inc.	*	*
Post Canada	*	*
St. John's Airport	No	Yes
Canada Border Services Agency	*	*
Average	75%	100%

* Notes:

Canada Border Services Agency, Marine Atlantic Inc., Employment and Social Development Canada and Post Canada only have 1~800 phone numbers with a bilingual service.

Analysis of the results

The evaluation of telephone services yielded positive results: 75% of the agencies have a neutral welcome and 100% of the agencies have adequate service in French.

In-person evaluations

Agencies evaluated	Active offer ~Visual	Active offer ~ Welcome	Adequate service
Royal Canadian Mounted Police	*	*	*
Parks Canada Agency	Yes	Yes	Yes
Employment and Social Development Canada	Yes	Yes	Yes
St. John's Port Authority	Yes	No	Yes
Marine Atlantic Inc.	*	*	*
Post Canada	Yes	No	Yes
St. John's Airport	No*	No*	No*
Canada Border Services Agency	Yes	Yes	Yes
Average	83%	50%	83%

~ Notes:

- * Royal Canadian Mounted Police was not evaluated because we only visited them once.
- ✤ A call for volunteers was made to evaluate Marine Atlantic's services, but unfortunately, nobody answered.
- Several services at the St. John's Airport (car rental, shops and the reception desk) were tested, but only the reception desk was able to serve us in French.

Analysis of the results

The results of the in-person evaluation are relatively positive. The active offer-visual reached a respectable rate of 83% whereas the active offer-welcome still needs improvement with a very low rate of 50%. Finally, 83% of the agencies offered an adequate service.

The St. John's Airport stands out with a total lack of French services in all aspects of the evaluation.

Some agencies, like *Border Services Agency, Parks Canada Agency, Employment and Social Development Canada* offered a very good French service in all aspects.

E-mail evaluations

Agencies evaluated	Time question- answer in French	Time question- answer in English	Difference between waiting periods
Royal Canadian Mounted Police	97h13min	7h25min	89h48min
Parks Canada Agency	138h13min	172h00min	~34h47min
Employment and Social			
Development Canada			
St. John's Port Authority	No answer given	No answer given	Non-applicable
Marine Atlantic Inc.	2h56min	47h40min	~ 45h44min
Post Canada	1h21min	16h52min	~15h31min
St. John's Airport	No answer given	No answer given	Non-applicable
Canada Border Services Agency	5h57min	14h43min	-9h26min
Average	49h08min	51h44min	~ 2h36min

Notes:

- The *St. John's Port Authority* and *St. John's Airport* did not respond to us on our first try in English or on our second try in French. Thus, our investigation was inconclusive for these two agencies.
- *Employment and Social Development Canada* does not have an e-mail address. Therefore, we were not able to evaluate them.

Analysis of the results

- This year, the results of the e-mail evaluations were good. Despite close results, it is the first time in four years that we had to wait longer to be served in English (2h36min).
- All agencies, except *The Royal Canadian Mounted Police* offered a better service in French via e-mail, by responding faster to the French e-mail.
- The Royal Canadian Mounted Police stood out with a big gap between response time in French and in English. Indeed, we had to wait an extra 89h48 to have a response in French.

Important aspects of the assessment: waiting time

Agencies evaluated	Time on hold Phone calls	Waiting period Visit in person
Royal Canadian Mounted Police	2 minutes	
Parks Canada Agency	0 minute	0 minute
Employment and Social Development Canada		7.5 minutes
St. John's Port Authority	1 minute	0 minute
Marine Atlantic Inc.		
Post Canada	0 minute	0 minute
St. John's Airport	0 minute	No French services offered
Canada Border Services Agency		0 minute
Average	1.5 minutes	6 minutes

ANNUAL FLUCTUATION OF RESULTS

The Fédération des francophones de Terre-Neuve et du Labrador (FFTNL) launched this linguistic analysis in 2012. For this fouth edition, it is possible to follow up on the progress or degradation of the service currently offered in comparison to results collected during the last three years. This is done for the purpose of awareness by providing concrete data to the Francophone and Acadian communities as well as for the assessed agencies of the province targeted in this study. It should be noted that the FFTNL added the electronic aspect to the investigation in 2013. It is now possible to compare the results obtained during the evaluations over the past three years.

Telephone evaluations Active offer ~ Welcome

	2012	2013	2014	2015
Agriculture and Agri-Food Canada	No			
Parks Canada	Yes	Yes	Yes	Yes
Canada Mortgage and Housing Corporation	Yes			
Emploi et développement social Canada	Yes	No		
Fisheries and Oceans Canada	Yes	No		
Marine Atlantic Inc.	Yes	Yes		
Canada Revenue Agency	Yes			
Royal Canadian Mounted Police	Yes	No	No	Yes
Canada Post Corporation	Yes	Yes		
Public Safety Canada	No			
National Research Council of Canada		Yes		
St. John's Port Authority		No	Yes	Yes
Canadian air transport security authority		Yes		
Canada Border Services Agency		Yes	Yes	No
St. John's Airport				
Atlantic Canada Opportunities Agency				
RESULTS	80%	60%	75%	75%

Telephone evaluations Adequate service

	2012	2013	2014	2015
Agriculture and Agri-Food Canada	No			
Parks Canada	Yes	Yes	Yes	Yes
Canada Mortgage and Housing Corporation	Yes			
Emploi et développement social Canada		No		
Fisheries and Oceans Canada	Yes	No		
Marine Atlantic Inc.	Yes	Yes		
Canada Revenue Agency	Yes			
Royal Canadian Mounted Police	No	No	Yes	Yes
Canada Post Corporation	Yes	No		
Public Safety Canada	No			
National Research Council of Canada		Yes		
St. John's Port Authority		No	Yes	Yes
Canadian air transport security authority		Yes		
Canada Border Services Agency		Yes	Yes	Yes
St. John's Airport				
Atlantic Canada Opportunities Agency				
RESULTS	60 %	50 %	100 %	100 %

In general, results comparison shows that "active offer –welcome" maintains a stable rate of around 75 % and 80 %, but experienced a light decline in 2013 with 60 %. The access to adequate service improved between 2012 and 2015, but these results might be explained by the reduction of evaluated agencies (an increasing number of agencies use toll-free phone services, giving clients the possibility to be served in French or in English).

In-person evaluations Active offer -Visual

	2012	2013	2014	2015
Agriculture and Agri-Food Canada	No		Yes	
Parks Canada	Yes	Yes	Yes	Yes
Canada Mortgage and Housing Corporation				
Emploi et développement social Canada		Yes	Yes	Yes
Fisheries and Oceans Canada	Yes	No	Yes	
Marine Atlantic Inc.		Yes	Yes	
Canada Revenue Agency				
Royal Canadian Mounted Police	Yes	Yes	Yes	
Canada Post Corporation	Yes	Yes		Yes
Public Safety Canada	Yes			
National Research Council of Canada		Yes		
St. John's Port Authority		No	No	Yes
Canadian air transport security authority		Yes	Yes	
Canada Border Services Agency		Yes	Yes	Yes
St. John's Airport				No
Atlantic Canada Opportunities Agency			No	
RESULTS	86%	80%	80 %	83 %

In-person evaluations Active offer - Welcome

	2012	2013	2014	2015
Agriculture and Agri-Food		2013		2013
Canada	No		Yes	
	Y	Y	N.	Y
Parks Canada	Yes	Yes	Yes	Yes
Canada Mortgage and				
Housing Corporation				
Emploi et développement social Canada		No	Yes	Yes
Fisheries and Oceans				
Canada	No	No	No	
Marine Atlantic Inc.		No	No	
Canada Revenue Agency				
Royal Canadian Mounted	Yes	No	No	
Police	res	NO	INO	
Canada Post Corporation	No	No		No
Public Safety Canada	No			
National Research Council		No		
of Canada		N0		
St. John's Port Authority		No	Yes	No
Canadian air transport security authority		Yes	Yes	
Canada Border Services				
Agency		Yes	Yes	Yes
St. John's Airport				No
Atlantic Canada			No	
Opportunities Agency				
RESULTS	42 %	30 %	60 %	50 %

In-person evaluations Adequate service

	2012	2013	2014	2015
Agriculture and Agri-Food Canada	No		No	
Parks Canada	Yes	Yes	Yes	Yes
Canada Mortgage and Housing Corporation				
Emploi et développement social Canada		Yes	Yes	Yes
Fisheries and Oceans Canada	Yes	No	Yes	
Marine Atlantic Inc.		No	No	
Canada Revenue Agency				
Royal Canadian Mounted Police	Yes	No	Yes	
Canada Post Corporation	Yes	No		Yes
Public Safety Canada	Yes			
National Research Council of Canada		Yes		
St. John's Port Authority		No	Yes	Yes
Canadian air transport security authority		Yes	Yes	
Canada Border Services Agency		Yes	Yes	Yes
St. John's Airport				No
Atlantic Canada Opportunities Agency			No	
RESULTS	86 %	50 %	70 %	83 %

In general, results comparison of in-person evaluations shows that "active offer –visual" maintains a stable rate of around 80 % between 2012 and 2015. As for the "active offer – welcome", it kept a very low rate by hardly reaching a maximum of 60% in 2014. The access to adequate service experienced important variations, especially between 2012 and 2014. In 2013, the service declined by 36 points while increasing by 20 points in 2014. Thankfully, stability was regained in 2015 as it almost reaches its start result with 83 %.

E-mail evaluations Differences between French-English waiting periods

	2012	2013	2014	2015
Agriculture and Agri-Food Canada			13h32	
Parks Canada		~13h08	O 34h05	O ~34h47
Canada Mortgage and Housing Corporation Emploi et développement			4h11	
social Canada				
Fisheries and Oceans Canada		9h03	O 100h43	
Marine Atlantic Inc.		14h40	O 1h25	O ~45h44
Canada Revenue Agency				
Royal Canadian Mounted Police		254h46	O ~1h40	8 9h48
Canada Post Corporation		7h23		O -15h31
Public Safety Canada				
National Research Council of Canada		Pas de réponse donnée		
St. John's Port Authority		Pas de réponse donnée	Pas de réponse donnée	Pas de réponse donnée
Canadian air transport security authority		14h36	O 14h29	
Canada Border Services Agency		0h24	O ~1h46	O ~9h26
St. John's Airport				Pas de réponse donnée
Atlantic Canada Opportunities Agency			117h44	
AVERAGE		47h06 (around two days)	• 4h25 (around one day and half)	O ~2h36

In general, results comparison of e-mail evaluations shows that "active offer –visual" had an overall improvement as the average of French-English waiting periods went from 47h06 in 2013 to -2h36 in 2015. However, these results should be nuanced since they might reflect the reductions of surveyed agencies. The agencies evaluated over several years had an overall improvement or maintained stability in their French services via e-mail.

Overview of waiting time to be served in French

In-person evaluations

	2012	2013	2014	2015
Agriculture and Agri-Food Canada				
Parks Canada		0 minute	0 minute	0 minute
Canada Mortgage and Housing Corporation				
Emploi et développement social Canada		5 minutes		
Fisheries and Oceans Canada				
Marine Atlantic Inc.		9 minutes		
Canada Revenue Agency				
Royal Canadian Mounted Police		11 minutes	0 minute	2 minutes
Canada Post Corporation		3 minutes		
Public Safety Canada				
National Research Council of Canada		0 minute		
St. John's Port Authority		15 minutes	3 minutes	1 minutes
Canadian air transport security authority		2 minutes		
Canada Border Services Agency		2.5 minutes	0 minute	
St. John's Airport				0 minute
Atlantic Canada Opportunities Agency				
AVERAGE		5 minutes 17 seconds	1.5 minutes	1 minute

Overview of waiting time to be serve in French Telephone evaluations

	2012	2013	2014	2015
Agriculture and Agri-Food Canada			4 minutes	
Parks Canada		0 minute	0 minute	0 minute
Canada Mortgage and Housing Corporation				
Emploi et développement social Canada		10 minutes	0 minute	7,5 minutes
Fisheries and Oceans Canada		20 minutes	13 minutes	
Marine Atlantic Inc.		8 minutes	0 minute	
Canada Revenue Agency				
Royal Canadian Mounted Police		3 minutes	10 minutes	
Canada Post Corporation		4 minutes		0 minute
Public Safety Canada				
National Research Council of Canada		2,5 minutes		
St. John's Port Authority		20 minutes	19 minutes	0 minute
Canadian air transport security authority		5 minutes	1 minute	
Canada Border Services Agency		2.5 minutes	0 minute	2,5 minutes
St. John's Airport				
Atlantic Canada Opportunities Agency			12,5 minutes	
AVERAGE		7 minutes et 30 seconds	6 minutes	2 minutes

CONCLUSION OF THE STUDY

For the fourth consecutive year, our study on the quality of French services offered in the bilingual federal offices in Newfoundland and Labrador is satisfactory. The evaluation of telephone and in-person services are not perfect but have reached respectable rates (50% or higher). However, the active offer-welcome still needs improvement, especially by phone. Also, we are very pleased that the French services via e-mail had a significant improvement, as results show. For the first time in four years, e-mail service in French was faster than in English!

The evaluation follow-up over four years shows that, generally, French services in the evaluated agencies were improved or remained at a satisfactory level of quality compared to previous years.

All results gathered in the report shall be communicated (in both official languages) by the FFTNL to all federal offices assessed in this investigation, 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 request that urgent necessary measures be taken, so that the BUROLIS directory:

- becomes better 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 clients to use this directory as it is all too often not being used.

The FFTNL also requests that the Office of the Commissioner of Official Languages treats all the shortcomings listed in our study as formal complaints from the community. Lastly, the FFTNL strongly encourages that these complaints are made public in 2016.

In conclusion, the FFTNL wishes to congratulate the three agencies who offered impeccable service in French:

- Canada Border Services Agency
- Employment and Social Development Canada
- Parks Canada (for the fourth consecutive year)!



Emploi et Développement social Canada Social Development Canada

Employment and









Canada

USEFUL LINKS AND ACKNOWLEDGEMENTS

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

Commissioner of Official Languages: <u>www.ocol~CLO.GC.ca/</u>

Official Languages Act: <u>http://Lois-laws.Justice.GC.ca/FRA/Lois/0~3.01/</u>

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

APPENDIX A – Template, in person evaluation form

Ministère évalué :	
Bureau évalué (ville) :	
Date de l'évaluation :	
Heure de l'évaluation :	
Nom de l'enquêteur:	

<u> Partie 1 – Offre active visuelle</u>

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

DUI	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.

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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
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Ministère évalué :
Bureau évalué (ville & numéro de téléphone) :
Date de l'évaluation :
Heure de l'appel :
Nom de l'enquêteur :

<u>Partie 1 – Offre active de la part du personnel</u>

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
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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	DOUI	
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:

- 1. Royal Canadian Mounted Police
- 2. Parks Canada Agency
- 3. Employment and Social Development Canada
- 4. St. John's Port Authority
- 5. Marine Atlantic Inc.
- 6. Post Canada
- 7. St. John's Airport
- 8. Canada Border Services Agency

Email address

Formulaire en ligne : http://www.rcmpgrc.gc.ca/cont/comment-fra.htm

information@pc.gc.ca

Ne prends pas de courriel

info@sjpa.com

customerrelations@marine-atlantic.ca

service@canadapost.ca

Formulaire en ligne : http://stjohnsairport.com/contact/custo mer-feedback-form/

contact@cbsa.gc.ca



de Terre-Neuve et du Labrador