The authors would like to thank the many people who contributed so constructively to this study, particularly those from VANOC and Canadian Heritage, as well as other partners, such as members of British Columbia’s Francophone community. Our frank discussions with these groups allowed us to collect a wealth of information for the study.
The Vancouver 2010 Olympic and Paralympic Winter Games are a unique opportunity for Canada to showcase its linguistic duality. Since the beginning of his mandate, the Commissioner has made this international event a priority.

This report is both a follow-up to a study published in December 2008, which covered the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) and Canadian Heritage, and to an awareness campaign that the Office of the Commissioner of Official Languages conducted with more than 20 federal institutions from December 2008 to May 2009.

It is divided into two main sections. The first section assesses progress made since the publication of the study in 2008 towards the implementation of language requirements — those of VANOC set out in Annex A of the Multiparty Agreement and those of Canadian Heritage established by the Official Languages Act (Act). The second section examines how federal institutions have integrated language requirements, as set out in the Act, into their planning for the Games.

The Commissioner recognizes the numerous efforts undertaken by VANOC, Canadian Heritage, and federal institutions in terms of official languages. His intentions, through his observations, are to support them so that aspects that could compromise the full integration of official languages in the preparations and hosting of the 2010 Games are addressed.

This follow-up report was conducted from June to August 2009, i.e. a little over six months before the Games take place. With the Games fast approaching, it is imperative that VANOC, Canadian Heritage, and federal institutions act swiftly and implement corrective measures so that the deficiencies identified in this report do not jeopardize the success of the Games.

VANOC and Canadian Heritage

Since the release of the study in 2008, VANOC has advanced on many fronts with regard to respecting both official languages. However, there are still key issues that need to be quickly corrected.

The main challenges that need to be addressed are related to VANOC’s insufficient translation resources. If the situation is not resolved soon, the Organizing Committee's ability to comply with many of the clauses pertaining to official languages in the Multiparty Agreement will be compromised. The implementation of six important clauses in the Multiparty Agreement, which address such aspects as communications with the public, the media, athletes, officials and dignitaries, is entirely dependent on VANOC’s ability to translate a high volume of words into French. The protracted discussions between VANOC and Canadian Heritage about hiring translators from the Translation Bureau must be resolved.

Another key concern is that VANOC must immediately demonstrate that it has ensured the recruitment of a sufficient number of bilingual volunteers and that it has a backup plan in place should attrition levels be higher than expected.

Solutions also need to be found to ensure the equal representation of both official languages in communications with the media and the public and to ensure the full integration of linguistic duality into cultural activities.

In other components related to the organization of the Games, there has been considerable progress. The governance of official languages has greatly improved within VANOC and Canadian Heritage. The creation of the VANOC Board Advisory Committee on Official Languages, and the presentation of more detailed and systematic reports have contributed to enhancing the importance accorded to linguistic duality within these bodies. The Official Languages Function has been strengthened with the addition of resources and the integration of the Translation Services into this unit. Canadian Heritage is monitoring the official languages issue more closely than at the time of the initial study.

Collaboration with Francophone communities, which was already good, has been enhanced. The organization of the Olympic Torch Relay route, which closely involves the Canadian Foundation for Cross-Cultural Dialogue (Fondation Dialogue) and the Fédération des francophones de la Colombie-Britannique (FFCB), is a good example.

VANOC officials now have a better understanding of the concept of equitable representation of each language during the opening and closing ceremonies. Still, the Commissioner feels that the importance of this aspect of the Games cannot be stressed enough since billions of people will be watching the ceremonies on television.

In his report on the use of French at the Beijing Games, former French prime minister Jean-Pierre Raffarin, as Grand Témoin de la Francophonie for this event, indicated that expectations towards Canada vis-à-vis the Vancouver Games are high. Mr. Raffarin pointed out that, “since Canada is an officially bilingual country, no one would understand if French were to take a back seat during these Games”[translation].

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The performance of federal institutions

Early in 2009, the Office of the Commissioner carried out an awareness campaign within federal institutions. Information sessions were also held by the 2010 Olympic and Paralympic Winter Games Federal Secretariat. Interviews held in the summer of 2009 show that some institutions are taking steps to ensure the spirit and the letter of the Act is respected during the Games.

These measures range from intensive French courses to a performance bonus, to information sessions, and to training material on active offer. The active offer DVD created by Parks Canada has been requested by a number of federal institutions. It can certainly be considered a best practice. Service Canada has also demonstrated that it has paid special attention to official languages in the context of the Games, and important steps are being taken to offer services in key non-designated offices that will likely experience an increase in demand during the Games.

Other institutions have decided to relocate bilingual employees to increase their bilingual capacity so they can provide services of equal quality in both languages.

Despite these positive initiatives, with the Games less than six months away, our on-site observations have also revealed some serious challenges with service to the public. The Commissioner is particularly concerned by what travellers might experience at the Toronto and Vancouver airports. The poor results observed at Vancouver International airport and the airport authority's lack of specific official languages measures for the Games are reason for concern and a business-as-usual approach is clearly insufficient.

Many travellers will pass through the Vancouver International Airport and Toronto’s Pearson International Airport on their way to the Games or when leaving Canada, and it is essential that those attending the Games have a positive experience in the official language of their choice at all points of service in institutions subject to the Official Languages Act, including commercial tenants in the airport terminals. In general, on-site observations conducted by the Commissioner’s Office show that, despite efforts made by some institutions to improve their results, there is still no reflex to actively offer service in English and in French.

To respect the Act in the context of the Games, key federal institutions need to continue to work towards ensuring that the travelling public receives service in both official languages, ensuring that Canada’s linguistic duality is adequately taken into consideration in the coordination of health and security responses at the Games and monitoring official languages performance during the Games and reporting on best practices.

The Commissioner will continue his monitoring activities before, during and after the Games. He would also like the institutions to monitor their own performance in terms of official languages during the Games, and looks forward to receiving reports on their positive experiences and lessons learned after the Games. Determining how official languages were addressed during the Games provides a legacy for the Canadian public in terms of linguistic duality and helps to improve the public’s experience in future international events.
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1 INTRODUCTION

1.1 Objectives of the follow-up

As one of the most important international events hosted by Canada, the 2010 Olympic and Paralympic Winter Games provide a unique opportunity for Canada to promote its linguistic duality. The 2010 Games are Canada’s Games and hence should reflect its two official languages. This is the context for the Commissioner’s sustained interest in the 2010 Games, and explains why the Commissioner made them a priority since the beginning of his term.

In December 2008, the Commissioner of Official Languages published the report, Raising our Game for Vancouver 2010: Towards a Canadian Model of Linguistic Duality in International Sport, on the level of preparedness of the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) and Canadian Heritage, in terms of compliance with official languages requirements. In the same month, the Commissioner launched an awareness campaign with some 20 federal institutions in Ottawa, Toronto and Vancouver—stitutions that will have a presence in the context of the Games. The purpose of the campaign, which ended in May 2009, was to foster discussions among federal institutions about the importance of integrating official languages into their planning for the 2010 Games.

The first goal of this follow-up report is to discuss the progress made by VANOC and Canadian Heritage since the December 2008 study and define the strategic elements that still require serious attention from these two institutions in order to hold Olympic and Paralympic Games that fully reflect Canada’s linguistic duality. The next chapter presents the results of the data collected from VANOC and Canadian Heritage. This data is presented under the same themes and in the same sequence as in the study’s report published in December 2008. Secondly, this follow-up aims to examine in depth the issues raised during the awareness campaign, in order to better assess the level of the preparedness of the federal institutions that will play a leading role during the Games. The information in this report provides an overview of the evolution of the preparations as of summer 2009. The last chapter presents the results of the analysis of institutions serving the traveling public, those serving the public in the context of the Games, and those playing a role in the coordination of health and security services during the Games. It ends with an analysis of best practices and the challenges to overcome.

As mentioned on several occasions by the Commissioner of Official Languages, the 2010 Games in Vancouver and Whistler are an unparalleled opportunity for Canada to promote its identity, including linguistic duality, to the entire world.

1.2 Background

This follow-up report was conducted from June to August 2009, i.e. a little over six months before the Games take place. Although the Games are fast approaching, in most cases, VANOC, Canadian Heritage and federal institutions still have time to implement the corrective measures that are required. The parliamentary committees on official languages are also interested in the 2010 Games. The House of Commons Standing Committee on Official Languages adopted a motion on April 28, 2009, asking the Commissioner to provide regular updates on the respect and promotion of linguistic duality at the Vancouver 2010 Olympic and Paralympic Winter Games. In July 2009, the Commissioner sent his first update to the Committee. This report constitutes the second update to Parliament on the 2010 Games.

VANOC, like the federal government, is experiencing a more challenging reality due to the economic crisis across the country. In fact, VANOC’s revenue from sponsors and other sources is lower than expected. Within the federal government, additional investments have been announced to provide security at the 2010 Games and for certain events such as the Torch Relay, while a strategic review of government programs and expenditures is still ongoing. While being mindful of current conditions, the Commissioner wishes to point out that the economic crisis should not be used as a pretext, explaining why VANOC may be falling short of meeting its obligations under Annex A of the Multiparty Agreement2 or why institutions would not be respecting the Official Languages Act.

VANOC must therefore be creative and devote all efforts needed to meeting its official language requirements. These requirements are defined in Annex A of the Multiparty Agreement signed by the various Games partners, including the federal government and VANOC. As representative of the federal government, Canadian Heritage is responsible for supporting and monitoring VANOC’s activities, including those regarding official languages.

A number of federal institutions will play a key role in the Games. In fact, they will be providing services to the Canadian and international travellers who will be coming to Vancouver: security services at the Olympic sites and in the surrounding areas, coordination of government activities...
activities in the case of an emergency, and regular government services in parks and at postal outlets for thousands of journalists, athletes and visitors who will be in Vancouver and Whistler to attend the Games. Vancouver 2010 will be an opportunity for the government, and federal institutions subject to the *Official Languages Act*, to take pride in highlighting linguistic duality while ensuring that the language rights of the public are respected during this international event.

The federal government’s presence and contribution to the Games, and therefore the investment of Canadians, are significant. The government is investing $1.2 billion, of which almost half is allocated to security. Canadian Heritage, which is responsible for the federal coordination framework, is contributing some $660 million, of which $290 million is for infrastructure, $55 million for legacy, and nearly $60 million for cultural events such as the opening and closing ceremonies and the Torch Relay.

### 1.3 Legislative context

Part IV of the *Official Languages Act* and its regulations require that federal institutions communicate with and provide services to the public in the two official languages as required. Part VII of the Act requires that federal institutions take positive measures to foster the development of official language communities and that they promote English and French in Canadian society. The Office of the Commissioner took these parts of the Act into account in its analysis.

Annex A of the Multiparty Agreement specifies the requirements regarding Canada’s official languages with which VANOC must comply. Thus, federal institutions, including Canadian Heritage, must comply with the Act, and VANOC must comply with the Agreement. Furthermore, since Canadian Heritage is responsible for the federal coordination framework, it must ensure that VANOC meets the requirements under Annex A.

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**Grand Témoin**

In the report by the Grand Témoin de la Francophonie for the Beijing Games, former French Prime Minister Jean-Pierre Raffarin states that “(he) is especially confident about the use of the French language and the role accorded to la Francophonie during the Vancouver Games. Since Canada is an officially bilingual country, nobody would understand if French were to take a back seat [translation].”

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2. THE STATE OF PREPAREDNESS OF VANOC AND OF CANADIAN HERITAGE

#### 2.1 Study themes

**2.1.1 Introduction and methodology**

The information presented in this chapter comes mainly from two sources: an analysis of relevant documentation, and more than twenty interviews with representatives of VANOC, Canadian Heritage, associations representing French-speaking communities, and the Canadian Foundation for Cross-Cultural Dialogue (referred to as Fondation Dialogue in the text that follows). Most interviewees were identical to those in the study. However, we also met with VANOC managers in charge of the operational components, since the organization is now at the implementation stage. We compared this information to the information that was collected for the needs of the initial study in order to determine the progress made and the issues that VANOC and Canadian Heritage must immediately address in order to effectively reflect Canada’s bilingual character. Participants had the opportunity to comment on the interview summaries and to validate the information collected.

**2.1.2. Official languages governance**

Under this theme, we specifically address issues regarding VANOC’s vision of and commitment to the Multiparty Agreement’s language requirements, as well as the control mechanisms set up to ensure these commitments are respected.

Significant progress had been made with regard to the governance of official languages by both VANOC and Canadian Heritage since the time of the study. However, there are still some improvements to be made.

The transition from the planning phase to the execution stage presents new challenges. VANOC’s senior management remain firmly committed to staging Games that reflect linguistic duality, even in this more difficult context. Representatives from both Francophone associations and Canadian Heritage have stressed this commitment. The challenge now is to do everything possible so that this commitment is translated into action. According to several interviewees, integrating official languages into operations is a greater challenge than it was during the planning stage, because from now on a myriad of operational aspects must be taken into account.

While not questioning VANOC’s commitment to staging Olympic and Paralympic Games that reflect linguistic duality, external representatives mentioned that, faced with the extent of the work to be done, VANOC had
sometimes tended to adopt a narrow interpretation of the scope of its
compliance with some of the Multiparty Agreement’s language requirements.
For example, VANOC is considering the possibility of translating only some of
the biographies of the athletes who will be participating in the Games, even
though it had initially committed to translating all of them in order to comply
with the Multiparty Agreement requirement in this respect. This solution will
be discussed later in this report.

Some of the Multiparty Agreement’s requirements are not as clear
as others. For example, taken literally, clause 1k, stipulating that
the program of the opening and closing ceremonies “will include
participants and events which represent both official language groups”
could be interpreted to mean that the mere presence of artists from a
language group in visual events (dance, circus) meets this requirement.
However, it is important that each language group participate in
elements where language is the medium of expression.

The inclusion of both official languages should be a natural reflex, not
an afterthought. Hence, senior management must inform and raise
awareness among middle managers of the importance of meeting the
Multiparty Agreement’s language requirements in terms of operations.
Information provided by some interviewees in charge of operations
has revealed that VANOC should take more steps to ensure that
these middle managers fully grasp the importance of taking official
languages into account. Given their strategic role at the operational
stage, they will contribute to a great extent to VANOC’s success. The
Commissioner suggests that senior vice-presidents, vice-presidents
and program directors remind employees that it is essential that the
Multiparty Agreement’s language requirements that apply to their area
of responsibility are met, and that, if necessary, they clarify the scope of
certain requirements.

2.1.2.1 Control mechanisms
Control mechanisms at both VANOC and Canadian Heritage have clearly
been improved, enabling senior officials of both organizations to be
informed of the progress made, and of the strategic issues for which a
solution must be found.

At VANOC, the Executive Vice-President, Human Resources,
Sustainability and International Client Services, provides updates on
official languages to the Executive Committee and to the Sustainability
and Human Resources Committee of VANOC’s Board of Directors. From
now on, this issue will be regularly discussed by these two committees.
Thus, topics such as French-language content in the one-year countdown
and in the Games’ opening and closing ceremonies, and translation are
discussed by the Executive Committee and the Board of Directors, and
their members are paying more attention to language issues.

A Board Advisory Committee on Official Languages (reporting to the
Board of Directors), created in December 2008—which brings together
VANOC, Canadian Heritage and Francophone community leaders, as
well as former French prime minister and Grand Témoin at the Beijing
Olympics Jean-Pierre Raffarin—is another mechanism that allows
senior management to examine strategic issues. Although it is still
too early to assess the Committee’s impact, almost all interviewees
pointed out that it will increase the visibility and importance of official
languages, thanks to the presence of experienced, senior individuals. At
the beginning of June, the Committee developed an action plan to follow
up on the recommendations of the Commissioner’s study. This plan is, on
the whole, comprehensive: it includes specific action to be undertaken
to attain the objectives set, and it names the people in charge. This will
undoubtedly help VANOC and Canadian Heritage determine the direction
to take to attain their official language objectives.

Beyond the Advisory committee’s plan, VANOC continues to prepare a
quarterly progress report on official languages, which is sent to the
Federal Games Secretariat. An analysis of the most recent report (June
30, 2009) shows a definite improvement when compared to the reports
reviewed in the context of the study. The document now covers each of
the Multiparty Agreement’s language requirements. It gives a better,
clearer and more detailed overview of the situation of official languages.
For each requirement, the report specifically defines performance
indicators, progress made from the very beginning and during the last
quarter, and the challenges to be overcome. In certain cases, the issues
to be resolved could be described in more detail, so that the people who
must act have a better grasp of the measures to take. For example, in
the case of translation, it is indicated that additional resources will be
required without, however, specifying the extent of the gap that needs to
be addressed.

Moreover, some of the objectives presented by VANOC in this most recent
report are not in keeping with the Multiparty Agreement’s requirements.
Clause 1d of the Agreement states that “[...] information material
[...] intended for the general public [...] will be made available
simultaneously in both official languages.” In its quarterly report,
VANOC indicates that “in exceptional circumstances, unanticipated
communications will be consecutively broadcasted within a twelve-hour
period in the second language, and urgent communications, within a
six-hour period.” This procedure does not respect the obligation to inform
the two language groups simultaneously in both languages. These
discrepancies will be discussed later in the report.

For its part, the Federal Games Secretariat of Canadian Heritage has
modified its approach and requirements vis-à-vis VANOC. For language
issue monitoring, the Secretariat has moved from a rather informal
approach, considered timid by some interviewees, to a more demanding
and rigorous approach when it comes to accountability. More specifically,
it has requested that VANOC modify its quarterly progress reports, which
were essentially a list of activities of the Official Languages Function,
so that they actually report on the degree of implementation of the
The agreement for the opening and closing ceremonies reiterates the
album project (CODE).
programming.

The governance structure at Canadian Heritage has been strengthened.
An internal committee (PCH 2010) chaired by the Deputy Minister was
created to ensure that the Games file is monitored more consistently.
It meets every two weeks. The Deputy Ministers’ Committee and the
Committee of Assistant Deputy Ministers from the departments involved
in the Games are still in place. Language issues are regularly discussed
by these committees. The Commissioner and his officials presented key
messages and some of the results of the awareness campaign to the
Deputy Ministers’ Committee (March 2009) and to the Committee on
Essential Federal Services (April 2009).

2.1.2.2 Language clauses in agreements
In addition to its contribution for infrastructure and the legacy of the
Games, Canadian Heritage has provided funding for other activities,
such as the opening and closing ceremonies, the Torch Relay, the
Cultural Olympiad and the Vancouver and Whistler celebration sites.
The Department indicated that it included language clauses in each of
the contribution agreements. For the follow-up, it gave the Office of the
Commissioner copies of the agreements for the opening and closing
ceremonies, the Cultural Olympiad, and the Vancouver celebration site,
indicating that the agreement for the Whistler celebration site is similar
to Vancouver’s. Canadian Heritage has also indicated to the Office of
the Commissioner that language clauses will also be included in the
contribution agreements for the Place de la francophonie and the digital
album project (CODE).

The agreement for the opening and closing ceremonies reiterates the
language requirements set out in Annex A of the Multiparty Agreement
(which can be found in Appendix 2 of this report). Clause 1k) of Annex
A says that “Opening and Closing ceremonies will be in both official
languages and the national anthem will be sung in its bilingual version;
the program will include participants and events which represent both
official language groups.” As indicated in sections 2.1.2 and 2.2.1
of this report, the last part of this clause posed certain difficulties
in its interpretation. Canadian Heritage should specify in any future
agreements regarding international sporting events that the requirement
to include participants and events that represent both official language
groups applies to both verbal and visual components of ceremony
programming.

Like the agreement for the opening and closing ceremonies, the
language clauses in the agreement for the Cultural Olympiad reiterate
the requirements in Annex A of the Multiparty Agreement. In addition,
the agreement sets out results expected from the recipients. The list
of seven expected results includes establishing “programming that
showcases artists who are representative of Canada’s linguistic duality.”
Adding a result dealing with linguistic duality in the programming is
commendable. However, as we mentioned above, in the future Canadian
Heritage should specify in any agreements for international sporting
events that the requirement to include participants and events that
represent both official language groups applies to both verbal and visual
components of ceremony programming.

The language clauses in the Vancouver celebration site agreement are
exhaustive and quite specific. They include the following requirements:
all promotional information material provided by the City of Vancouver
and intended for the general public will be made available in both
official languages simultaneously; information related to celebration
sites posted on the City’s 2010 Host City internet web page will be in
both official languages; signs related to the Games installed by the
City of Vancouver at the celebration site will be bilingual; all cultural
activities sponsored or advertised as part of the Games will include
verbal components in both English and French. VANOC and Canadian
Heritage must ensure that the City of Vancouver complies with these
specific provisions.

Overall, the language clauses in the contribution agreements are useful
benchmarks that can be used after the Games to determine to what
extent various parties fulfilled their commitments for these activities.

2.1.3. Status of required resources
Due to lower than anticipated revenue from sponsors and other
sources, meeting both official language and other objectives poses a
significant challenge for VANOC. Some interviewees noted that VANOC
initially underestimated the extent of the resources required to meet all
Multiparty Agreement requirements.

2.1.3.1 Translation
The resources allocated to translation continue to be the most
problematic component. Thanks to its efficiency and high productivity,
the current six-member translation team (five translators and one editor)
generally meets the current needs. However, it will not be able to respond
to the considerable increase in the volume of words to be translated
before and during the Games.

As an example of the ever-increasing translation volume, since
November 2006, VANOC has had 3,200,000 words translated (2,000,000
in-house and 1,200,000 by external suppliers). According to the latest
VANOC, estimate at the time of data collection, the volume of words to be
translated from now until the end of the Games will be 7,500,000 words.
VANOC estimates that it needs a minimum of 40 additional translators, about 20 of whom would be for Info 2010 (the media Web site). At the time of data collection, it estimates the total translation cost at about $5,300,000. Experience to date shows that VANOC tends to underestimate its translation needs. The Translation Bureau projects that 65 to 70 translators would be required to meet the needs. The Bureau would be able to meet this demand, but VANOC would have to find the necessary funds since the Bureau works on a cost-recovery basis.

The parties involved have been discussing additional funding for some time. In early July, it appeared that VANOC was about to send a formal written request for funding to government authorities. Clause 23 of the Multiparty Agreement specifies that any requests from VANOC for additional funding must be made in writing. The Office of the Commissioner of Official Languages is not in a position to be able to determine whether VANOC has the necessary funds for translation or whether the government should provide further assistance. However, given the urgency and importance of having sufficient translation resources available in the final months before and during the Games, a solution involving VANOC and the federal government must be found immediately to ensure that all requirements under the Multiparty Agreement are met.

A number of factors appear to further complicate the translation issue. VANOC, for example, has indicated that it cannot send texts to be translated to the Translation Bureau electronically because of a system that requires the on-site presence of translators, which would lead to additional travel and accommodation costs. The Translation Bureau, however, had indicated that there would be a way to resolve the problem of the electronic transmission of texts.

Other options considered by VANOC, such as using students or volunteers, cannot fully resolve the translation issue. Canada’s translation expertise is recognized throughout the world and the Vancouver Games are an opportunity to showcase this expertise. Canada’s reputation, and especially that of its language industry, would be ill served if VANOC communicated with the public, athletes, the media and dignitaries using translations of lesser quality.

**RECOMMENDATION 1**

The Commissioner recommends that Canadian Heritage and VANOC, together with Public Works and Government Services Canada, promptly find a solution that ensures adequate translation resources are available to fully meet all requirements under the Multiparty Agreement.

The Official Languages Function, which plays an essential role in guiding and supporting the various VANOC sectors, was significantly reinforced during the last year. Its staffing resources were increased. Furthermore, translation, which fell under the mandate of the Communications Service, was transferred to the Official Languages Function. This is another sign of progress. It means that everything that is produced in the two languages goes through this service, which can thus exercise greater influence and ensure better monitoring.

To our knowledge, the creation of a function to specifically coordinate the International Olympic Committee’s two official languages is the first of its kind in the history of the Games. It is a model that could be used for future Games.

### 2.1.3.2 VANOC staff and volunteers

The Official Languages Function completed a second and final assessment of bilingual volunteer needs. It has also implemented a process to assess the level of French required for each volunteer position, which takes into account the degree and nature of the volunteer’s interaction with the public.

VANOC requires bilingual volunteers to have a “conversational/intermediate” or “fluent/advanced” proficiency level, depending upon the role they will be playing. As mentioned in the December 2008 report, candidates’ language skills in their second official language, including the skills of those who may use it less often, are evaluated during the interview process. Indications are that the proficiency of volunteers in both official languages will be adequate for the positions they will occupy.

According to the latest needs assessment, 3,500 of the 25,000 volunteer positions (including those for the Paralympic Games) will require knowledge of both official languages; this equals 14% of all volunteer positions, or one volunteer out of seven. As a result of a bilingual volunteer recruitment tour through Eastern Canada in May 2009 (including stops in Halifax, Ottawa and Montréal), the number of bilingual volunteers required is now close to being attained. Volunteers who have been selected are being sent offers over the course of the summer.

Because a variety of interactions with a diverse public will occur at different locations in two cities and one municipality (Vancouver, Richmond and Whistler), the number of 3,500 bilingual volunteers appears to be a strict minimum. In our opinion, this leaves little room for possible fluctuations. There are always some people who drop out along the way for various reasons. Several interviewees from VANOC and other organizations involved stated that they are worried that VANOC may be left with an insufficient number of bilingual volunteers to meet all its needs due to attrition. They are particularly concerned that the attrition rate will be higher among volunteers from Eastern Canada—the area...
with the highest number of bilingual individuals—because volunteers are responsible for their own travel and accommodation.

The deployment of such a large number of volunteers, including some who are bilingual, is a major challenge. VANOC has indicated that if there is a shortage of bilingual volunteers at a specific location, the central network will have a list of bilingual volunteers and will call in those who are available. However, the Commissioner is concerned that for various reasons (attrition, a greater need for bilingual volunteers at certain locations, transportation difficulties, etc.) bilingual positions will not always be filled. VANOC plans to set up a roving team of bilingual volunteers who can replace absent personnel on short notice, especially in strategic locations such as information booths and media centres. However, this excellent idea was still only in its infancy at the time of the writing of this report.

The Federal Games Secretariat has not yet received the volunteer allocation plan, which must include measures to mitigate potential problems. With the expertise acquired from their experiences at various Olympic Games, Federal Games Secretariat and Sport Canada personnel could review the plan to determine if the planned number of volunteers is sufficient, and if their planned deployment is strategic with regard to sites requiring bilingual volunteers.

**RECOMMENDATION 2**

The Commissioner recommends that VANOC and Canadian Heritage demonstrate:

- That they have put in place a deployment plan for bilingual volunteers;
- That they have recruited a sufficient number of bilingual volunteers to compensate for any absences;
- That they will deploy these bilingual volunteers judiciously, by, for example, creating a roving team to address possible absences during the Games.

Bilingual volunteers will wear a pin inscribed with the word “Bonjour” to show the public that it can be served in French. A basic orientation course for all volunteers is offered in French in Vancouver once a month, and the documents issued to participants are available in both languages. The official languages issue is explained during this training.

In addition, all volunteers will have a pocket guide containing official languages information and key phrases to use to respond to the French-speaking public in its language.

All these initiatives are an indication of VANOC’s commitment to ensuring that volunteers provide services in both official languages.

Of the approximately 1,100 VANOC employees (as of June 2009), 15% or 165 people, are able to provide services in both official languages. During the Games, these employees will be assigned to strategic positions that require knowledge of both English and French.

Furthermore, 10% of employees have some knowledge of French, and 10% of employees are Francophone. This information shows that VANOC has made a clear effort to recruit bilingual personnel, and Francophones specifically.

Unfortunately, there has been no change in the low bilingual capacity at senior levels from the time when information was collected for the initial study. None of the 10 members of the VANOC Executive Committee is fluent in French, although some of them are taking classes. There are only a few bilingual people on VANOC’s Board of Directors. When unilingual members of these organizations speak in public, for example, at press conferences, they do not reflect Canada’s linguistic duality. Five or six interviewees have said they are concerned about this situation.

A positive initiative taken by VANOC should be pointed out: the signing of an agreement with Vancouver’s Éducacentre College, to provide French courses to VANOC employees. Despite their heavy workload, more than 100 employees have enrolled in these online courses. These courses will also be offered to interested volunteers beginning in the fall.

2.1.4 Communications with the various publics

2.1.4.1 Signage and posters

It is planned that at each VANOC site, all signage bearing the Olympic or Paralympic Games logo will be in both official languages. To ensure the quality of each language, signs and posters are checked by the Translation Service.

The Office of the Commissioner’s team was able to see a first prototype for the signs and posters when it conducted the follow-up. This prototype included both languages, but they were presented in different formats. English was in bold while French was in regular type. VANOC explained that it had adopted this format following consultations with marketing experts who pointed out the need to differentiate the two languages and the pictograms that appear on many signs. In their opinion, this approach would have allowed Anglophones and Francophones to more easily identify their own language.

In early July, the Commissioner indicated to VANOC that this format does not respect the principle of equality of both languages. The Commissioner explained that federal government practice is to always ensure equal status of English and French. He indicated to VANOC that federal institutions have been using the same font for both languages for a long time without running into problems of linguistic differentiation and he expressed his concern that, if VANOC kept its prototype, such an approach would not respect the equal status of both official languages.

The Federal Games Secretariat, in a number of discussions with VANOC representatives in the spring of 2009, also indicated that VANOC’s current way of presenting the two languages does not meet the requirements of the Multiparty Agreement and that it expects both official languages to have equal status in their visual presentation.
RECOMMENDATION 3
The Commissioner recommends that VANOC ensure that all signage respect the equality of both official languages.

While preparing this report, the Office of the Commissioner learned that VANOC had changed its approach to signage. VANOC indicated that it had changed its prototype and that the new prototype used the same font and style for both languages. Only the colour is different: English is white and French is light blue. Furthermore, VANOC informed the Office of the Commissioner that all VANOC signage would be in line with the new prototype. The Commissioner recognizes that this is an important change that will help to ensure the requirement for equal status of both official languages is met.

In terms of signage outside the venues, elements bearing the VANOC logo will be bilingual. VANOC has encouraged and continues to encourage the province, the City of Vancouver and the Municipality of Whistler to produce their signs in both languages, and has provided them with a manual of graphic standards for signage with examples of English and French content. VANOC will also ensure that the quality of English and French on signs produced in both languages by the province and the two municipalities is checked.

Federal Games Secretariat personnel have communicated the same message to provincial and municipal managers.

It is important that provincial and municipal signage for visitors be in both official languages. Visitors will not be able to differentiate between VANOC signs and those by other jurisdictions.

It is unfortunate that VANOC did not intervene during the preparations for the opening of the Richmond Olympic Oval in early 2009 to ensure that its name would be displayed in English and French. Discussions are underway between VANOC and the municipality to make it bilingual as soon as possible. If this is not done, existing signs will be replaced by bilingual signs when VANOC takes possession of the Oval at the time of the Games. This incident raised concerns in the Francophone community regarding respect for the French language during the Games.

RECOMMENDATION 4
The Commissioner recommends that senior officials at Canadian Heritage contact as soon as possible provincial and municipal representatives and strongly urge them to render bilingual those signs that are crucial for visitors to the Games.

2.1.4.2 Information and promotional documents and tickets
All information documents intended for the public continue to be produced in both languages. For justifiable economic reasons, the majority of documents are published in separate editions. This is the case for the spectators' guide. This document will be sent along with tickets to ticket purchasers in December 2009 and January 2010 in the language chosen by the client during the online transaction. The tickets will be completely bilingual, including the inscriptions on the back.

In the case of documents produced in separate editions, VANOC assures us that a sufficient number of copies in each language will be distributed to ticket offices and stores, and that staff will be well aware of the importance of providing the appropriate version. It is important for staff to know whom to contact to obtain any documents that are lacking in one language or the other.

As mentioned in section 2.1.2.1, VANOC has indicated that, in exceptional circumstances, unanticipated communications would be broadcasted in the other official language within 12 hours, and within six hours in the case of urgent communications. This statement does not comply with the Multiparty Agreement, which explicitly states that these documents must be available in both languages simultaneously. The two language groups have the right to be informed at the same time, in their language, of any emergency situation or occurrence involving the Games. Often, unexpected situations, such as emergencies involving safety, security, the weather or public health require rapid communication with the public in both official languages.

Accreditations for athletes, officials, journalists and representatives from the Olympic Movement will be in both languages. VANOC is in the process of establishing a procedure for last-minute accreditations in both languages.

Signage
As Olympic visitors make their way through Vancouver and Whistler, they will be visiting sites managed by the province, the cities, federal institutions and VANOC. Each of them is likely to use a different format for their signs and current plans indicate that only some signage will be in both official languages.

As our visitors travel from one Olympic site to another in Vancouver and Whistler and visit offices under federal jurisdiction, what impressions will visitors be left with following such an inconsistent experience?
VANOC has made significant progress in producing souvenir items in both languages. While a good number of them were in English only at the time of the study, 80% are now bilingual or language-neutral. Some souvenirs will, however, be in English only. VANOC is working with one of the licence-holders to create French-language merchandise, which will be launched in early fall via a marketing campaign in French-language newspapers.

A few snags have occurred. For example, the souvenir pin for Canada Day was available in English only on the Web site.

2.1.4.3 Internet

The Web site is the primary means of communication with the public. VANOC regularly posts press releases on its activities, and there are numerous information columns on many aspects of the Games. The site continues to be fully bilingual, with versions published in both languages simultaneously. The quality of English and French is good. The Communications Branch, in which 70% of the staff is bilingual, and the Translation Service deserve credit for their work in this regard.

VANOC Web site

The documents available on VANOC’s Web site must be posted in both of Canada’s official languages simultaneously because the Web site is the primary means of disseminating press releases and information to the public. This approach will enable both language groups to stay informed about the Games.

2.1.4.4 Information for the public, announcements of results and commentaries

VANOC has assured the Office of the Commissioner that messages, announcements and commentaries during competitions will be in both official languages at all sites. There is a lack of bilingual announcers in certain disciplines; VANOC has committed to finding bilingual announcers for all disciplines, and their skills in both English and French will be assessed.

The most challenging operational element is transmitting information and communications to the public at competition sites, cultural performances and other events. All personnel assigned to information booths at the 15 competition venues will be bilingual. Numerous messages for the spectators will be included in the spectators’ guide, which will be in both languages. A significant proportion of messages to be transmitted to the venues will be pre-recorded in both languages. Staff will have maps of Vancouver and Whistler containing bilingual information.

According to the current plans, “dynamic” daily information (road closures, schedule changes, etc.) is to be prepared by the Communications Service and posted on the Web site in both languages. In the case of emergency situations, personnel will essentially use hand signals and body language. VANOC aims to ensure that all spectator marshals are bilingual, but it believes that this could be difficult to achieve.

It will be important that VANOC take every opportunity (daily meetings, messages on the Web site) to regularly remind volunteers and other people involved of the importance to communicate in both languages with spectators, athletes, the press and dignitaries, or, if they cannot do so, to find a bilingual person who can. This approach should become a reflex. Volunteers and VANOC personnel are Canada’s ambassadors at the Games and hence ambassadors of linguistic duality.

2.1.4.5 Media communications

To a large extent, media communications will also determine the image that is projected of Canada’s linguistic duality.

All manuals and guides, such as the press accreditation manual and the media schedule guide, plus information bulletins and the accreditation form, are or will be in both official languages.

The vast majority of Press Operations personnel, which consists of 66 people assigned to the Olympic news service, are bilingual. A high proportion of the 115 volunteers assigned to this service will be bilingual, and all the positions involving contact with press representatives will be held by bilingual people. If there is a lack of bilingual personnel at one of the media centres at any venue, a request for backup will be sent to the main media centre.

Two important elements related to communications with the media pose difficulties in terms of official languages. These are the media Intranet site (Info 2010) and the athletes’ biographies.

The Info 2010 site will be in both languages, which will require significant translation resources. However, while the results will be communicated in both languages simultaneously, other elements, like athletes’ statements, will first be posted in English. Media, however, need information immediately: they will not want to have to wait for the translation to come through 10 to 15 minutes later. According to current plans, even statements made by athletes will be translated into English first for the English version of the site. They will then be translated into French for the French version of Info 2010. This is a highly unusual procedure. Statements made by athletes in French would not be available as spoken, but would go through the translation process twice before being posted on Info 2010.

Info 2010

Under VANOC’s current plans, athletes who perform well and are interviewed in French will see their remarks translated into English and posted on the media intranet site within 15 minutes. Then, a French version will be created. However, there is no assurance that the statements in French will be the athletes’ original words; they may be a translation of the English version. French-language journalists will have access to French translations of the athletes’ statements. Journalists will no doubt wonder why the athletes’ original statements in French are not being posted on the site.

What would be the reaction of journalists and athletes who will not have access to the athletes’ original remarks in French?
RECOMMENDATION 5

The Commissioner recommends that VANOC ensure that any statements made by athletes in French are posted on Info 2010 as originally made and at the same time as the English version.

While VANOC indicated at the time of the initial study that all biographies of athletes participating in the Games would be translated (and posted on Info 2010), it is now considering a variety of scenarios to reduce the volume of translation.

One possibility mentioned in the interviews was to translate only the biographies of the top 20 athletes in each discipline, as well as those of all the Canadian athletes. However, in its latest quarterly progress report on official languages, VANOC indicated that any updates to the biographies found in the previous results and general interest sections made after January 20, 2010 will be presented in English only. This option does not meet the requirements of clause 1j of the multiparty agreement, which states that “background information provided by the OCOG [now VANOC] for media use prior to, during and after the Games, including event results, will be made available simultaneously in both official languages.” In our opinion, the biographies are part of the background information provided to the media, and French-language media must have access to the same information in their language.

RECOMMENDATION 6

The Commissioner recommends that VANOC revise its communication practices as quickly as possible so that they comply with the requirements of Annex A of the Multiparty Agreement; this refers in particular to unforeseen situations and emergencies, all information made available to journalists on Info 2010, and all athlete biographies and updates.

2.1.4.6 Medical care and emergency services

Medical care and emergency services are a key component of the services available to visitors, athletes, officials, dignitaries, and media representatives. The Official Languages Function has discussed bilingual volunteer needs in detail with those in charge of medical services.

All publications are or will be in both languages and the spectators’ guide (bilingual) will contain a section on the procedures to follow if medical care or emergency services are required.

The service in charge is going to recruit the 780 volunteers it requires to meet its needs at all sites. These individuals must have medical experience. To date, the service has chosen 45 of the required 250 bilingual volunteers; the selection process is ongoing. There will be a medical care station at each site, and a clinic in the two Olympic villages. Organizers will ensure that there are bilingual staff members on site at all times.

If additional bilingual resources are needed, the services of Vancouver Coastal Health, which provides French-language care by telephone, may be called upon.

In light of the importance of these services, the Commissioner asks the VANOC Official Languages Function and the Federal Games Secretariat to closely monitor the implementation of medical care and emergency services in both languages. In Chapter 2, we will discuss the role of the RCMP and the Public Health Agency of Canada in coordinating health and security services in the case of an emergency in greater detail.

2.2 Cultural programming and ceremonies

2.2.1 Opening and closing ceremonies

As the opening and closing ceremonies of the Olympic and Paralympic Games will be watched around the world, they are an unparalleled opportunity to showcase Canada’s identity and its linguistic duality, a key aspect of that identity.

In the countdown ceremony held one year prior to the Games, the presence of French was minimal in terms of verbal expression. This led to serious reflection and intense discussions within VANOC and Canadian Heritage about the principle of sufficient representation of both official language groups during the ceremonies as required by the Multiparty Agreement.

VANOC officials have clearly reiterated their commitment to ensuring sufficient representation of both official language groups in both the spoken and visual components of ceremony programming. This objective was again addressed in VANOC’s most recent quarterly progress report on official languages. The Canadian Heritage representative on the ceremonies committee considers that VANOC authorities are well aware of the importance of this aspect.

Without giving precise percentages for each language, those in charge have said that they would be satisfied if French content were to make up 22% to 25% of the program.
For their part, Francophone communities have asserted that it is essential that Francophone representation extend beyond Quebec artists and groups and that the diversity of the Francophone across Canada be showcased. The Commissioner expects VANOC’s firm commitments regarding the opening ceremonies to be implemented.

2.2.2 Cultural Olympiad and Canada Code online portrait

Francophone organization representatives have said that they were more satisfied with the Francophone content of the 2009 Cultural Olympiad than that of the 2008 edition.

Two announcements of the 2010 Cultural Olympiad’s performances have been announced; they include a Francophone component that appears adequate. For example, of the first 20 activities in the first announcement, five include Francophone content or Francophone artists. Of the 35 activities in the second announcement, seven include Francophone cultural content. Organizers have made real efforts to find renowned artists and shows in the Anglophone and Francophone artistic communities. They have explained that they have to consider the fact that people must pay to see these shows and that the organizers have to ensure that they can make a profit in a 95% English-language market. Francophone communities, including British Columbia’s, say that they are concerned about the fact that few French-speaking artists from outside of Quebec have been included in the programming announced to date.

The last announcement of activities, which will be unveiled in September (55 to 60 shows), will include a number of free shows. According to officials, it will therefore be easier to invite lesser well-known Francophone artists. We encourage officials to explore various options in order to showcase Francophone artists from different parts of the country for the Olympiad and the celebration sites. For example, they could consider pairing a Francophone artist with an Anglophone artist. In addition to contributing to the show’s profitability, such an approach would be the perfect way to highlight the country’s linguistic duality. Officials could also work with those responsible for the Place de la francophonie to develop programming where the various accents and faces of the Francophonie would be seen and heard. The Commissioner therefore expects the third announcement of the Cultural Olympiad to reflect the diversity of Canada’s Francophonie.

In May 2009, VANOC launched a digital album project (CODE) as part of the Cultural Olympiad, giving Canadians an opportunity to post photos of and messages about their country and their neighbourhoods. The best CODE content will be displayed during the Games on public screens in Vancouver and Whistler. This digital album will be fully bilingual.

2.2.3 Olympic Torch Relay

With regard to official languages, the Torch Relay does appear to be fairly positive. Francophone communities have expressed their satisfaction with the route. The group in charge of the Relay includes 12 bilingual employees out of 40, and it is aware of the importance of representing official language communities during the ceremonies. Through close cooperation between VANOC, Fondation Dialogue and the FFCB, it is hoped that one or more Francophone community representatives will sit on the committees organizing Torch Relay ceremonies in 110 of the 200 sites where the Torch will stop. The municipalities are open to this possibility.

At the time of the follow-up, Francophone representatives had been found for 70 of the 110 chosen sites. At these locations, scheduled activities include a French-language component. In Quebec, officials will need to ensure that the Anglophone community can also participate in organizing activities. At the 200 sites where the Torch will stop, protocol ceremonies will take place in both official languages.

Torch posters and the organizing committee planning guide, which refers to linguistic duality, are bilingual. There is a plan to recruit bilingual individuals for the 60-person team in charge of the Relay’s route. There will probably be an increased demand for French-language services when the Torch passes through national parks, particularly Banff, Yoho and Glacier. Parks Canada will need to take this increased demand into account in its planning. This institution will be discussed in more detail in the next chapter. As a number of Relay activities will be held in various national parks, this is an opportunity for this institution to highlight its ability to provide services in both official languages.

2.3. Links with Canada’s Francophonie

2.3.1 Links with the Fédération francophone de la Colombie-Britannique (FFCB) and Fondation Dialogue

The first clause of the Multiparty Agreement specifically stipulates that VANOC will involve members of the Francophone communities of the Province of British Columbia and elsewhere in Canada in the Games. Based on the information obtained, indications are that VANOC has continued to strengthen ties with British Columbia’s Francophone community through the FFCB, as well as with Francophone communities in other provinces through Fondation Dialogue.

VANOC has continued to hold quarterly meetings with FFCB and Fondation Dialogue representatives. It regularly discusses the Torch Relay, Cultural Olympiad and Place de la francophonie files with them. In addition to these quarterly meetings, VANOC has had many telephone conversations and informal meetings with the two organizations. The Director of the Official Languages Function attended the most recent FFCB general meeting to provide an overview of the various joint projects.
The FFCB and Fondation Dialogue have expressed satisfaction with their relationships with VANOC. They feel that VANOC responds positively to their proposals. They are directly involved in organizing the Torch Relay.

Vancouver’s Educacentre College, which joined the VANOC Community Contributor Program, will place 20 bilingual students as employees in various roles within VANOC and will also provide online French language training to VANOC staff and volunteers. This is another excellent initiative.

In addition, Canadian Heritage has provided a little over $1,600,000 since 2005-2006 in support of Francophone communities, including British Columbia’s, to help them become actively involved in the Games.

Francophone organizations will be very interested to learn what the content of the 2010 Cultural Olympiad will be when the final announcement is made. They expect Francophone communities, including those in British Columbia, to be adequately represented in the programming.

2.3.2 Agreement with La Presse

At the time of the initial study, VANOC had not signed any agreements with French-language newspaper publishers. It had signed one with the Globe and Mail and one with Canwest Publishing Inc., which publishes 10 English-language newspapers across the country. Through these sponsorships, newspapers are publishing a wealth of information about the Games for the country’s English-speaking public.

In April 2009, VANOC announced that it had now also signed an agreement with Gesca Ltée, which publishes La Presse and seven other French-language dailies (including Le Soleil, Le Droit and Le Nouvelliste). This partnership enables VANOC to provide information about the Games to the Francophone communities that these media reach and also encourages participation in the spirit of the Olympic and Paralympic Games. This is a commendable initiative because both language groups will now be informed in a more equitable manner.

However, these newspapers reach few if any Francophones beyond Quebec and Eastern Ontario. To address this shortcoming, VANOC has included the Association de la presse francophone (APF) and its member newspapers in its distribution list for press releases and other information about the Games.

2.3.3 Place de la francophonie

The Place de la francophonie, which is to be located on Granville Island in downtown Vancouver, is a project that will feature cultural events and serve as a gathering place for Francophones and Francophiles in British Columbia. It will coincide with the Games and is considered to be crucially important by the Francophone community. Major progress has been made since OCOL’s initial study was published. Given funding provided by Canadian Heritage, Western Economic Diversification Canada and various provinces, including British Columbia, the financing package for the project has been finalized, and the project should be announced shortly.

For its part, VANOC will contribute to the project by providing material assistance and logistical support. VANOC may also contribute to organizing Place de la francophonie programming by providing artists and groups who will be invited for the Cultural Olympiad and celebration sites. As we will explain in the next chapter, as manager of Granville Island, the Canada Mortgage and Housing Corporation is also playing a role in the Place de la francophonie project.

All parties involved have indicated their satisfaction with the cooperation on this project. For Francophones and Francophiles alike, the Place de la francophonie will leave an important legacy after the Games.

2.3.4 Grand Témoin de la Francophonie

Since the Olympic Summer Games in Athens in 2004, the Organisation internationale de la Francophonie (OIF) has nominated for each Olympic Games a high-ranking public figure to act as Grand Témoin de la Francophonie in order to observe and report on the extent to which the French language is respected during the Games. The Grand Témoin reports his or her findings to the President of the OIF. Former French Prime Minister Jean-Pierre Raffarin was the Grand Témoin de la Francophonie during the Beijing Games. His report was released in late June 2009, and he concluded his observations with the following: “I left the Olympic Games satisfied with the place given to the French language in China, and I have given it a positive overall assessment. [translation]”¹ As mentioned above, he expects Vancouver 2010 to set an example with regard to the presence of the French language.

The Grand Témoin for the Vancouver Games will be Pascal Couchepin. Mr. Couchepin was twice President of the Swiss Confederation. VANOC would like to develop and strengthen its relationship with the OIF. An agreement for the promotion of the French language in the 2010 Olympic and Paralympic Winter Games was signed during the Grand Témoin’s visit to Vancouver, which coincided with the second meeting of the Board Advisory Committee on Official Languages on August 14, 2009.

The Commissioner is encouraged by the strengthening of ties between the OIF and VANOC, and expects that the role of the French language during Vancouver 2010 will serve as an inspiration for future international sporting events.

3. THE STATE OF PREPAREDNESS OF FEDERAL INSTITUTIONS

3.1 Introduction and methodology

In addition to monitoring the progress of the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) and Canadian Heritage with respect to official languages and the Games, the Commissioner is also interested in what federal institutions are doing to meet and even exceed their official languages obligations as they plan their own activities related to the Vancouver 2010 Olympic and Paralympic Winter Games.

This chapter is a follow-up to the awareness campaign conducted with over 20 federal institutions. It aims to dig deeper into the issues to get a more complete understanding of the state of preparedness of those institutions that will have the most important role to play during the Games. The information gathered in this report represents a snapshot of where institutions were at in their preparations by the summer of 2009.

For this follow-up, the Commissioner selected 11 federal institutions that were deemed to have the most important role to play with respect to the Games, based on the likely experience of a typical visitor to the Games. These institutions are Air Canada, the Canadian Air Transport Security Authority, the Canada Border Services Agency, the airport authorities of Toronto and Vancouver, Canada Post, Service Canada, Parks Canada, the Canada Mortgage and Housing Corporation (for its administration of Granville Island), the Public Health Agency of Canada and the Royal Canadian Mounted Police. More information on the role that each of these institutions will play at the Games is outlined in the sections below.

The Commissioner used two main sources to gather information for this section of the follow-up report. The first consisted of interviews with representatives appointed by the Deputy Head of each of the institutions listed above using a questionnaire that was shared with the institution in advance. The interviews touched on strategic planning efforts, concrete measures taken or planned to ensure adequate bilingual services, and monitoring and follow-up mechanisms in place or planned by the institution. Each institution was given the opportunity to comment on or add to the interview notes that were taken.

The second source of information for the Commissioner came from in-person observations that were conducted for 8 of the 11 institutions subject to the follow-up. The Office of the Commissioner of Official Languages acquired the services of Statistics Canada to provide advice in planning the observation exercise, and to compile and validate the results to ensure the statistical validity of the data collected. The observations aimed to examine the performance of institutions with respect to visual active offer (bilingual signage), verbal active offer (bilingual greeting), and the availability of services in the minority language (in this case, French) at designated bilingual points of service in Vancouver (for seven of the eight institutions), in the Rockies (for Parks Canada and Canada Post) and in Toronto (for those institutions present at Toronto Pearson International Airport). The offices that were observed all have official languages obligations, and were chosen either because of their proximity to an Olympic or Paralympic site, or because they were located in a high-traffic area for tourists. All observations took place between early June and mid-July 2009. The data obtained through this observation exercise therefore gives the Commissioner a snapshot of how institutions were fulfilling their official languages obligations with just over six months to go before the Games begin. Detailed observation results can be found in Appendix 3.

3.2 Analysis—Institutions serving the travelling public

3.2.1 Air Canada

Air Canada is without question a key institution when it comes to offering services to the travelling public. As Canada’s primary domestic and international carrier and an official supporter of the Vancouver 2010 Games, Air Canada will be transporting numerous media personnel, athletes and visitors from all over the world to and from the Games. The Games offer Air Canada an opportunity to make Canada’s linguistic duality shine for Canadian and foreign travellers alike.

Strategic planning. Largely because of its role as an official supporter of the Vancouver 2010 Games, Air Canada’s strategic plans have included 2010 initiatives for a number of years, including initiatives specifically related to official languages. Representatives of its official languages team regularly attend Vancouver 2010 operations and marketing meetings, and Air Canada’s strategic planning for official languages and the Games focuses on four areas: communications with airline staff, marketing to the public, in-flight services and ground services at airports. Air Canada plans to estimate by early fall what the demand for services in both official languages will be during the Games based on flight bookings and province/country-of-origin data. Air Canada participates in monthly meetings with the airport authorities but does not maintain any special connection with the Canadian Air Transport Security Authority (CATSA) or Canada Border Services Agency on issues related to official languages.

Concrete measures. Air Canada indicated that it will increase its monthly quality control measures for its signage, continue using bilingual prerecorded announcements in airports, and take extra measures to sensitize Vancouver- and Toronto-based staff of their official languages obligations. It also said that to address its challenge of bilingual capacity, intensive French training is currently being offered in Vancouver, with more sessions being planned in Vancouver and Toronto in the fall. Bilingual staff are being retested to ensure the ability to provide services in both official languages. During the Games,
bilingual senior personnel and all of Air Canada’s language instructors will be available to assist employees posted in Vancouver. Reminders of official language responsibilities will be given to employees in employee newsletters, during team meetings and before flights. A booklet of terms and expressions for use by front-line staff will be published in the fall, of which a section regarding Vancouver 2010 is based on the pocket guide used by VANOC.

The impact on the public
Recently an observation of Air Canada was conducted at Vancouver International Airport. While waiting to board his flight, the observer noted that all Air Canada announcements were made in English only, including standard boarding announcements. Also, none of the attendants present spoke French.

How will this experience be interpreted by French-speaking visitors arriving or departing Vancouver for the Games? Will they feel that their language rights are being respected?

Monitoring and follow-up. Air Canada plans to use its current quality control system, which consists of three components, including monthly surveys of customer satisfaction that are conducted by a private contractor. There are no plans to have a specific post-Games report that would include official languages other than reports already drafted on compliance with bilingual client service standards.

Observations and analysis
The observations on service to the public of Air Canada points of service within the Toronto Pearson International Airport revealed that visual active offer was present nearly 7 times out of 10 (68%), verbal active offer of service was made only 5% of the time, and service was available over half of the time (55%). At Air Canada’s points of service in Vancouver International Airport, visual active offer was observed to be available three times out of four (75%), and service in French was available one out of four times (23%). During the observations, verbal active offer was not made at any Air Canada points of service in Vancouver (0%).

Based on the observation exercise, Air Canada faces a number of challenges to fulfill its official languages obligations. Active offer and the availability of service in French still leave much to be desired at Air Canada’s points of service in these two major airports. That being said, Air Canada is taking a number of initiatives to promote official languages in the context of the Games. It is essential that Air Canada’s efforts at getting staff involved at all levels—including front-line airport and in-flight services staff and personnel at the executive level—produce positive results on the ground for the public. In addition to focusing its efforts on improving services at Toronto Pearson International and Vancouver International airports, Air Canada is encouraged to meet with airport authorities and other institutions that provide services to the travelling public in the coming months to discuss common challenges in the area of official languages and present opportunities to share solutions to these challenges, including the sharing of best practices. In the Office of the Commissioner’s view, this level of cooperation would ensure a more coherent experience for travellers with respect to official languages.

3.2.2 Canadian Air Transport Security Authority
The mandate of the Canadian Air Transport Security Authority (CATSA) is to protect Canadians by ensuring that critical elements of the air transportation system are secure. Its screening stations will be important points of contact for Canadians and international visitors in the context of the Games, especially in Vancouver and Toronto. Receiving information in the official language of one’s choice is vital to ensuring that important safety messages and instructions are understood by all passengers. While most front-line staff work for contractors on behalf of CATSA, these third parties have a contractual obligation to ensure that the Official Languages Act and its Regulations are fully respected.

Strategic planning. For the Games, CATSA is planning to open 17 new points of service to screen private landing sites as well as to deal with increased traveller volume at Vancouver International Airport and other airports in the area. An analysis of these points of service for a projected increase in demand—including demand for French service—is currently being conducted. CATSA also indicated that it is examining other ways of improving its official languages performance in the context of the Games, particularly in light of CATSA’s recent poor showing in offer and availability of bilingual services at Halifax, Ottawa, Toronto and Vancouver airports, published in the Commissioner’s 2008–2009 annual report.

Concrete measures. CATSA noted the Olympic Incentive Program it has established. This performance pay program encourages contractors to comply with their official languages obligations by paying them a bonus when they do so fully. Such a program already exists at high-traffic airports, for example, Toronto Pearson International and Vancouver International. CATSA stated that a new signage policy is in effect and that the security counter for restricting liquids and gels is being remodelled to integrate visual active offer. The new counter is currently being piloted in Vancouver. Three special editions of CATSA Checkpoint, its newsletter for screeners, will be published for the Olympics and will include reminders about official languages obligations.

Monitoring and follow-up. CATSA indicated that it will use an internal mechanism in the form of on-site inspectors (oversight officers) and duty managers to monitor performance indicators, including official languages compliance. CATSA noted that monitoring is performed on a continuous basis and it believes that its present mechanism is sufficient. CATSA does not regularly meet with Air Canada, the Canada Border Services Agency or the airport authorities to discuss official language issues.
CATSA faces specific challenges regarding its use of third-party services for its screening operations, but it has found some creative ways to encourage greater compliance from its contractors, notably through a financial incentive program. However, overall observations revealed that active offers have yet to be fully present and that service is seldom available in the language of the minority at the airports observed. These observation results are unacceptable, and they are a clear indication that much work still needs to be done by CATSA to improve its performance in Toronto and Vancouver in time for the Games. CATSA is encouraged to meet with other institutions within the airports with the goal to share best practices and improve overall service in both official languages at its security checkpoints.

3.2.3 Canada Border Services Agency

The Canada Border Services Agency (CBSA) is the first point of contact on Canadian soil for all international travellers coming to the Games, whether they are arriving by land, sea or air. CBSA is likely, therefore, to leave a lasting impression on all of those passing through its points of service. As such, it is essential that CBSA staff—and border services officers, in particular—be able to greet and offer services to international visitors in both official languages.

Strategic planning. CBSA has been planning for Vancouver 2010 for a number of years, and it said that an internal Olympic and Paralympic Task Force was set up to coordinate the agency’s preparations for the Games. The task force has been working closely with the agency’s official languages team as well as its regional official languages coordinators, particularly in the Pacific and Greater Toronto regions, to ensure that all official languages requirements are met. A major part of CBSA’s Olympic and Paralympic plans include moving personnel from other regions of Canada to Toronto and British Columbia to meet the predicted increase in demand. It also conducted an analysis of where bilingual services may be required during the Games where there is not normally an obligation. CBSA provided a specific action plan for official languages for the Vancouver 2010 Games.

Concrete measures. CBSA described a number of important measures being taken to integrate official languages into its planning for 2010. For example, it plans to offer official languages awareness sessions and specific workshops to border services officers about the importance of making a verbal active offer of service. When CBSA advertised assignment opportunities to border services officers interested in working in Toronto and British Columbia, bilingualism was one of the selection criteria. CBSA indicated that it plans to go beyond its obligations and offer bilingual services at the land border crossings at Huntingdon, Aldergrove, Boundary Bay and Pacific Highway. These crossings do not normally have official languages obligations. Other planned measures consist of telephone tutoring in the second language, pocket translators, promotional material and regular reminders. The agency also plans to verify signage at Vancouver International Airport as well as Toronto Pearson International Airport to ensure that signs are fully compliant. CBSA said that it is in partnership with Western Economic Diversification Canada and the Société de développement économique de la Colombie-Britannique to develop a brochure showcasing cultural events in the Francophone community during the Games and listing Francophone businesses and restaurants, while providing a bilingual map of the downtown core and Olympic and Paralympic venues. This brochure may be provided to all visitors passing through CBSA points of service. Finally, CBSA is working with the Pacific Federal Council to organize a 2010 Olympic and Paralympic Outreach Forum with the local Francophone community, which is planned for October 2009.

Monitoring and follow-up. The internal Olympic and Paralympic Task Force will be responsible for monitoring CBSA’s performance during the Games, including official languages. CBSA also plans to report to Canadian Heritage after the Games to provide an overall picture of how it performed its functions during the Games, including in the area of official languages.
**Observations and analysis**

CBSA efforts to ensure that the Games are fully bilingual from the moment travellers arrive in the country are encouraging. By the number of initiatives planned, it is clear that CBSA is showing leadership in trying to improve its official languages performance in advance of the Games. In particular, the agency’s active offer workshop is considered a best practice that could be shared with other institutions, as is CBSA’s decision to go beyond its obligations and have bilingual capacity at certain non-designated border crossings. That being said, CBSA is encouraged to closely monitor its official languages performance during the Games, and to ensure that the measures it is taking leave a legacy after the Games with respect to official languages compliance, especially at Vancouver International Airport and Toronto Pearson International Airport. The Office of the Commissioner hopes that these promising initiatives will produce results on the ground. (The Office of the Commissioner did not conduct observations of CBSA’s points of service, due to challenges in having observers in restricted areas of the airport).

### 3.2.4 Greater Toronto Airports Authority

The role of the Greater Toronto Airports Authority (GTAA) is to manage, operate and maintain airports in the Greater Toronto Area, including the Toronto Pearson International Airport. As Canada’s largest airport, it will act as a key hub to travellers en route to the Vancouver 2010 Games, making it a key institution for this report. The GTAA is responsible for ensuring that commercial tenants and contractors under its authority respect their official languages requirements where there is an obligation.

**Strategic planning.** The GTAA indicated that it hopes to use the build-up around Vancouver 2010 to change its organizational culture and long-term performance in the area of official languages. An increase in demand for services in French is expected at the airport, and the GTAA plans to examine country-of-origin data for flights during the Games to develop a better understanding of what that increase might involve. In the context of the Games, the GTAA stated that it will focus its efforts on the transit areas of the airport given that many travellers will remain in those areas while transferring to their next flight.

**Concrete measures.** The GTAA indicated that it has been in discussions with Air Canada regarding its Vancouver 2010 signage at Toronto Pearson International Airport, ensuring among other things that it is bilingual. It said that new contracts with front-line staff, such as for wheelchair services, include official languages obligations. A 24-hour bilingual call centre and phrase cards in French are available to GTAA employees and certain contractors. The GTAA recognizes that its commercial tenants face a number of challenges when it comes to official languages, in particular the recruitment of bilingual staff and the use of verbal active offer. The airport authority stated that its customer experience team plans to send regular reminders to commercial tenants in advance of the Games to improve their performance. Regular Airport Operators Committee meetings with the Canada Border Services Agency, the Canadian Air Transport Security Authority and various airlines are ongoing but not currently used to discuss official languages concerns. Finally, the GTAA indicated that it has taken steps to work with the local Francophone community to promote community vitality at the airport through cultural exhibitions.

**Monitoring and follow-up.** Comments cards are available to the public and the GTAA indicated that it will continue its regular monitoring of commercial tenants, including for signage and other official languages obligations.

**Observations and analysis**

The observations of service to the public by commercial tenants at Toronto Pearson International Airport revealed that visual active offer was present just over half of the time (58%), verbal active offer was never made by staff (0%) and service was available only one out of five times (18%). These results show that much work remains to be done in the months before the Games to ensure full official languages compliance at the airport.

Some measures are being taken to increase official languages compliance at Toronto Pearson International Airport in advance of the Vancouver 2010 Games, and it is encouraging that the airport authority expects its efforts to have a lasting effect. However, given the poor results of the observation of commercial tenants, it is urgent that the GTAA take more drastic measures to focus on and monitor its commercial tenants for active offer and availability of bilingual service. The GTAA is also encouraged to hold meetings with other institutions within the airport that have official languages obligations to share best practices and discuss ways of facing common challenges. The Office of the Commissioner will continue to monitor the performance of the GTAA and hopes to see improved results.

### 3.2.5 Vancouver Airport Authority

The Vancouver Airport Authority’s role is to manage, operate and maintain the Vancouver International Airport. That role includes ensuring that commercial tenants and contractors under its authority respect their official languages requirements where there is an obligation. As host airport and official supplier for the Vancouver 2010 Games, Vancouver International Airport will be welcoming thousands of travellers who will descend on Vancouver for the Games. In that context, the Vancouver Airport Authority plays a crucial role when it comes to ensuring that language rights are fully respected and promoted.
Strategic planning. Generally speaking, the airport authority informed the Office of the Commissioner that it integrates official languages at all times into all of its planning. Airport authority officials said they are already taking all necessary measures to ensure full compliance and nothing specific will be needed in the context of the Games. The airport authority indicated that it does not expect an increase in demand for services in French during the Games period.

Concrete measures. The airport authority plans to ensure that all signage is compliant with official language obligations, but did not specify how it would do this or identify any measures to ensure verbal active offer or the availability of services, particularly from its commercial tenants. Its consultations with other institutions that provide services to the travelling public have focused on customer care in general, not official languages concerns in particular. For example, the Airport Authority has 24 telephone lines at various counters and customer care counters that allow interpreters to provide airport information in over 170 languages. With regards to consultations with official language communities, the Planning team and Customer Care department have met with representatives of the community to recruit volunteers for the airport’s Volunteer program both during and after the Games as well as to meet translation needs during the Games.

Monitoring and follow-up. The airport authority plans to monitor its performance in terms of customer care, but with no specific focus on official languages in particular.

Observations and analysis

The observations of service to the public revealed that visual active offer was present just over half of the time (53%), verbal active offer of service was never made by commercial tenants in the airport (0%) and service was seldom available (10%).

While the airport authority states that it complies with the Official Languages Act and integrates official languages into all aspects of its business, the poor results observed at Vancouver International Airport and the airport authority’s lack of specific official languages measures for the Games are reason for concern. If the observation results are any indication, a business-as-usual approach is clearly insufficient, and the airport authority must take significant measures in the coming months to ensure that its commercial tenants fully respect their legal obligations and are able to welcome Canadians and international visitors in the official language of their choice. The airport authority should focus its efforts on active offer and the availability of services in French, in addition to putting official languages on the agenda at meetings with other institutions that work in the airport. The airport authority is strongly encouraged to use the Games as a starting point to improving its overall official languages compliance, and more generally show leadership to ensure greater respect for Canada’s linguistic duality.

3.3 Analysis—Other key institutions serving the public in the context of the Games

3.3.1 Canada Post

As Canada’s national mail carrier and one of the official suppliers of the Vancouver 2010 Games, Canada Post will be a major point of contact for a substantial number of travellers sending and receiving mail. Indeed, interaction with Canada Post is inevitable for most Canadians and foreign visitors that will be in Vancouver and Whistler for the Games. As a symbolic national institution, Canada Post has the opportunity to use the Vancouver 2010 Games to demonstrate leadership in the area of official languages.

The impact on the public

An observer recently went to a Canada Post outlet in Vancouver. The Canada Post clerk greeted the observer with a “hello.” The observer spoke to her in French and after replying, “Sorry, I don’t speak French,” the clerk indicated for the observer to wait while she went to look for a colleague who spoke French. The bilingual colleague was quickly able to provide service to the observer.

In this case service was available in French, but the greeting of the employee was in English only. If no active offer is made, will visitors know that services are available in their language or feel comfortable speaking French?

Strategic planning. Canada Post is focusing its strategic planning efforts on its four Vancouver offices that already have bilingual obligations. However, it did indicate that special measures will be taken to ensure that a bilingual capacity is present at the Whistler corporate office to offer services in French during the Games. Canada Post indicated that bilingual capacity is already present in its designated offices, and that it will be able to provide adequate service in French even if there is an increase in demand. As part of its preparations, Canada Post has been in touch with the United States Postal Service to obtain information and data from the 2002 Salt Lake City Games.

Concrete measures. Canada Post recognizes the ongoing challenges that it faces in terms of verbal active offer and is planning on meeting with local office managers to remind them of their official languages obligations. Special measures will also be taken to sensitize employees at the Whistler post office in advance of the Games. All the currently available written information in all Canada Post offices will continue to be available in both official languages, regardless of demand or designation of the office. Canada Post also plans to promote its bilingual points of service through VANOC’s athletes guide. Consultations with official language minority communities have taken place and are ongoing, particularly in relation to bilingual staffing.
Monitoring and follow-up. Canada Post will continue to use its current monitoring system through a contract with a private firm. Canada Post indicated that these third-party calls and spot checks may be increased in Vancouver and Whistler in advance of and during the Games. A post-Games report is planned and Canada Post indicated that it will, in all likelihood, contain an official languages element.

Observations and analysis

The observations of service to the public at Canada Post offices in Vancouver and in the Rockies revealed that visual active offer was present almost all the time (94%), verbal active offer of service was made nearly two out of five times (18%) and service was available three out of four times (73%).

Canada Post has undertaken specific measures to improve its performance in time for the Games, in particular in the area of active offer. It is also showing leadership by going beyond its obligations and ensuring that there is a bilingual capacity at its Whistler post office. Canada Post plans on informing athletes of which offices are designated bilingual. However, it may want to consider other measures given that there will be no special post offices set up at Olympic and Paralympic sites. The observation results demonstrate that active offer still remains Canada Post’s greatest challenge, and that there is still room for improvement in offering services in French at all times in designated offices. Canada Post is encouraged to continue its efforts in the months leading up to the Games, and to continue finding ways of promoting its bilingual services to the thousands of athletes, media personnel and visitors who will be arriving in Vancouver.

3.3.2 Service Canada

As the one-stop shop for a large number of federal services, Service Canada will be an essential resource for all Canadians and tourists seeking information about government services and how to access them during the Games. As such, it has a front-line role in dealing with members of the public in their language of choice. For many, Service Canada offices will be a symbol of the federal government’s presence in Vancouver, just as it is in other parts of the country.

The impact on the public

During a recent observation at a Service Canada office in downtown Vancouver, an observer was greeted in both official languages on his arrival. After responding in French, the bilingual staff member provided him with the requested information on immigration.

At Games time, some visitors may need important information on government services from Service Canada. The experience of this observer is a good example of how federal institutions can contribute to making the Games fully bilingual by fulfilling their language obligations.

Strategic planning. Service Canada has taken steps to integrate official languages into its planning for Vancouver 2010. As part of its preparations, Service Canada expects an increase in demand not only for French services, but also in languages other than English and French. Service Canada has determined that its Whistler and Richmond offices, which do not have an obligation to provide services in French, should have an increase in bilingual capacity during the Games to respond to demand. Information about the language rights of clients is already available at all Service Canada offices regardless of linguistic designation.

Concrete measures. Service Canada stated that its temporary office in Whistler will be staffed with bilingual employees. It plans to send outreach staff to high-traffic tourist areas to provide information and services to those unaware of the location of Service Canada offices in Vancouver, and indicated that these employees will be bilingual to the greatest extent possible. The Richmond office closest to both Vancouver International Airport and the Richmond Olympic Oval will also offer bilingual service during the Games even though it is not designated as bilingual. To deal with the potential increase of requests in French at other non-designated offices, Service Canada intends to set up a temporary phone system allowing interpretation between the client and the Service Canada employee. One challenge highlighted by Service
Canada was the difficulty in finding a sufficient number of bilingual personnel in the region. Discussions with official language minority communities and Francophone groups in British Columbia are ongoing and will continue during and after the Games.

**Monitoring and follow-up.** There are currently no monitoring mechanisms to determine the language of Service Canada transactions and there are no plans to monitor official languages compliance given the mobility of staff during the Games. A post-Games report with official languages elements is planned.

**Observations and analysis**

The observations of service to the public revealed that visual active offer was present all the time (100%), verbal active offer of service was made three out of four times (75%) and service was available almost all the time (92%).

Service Canada demonstrated that it has paid special attention to official languages in the context of the Games, and important steps are being taken to offer services in key non-designated offices that will likely experience an increase in demand during the Games. The good results obtained in the observations are an example of leadership, and one for other federal institutions to follow. To this end, Service Canada is encouraged to share best practices with other institutions, and to continue working to address its main challenge of recruitment of bilingual personnel, a challenge that is shared with other federal institutions in the region as well as VANOC.

### 3.3.3 Parks Canada

As the manager of Canada’s nationally protected landscapes, Parks Canada locations will certainly be a popular destination for Canadians and foreign tourists alike, especially given the proximity of many national parks to Vancouver and Whistler. While only one Parks Canada site, Fort Langley, is within the immediate vicinity of Vancouver, the agency manages several world-famous sites in the Canadian Rockies that are a relatively short distance from Vancouver, especially for those travelling before and after the Games. Parks Canada locations will also play an important role in hosting different parts of the 2010 Olympic Torch Relay across the country. It is important to note that all national parks have official languages obligations.

**Strategic planning.** Parks Canada indicated that official languages are a continuous subject of discussion at its Vancouver 2010 Outreach and Engagement Committee meetings. Despite the fact that all of its points of service are designated bilingual, Parks Canada indicated that further measures would be taken to remind all employees of official languages obligations—in particular active offer—and fully integrate linguistic duality in all 2010 initiatives.

**Concrete measures.** In preparation for the Games and the 2010 Olympic Torch Relay, Parks Canada has taken measures to raise awareness with its park managers of their official languages obligations, including visual active offer, verbal active offer and services. In July, another reminder was sent to Parks Canada senior managers by the chief human resources officer and the official languages champion regarding language rights in the context of the Games. Parks Canada stated that it will be relying mainly on seasonal workers to provide service to the public, and has created a DVD on verbal active offer to train new staff. A cue card with phonetic references and responses to frequently asked questions has also been created to allow non-bilingual employees to respond to simple inquiries in French.

**Monitoring and follow-up.** Parks Canada conducts telephone audits to verify active offer and the availability of service in both official languages. It indicated that it plans to conduct extra monitoring of locations in British Columbia and Alberta prior to the Games. Parks Canada is expecting to publish a report after the Games containing official languages elements.

**Observations and analysis**

The observations of service to the public revealed that visual active offer was present at all times (100%), verbal active offer of service was made less than half of the time (43%) and service was available almost all the time (95%). On some occasions during the observations, it was difficult to make a distinction between Parks Canada employees and employees of other organizations sharing its office space, such as Tourism BC.

Measures put in place by Parks Canada seem to be translating into positive results on the ground. The active offer DVD created by Parks Canada has been requested by a number of other federal institutions and can certainly be considered as a best practice. Parks Canada is encouraged to continue finding creative ways of promoting the use of active offer, and to ensure that its employees are clearly identifiable at locations in the Rockies. Parks Canada should also find specific ways to use the 2010 Olympic Torch Relay as a means to promote Canada’s linguistic duality across the country.

### 3.3.4 Canada Mortgage and Housing Corporation

The Canada Mortgage and Housing Corporation (CMHC) is responsible for the management of Granville Island, a popular tourist attraction in central Vancouver. Because Granville Island is slated to host an initiative called La Place de la Francophonie during the Games, CMHC’s role as manager of the island makes it an important federal institution for ensuring the provision of services in both official languages at points of service on the island.
Strategic planning. CMHC said that bilingual staff and volunteers will be available at its information centre on the island, as well as roaming bilingual ambassadors at various outdoor information stations. CMHC employees and volunteers will wear badges identifying to visitors what languages they speak. CMHC anticipates that an additional 30,000 people will visit Granville Island during each day of the Games, of which it estimates 10% will require or prefer service in French.

Concrete measures. CMHC noted that it continues to reserve a plot of land and resources for the Place de la Francophonie initiative being organized by the Francophone community, where cultural programming related to French and cultural duality of Canada would be provided for the full Games period. The programming will include activities and entertainment for children and for families, evening entertainment, and information displays. In addition, CMHC indicated that a Portrait Gallery of Canada exhibit, “Portraits in the Street,” will mount portraits of Canadian athletes at various Granville Island locations with all information in both English and French. More information on the Place de la Francophonie initiative can be found in section 2.3.3 of this report.

Monitoring and follow-up. CMHC engages a third-party service provider twice a year to conduct monitoring of service to the public at all offices designated as bilingual. As of July 2009, CMHC had just performed a supplemental round of internal monitoring of Granville Island’s services and the corrective measures have already been implemented in response to this exercise. CMHC Granville Island indicated that it will prepare a post-Games report on delivery of official languages services during the Vancouver 2010 Olympic and Paralympic Games.

Observations and analysis
The observations of service to the public at CMHC Granville Island points of service revealed that visual active offer was present most of the time (91%), verbal active offer was made by staff 14% of the time and service was available in all cases (100%).

These results show that despite some significant improvement needed in terms of active offer, CMHC appears ready to provide services in both official languages in anticipation of the Games. The Place de la Francophonie is a very promising initiative that will surely attract many Francophones and Francophiles from Canada and around the world, and makes it all the more important that CMHC’s Granville Island office and information centre be ready to welcome all visitors in both official languages. The Office of the Commissioner will be monitoring CMHC’s performance in this area.

3.4 Analysis—Institutions playing a coordinating role for health and security at the Games

3.4.1 Public Health Agency of Canada
The Public Health Agency of Canada (PHAC) will play a lead role in the coordination of any health emergency response during the Games, and as such was chosen as a key institution for this follow-up report. PHAC has federal jurisdiction over issues of public health and is responsible for quarantine operations and directing medical services in the event of an outbreak of infectious disease or any other event that may endanger the health of the public. As such, the ability to communicate with other organizations, provinces, municipalities and the general public in both official languages is critical.

Strategic planning. PHAC indicated that it is looking to its experience with the H1N1 emergency in April 2009 as a model for dealing with any potential health emergency during the Games. During this crisis, PHAC indicated that, after a quick adjustment in the beginning, it was able to comply with its language obligations and provide information as well as coordinate action in both official languages. In its planning, PHAC considers the needs of the public as well as the needs of its other partners, such as provincial governments. According to PHAC, providing services and support in both official languages is part of its standard operating procedures during emergency operations.

Concrete measures. PHAC provided examples of a number of concrete measures that it plans to take in advance of the Games to ensure it fulfills its official languages obligations. Its quarantine program, for example, is planning on offering assignment opportunities to fill temporary positions at Vancouver International Airport during the Games, and one of the selection criteria for the assignment will be bilingualism. For emergency coordination, PHAC is planning on sending additional personnel to Vancouver to ensure that its Emergency Center remains open at all times and that bilingual capacity is taken into account. Translators and interpreters are planned to be on hand to ensure information is provided accurately in both official languages without delay. Media liaison officers will also be available to address queries in English or French. A training module is also being developed for staff that will include information on official languages obligations. Finally, if a member of the emergency response team or quarantine program is unable to provide services in French, the agency indicated that it may use interpreters either in person or by phone as an administrative measure. According to PHAC, one of its key challenges is balancing the need for bilingual capacity with the need for highly specialized medical professionals, not all of whom are bilingual. It should be noted that PHAC is not alone, as this challenge is also shared by VANOC in the context of its medical response coordination for Olympic and Paralympic venues.
Monitoring and follow-up. Performance indicators for the Games are being developed and these include official languages compliance indicators. PHAC is also examining the percentage of bilingual staff in Vancouver to ensure as many bilingual personnel on the ground as possible. PHAC will prepare a post-Games report that includes official languages.

Observations and analysis

PHAC has taken important steps to ensure that proper translation and interpretation will be present during any potential health emergency at the Games. The efforts being made to ensure that there is an adequate bilingual staff contingent shows that PHAC is taking concrete steps to deal with a potential increase in demand for services as well as the need to provide quality information without delay in both official languages. It will be important that the agency review its current temporary administrative measures in the event that a member of its staff or someone under contract is unable to provide services in French. However, permanent measures that fully respect the spirit and intent of the Act would need to be implemented. PHAC should play an important leadership role in ensuring that official languages are discussed with counterparts at other levels of government. Given the critical role that the agency plays in coordinating response to health emergencies, the Office of the Commissioner will be monitoring its official languages performance during the Games. (The Office of the Commissioner did not conduct observations of PHAC’s points of service.)

3.4.2 Royal Canadian Mounted Police

As the lead organization for the Vancouver 2010 Integrated Security Unit (ISU), the Royal Canadian Mounted Police (RCMP) will play an important coordination role for all elements of security during the Games, and is a major recipient of federal funding for the Games. Keeping people and venues safe at the Vancouver 2010 Games will be a major undertaking, and one that will be closely coordinated with various law enforcement agencies and private security services, which, acting on behalf of the RCMP, have an obligation to ensure that the Official Languages Act and its Regulations are fully respected. Furthermore, the RCMP is an international symbol of Canada, and one that many people will turn to in case of an emergency during the Games.

Strategic planning. Given its key coordination role, the RCMP has been planning for the Games for the past several years. In selecting personnel for deployment and deciding where they will be placed, the RCMP stated that bilingual capacity was one of the criteria used. Approximately 7,000 law enforcement personnel from over 100 police forces, including the Sureté du Québec, will be deployed to the region for the Games; these officers will be easily identifiable because they will be in uniform. Contracts with private security firms also contain language clauses to ensure sufficient bilingual capacity among the approximately 5,000 contracted private security personnel that will be deployed for the Games. The RCMP expects that one in three security personnel will be able to provide services in both official languages during the Games, with a service standard of two minutes to respond to a query in French.

Concrete measures. The RCMP is considering using a visual marker such as a pin to identify bilingual officers during the Games. A private security coordinator has been appointed to oversee that private security companies comply with their contractual obligations, including those related to official languages. The RCMP will increase its bilingual capacity to respond to media requests, and it indicated that it will consider enhancing its bilingual capacity at Vancouver International Airport.

Monitoring and follow-up. The RCMP has created a quality assurance team to evaluate the quality of services provided by private security personnel, including official languages. A post-Games report will be prepared and the RCMP stated that it will consider including an official languages component.

Observations and analysis

The RCMP has demonstrated that it is taking important steps to ensure that a large number of its law enforcement and security personnel can respond to members of the public in the official language of their choice, and it should be noted that a service standard has been established. It has also put in place a mechanism to monitor performance during the Games. In addition to these measures, it is essential that unilingual officers and contracted security personnel be aware of the RCMP’s obligations, and that there is a plan in place to ensure that they immediately direct to a bilingual officer any member of the public asking for service in French. During the Games, people will turn to the RCMP and other members of the ISU when in vulnerable situations, and in these cases being properly understood and responded to in the official language of their choice is critical. The RCMP is encouraged to examine ways in which it can further monitor official languages compliance during the Games, and to ensure adequate bilingual capacity at various venues and sites at the Games. (The Office of the Commissioner did not conduct observations of the RCMP’s points of service.)

3.5 Overall analysis of the state of preparedness of key federal institutions

The analysis of the information gathered for this report shows that since the Commissioner’s awareness campaign—and in some cases prior to that—a number of institutions have taken concrete steps to integrate official languages into their planning for the Vancouver 2010 Games, and during the last few months the Office of the Commissioner of Official Languages has learned about some encouraging initiatives, a sample of which are outlined below. That being said, for some institutions there is still work to be done on some critical elements to ensure that official languages obligations are fully respected in time for the Games. These key institutions are urged to work quickly to address the areas of concern identified.
3.5.1 Best practices

One of the main objectives of this chapter was to collect and share best practices in federal institutions in the context of the Vancouver 2010 Games. The Commissioner would like to highlight the following initiatives, and will be monitoring institutions to see whether they produce concrete results for Canadians.

Measures taken to go beyond normal official languages obligations: Some institutions, such as Service Canada, Canada Post and the Canada Border Services Agency, plan to offer services in both official languages during the Games at points of service where they do not normally have an obligation under the service to the public regulation. These steps are being taken in response to a projected increase in demand for French services in key locations such as Whistler, and at various land border crossings in British Columbia.

Special measures for front-line personnel at the Games: A number of institutions are planning special measures for front-line staff to ensure adequate bilingual capacity and to improve performance in the area of official languages in time for the Games. Measures to highlight include the intensive French courses Air Canada is offering to staff in Vancouver and Toronto, the Olympic Incentive Program for contractors put in place by the Canadian Air Transport Security Authority, the active offer session developed by the Canada Border Services agency, and the active offer training DVD prepared by Parks Canada.

Measures to ensure adequate bilingual capacity when moving personnel for the Games: Several institutions are required to increase their capacity for the Games, resulting in the move of personnel to key points of service in British Columbia and elsewhere. Encouragingly, all the institutions where this is taking place, including the Canada Border Services Agency, the Canadian Air Transport Security Authority, the Royal Canadian Mounted Police, the Public Health Agency of Canada, Canada Post and Service Canada, have taken the steps they feel are necessary to ensure that there will be adequate bilingual capacity among their additional personnel assigned to the Games, without significantly depleting bilingual resources elsewhere.

Measures to make links with official language minority communities: Some institutions have also used Vancouver 2010 as a means to develop closer ties with Francophone minority communities. One of the examples that stands out is the work being done by the Canada Border Services Agency in collaboration with Western Economic Diversification Canada and the Société de développement économique de la Colombie-Britannique to create and plans on distributing a brochure showcasing cultural events in the Francophone community during the Games and listing Francophone businesses and restaurants in the area. Another example is the Canada Mortgage and Housing Corporation’s support of the Place de la Francophonie initiative on Granville Island.

3.5.2 Areas of concern

With less than six months to go before the Games begin, the state of preparedness of some federal institutions related to official languages raises some concerns. These concerns can be grouped into four key themes: the travelling public, active offer, the coordination of essential health and security services, and monitoring and follow-up. In response to his concerns, the Commissioner is issuing five recommendations and will use the information gathered in follow-up to these recommendations to provide Parliament with an update on the issue of official languages at the Vancouver 2010 Games.

3.5.2.1 Travelling public

A large number of travellers will be passing through the Toronto Pearson International and Vancouver International airports on their way to and from the Games. It is important that they experience seamless service in the official language of their choice at the points of service of the various institutions that have official languages obligations. This includes service from commercial tenants that are overseen by the airport authorities. Despite the number of initiatives being undertaken by some institutions that serve the travelling public, the observation results leave the Commissioner concerned that more action needs to be taken in advance of the Games, especially at Vancouver International Airport. Although they are each accountable for their own performance in the area of official languages, institutions working within the same airport are strongly encouraged to find opportunities to discuss official languages issues together to improve the overall traveller experience at the airport when it comes to being served in the official language of one’s choice.

RECOMMENDATION 7

The Commissioner recommends that the Vancouver Airport Authority demonstrate, by November 30, 2009, that it has taken special and concrete measures to integrate official languages requirements specifically into its planning and activities for the Vancouver 2010 Olympic and Paralympic Winter Games.
**RECOMMENDATION 8**
The Commissioner recommends that Air Canada, the Canadian Air Transport Security Authority, the Canada Border Services Agency and the respective airport authorities of Toronto Pearson International Airport and Vancouver International Airport work together to find, by November 30, 2009, ways of ensuring a more coherent official languages experience for travellers in these two airports in the context of the Vancouver 2010 Olympic and Paralympic Winter Games.

3.5.2.2 Active offer of service
The analysis of the observation results compiled by Statistics Canada shows that while efforts have been made by some institutions to improve results, in most cases the reflex of actively offering services in both English and French, through bilingual greetings, was not present. The Commissioner cannot stress enough the importance of making the public aware that they have the right to be served in the official language of their choice, and the obligation to make an active offer seeks to address this issue. All institutions need to take further measures to improve their performance in this area.

**RECOMMENDATION 9**
The Commissioner recommends that all institutions identified in this follow-up report demonstrate, by November 30, 2009, that they have taken concrete measures to ensure that front-line personnel who will be working specifically during the Vancouver 2010 Olympic and Paralympic Winter Games fulfill the institution’s obligation to make an active offer of service in both official languages.

3.5.2.3 Coordination of health and security services at the Games
In their key coordinating role for health and security services at the Games, the Public Health Agency of Canada and the Royal Canadian Mounted Police will be monitored by the Commissioner of Official Languages. While both have taken important steps to integrate official languages into the planning for the Vancouver 2010 Games, the Commissioner is concerned that some of their partners at provincial and local levels may not be fully aware of the obligations that these federal institutions have and what that implies. It will be important that these two institutions take steps, at a minimum, to discuss their obligations with partners at other levels of government, and show federal leadership to ensure that official languages are being considered in the overall coordination of health and security responses at the Games.

**RECOMMENDATION 10**
The Commissioner recommends that the Public Health Agency of Canada and the Royal Canadian Mounted Police demonstrate, by November 30, 2009, that they have discussed the implications of their official languages obligations with counterparts at the provincial and local levels of government, in view of ensuring that Canada’s linguistic duality is adequately taken into consideration in the coordination of health and security responses at the Vancouver 2010 Olympic and Paralympic Winter Games.

3.5.2.4 Monitoring and follow-up
In addition to the important planning that needs to be done by federal institutions in advance of the Games, the Commissioner is also interested in seeing institutions monitor their official languages performance during the Games, and report on positive experiences and lessons learned after the Games. This information will be useful in ensuring that measures taken and lessons learned are well documented for any future event of this scale that Canada might host in the future.

It will also be important for Canadian Heritage, which is responsible for the federal coordination framework and for overseeing the Multi-Party Agreement with VANOC (as outlined in Chapter 2), to assess its own experience after the Games in relation to official languages, and suggest ways to improve government coordination and oversight for future events.

To that end, the Commissioner asks these institutions, including Canadian Heritage, to inform him of his own evaluation after the Games, which will help contribute to his own post-Games assessment on the status of Canada’s two official languages at the Vancouver 2010 Games.

**RECOMMENDATION 11**
The Commissioner recommends that all institutions identified in this follow-up report, including Canadian Heritage, inform him, by June 30, 2010, of their own assessment of their official languages performance during the Vancouver 2010 Olympic and Paralympic Winter Games, including positive experiences and lessons learned.
4. CONCLUSION

As outlined in this report, the Commissioner has noted some significant progress on the part of VANOC, Canadian Heritage and a number of other federal institutions with regard to ensuring that the Vancouver 2010 Games are fully bilingual, in accordance with the Official Languages Act and the Multi-Party Agreement. Overall, the follow-up to the Raising Our Game study published in December 2008 and the awareness campaign conducted with federal institutions shows an improvement in the amount of measures being taken. However, this report makes it clear that much work remains to be done. VANOC and Canadian Heritage will need to increase their efforts and work together in the few months remaining before the Games begin, in particular in the areas of translation, signage and the recruitment of bilingual volunteers. The other federal institutions included in this follow-up must improve their performance in terms of communications with the public, active offer and services to the travelling public, and address potential issues related to the coordination of health and security responses.

Much is at stake, but there is still time left for everyone involved—if they act quickly—to address the key areas of concern that have been outlined in this report.

All Canadians, from visitors to journalists to the athletes who will be representing our country, deserve to experience these Games in the official language of their choice. With the eyes of the whole country turned to the Games, the Government of Canada has an unprecedented opportunity to leave a lasting impression on all Canadians of its commitment to linguistic duality. Moreover, with the Grand Témoin de la Francophonie and other international observers paying close attention to these Games, Vancouver 2010 represents a unique opportunity for Canada to shine on the world stage as a country that is capable of hosting exemplary bilingual Games and that is proud of its two official languages.

The Commissioner wishes to continue the dialogue with VANOC and various federal institutions over the course of the coming months with a view to ensuring that the Games are truly bilingual and reflective of Canada’s two official language communities. The Commissioner intends to follow up on the recommendations made in this report.
APPENDIX 1

List of recommendations

RECOMMENDATION 1
The Commissioner recommends that Canadian Heritage and VANOC, together with Public Works and Government Services Canada, promptly find a solution that ensures adequate translation resources are available to fully meet all requirements under the Multiparty Agreement.

RECOMMENDATION 2
The Commissioner recommends that VANOC and Canadian Heritage demonstrate:
• That they have put in place a deployment plan for bilingual volunteers;
• That they have recruited a sufficient number of bilingual volunteers to compensate for any absences;
• That they will deploy these bilingual volunteers judiciously, by, for example, creating a roving team to address possible absences during the Games.

RECOMMENDATION 3
The Commissioner recommends that VANOC ensure that all signage respect the equality of both official languages.

RECOMMENDATION 4
The Commissioner recommends that senior officials at Canadian Heritage contact as soon as possible provincial and municipal representatives and strongly urge them to render bilingual those signs that are crucial for visitors to the Games.

RECOMMENDATION 5
The Commissioner recommends that VANOC ensure that any statements made by athletes in French are posted on Info 2010 as originally made and at the same time as the English version.

RECOMMENDATION 6
The Commissioner recommends that VANOC revise its communication practices as quickly as possible so that they comply with the requirements of Annex A of the Multiparty Agreement; this refers in particular to unforeseen situations and emergencies, all information made available to journalists on Info 2010, and all athlete biographies and updates.

RECOMMENDATION 7
The Commissioner recommends that the Vancouver Airport Authority demonstrate, by November 30, 2009, that it has taken special and concrete measures to integrate official languages requirements specifically into its planning and activities for the Vancouver 2010 Olympic and Paralympic Winter Games.

RECOMMENDATION 8
The Commissioner recommends that Air Canada, the Canadian Air Transport Security Authority, the Canada Border Services Agency and the respective airport authorities of Toronto Pearson International Airport and Vancouver International Airport work together to find, by November 30, 2009, ways of ensuring a more coherent official languages experience for travellers in these two airports in the context of the Vancouver 2010 Olympic and Paralympic Winter Games.

RECOMMENDATION 9
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RECOMMENDATION 10
The Commissioner recommends that the Public Health Agency of Canada and the Royal Canadian Mounted Police demonstrate, by November 30, 2009, that they have discussed the implications of their official languages obligations with counterparts at the provincial and local levels of government, in view of ensuring that Canada’s linguistic duality is adequately taken into consideration in the coordination of health and security responses at the Vancouver 2010 Olympic and Paralympic Winter Games.

RECOMMENDATION 11
The Commissioner recommends that all institutions identified in this follow-up report, including Canadian Heritage, inform him, by June 30, 2010, of their own assessment of their official languages performance during the Vancouver 2010 Olympic and Paralympic Winter Games, including positive experiences and lessons learned.
APPENDIX 2

Multi-Party Agreement for the Vancouver 2010 Olympic and Paralympic Games - Annex A

Canada’s Official Languages Requirements

1. The OCOG agrees to comply with the following requirements and will ensure that:

a) it actively recruits and involves the francophone communities of the Province of British Columbia and Canada;

b) a full-time languages services coordinator is hired as well as a full-time bilingual receptionist for the Games headquarters for a reasonable period prior to the Games;

c) it has sufficient capacity in Canada’s Official Languages, among its employees and volunteers, giving due recognition to the magnitude and complexity of the Games;

d) all promotional and public information material provided by the OCOG and intended for the general public (prior to, during and after the Games) will be made available simultaneously in both official languages; including media news releases, advertising, exhibits and displays, pamphlets and booklets, songs, mascots’ names, slogans, logos, films, and other audio-visual productions, souvenirs and memorabilia;

e) all information on the OCOG official internet web page is available in both official languages;

f) advertisements are released concurrently with either the French advertisement appearing in local/provincial minority language print or electronic media, or if minority language media services are not available, the advertisements will appear in the English media in both English and French;

g) official Games programs, identification passes and tickets will be bilingual;

h) signs relating to the Games, including the signs of Canada, the Province of British Columbia, Vancouver, Whistler, and of the corporate sponsors and official suppliers of the Games, which are installed for the purposes of the Games Period by the OCOG or authorized by the OCOG to be installed at all Games sites including the athletes’ village, all athletes’ areas at venues, stadiums, the media centre and the Games headquarters will be bilingual;

i) written material giving administrative information for athletes, coaches, technical officials or other delegation members (handbooks, manuals, schedules, instructional guides, etc.) will be available simultaneously in both official languages;

j) background information provided by the OCOG for media use prior to, during and after the Games, including event results, will be made available simultaneously in both official languages;

k) Opening and Closing ceremonies will be in both official languages and the national anthem will be sung in its bilingual version; the program will include participants and events which represent both official language groups;

l) all public address announcements related to the Games and more specifically at the Games venues will be in both official languages;

m) services provided by the OCOG for athletes, coaches, technical officials and other delegation members will be available in both official languages; in particular, security, emergency and medical services will be made available to them in both official languages on a 24-hour basis, and to the general public in both official languages during operational hours of the Games. Where these services are not provided directly by the OCOG, the OCOG shall, to the extent reasonably possible, ensure the service provider maintains this level of standard;

n) each location owned or operated by the OCOG that is used for selling tickets, providing information or selling merchandise and souvenirs to the public before, during or after the Games Period will be staffed so that service can be provided in both official languages to meet demand, and signs, badges or pins will clearly identify which people can communicate in both official languages; for greater certainty it is understood that where tickets, information or other services are provided from booths or wickets, there must be a minimum of one per location which can function in both official languages at a reasonable standard and each booth or wicket must be clearly identified; non-OCOG retailers will be aided in providing customer service in both Official Languages through the provision by the OCOG of shared access to bilingual staff via electronic and other means;

o) any cultural festivals, events or displays occurring before, during or after the Games and sponsored or promoted as part of the Games will include both English and French elements.
### Observation results for federal institutions

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<thead>
<tr>
<th>Institution</th>
<th>Visual active offer*</th>
<th>Active offer in person**</th>
<th>Availability of service in French</th>
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<td>Air Canada (Toronto Pearson International Airport)</td>
<td>68%</td>
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* Bilingual signage  
** Bilingual greetings