Towards a Canadian Model of Linguistic Duality in International Sport

December 2008
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.

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SUMMARY

The 2010 Olympic and Paralympic Winter Games are international events that provide a unique opportunity for Canada to promote its linguistic duality. Thousands of spectators from every corner of the globe will attend the Games, while billions more around the world will watch them on television and through other media. This event is also an excellent opportunity to support the vitality of Canada’s Anglophone and Francophone communities and to promote the use of English and French in Canadian society.

This study examines the measures planned by the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) to meet the language requirements set out in Annex A of the Multiparty Agreement, so as to ensure that the 2010 Games fully demonstrate Canada’s linguistic duality. This study also evaluates how Canadian Heritage, as the Government of Canada’s representative to VANOC, is fulfilling its responsibilities with respect to orientation, coordination and monitoring of the application of language requirements.

Annex A of the Multiparty Agreement sets out the requirements that VANOC has accepted in providing its many services to the general public in both official languages. This annex also establishes the need to provide services in English and French in to athletes, trainers, officials and delegation members. The Government of Canada, through Canadian Heritage, incorporated in the Agreement between the signatory parties specific official languages requirements that are to be met in organizing the Games. VANOC must acquire staff and volunteers with adequate bilingual capacity in order to meet these requirements.

This study began with a review of relevant documents pertaining to the Games and to linguistic duality. Observations were then made on site, and some 50 interviews were conducted with representatives of VANOC, Canadian Heritage, Francophone communities, sports organizations, various provinces, the City of Vancouver and the Municipality of Whistler. Canadian Heritage and VANOC had the opportunity to comment on a draft of the study in the fall of 2008. The final report integrates their comments and reflects the status of the implementation of the various measures at that point in time.

Canadian Heritage and VANOC have established generally comprehensive and solid language provisions that serve as guidelines and courses of action for ensuring linguistic duality at the Games and implementing Annex A of the Multiparty Agreement. VANOC has also adopted an internal policy to implement these provisions. We have observed that VANOC is making a substantial effort to meet the requirements of Annex A, and has made progress since its work began. VANOC’s achievements to date are due in part to the commitment and leadership demonstrated by its Chief Executive Officer, among others. He has set the bar high by expressing a desire to not only meet but exceed official languages requirements, a goal that is shared by the other members of VANOC’s senior management team.

VANOC’s Official Languages Function demonstrates clear leadership through its support and advice to the organization’s divisions for the implementation of language provisions. Many participants who were interviewed commended the Function for its contribution. As auspicious as the achievements of VANOC and the Official Languages Function have been, VANOC must allocate additional resources to the Function so it can effectively fulfill its many responsibilities. It plays a key support role within VANOC in meeting the requirements of the Multiparty Agreement but to adequately fulfill this role, the Function must have the necessary human resources.

In order to fully give concrete expression to Canada’s linguistic duality, VANOC has signed agreements with partners in the French-speaking community, including the Fédération des francophones de la Colombie-Britannique (FFCB), the Canadian Foundation for Cross-Cultural Dialogue (Fondation Dialogue) and the governments of Quebec and New Brunswick. Although relations with the Francophone communities were difficult at first, they are now strong and productive.

Current planning for the Games shows that VANOC has begun to take the requirements of the Multiparty Agreement into account with respect to communications with the public and other client groups. The organization’s Web site, which serves as its primary means of communicating with the public, is on the whole of equal quality in both languages. However, with the Games approaching, translation and interpretation needs continue to increase. Allocation of sufficient resources for translation and interpretation is a key issue in which Canadian Heritage and other departments involved must support VANOC.
Without adequate resources and substantial government cooperation, the ability to host Games that respect or even surpass requirements will be compromised.

VANOC has also made efforts to recruit bilingual individuals; 15% of its staff speak both languages, and another 10% have some knowledge of French. VANOC is also seeking to recruit the largest possible number of bilingual volunteers. Since volunteers are a vital part of the Games, VANOC must now define the number of bilingual volunteers needed and specify its methods for recruiting them from Eastern Canada, because the potential pool from Greater Vancouver and British Columbia as a whole will be insufficient. VANOC plans to recruit some 25,000 volunteers and is currently determining the number of bilingual volunteer positions that will be required at each site. In the fall of 2008, VANOC informed us that more than 9,000 applicants from across the country indicated having a conversational level of French or above.

VANOC’s achievements bode well. However, various elements related to the foregoing requirements must still be resolved to ensure that VANOC, with the support of Canadian Heritage, can fully comply with all requirements of the Multiparty Agreement. Among these challenges is signage and services from the other levels of government, sponsors and the monitoring carried out by the Games Secretariat.

The Government of Canada, through Canadian Heritage, must show leadership in urging Vancouver, Whistler and the rest of British Columbia to provide signage and services in both official languages.

VANOC must do everything possible, with the support of the federal government, to make the International Olympic Committee and international sponsors aware of the realities of hosting bilingual Games and to require national sponsors to comply with requirements in this area.

The Games Secretariat must also be more proactive in monitoring the official languages situation at VANOC, to better identify critical issues and challenges requiring action by Canadian Heritage or the federal government. Doing so will ensure that measures are taken before conditions deteriorate.

We believe that VANOC is on the right track. However, to meet the requirements of the Multiparty Agreement, with the crucial support of Canadian Heritage, it must overcome major hurdles prior to the Games. VANOC and Canadian Heritage must work to resolve all elements raised in this report if they are to meet the challenge of hosting exemplary bilingual Games that reflect the country’s linguistic duality, and the official languages of the Olympic Movement.
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1. INTRODUCTION

1.1 OBJECTIVES OF THE STUDY

The City of Vancouver and the Municipality of Whistler in British Columbia have been selected by the International Olympic Committee (IOC) to host the 2010 Olympic and Paralympic Winter Games. The Government of Canada is one of the event’s main partners. Canadian Heritage is representing the Government through the 2010 Olympic and Paralympic Winter Games Federal Secretariat. Other partners include the Province of British Columbia, the Canadian Olympic Committee (COC), the Canadian Paralympic Committee (CPC), the City of Vancouver and the Municipality of Whistler, in consultation with the Four Host First Nations Society. The Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) is a non-profit organization that must establish financial, material, informational and other legacies.

Although Vancouver and Whistler are hosting the 2010 Games and play a primary role, all partners understand that these are Canada’s Games and that, as such, they must reflect the country’s values. Linguistic duality is one of Canada’s fundamental values: it is part of the country’s history and social fabric and is written into the country’s core legal documents—the Canadian Charter of Rights and Freedoms and the Official Languages Act. English and French are not only Canada’s official languages, but also official languages of the IOC.

In winter 2008, the Office of the Commissioner of Official Languages began studying how VANOC is preparing to meet the requirements in Annex A of the Multiparty Agreement. This study examines how Canadian Heritage is fulfilling its responsibilities as the government’s representative with respect to the Official Languages Act. In this study, we report on whether the requirements set out in Annex A have been fully satisfied, and whether Canadian Heritage is adequately supporting and monitoring VANOC with regard to these requirements.

1 The goal of this study is to describe observed strengths and potential weaknesses and to propose recommendations designed to help both organizations fully meet the requirements of the Multiparty Agreement and the Act.

After describing VANOC and the role of official language communities, this report will present results under six main themes: official languages governance, the status of required resources, VANOC’s bilingual capacity, communications with the public and other client groups, cultural programming and ceremonies, and the relationship with Canada’s Francophonie. The first theme pertains to the organization and management of official languages within VANOC and Canadian Heritage for the Games. The second theme deals with the key resources needed to meet the requirements of the Agreement. The last four themes group VANOC’s obligations under Annex A of the Multiparty Agreement by category.

1.2. METHODOLOGY

This section describes the data collected (documents, interviews, consultations and observations) as well as the procedure used for analyzing these data.

1.2.1. Documents

We analyzed documents (see Appendix 1) pertaining to one or another of the following four categories:

1) Official languages requirements;
2) Collaboration agreements with French-speaking communities and action plans;
3) Documents pertaining to readiness for the 2010 Games, as well as examples from the Turin and Athens Games;
4) Various other documents.

Our review of these documents gave an idea of the existing situation and helped pinpoint areas for further investigation. We then drew up a list of people to be interviewed and a set of questions for each group of participants. Finally, we compared participant statements with official documents, in order to validate and supplement the information (triangulation of data).

1 The Olympic Games will be held from February 12 to 28, 2010, and the Paralympic Games from March 12 to 21, 2008.
1.2.2. Interviews and consultations

A preliminary list of participants was drawn up for the sample in consultation with the Office of the Commissioner of Official Languages, VANOC and the Federal Games Secretariat. The sample was finalized using a snowball effect and participant suggestions, to ensure the representativeness of the key stakeholders up to a theoretical saturation of information. We met with 51 representatives (see Appendix 2) from all of the key stakeholder groups (different levels of government, VANOC, sports organizations [COC/CPC] and Francophone communities). An interview guide was prepared for each of them. In-person and telephone interviews (depending on the participant’s availability) lasted an average of 75 minutes.

1.2.3. On-site observations

To supplement data collected through documents and interviews, we also conducted on-site observations and, where appropriate, evaluated the degree and quality of bilingualism:

- In the City of Vancouver and at the Olympic venues (Richmond Oval, the University of British Columbia’s sports centre and the future site for the Vancouver athletes’ village);
- On the Internet;
- At VANOC’s offices.

1.2.4. Data analysis

The data were converted into an electronic format for analysis. ATLAS.ti 5.2, a qualitative data analysis application, was used to manage the database and facilitate analysis through open and conceptual coding, which allowed data to be grouped by similar concepts, based on the data themselves and the study’s points of interest. Axial coding was then used to relate the codes to each other. These trends were subsequently compared to establish the main themes. Each of the authors performed axial coding and defined the main themes to verify the reliability of the results. Preliminary results and trends were discussed with the main parties concerned by the study (VANOC and Canadian Heritage) to validate the results. Canadian Heritage and VANOC had the opportunity to comment on a draft of the study in the fall of 2008. The final report integrates their comments and reflects the status of the implementation of the various measures at that point in time. The Fédération des francophones de la Colombie-Britannique (FFCB) and the Canadian Foundation for Cross-Cultural Dialogue (Fondation Dialogue) have been informed of the results of our study.

1.3. SCOPE OF THE STUDY

1.3.1. Legislative context

Part IV of the Official Languages Act requires federal institutions to communicate with and provide service to the public in both official languages. Part VII of the Act also requires federal institutions to support the development of official language communities and to advance the use of English and French in Canadian society. The Act also serves as the foundation for federal policies aimed at promoting its effective implementation.

Canadian Heritage’s federal policy for hosting international sport events states in its section on conditions that “Federal standards pursuant to the Official Languages Act and the Fair Communication Practices: Treasury Board Manual must be followed.”

Based on this policy, the federal government required that compliance with the Official Languages Act be included in the Multiparty Agreement. Paragraph 8.1 of the Agreement states the following: “The OCOG acknowledges that the official languages of the Games are English and French and will, in that light, undertake to serve the members of the public in both official languages, and communicate with and provide services to the public in both official languages. Without limiting the foregoing, the OCOG will comply with Canada’s Official Languages Requirements set out in Annex A.” Thus, Canadian Heritage must, as a federal institution, comply with the Act, and VANOC must comply with the requirements of the Multiparty Agreement.

4 The Federal Policy for Hosting International Sport Events was revised in 2008, but the 2000 version was used as a reference for the 2002 Multiparty Agreement.
6 “OCOG” was the generic term for the organizing committee for the 2010 Winter Games. The committee was later incorporated as VANOC when it was awarded the Games.
1.3.2. Other partners

Although no formal official languages requirements have been established for other partners involved in organizing the Games, we looked into the roles of some of them (such as the COC and the CPC). As members of VANOC’s board of directors, they are called upon to adopt policies, provide direction and exert controls. Certain partners, such as the Province of British Columbia, the City of Vancouver and the Municipality of Whistler, are also called upon to cooperate with VANOC in the provision of services, such as signage and transportation, and in the organization of events during the Games.

To ensure the presence of Canada’s French-speaking communities and thereby reflect the country’s linguistic duality, Francophone organizations such as the FFCB and the Fondation Dialogue, as well as provincial governments (particularly those of Quebec and New Brunswick) are working with VANOC.

1.3.3. Other federal institutions

A large number of other federal institutions, such as the Royal Canadian Mounted Police, Citizenship and Immigration Canada, the Canada Border Services Agency, the Canadian Tourism Commission and Air Canada, are also playing an important role in organizing the Games and must provide their services in an exemplary manner in both languages. Over the coming months, the Office of the Commissioner will be reaching out to these institutions to raise awareness as to the importance of this issue.

1.3.4. Television broadcasting

Television broadcasting of the Games in both languages is an issue of great importance. The television broadcasting rights for this event in Canada have been awarded to a consortium consisting of Bell, Globemedia and Rogers for the English-language portion, and TQS, RDS and RIS for the French-language portion. The TQS, RDS and RIS networks are not, unfortunately, broadcast on basic channels throughout Canada and, as a result, a significant number of Francophones and Francophiles in many regions of Canada may not have the opportunity to watch the Games in French. As this is a complex issue involving many stakeholders, it is not addressed in this study. However, the Office of the Commissioner is monitoring this file very closely and is continuing its dialogue with the various players.

This issue was not on the agenda for discussions with the people we met, but a number of individuals, and particularly those in VANOC and the Francophone communities, independently emphasized the importance of this problem, and maintained that it must be satisfactorily resolved.

1.4. CONTEXT OF THE STUDY

1.4.1. Factual and prospective study

This study was conducted two years prior to the Games, and pertains to both past and future activities. Looking forward, the study focuses on VANOC’s plans to comply with the requirements of the Multiparty Agreement—a component of the study that is thus prospective in nature. Although the consultants were, for example, able to assess the programming of the Cultural Olympiad 2008, they could only examine the planning of the cultural Olympiads for 2009 and 2010, as the organizers were at the tendering stage at the time of this study.

The operational context is a determining factor for the organizing committee of the Games. The Games are a highly complex and far-reaching project that progresses at a rapid pace. In other words, time for decision making decreases as the Games approach, and becomes almost non-existent once they begin. The growth of the organization is exponential, climbing from just a few employees to tens of thousands, including volunteers, in less than seven years. As a result, any organizational chart becomes obsolete soon after it is established. The following chart does, however, show VANOC’s stakeholders: 7
Because various VANOC activities are confidential (particularly those relating to tickets, ceremonies, signs, contracts with sponsors, etc.), the authors of this study were unable to consult documents pertaining to these matters. They merely received assurances from the study participants that the requirements are being met.

1.4.2. Official languages of the Olympic Movement

Certain plans and requirements are pre-determined by the IOC and the International Paralympic Committee (IPC). The IOC’s two official languages are French and English. The French text is considered authoritative should a difference between two versions of a document arise.8 Canada, of course, shares the same two official languages as the IOC. Most participants who are not part of VANOC believe that this situation makes it easier for VANOC to ensure respect for the use of French in its activities, even though its working language is English. The IPC’s official language, on the other hand, is English, while German is used as the language of governance.9 Consequently, while the IOC requires the presence of French at the Olympic Games, this is not the case for the Paralympic Games. However, the Government of Canada has required that both of the country’s official languages be present and used in the two components of the 2010 Games.

1.4.3. Location of the Games

The location of the Games affects the degree to which each official language is represented and the facility with which organizers can recruit human resources. The host region has a high concentration of Mandarin- and Punjabi-speakers, and according to Statistics Canada’s 2006 census, there are 61,735 Francophones out of a total population of 4,074,385 (1.5%) in British Columbia. The total number of people who speak both English and French is 295,645, or 7.3% of the population. These proportions to some extent reduce the organization’s ability to recruit Francophones and bilingual individuals as employees or volunteers.

VANOC must, under such circumstances, turn to other provinces with large numbers of bilingual residents, such as Quebec, New Brunswick, Ontario and Manitoba. However, geographical distance and the rising cost of living in Vancouver due the region’s economic growth are other factors that complicate the recruitment of bilingual people. VANOC must, nonetheless, make every effort to deal with this situation.

1.4.4. Limits

VANOC is facing certain funding constraints that affect the organization’s ability to meet its language obligations. To begin with, the Multiparty Agreement sets out funding parameters and responsibilities. More specifically, the federal government contributes financially to the following elements: capital investments; essential services of the federal government (security and non-security); legacy investments; strategic opportunities related to the Games; the Federal Games Secretariat; community involvement in the Olympic and Paralympic torch relays; support for the Four Host First Nations Society; support for First Nations’ legacies; the promotion of international tourism; the Winter Games Live Sites Initiative; the Paralympic Games; the planning and presentation of the opening ceremonies; and horizontal management, coordination and horizontal communications within the federal government.10 In other words, no federal funding has been earmarked for operational activities, such as translation and

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interpretation, for the Olympic Games. VANOC must draw on other sources, such as sponsors (see Appendix 3 for further information on VANOC’s sponsors and partners), to finance operating expenses.

The Government of British Columbia contributes financially to venue construction, staffing and legacies, while the municipalities assume the cost of services that typically fall under their jurisdiction (such as garbage collection, snow removal and fire and police services).\textsuperscript{11} VANOC is, in short, responsible for the funding required to meet its official languages obligations, even though the main policies in question (the \textit{Official Languages Act} and the Federal Policy for Hosting International Sport Events) allow the federal government to place conditions on VANOC.

In addition to the \textit{Official Languages Act} and the Federal Policy for Hosting International Sport Events, the federal government has also adopted \textit{An Act respecting the protection of marks related to the Olympic Games and the Paralympic Games and protection against certain misleading business associations and making a related amendment to the Trade-marks Act}. This act permits authorities associated with the 2010 Winter Games (namely, VANOC, the federal government, the COC and the CPC) and license holders to use Games trademarks and related terms, such as Olympiads, Olympic(s), Vancouver Games, Games City, etc. (particularly for purposes of promotion).\textsuperscript{12} However, organizations that are not licence holders, such as the Francophone communities that have agreements with VANOC, cannot, under the Act, refer to the Olympics in their attempt to publicize, for example, the need for Francophone and bilingual volunteers at the Games. Because of this act, such organizations must make submissions to VANOC before being given the right to use words relating to the Games. According to some individuals who were interviewed for this study, the slowness of this process is causing such organizations to miss out on promotional opportunities.

1.4.5. Need for prompt action

Given the rapidly approaching date for the opening of the Games, a number of participants who were interviewed stressed the importance of promptly forwarding this report to the appropriate authorities and of the need to quickly implement its recommendations. The operational planning period for the Games concludes with the final business plan, which must be presented in the fall of 2008. In February 2009, VANOC will proceed with the implementation of the plan, which will continue, with adjustments as needed, until the Games themselves in February 2010. Essential considerations, such as rules for applying the requirements of the Multiparty Agreement, must be included in this plan, as subsequent changes will prove difficult and expensive.


2. VANOC’S STRUCTURE AND THE ROLE OF FRANCOPHONE ORGANIZATIONS AND GOVERNMENT SECRETARIATS

Officials in each of VANOC’s divisions are responsible for implementing the Agreement’s official languages requirements, which have been integrated into the divisions’ operational planning. Responsibility for applying each of the Agreement’s clauses has been assigned to one or more divisions according to their respective functions. The Revenue, Marketing and Communications Division, for example, is responsible for the Web site. The Official Languages Function, which falls under the Human Resources, Sustainability and International Client Services Division, is responsible for such areas as providing support to the divisions by giving them advice, working with them to integrate official languages into the operational planning process and carrying out follow ups.

Because the Official Languages Function falls under the Human Resources Division, it can take bilingualism needs directly into account when recruiting employees and volunteers, providing language training and integrating official languages into the training program. VANOC’s members, along with representatives of the Francophone communities and partners who were interviewed, stated that the existing system of management was effective on the whole.

However, the ability of the Official Languages Function to take action is hindered by the lack of human resources allocated to it. This problem will become more acute with the constantly rising workload of future phases.

VANOC consists of eight divisions, with the following functions:13

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<th>DIVISION</th>
<th>FUNCTIONS</th>
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| Revenue, Marketing and Communications | • Sponsorship sales and servicing  
• Licensing and merchandising  
• Commercial rights management  
• Ticketing  
• Communications  
• Community relations  
• Editorial services  
• Media relations  
• Internet management  
• Brand and creative services  
• Torch relays |
| Construction | |
| Corporate Strategy and Government Relations | |

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13 VANOC, Business Plan and Games Budget, May 8, 2007. On-line version (www.vancouver2010.com/resources/PDFs/07_05_08VANOC_Business_Plan_FR_e.pdf) consulted on January 9, 2008. The 2008 business plan may include changes in the units and divisions. Cultural events, for example, now seem to fall under the Corporate Strategy and Government Relations Division.
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2.1. ORGANIZATION AND ROLE OF THE FRANCOPHONE ASSOCIATIONS, PROVINCES AND THE GRAND TÉMOIN

2.1.1. Francophone associations

Fondation Dialogue aims to promote and sustain dialogue between the Francophone and Acadian communities and the other components of Canadian society, for example, Anglophones, ethnocultural communities and Aboriginal peoples. In the context of the Games, it is Fondation Dialogue that ensures liaison between VANOC and French-language communities across the country. Fondation Dialogue describes itself as a resource organization, whose role is to coordinate and supervise the implementation of activities. It fosters and supports dialogue among communities, while educating and informing the public to encourage closer ties through partnerships.

Bringing together some 40 organizations, the FFCB speaks for the Francophones of British Columbia. The FFCB’s objectives for the Games are the following:
1) Mobilize British Columbia’s Francophones and Francophiles;
2) Welcome people from other parts of Canada and abroad who are interested in the province’s French-speaking community;
3) Ensure that Canada’s linguistic duality is reflected in the Games;
4) Ensure FFCB member associations work together;
5) Create projects that will enable the diversity and special characteristics of the French-speaking community to be adequately represented in activities taking place in the Vancouver–Whistler corridor;
6) Support VANOC in ensuring bilingual Games.

2.1.2. Provinces and territories

VANOC has reached agreements with eight provinces (Manitoba, Prince Edward Island, Nova Scotia, Ontario, Newfoundland and Labrador, Alberta, Quebec and New Brunswick) and the three territories (Yukon, Northwest Territories and Nunavut). These agreements with VANOC define the role of these governments in the Games (see section 3.6. on relationships with Canada’s Francophonie). However, only the agreements with Quebec and New Brunswick have language provisions.

2.1.3. Grand Témoin

At the international level, the Organisation internationale de la Francophonie (OIF) appoints a Grand Témoin one year prior to the Games (and has done so only since the 2004 Athens Games) to observe the Games and report to the OIF’s Secretary General on the place of French in the Games. The OIF named Jean-Pierre Raffarin “Grand Témoin de la Francophonie” for the Beijing Games.

For the 2008 Beijing Summer Olympics, the Beijing Organizing Committee for the Games of the XXIX Olympiad (BOCOG) signed an agreement with the OIF for the promotion of the French language at the 29th Olympiad. The agreement aimed to support the efforts of the Chinese organizers to ensure the use and presence of French during the Games and their preparations.

2.2. ORGANIZATION OF THE FEDERAL AND PROVINCIAL GOVERNMENTS

The federal government and the Government of British Columbia each have a secretariat. The Federal Games Secretariat represents the federal government at VANOC and serves as its critical point of contact with other federal institutions. As the main financial partner for the Games’ venue program, the Federal Games Secretariat has been given the mandate by Cabinet, through Canadian Heritage, to represent the Government of Canada at the 2010 Games. The Federal Games Secretariat helps foster an environment conducive to dialogue between VANOC and other groups, such as Francophone communities. It has, for example, helped designate Fondation Dialogue as the key group to serve as a catalyst organization and ensure liaison with VANOC. The British Columbia 2010 Olympic and Paralympic Winter Games Secretariat, on the other hand, is responsible for supervising, financially controlling and leveraging the Games.

14 www.fondationdialogue.ca/accueil.html (in French only).
15 For more information, see Fondation Dialogue’s site at www.fondationdialogue.ca/objets.html (in French only).
3. STUDY THEMES

The results of our examination of the six themes considered in this study and the ensuing recommendations are presented below.

We address official languages governance first, including VANOC’s vision and commitment in this regard and supervisory mechanisms for ensuring compliance with the language provisions. We then consider the issue of resources currently at VANOC’s disposal and those it will need in the future for translation and interpretation and for the Official Languages Function. We next discuss VANOC’s bilingual capacity in terms of its employees and volunteers. This is followed by VANOC’s communications with the public and other client groups (including signage and posters, the Internet, the announcement of competition results and commentaries, medical and emergency services and athlete services). We subsequently cover the theme of cultural programming and the ceremonies, which includes the Cultural Olympiad, the opening and closing ceremonies and the Olympic Torch Relay. We conclude with a discussion on the relationship with Canada’s Francophonie, which is to say, the relationship with the FFCB and other official language communities, Quebec and New Brunswick.

3.1. OFFICIAL LANGUAGES GOVERNANCE

3.1.1. Language provisions

3.1.1.1. Multiparty Agreement

Under the Language Policy for Hosting International Sport Events, Government of Canada representatives requested and received assurances that official languages requirements would be included in the agreement signed by the partners of the 2010 Winter Games (Annex A of the Agreement). The federal government’s leadership in this regard should be commended. This is the first time in the history of the Olympic Games that a government has succeeded in including such comprehensive and specific provisions on the use of English and French in the agreement between the parties.

As mentioned in the summary, Annex A, generally speaking, meets the requirements set out in Parts IV and VII of the Official Language Act. Annex A covers promotional information, press releases, signage, Web content, official programs, tickets and information to the media. The Annex also covers the need to provide services to athletes, trainers, officials and delegation members in both languages. To meet these requirements, VANOC’s employees and volunteers must have sufficient bilingual capacity. The Agreement also stipulates that linguistic duality must be respected in the opening and closing ceremonies and in the cultural activities held alongside the Games.

In our view, however, certain issues should be more clearly defined or emphasized, and new measures could be built into future agreements. This is the case for services provided on VANOC’s behalf by third parties. Currently, the Agreement stipulates that they must be offered “to the extent reasonably possible” in both languages. VANOC has retained, among others, the services of an online recruitment firm, Workopolis, to help recruit volunteers. We will address the language-related problems that have arisen as a result of the absence of language clauses in the agreement with this firm later in the report.

Shortcomings exist in the provisions of Annex A that pertain to the Games’ commercial component. Under the Agreement, all promotional materials produced and distributed by VANOC must be simultaneously offered in both official languages. No such requirements apply, however, to the promotional activities (ads, posters and services) of the many sponsors. Even though it plans to communicate its expectations to international sponsors, VANOC cannot impose language requirements on these sponsors, since their agreements fall under the IOC’s jurisdiction.17 Raising awareness about bilingualism among national sponsors is an easier task, but no formal requirements are set out in the Multiparty Agreement.

Later in the report, we will describe immediate measures that should be taken to correct the observed shortcomings. To avoid the recurrence of such shortcomings in any future international sports events, improvements should be made to the agreement between Canada and its partners.

17 See Appendix 3 for a definition of “sponsor” and “government partner.”
RECOMMENDATION 1
The Commissioner of Official Languages recommends that, in future agreements, Canadian Heritage strengthen provisions pertaining to services provided by third parties and establish provisions for sponsors to ensure the equal treatment of both language groups.

3.1.1.2. Official languages policy
VANOC adopted an official languages policy in June 2007 to demonstrate the importance it places on official languages requirements and to spell out its plans for implementing them. This policy was translated into French, and widely distributed within VANOC in both official languages not long after. This is the first time in the history of the Olympic Movement that an organizing committee for the Games has adopted such a tool. The policy incorporates most of the clauses of the Multiparty Agreement, but also deals with other issues such as the creation of a bilingual workplace, language training and translation. Moreover, the policy sets out the general vision of VANOC’s senior management for ensuring that the Games reflect Canada’s linguistic duality.

Overall, this is a good policy. It does, nonetheless, contain a few provisions that are inconsistent with the Agreement’s requirements. For example, under section 2.3.3 of the policy, unilingual VANOC representatives may make presentations in English only to a particular Francophone audience; a bilingual individual must, however, be present to provide any necessary explanations in French, and documents pertaining to the presentation must be available in both languages. Neither the Official Languages Act nor the Agreement makes any distinction between the general public and a particular Francophone audience; a bilingual individual must, however, be present to provide any necessary explanations in French, and documents pertaining to the presentation must be available in both languages. Neither the Official Languages Act nor the Agreement makes any distinction between the general public and a particular audience. Section 3 of the policy provides that, under exceptional circumstances that require, for example, an urgent response by VANOC, the organization may publish a public document in English only, taking care to note that the French version will follow as soon as possible. Yet both language groups are entitled to be simultaneously informed in their respective languages of any emergency situation or incident pertaining to the Games.

RECOMMENDATION 2
The Commissioner of Official Languages recommends that VANOC revise its official languages policy as promptly as possible to comply with the requirements of the Multiparty Agreement.

In its fall 2008 response to the Office of the Commissioner’s draft report, VANOC indicated that it would make changes to its official languages policy to ensure the organization meets its obligations more fully, but did not provide any details regarding future changes.

3.1.1.3. Official languages in the business plan
At the time this report was written, VANOC was in the process of preparing its third business plan, which is to be tabled in the fall of 2008. This plan will serve as a guide until the Games are held. The business plan refers to the requirement to comply with the Multiparty Agreement.

The plan lists official languages among VANOC’s values and guidelines as a part of team work and as a symbol of the Games’ cultural heritage. The plan also states that official languages must be part of educational and cultural programs. The plan devotes a complete annex to official languages, with a list of responsibilities and official languages implementation strategies for different VANOC units. In addition, VANOC is preparing quarterly official languages reports based on five main strategies:

1. Creating a bilingual work environment that fosters French and offers opportunities for French as a second language training, by providing French classes and installing signage in both languages in VANOC offices;
2. Ensuring the integration of both official languages in all promotional documents and communications intended for the general public, particularly by hiring bilingual staff for positions offering services to the public, and ensuring the presentation of information in both languages on the Web, including promotional documents and information papers for the public;
3. Offering all specialized and emergency services, as well as displays, for clients and athletes, protocol-related activities and ceremonies in both official languages, through such means as placing bilingual staff at ticket sales and public information points, holding the opening and closing ceremonies in both languages and providing medical, security and emergency services for athletes, trainers and officials in both English and French;

4. Enlisting Francophone communities in key aspects of planning and delivering VANOC’s services by signing a memorandum of understanding with the FFCB and Fondation Dialogue, arranging regular meetings with Francophone organizations and participating in the Francophone community’s activities.

5. Implementing a recruitment strategy for hiring employees and volunteers who are able to communicate in English and French, by using Francophone organizations to recruit bilingual staff.

The analysis of the language provisions with respect to the Games shows that VANOC and the Canadian government, through the Federal Games Secretariat, have established a generally solid framework for these provisions.

3.1.2. VANOC’s vision and commitment

Interviews with representatives of VANOC, Canadian Heritage and the various partners revealed that VANOC’s senior management team is clearly determined to present Games that reflect the country’s linguistic duality. Many believe that what was initially a much lower level of commitment by VANOC has strengthened over the past few years. Several of the participants interviewed, including VANOC representatives, stated that the Federal Games Secretariat has, through its leadership, helped make progress.

VANOC’s Chief Executive Officer has repeatedly said that the organization will not merely meet but also exceed the requirements of the Multiparty Agreement. In so doing, the organization seeks to make the 2010 Games a model of respect for the English and French languages. His vision can be summarized as follows: linguistic duality is a fundamental characteristic of Canada, and the Games represent an excellent opportunity to highlight this distinctive trait for visitors from the four corners of the globe. A representative of the Francophone community described the concept this way: “By the end of the Games, people from everywhere in the world should be aware of the fact that Canada is a bilingual country.”

Many of the participants who were interviewed said that VANOC’s management team would feel that it had failed if it does not meet its goal of representing linguistic duality throughout the Games.

Members of VANOC’s senior management team share this goal of presenting bilingual Games. It is difficult, however, to say with certainty if this same desire is shared at all levels of the organization, as our interviews were limited to top-level representatives. Some participants who are not representatives of VANOC mentioned that the vision of the Chief Executive Officer and the Management Team is not necessarily that which prevails in all sectors and at all levels. These participants said that some people felt the official languages issue was more a matter of an obligation than a value of the organizational culture. The large majority of participants agreed that turning this vision into a reality is what is most important, and that we will have to see what happens during the Games before making an overall assessment of the performance of VANOC and Canadian Heritage.

The Chief Executive Officer and the Management Team did not state what they meant by Games that exceed the basic requirements, nor how far such innovation could go. VANOC, for example, indicated that it wanted to provide interpretation services in both languages during athlete press briefings at medal awards, which is not required under IOC rules or in Annex A of the Agreement. A clear statement on this topic would help all of the organization’s staff and those outside the organization, such as the federal government and official language community representatives, to better understand the goals and benefits of exemplary bilingual Games and to make them part of this vision. The Commissioner therefore suggests that VANOC specify in a clear statement what it means by “exemplary bilingual Games” and circulate this definition among its staff.
In fall 2008 in its response to our preliminary report, VANOC informed us that it was establishing a network of official languages champions within the organization. The network will consist of key senior-level employees working in different areas of responsibility. These bilingual individuals will be mandated to make members of their teams aware of official languages issues.

3.1.3. Understanding the requirements and increasing staff awareness

Most of VANOC’s representatives and partners who were interviewed believe that the official languages requirements of the Multiparty Agreement are generally clear and specific. For clarifications, officials of the various divisions contact the Official Languages Function, which is generally able to provide such information. The Function communicates with the Federal Games Secretariat, if necessary, which provides the required explanations.

Most of those interviewed at VANOC said they learned about the Multiparty Agreement and its official languages requirements shortly after being hired. Once hired, VANOC employees attend one week of basic training. Official languages are covered during the first day of this training. Some divisions also discuss official languages during staff meetings, or address the issue in the context of operational planning, for example, when recruiting volunteers or preparing templates that will be used to communicate information to the public.

We were assured that volunteers will also be informed of official languages requirements during their training programs. The Human Resources, Sustainability and International Client Services Division is in the process of developing a training plan that will include an official languages component.

Apart from the official languages policy, employees do not have a checklist of key factors that could undermine respect for official languages requirements. Employees, remunerated or not, have many things to remember, and a large number of volunteers will be enlisted. It would therefore be worthwhile for VANOC to produce a short document that lists essential issues pertaining to official languages (vision, representation of VANOC and of Canada, general principles of the Agreement, appropriate approach, how unilingual volunteers can seek assistance from bilingual volunteers, etc.) to ensure a common understanding of principles and methods. Key sections of this document could be included in the accreditation kits carried by staff and volunteers during the Games. For this reason, the Commissioner suggests that, a few months (or weeks, in the case of volunteers) prior to the Games, VANOC prepare a checklist of official languages requirements and procedures for ensuring compliance and distribute it to all staff and volunteers.

3.1.4. Coordination mechanisms

Preparing and hosting the Games requires the participation of many institutions of the Government of Canada, British Columbia, the City of Vancouver and the Municipality of Whistler. As the host country, Canada has developed a coordination structure, which includes the Federal Games Secretariat. One of its key functions is to promote Canada’s objectives in terms of the hosting of the Games, including objectives related to official languages. The Federal Games Secretariat is responsible for coordinating the federal contribution, strengthening Canada’s profile at the national and international level, managing the funding granted by the federal government for the Games and ensuring public funds are used in a responsible and transparent manner.

According to information from Canadian Heritage, the federal coordination framework consists of three levels of committees: first, the Deputy Ministers’ Committee, then the Representative Working Group (a coordination committee consisting of assistant deputy ministers from most of the federal institutions involved) and finally 11 thematic groups. These committees are the federal government’s means of coordinating its work for the Games.
Francophone communities believe Canadian Heritage should exercise greater leadership. For example, they wanted the Department to insist that the following recommendation made by the Standing Senate Committee on Official Languages in February 2007 be carried out: “That the federal government, in cooperation with the other partners, immediately begin to work toward the appointment of a representative from the French-language communities to the VANOC board of directors.” They also believe that representatives of Canadian Heritage, including members of the Federal Games Secretariat, should be more assertive in encouraging the participation of official language communities in cultural activities and in promoting their development projects in the context of the Games.

VANOC’s representatives and the municipalities believe that the Federal Games Secretariat plays an important role in raising awareness of the importance of complying with the requirements of the Agreement. The presence of some members of the Federal Games Secretariat in the same building as VANOC is seen as a major positive influence on the latter organization.

In their coordination role, representatives of Canadian Heritage favour a flexible approach based on cooperation and support, as opposed to close monitoring. They have, for example, encouraged VANOC to adopt its previously described horizontal management style and to incorporate official language goals into its business plan.

3.1.5. Control mechanisms

The Federal Games Secretariat and VANOC have established formal and informal control mechanisms for assessing progress in applying the official languages strategies and clauses of the Multiparty Agreement and for reporting to the appropriate authorities.

3.1.5.1. VANOC’s quarterly reports

The main control mechanism is the quarterly progress report pertaining to the five official languages strategies mentioned previously (in the business plan section) that VANOC prepares on its own initiative. This mechanism was implemented in early 2007; four reports have been produced to date. The report contains a list of activities initiated for each of the organization’s five strategies, expected outcomes and performance indicators (one series through late 2009 and another until the Games open in 2010).

This report is well done on the whole because VANOC presents the results of planned activities and the list of elements addressed is more complete now than at the beginning.

The quarterly reports would be more useful and effective if they included a summary that highlighted the main challenges during the period in question. Given the geographic location where the Games will take place, one of VANOC’s major challenges is, for example, hiring bilingual staff. This objective could have been noted in the summary of a prior report. The main task now is to recruit bilingual volunteers. This need could be mentioned in the summary for a future quarterly report. Approaches such as this one could help make government officials aware of the crucial stakes at play and the actions they could take to help VANOC. According to an update provided by Canadian Heritage in the fall of 2008, VANOC’s quarterly reports include the challenges faced by VANOC in the implementation of official languages requirements.

3.1.5.2. Internal controls

Within VANOC, the Director of Human Resources presents a monthly report on official languages to the Executive Vice President, Human Resources, Sustainability and International Client Services. Official languages do not, however, appear as a regular item on the agenda of VANOC’s management team. The Executive Vice President discusses official languages when an issue under consideration (such as the Cultural Olympiad, the opening and closing ceremonies or volunteer recruitment) includes a linguistic dimension.

The same situation exists for VANOC’s board of directors: official languages issues are addressed occasionally. Some of the participants interviewed, including VANOC members and Multiparty Agreement partners, would like to see official languages as a regular and formal item for discussion during the meetings of these two decision-making bodies. They would, for example, like the matter to be regularly considered by the board of directors’ human resources committee.

We share this opinion, since presenting Games that reflect the country’s linguistic duality is a critical issue. By reporting on official languages, VANOC would be demonstrating its active and regular engagement to the issue of linguistic duality. The topic could be the subject of a progress report on the application of the official languages requirements of the Multiparty Agreement.

3.1.5.3. Control mechanisms within Canadian Heritage

Canadian Heritage has put in place a management and accountability framework based on results, as well as an integrated risk-based audit framework. However, no formal control mechanisms exist within Canadian Heritage for official languages. The Federal Games Secretariat closely examines VANOC’s quarterly report to identify any situations that could turn into problems and, where necessary, requests further explanations from its representatives or advises them of situations that require their attention. The Director General of the Federal Games Secretariat regularly informs his superiors of the progress in preparations for the Games, including official languages issues. Reports prepared for the Representative Working Group (the assistant deputy ministers’ committee) generally include an update on official languages. When certain situations so require, notes are prepared for senior departmental officials or the relevant ministers. Since it is becoming increasingly urgent to resolve certain important elements as the Games approach (bilingual volunteer recruitment, increased needs for translation and interpretation, signage, and municipal and provincial services), the Federal Games Secretariat should implement a formal control process for language-related issues for Canadian Heritage and the other administrative and departmental authorities concerned. This would provide everyone with a clearer view of the situation.

RECOMMENDATION 3

The Commissioner of Official Languages recommends:

3.1 That a progress report on official languages, including a summary highlighting the main challenges for the period in question, be regularly submitted to: a) VANOC’s management team; b) the board of directors’ human resources committee;

3.2 That Canadian Heritage, through the Federal Games Secretariat, henceforth prepare a formal quarterly progress report that will more systematically advise the relevant administrative and departmental authorities of key elements that could require action on their part.

In the fall of 2008, VANOC informed us that Recommendation 3.1 was already being implemented. The Board of Director’s Sustainability and Human Resources Committee has been mandated to discuss official languages regularly at its meetings. This committee is also required to report on official languages to VANOC’s board of directors.

VANOC also reported that the quarterly progress report it prepares for the Federal Games Secretariat can help accomplish Recommendation 3.2.

In response to this recommendation, Canadian Heritage indicated that current mechanisms within the Department are sufficient to keep it informed of the official languages situation. Canadian Heritage also informed us that it has a rigorous control mechanism in place since VANOC’s business plan must be approved by the Department and Minister responsible. However, the Commissioner believes that more systematic and formal reports would help the Federal Secretariat and Department target areas that require intervention.
3.2. STATUS OF REQUIRED RESOURCES

Certain participants in our study said they believe VANOC had sufficient resources to meet the requirements of the Agreement and to present Games that reflect Canada’s linguistic duality. A larger number of VANOC representatives interviewed, however, said their organization would have difficulty meeting these requirements—and even more so exceeding them—unless it obtained additional resources, particularly with respect to translation and interpretation into French. VANOC had not fully grasped the scope of all that must be done to achieve this goal, particularly in terms of the required resources. Initial estimates of the number of bilingual volunteers and of translation and interpretation requirements were, for example, far too low. As we will consider the issue of volunteers (recruitment, accommodation, transportation and management) as a critical resource element later in the report, we will focus here on translation, interpretation and human resources issues in the Official Languages Function.

3.2.1. Translation and interpretation

Initial estimates of translation and interpretation costs were largely based on expenses incurred at the 2006 Turin Games. However, such estimates did not take into account the considerable increase in public communications planned for the 2010 Games because of a move towards a more interactive technological model. The requirements of the 2006 Turin Games were also less demanding than VANOC’s current obligations.

For the Beijing Summer Olympics, the OIF signed an agreement for the promotion of the French language at the 29th Olympiad with BOCOG. This agreement aimed to support BOCOG’s efforts to encourage the use and presence of French during the Games and their preparations. The agreement therefore proposed various measures, such as making Francophone interns readily available for the translation of the Games’ Internet site and BOCOG’s main publications (including the Spectator Guide) and recruiting translators and interpreters for the duration of the Games. Officials of the 2010 Games hoped to translate a large number of documents intended for more specific audiences (athletes, technical officials, national delegations, etc.). A preliminary estimate indicated that some 200 to 300 publications would have to be translated before the start of the Games. An increasingly large volume of news releases and Web content must also be translated. VANOC would like to translate the biographies (that will be submitted to it in English just days before the start of the Games) of the several thousand athletes. These biographies will be used by the media and sports commentators as a source of information to be broadcasted to the public.

VANOC also wants to provide simultaneous interpretation services at a larger number of events than in the past, for example, at press briefings of medal winners and at press conferences during the Paralympic Games.

While VANOC’s internal translation service has been able to meet the organization’s needs to date with reasonable turnaround by drawing on its two translators, plus freelancers when required, rising demand for translation is leading to an urgent need for resources during the last two years before the Games (the Sport, Paralympic Games and Venue Management Division alone anticipates that its requirements will climb between five- and ten-fold from current levels). Although the translation service will have two more translators, it needs at least three more full-time translators (or the equivalent of at least $250,000) to meet VANOC’s growing needs between now and the Games, as well as 42 additional translators (minimum of $750,000) during the Games themselves. These other resources will serve to ensure that Info 2010, the information system that will be used by various clients during the Games, can provide information simultaneously in both languages. This issue was a weak point in past Games.19

In addition to these requirements, the International Client Services Unit will require significant human resources and equipment so it can provide interpretation services at each Games venue, services that represent a minimum total investment of $500,000 for the Olympic Games and $300,000 for the Paralympic Games.

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VANOC has considered certain options for meeting increased translation and interpretation demands, including contract workers, volunteers, students and interns from university translation programs or assistance from the translation departments of the governments of Canada, Quebec and New Brunswick. However, these options have their limits. Contract workers and students or interns are a possibility (VANOC does in fact already use these groups for longer documents), but their work requires greater supervision and revision. Quebec’s translation department specializes in French-to-English work, while VANOC’s need is from English to French. New Brunswick’s translation department has limited resources. Translators and interpreters may agree to work as volunteers, but the number who do will certainly be limited by the fact that most would prefer being hired as contract workers. Volunteers, furthermore, cannot spontaneously improvise as translators or interpreters.

The large majority of people who were interviewed within VANOC emphasized the need for specialized translators, because specific terminology is used in certain sectors, such as anti-doping controls, medical services and various technical sports, such as the biathlon. The Office québécois de la langue française has, however, translated a number of technical terms and included them in Le grand dictionnaire terminologique pursuant to the framework agreement with the Quebec government.20

The issue of translation and interpretation has become a major challenge for VANOC officials, and one that could partially compromise the Games’ success with respect to official languages. Some people envision such alternatives as providing French-language synopses of certain documents or publications if additional resources cannot be obtained in a timely manner. These kinds of solutions cannot, however, be considered acceptable, because they run counter to VANOC’s commitment and the requirements of the Multiparty Agreement. The OIF, which signed an agreement with the BOCOG for the promotion of the French language at the 2008 Beijing Olympics, could work with VANOC in resolving the problem. In its response to the draft report, VANOC indicated it had entered into discussions with officials at Canadian Heritage, Public Works and Government Services Canada and the Translation Bureau regarding the possibility of having access to their expertise. VANOC reported that Canadian Heritage is aware of VANOC’s translation and interpretation needs and discussions were held on the subject. VANOC plans to begin formal discussions on this topic with the two above-mentioned organizations in the coming months.

VANOC might, however, obtain the necessary funding by applying for the Contributing Province/Territory Program or using contributions from sponsors. Some believe this would be a somewhat paradoxical approach, as it would amount to making the provinces and sponsors pay for fulfilling the responsibilities of a federal statute.

Translation and interpretation are crucial if linguistic duality is to be respected. Bilingual service greatly affects public and client group21 perceptions of Canada’s respect for linguistic duality in the context of the Games. Canadian Heritage officials have a responsibility to help VANOC find a solution to this situation. The Government of Canada has a world-renowned translation and interpretation department and could help VANOC in this regard. Formulas certainly exist that would permit VANOC to obtain such services at a reasonable cost.

**RECOMMENDATION 4**

The Commissioner of Official Languages recommends that officials of Canadian Heritage and Public Works and Government Services Canada promptly undertake consultations with VANOC to provide the latter with the Translation Bureau’s expertise in translation and interpretation at a reasonable cost.

In its response to our draft report, VANOC indicated that it had obtained access to additional translation resources through formal sponsorship agreements in the private sector. The Commissioner recognizes that this is a significant step forward. However, ensuring the Games’ official languages success through adequate translation and interpretation services remains a challenge.

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21 Client groups include athletes and their escort teams, technical officials, representatives of the media and of the Olympic Movement as a whole (such as representatives of the IOC and national and international sports federations), dignitaries and representatives of various Canadian government entities and other countries.
3.2.2. Official Languages Function

The Official Languages Function falls under the Human Resources, Sustainability and International Client Services Division. All participants who were interviewed in the course of this study spoke very highly of the efficiency and volume of work performed by the Official Languages Function. VANOC’s participants were pleased with the quality of advice and leadership provided by the Function, which has also made major contributions to a strong and harmonious relationship with the province’s Francophone community.

All of these parties agree, however, that the Function is overloaded with work.

Since official languages requirements are left to the units in each division and no officials within these divisions have been assigned to this issue, the Official Languages Function must spend much time providing guidance, offering advice, working closely with the divisions and performing numerous follow-ups. The Function also handles relations with Fondation Dialogue, the FFCB and other members of the Francophone communities.

In the spring of 2008, only 1.3 full-time equivalents were assigned to official languages; the Director also handles human resources.

Given the increasing workload involved in the tasks and challenges described in part in this report, and the decreasing timeframes to carry them out, the Function should immediately obtain additional human resources to effectively carry out all of the work that needs to be done between now and the Games. VANOC is responsible for deciding where resources should be allocated, but we believe that at least one more person is needed for the Official Languages Function.

In view of the substantial gap to be filled in terms of resources for translation, interpretation and the Official Languages Function, and given the urgency of resolving these problems, the Commissioner, in letters dated May 12, 2008, brought this matter to the attention of VANOC’s Chief Executive Officer, the Minister of Public Works and Government Services Canada, the Minister Responsible for Official Languages and the Minister of International Trade and Minister for the Pacific Gateway and the Vancouver–Whistler Olympics.

RECOMMENDATION 5

The Commissioner of Official Languages recommends that VANOC immediately hire at least one additional full-time employee for the Official Languages Function.

In its response to our draft report, VANOC indicated that it had hired one additional full-time employee for the Official Languages Function. VANOC is also seeking a part-time consultant and considering a secondment candidate with previous official languages experience in a Games’ environment. VANOC also explained that, in the year leading up to the Games, the position of Director of Human Resources and Official Languages will be devoted entirely to the Official Languages Function. The Commissioner is pleased to learn that VANOC has already implemented this recommendation, which he considers important progress.

3.3. VANOC’S BILINGUAL CAPACITY

3.3.1. VANOC’s staff

3.3.1.1. Overall workforce

Various clauses describing the official languages requirements of the Multiparty Agreement pertain to the recruitment of Francophones from British Columbia and the rest of Canada, the presence of a sufficient number of bilingual individuals among VANOC’s employees and volunteers and the adequate distribution of such individuals at key points of contact with the public.22

Of VANOC’s approximately 800 employees (as of mid-March 2008), 16% are bilingual at an intermediate level and another 10% have some knowledge of French. Francophones make up approximately 10% of the staff. In view of the linguistic composition of Vancouver and the rest of British Columbia, these data demonstrate the serious efforts that have been made to recruit bilingual individuals, and particularly those whose first official language is French.

22 See clauses 1.a), c) and n).
Bilingual capacity varies from one unit to the next. Thus, it is 40% or higher for the ceremonies, government relations, communications and international client services units. This capacity is about 25% in the Human Resources Unit. Representatives of these units said it was relatively easy to find bilingual staff, as long as recruitment efforts focused on Eastern Canada (particularly the National Capital Region and the province of Quebec). High bilingual capacity gives the units greater versatility in carrying out functions that require the use of both languages, such as relations with the Francophonie, the organization of cultural activities and participation in media events. Some individuals interviewed noted that their strong bilingual capacity allows them to produce documents in both languages, thus avoiding additional overloads on the translation service, which is only required to check quality in such cases.

3.3.1.2. Management

Despite our request, VANOC has not provided us with specific data on the representation of Anglophones and Francophones and their respective bilingual capacities at different levels of the management team (executive vice presidents, vice presidents and directors). VANOC said that “15% of VANOC’s management (director level and above) are either Francophone or Francophile with a level of French at intermediate or above,” which is a somewhat vague figure.

According to information provided by VANOC in the fall of 2008, two key management positions were recently filled by Francophones: the Media Relations Manager and the Sponsorship Manager.

Using information obtained during the interviews and thereafter in the fall of 2008, we developed a linguistic profile of the Management Team. Based on our estimates, this team includes few Francophones or fully bilingual Anglophones. Consequently, not one of the 10 members of the Management Team, made up of the executive vice presidents and the Chief Executive Officer, is fluent in French. However, according to VANOC, three of the 10 members have a basic knowledge of French and are working to improve it through private courses twice a week.

This situation can have adverse consequences. At the present moment, VANOC’s senior management cannot be described as bilingual. Communications between members of the senior management team and the public can take place in both languages through the use of an interpreter or by calling upon a bilingual person from a different level. However, apart from the occasional exception, members of the senior management team speak English when addressing the public, receiving dignitaries and chairing national and international committee meetings. They should be able to communicate in French more often, particularly during major events, even if to a lesser extent than in English, to present an image of a bilingual organization. Some members of the senior management team are making worthy efforts to learn French. It is important for them to persevere and for others to do likewise, so that Canada’s linguistic duality will be better reflected in VANOC’s senior management team.

Furthermore, representatives of the Francophone communities and other partners have noted that it would be easier and more natural to represent the Francophone aspect of the country if there were more bilingual Anglophones and native French speakers in senior posts.

Without detracting from senior management’s sincere desire and commitment to linguistic duality, it must be admitted that the reflex and capacity to represent the French-speaking community’s vision is proving more difficult. VANOC must have bilingual individuals at the senior management level who are experienced in working with the Francophone community and understand the challenges faced by official language minority communities. Few positions remain to be filled, but any existing opportunities should be used to bolster the Francophone community’s representation on the senior management team.
3.3.1.3. Future recruitment

Some 500 full-time positions at lower levels must be filled before the start of the Games. A large share of these positions, such as venue manager and activity coordinator, require contact with the public or with such client groups as athletes, technical officials, representatives of the Olympic Movement and the media. An adequate proportion of such employees should possess a good knowledge of skills in both languages to meet language requirements and, by doing so, augment VANOC’s bilingual capacity.

The meeting of all the heads of mission that is scheduled for February 2009 in Vancouver will be an excellent opportunity to determine whether VANOC has acquired the capacity it requires to function in both languages. VANOC is entirely responsible for organizing this meeting (in contrast with test events, which are usually arranged by sports federations), and everything must be in both languages (documents, presentations, discussions, signage, visitor services, etc.).

In its response to the preliminary report, VANOC noted that, while the Games’ management positions were already filled, it has always made the necessary efforts to recruit and hire bilingual staff. It added that it was continuing to identify and staff key positions with bilingual people. VANOC advertises on its Web site, in English and French, all positions to be filled (paid and volunteer), and indicates that knowledge of French is an asset. It also participates in bilingual job fairs and promotes employment opportunities with the help of its partners in the French-speaking community.

According to VANOC, the complexity of planning and the scope of the Olympic and Paralympic Games are such that specialized personnel with specific qualifications are often required, including experience in an Olympic or Paralympic environment, for many of the positions. According to VANOC, most of the senior management positions are already filled by people with specialized skills. While VANOC states that despite the challenges, it is continuing to identify and staff key positions with bilingual people, the Commissioner stresses that this is a major issue and VANOC should pursue its efforts in this regard.

The Commissioner also suggests that VANOC should not limit its search for bilingual people to the British Columbia labour market, where the number of French-speaking candidates is limited. Rather, VANOC should expand its search to recruit competent bilingual candidates from across the country.

**Recommendation 6**
The Commissioner of Official Languages recommends that VANOC make the greatest possible effort to fill its positions, and particularly those at key levels, with individuals who have the necessary skills and who are also fluent in both official languages.

3.3.1.4. Language training

VANOC plans to offer language instruction to boost its bilingual capacity. The organization strongly encourages employees to take its on-site French courses. In March 2008, some 100 individuals participated in these courses, demonstrating the staff’s obvious interest in learning French. As the final year prior to the opening of the Olympic Games will prove very busy for employees, every possible effort should be devoted to targeted language training between now and late 2009. The Official Languages Function is planning new ways, such as online courses, to provide training during the final year.

3.3.2. Workplace

While neither the Official Languages Act nor the Multiparty Agreement sets out obligations for VANOC with respect to its language of work, the organization has adopted certain measures on its own initiative to promote the use of French in the workplace. In so doing, the organization seeks to enhance staff awareness about using French so that those who are capable of doing so develop the reflex to use French in their communications with a Francophone audience.
The measures implemented include French-language training programs, French-speaking days in certain sectors, lunches that take place in French, official displays in both languages and activities pertaining to the French-speaking community, such as a presentation organized by the Official Languages Function on the history of Franco-Columbians.

Despite these commendable initiatives, the organization’s predominant language of work is English. The use of French is limited to informal discussions between Francophones and discussions during meetings among Francophones and fully bilingual Anglophones. Evidently, we invite VANOC to pursue the implementation of measures to encourage its employees to use French.

3.3.3. Volunteers

3.3.3.1. Assessment of needs

Volunteers now represent a major component of the Olympic and Paralympic Games, given the magnitude of these international sports events. A very large share of these volunteers will be providing services to the general public and to other key client groups, such as athletes, the media and members of the Olympic Movement.

Several members of VANOC and other partners interviewed emphasized that bilingual volunteer recruitment will be a key challenge for the organization. Francophone communities and sports organizations have said that this aspect will be an important touchstone of VANOC’s ability to organize Games that fully reflect Canada’s linguistic duality.

Based on its own estimates, VANOC will require 25,000 volunteers, 3,000 (12%) of whom are bilingual. At the time of our study in March 2008, VANOC’s divisions were developing a more specific estimate of the number of volunteers required. Using a guide prepared by the Official Languages Function that determines bilingualism criteria, the divisions were working on specifying which positions would require knowledge of both official languages. In late April 2008, VANOC said it was seeking to recruit as many bilingual individuals as possible, without giving a specific figure. At the same time, the organization reported that nearly 14,000 applicants indicated they knew some French (about 2,600 Francophones and 11,350 Anglophones with varying degrees of knowledge of French). In its response to the Office of the Commissioner’s preliminary report, VANOC specified that more than 9,000 applicants from across the country indicated having a conversational or better level of French.

We are pleased to see that VANOC wants to recruit a sufficient number of bilingual individuals, but it must determine the number of bilingual volunteer positions requiring knowledge of both official languages as soon as possible. Certain divisions and units have indicated they need a high proportion of bilingual volunteers. This is particularly true at the Corporate Strategy and Government Relations Division, which estimated that nearly all of its positions require bilingual skills. It is also true with respect to the International Client Services Unit, which calculated that 300 of its 800 volunteers must be bilingual. The Sport, Paralympic Games and Venue Management Division and the Service Operations and Ceremonies Division, which will enlist the greatest number of volunteers, anticipated that between 25% and 50% of this group (depending on the area of activity) must have knowledge of both official languages.

Moreover, according to what the venue managers told us, travel arrangements for competition venues will require bilingual volunteers (plus the VANOC employees concerned) to be present at numerous points of service. There are, for example, separate entrances for spectators, athletes, technical officials and media representatives at the Richmond Oval, where many speed skating competitions will be held. Given the venue’s extended operating hours, plans should be made to ensure that a large number of bilingual individuals will be present. The athletes’ villages (one in Vancouver and the other in Whistler) will also require the presence of a large number of bilingual volunteers for the accreditation process, residences, information services, food services and the lounge areas. Separate entrances are, once again, planned for athletes, technical officials and dignitaries.
Although VANOC is seeking to recruit an adequate number of bilingual volunteers, the number of candidates who are sufficiently bilingual may be inadequate to meet needs. Those who are interested must pass an initial pre-selection interview by telephone and a second in-person interview prior to being chosen as a volunteer, a process which will eliminate a certain proportion. As of late April 2008, 46% (6,419 out of 13,963) of applicants who said they were bilingual had only a basic knowledge of French. Although some may be selected by assigning them to positions that require little French or by pairing them with someone who has a good knowledge of the language, we believe the number of positions to which such individuals could be assigned will remain limited. Therefore, VANOC must carefully determine how many bilingual individuals are needed and the corresponding degrees of bilingualism required. VANOC must also consider that a large proportion of the positions will require applicants to be “fluent/advanced,” in view of the responsibilities they entail. This requirement would apply to volunteers assigned to security, to medical and emergency services and to relations with the media and members of the Olympic Movement.

In its response to our preliminary report, VANOC indicated that it had revised the initial list of volunteer positions and evaluated the level of bilingualism required in each according to the degree and nature of contact with key client groups, such as the public, athletes, media and VIPs. VANOC provided a copy of this document to the Commissioner. VANOC indicated it will continue to evaluate linguistic needs as the list of bilingual positions becomes more detailed.

In filling volunteer positions, VANOC normally gives priority to applicants who have or who are able to find accommodation in Vancouver on their own, so as to minimize the burden of obtaining housing for those arriving from other regions. In a May 1, 2008 news release entitled “Call to all volunteers—phone screening begins,” VANOC announced that it was particularly interested in volunteers from British Columbia who live in the Sea-to-Sky corridor.

Because VANOC has only slightly more than 2,600 applicants from British Columbia with an intermediate or better knowledge of French and it is not certain that all of them will be selected, the organization must turn to other provinces and in particular to Quebec, Ontario, and New Brunswick, to find a sufficient number of bilingual individuals with the necessary level of language skills. More than 4,000 (53%) of some 7,500 applicants who have an intermediate or better knowledge of French are from Quebec and Ontario.

VANOC’s representatives have indicated that, depending on the outcome of the different phases of the selection process, they will conduct targeted campaigns to attract more applicants to meet specific needs, such as individuals with experience in medical services. The representatives plan to take the same approach if the number of bilingual individuals who are selected seems too low. They also mentioned the possibility of additional assistance from Fondation Dialogue and the FFCB. VANOC should also seek help from Anglophone community associations that promote French-language learning, such as Canadian Parents for French.

In view of the high goals that VANOC has set for itself and the equally high requirements that this will entail with respect to bilingual resources, the organization must act promptly in this regard. Therefore, VANOC should have used its May 1, 2008 news release to announce it was also seeking applications from bilingual volunteers.

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23 VANOC separates bilingual individuals into three categories: basic/beginner—able to communicate at basic levels in predictable situations and pertaining to familiar topics; conversational/intermediate—able to easily communicate socially and in the workplace about familiar situations; and fluent/advanced—able to communicate effectively in social situations and in the workplace.

24 This figure comprises Anglophones with an “intermediate” or “fluent” level of French, plus native French speakers.
RECOMMENDATION 7
The Commissioner of Official Languages recommends that VANOC:

7.1 Rigorously and promptly complete its process of identifying volunteer positions that require knowledge of both official languages, as well as the necessary degree of bilingualism, in consideration of the very large number of points of contact with the public and the nature of communications with the public;

7.2 Promptly establish a targeted strategy for seeking applications from bilingual volunteers, by reaching out to groups, including the entire network of French-speaking communities and associations that promote French as a second language learning.

According to information provided by VANOC in the fall of 2008, the Commissioner believes VANOC is on the right track because it is in the process of implementing this recommendation. VANOC adopted and is implementing a strategy to recruit bilingual volunteer candidates. It is working in cooperation with its partners, the FFCB and Fondation Dialogue and their members, as well as national networks that promote French-as-a-second-language learning, to find bilingual candidates. The Commissioner believes the strategy being implemented by VANOC is a step in the right direction.

However, the Commissioner reiterates that it is important for VANOC to complete as soon as possible the process of identifying volunteer positions that require knowledge of both official languages.

3.3.3.2 Selection and training
VANOC hired an online recruitment firm, Workopolis, among others, to help recruit volunteers. Workopolis has carried out a nationwide television advertising campaign and conducted recruitment sessions in a number of cities. VANOC is also using different approaches, such as job fairs, advertising and other recruitment agencies. Similarly, VANOC has asked Fondation Dialogue, the FFCB and other Francophone organizations to publicize its need for bilingual volunteers throughout their networks, and they have done so. Moreover, VANOC has also published volunteer recruitment ads in Francophone community newspapers. Under the agreement between VANOC and the Government of Quebec, Emploi-Québec has added a link to Workopolis on its own Web site.

The selection of volunteers is a two-stage process. Pre-selection is carried out through a telephone interview in which the selection team verifies basic applicant information (address, age, accommodation arrangements, etc.). The team also asks applicants why they want to participate in the Games, along with other questions regarding their strengths.

According to information obtained in March 2008, the telephone interviews, which will continue until late 2009, were to be conducted in English only. VANOC's representatives adopted this practice to verify whether Francophone applicants have an adequate knowledge of English, since this language is essential within the Olympic Movement.

In letters dated May 12, 2008, to VANOC's Chief Executive Officer and the Minister of International Trade and Minister for the Pacific Gateway and the Vancouver–Whistler Olympics, the Commissioner noted that this practice is unfair to Francophones. The Commissioner noted that Francophones should be able to explain their qualifications as volunteers in their own language, just as Anglophones do.

We are pleased to note that, since June 2008, telephone interviews have been conducted in the candidates' official language of choice. Bilingual interviewers now ask all applicants who indicated having intermediate or advanced knowledge of French their preferred official language for the interview. The candidates' language skills in their second official language are also evaluated during the interview to determine their level of bilingualism. The Commissioner notes that this is a major improvement.

The second phase of the selection process will involve an in-person interview with each pre-selected applicant. At the time this report was written, VANOC was setting its plan for this second phase, which was to involve interviews in different cities across Canada, with the assistance of one or more employment agencies, and possibly the government, for human and material resources. In the Commissioner's opinion, clauses should be included in agreements with these sponsors and suppliers to ensure that they communicate with applicants in their preferred language.
VANOC is in the process of developing its volunteer training program. The organization has not yet decided if this program will be offered to all volunteers in Vancouver, or if it will be held in different locations nationwide.

**Recommendation 8**
The Commissioner of Official Languages recommends that VANOC:

8.1 Promptly modify its practices regarding telephone interviews to ensure that Francophone applicants have the same opportunity to demonstrate their language abilities as their Anglophone counterparts do;

8.2 Ensure that in-person interviews are conducted in the applicant’s preferred language by providing for language clauses to that effect in agreements with any third parties conducting such interviews;

8.3 Ensure that the volunteers who are selected receive training in their language of choice.

The Commissioner is pleased to learn that VANOC has already modified its practice regarding telephone interviews with volunteer candidates. This is commendable progress.

In its response to the draft report, VANOC explained that, to reduce candidates’ travel costs, it planned to travel to major Canadian cities to finalize the recruitment process and conduct interviews in person. The cities in question will be determined shortly, and VANOC plans to conduct in-person interviews in both official languages.

In terms of volunteer training, VANOC indicated in fall 2008 that orientation session documents for volunteers were translated and offered in both official languages. Orientation sessions in Vancouver will be offered in French at least once a month and training is planned in both official languages across the country.

3.3.3.3. Accommodation and transportation

As previously indicated, VANOC is seeking to recruit a maximum number of volunteers who have accommodation in Vancouver. Applicants are expected to pay for their own transportation costs. VANOC is, however, aware that it must recruit volunteers, and in particular bilingual individuals, who will not be able to find local accommodation on their own. The organization has begun setting up an accommodation program that provides for the rental of condominiums and homes, and will call upon such public institutions as universities and schools, as well as Vancouver residents, to help meet the need for accommodation. VANOC had, at the time of our interviews, advised the school system and the Francophone community that it planned to ask for their assistance in this regard. The two groups indicated that they intend to fully cooperate in this effort. They did, however, underscore the importance of prompt communication by VANOC of its needs, particularly for the school system, which must plan its educational calendar in advance.

In the fall of 2008, we learned that VANOC and the Conseil scolaire francophone de la Colombie-Britannique had concluded an agreement in which certain schools would be closed during the Games to provide additional accommodation options for volunteers from French-speaking communities.

Another possibility for accommodation that VANOC might explore is the French as a second language learning network in British Columbia. Studying French is very popular in the province and the provincial chapter of Canadian Parents for French could certainly find families willing to host French-speaking volunteers.

**Recommendation 9**
The Commissioner of Official Languages recommends that VANOC explore all accommodations possibilities for bilingual volunteers coming from outside the province, to accommodate those who have not made arrangements on their own.
In the fall of 2008, VANOC informed us that it was refining its Homestay billeting program, to which all interested volunteers would have access. This program and VANOC’s agreement with the Conseil scolaire francophone de la Colombie-Britannique are successful initiatives worthy of mention.

However, transportation remains another key factor in attracting bilingual volunteers from outside British Columbia, and in particular from Eastern Canada. Volunteers must usually pay for their own transportation costs, which could discourage many people in Eastern Canada (home to the greatest concentration of French speakers) from volunteering. VANOC should make all possible efforts to ensure that travel costs are not an obstacle, and might explore the possibility of making volunteers’ transportation costs to Vancouver as affordable as possible through partnerships with such carriers as Air Canada, VIA Rail and Greyhound Canada.

3.4. COMMUNICATIONS WITH THE PUBLIC AND OTHER CLIENT GROUPS

The organization and hosting of the Games require a large volume of communications with the general public and various client groups. The general public includes spectators attending the competitions, cultural events and other activities on site, audiences of television programs and other media used to rebroadcast the Games, visitors to the VANOC Web site, individuals consulting public documents and representatives of official language community associations. Client groups include athletes and their escort teams, technical officials, representatives of the media and of the Olympic Movement as a whole (such as representatives of the IOC and national and international sports federations), dignitaries and representatives of various Canadian government entities and other countries.

All such individuals are entitled to receive services and to communicate in either of Canada’s official languages. This represents an enormous challenge for VANOC, which is committed to respecting this principle.

3.4.1. Provincial and municipal signage and services

VANOC says that all signage bearing the VANOC logo (inside and outside the venues) will be bilingual. VANOC is also encouraging the province, the City of Vancouver and the Municipality of Whistler to use the VANOC style guide for producing posters in both official languages, particularly with regard to directions and the locations of Games services and venues.

Representatives of these three levels of government have shown little inclination to make the signs that fall under their authority bilingual. Senior VANOC officials have stated that this is a major hurdle. The vast majority of persons interviewed for this study said the public will make no distinction between signs falling under VANOC’s responsibility and those of its government partners, particularly with regard to Games-related signs; for the general public, the source of all signs concerning the Games is one and the same.

This situation provides an excellent opportunity for Canadian Heritage to demonstrate strong leadership in helping VANOC obtain the cooperation of British Columbia, Vancouver and Whistler with respect to signage and services that fall under their jurisdiction.

With respect to transportation, discussions are underway between VANOC and Vancouver’s public transit authority, TransLink, to provide service in French. Timetable boards and directional maps should be in both languages. An automated telephone information system has also been planned that will provide service in some 140 languages (including English and French).

The City of Vancouver is prepared to provide key municipal services in four or five languages, including French. It is considering the possibility of creating a multilingual call centre (311 service) and translating a portion of its information documents. The federal representatives interviewed say they are prepared to make efforts to raise awareness about this issue among the municipalities and at the provincial level.

25 Air Canada is a sponsor of the Games.
An initiative by the Municipality of Whistler is worthy of special mention: Whistler has promised to do its utmost to ensure that bilingual municipal ambassadors are hired to interact with client groups. Whistler is also working closely with the Francophone community to find accommodation for Francophone visitors and for bilingual individuals who will serve as resource people for Francophone athletes.

Overall, a fair number of representatives of VANOC, the Francophone communities and other partners said they hoped the federal government would demonstrate clear leadership to persuade the province, the City of Vancouver and the Municipality of Whistler to provide signage and key services in both official languages during the Games.

**RECOMMENDATION 10**

The Commissioner of Official Languages recommends that Canadian Heritage, together with VANOC, promptly pursue initiatives with the Province of British Columbia, the City of Vancouver and the Municipality of Whistler to persuade these entities to provide bilingual signage pertaining to the Games and to provide their services in both official languages.

In its response to our draft report, VANOC specified that it had made presentations on the subject of bilingual signage to the Government Operations Steering Committee, made up of members of the municipalities and governments involved in the Games, and the Visitor Experience Integrated Task Force Team, consisting of all tourism agencies linked to the Games. According to VANOC, the presentations made everyone aware of VANOC’s requirements regarding official languages and showed stakeholders the role they can play within this important mandate. VANOC intends to carry out similar initiatives in various forums. It also indicated that the Francophone Affairs office of the Government of British Columbia is aware of VANOC’s official languages mandate. VANOC will continue encouraging all its partners to play a role and contribute to the success of the Games.

The Commissioner reiterates the importance of ensuring that all Games signage is bilingual, given that Canadians and visitors will not distinguish between VANOC signs and those of all levels of government. This is a golden opportunity for Canada as host of the 2010 Winter Games to promote its linguistic duality and ensure it is a source of pride for all Canadians.

### 3.4.2. Reception services

As set out in the official languages requirements of the Multiparty Agreement, reception services by telephone and in person at VANOC’s head office are available in both official languages. The main and replacement receptionists are both fluently bilingual. On-site visits conducted at different times of the day over a six-day period in March 2008 showed proper compliance with this requirement. Furthermore, elevator instructions at the head office are provided in both English and French.

### 3.4.3. Signage and posters

Official signs at VANOC’s head office appear in both languages and are of good quality in each language. All signage at all Games venues that is to bear the Olympic or Paralympic logo will be in both official languages, as per the Multiparty Agreement. Plans for producing posters include the stipulation that they be created in both languages. Signage will be ready three to four months before the start of the Games, but will be put in place only a few weeks before they are held. Last-minute posters to meet unanticipated needs during the Games will be produced in about 12 hours. Although current production templates include both languages, it would be worthwhile to ensure the posters are verified to avoid language mistakes. Because signage is so important to visitors, errors of this kind rarely go unnoticed.
RECOMMENDATION 11
The Commissioner of Official Languages recommends that VANOC implement a process for checking posters prior to their production to ensure that they appear in both official languages and to ensure their linguistic quality.

In its response to our draft report, VANOC reiterated that all signs and posters it produces will be in both official languages. It indicated that it will revise its official languages policy to clarify the translation process. VANOC also indicated it is working to increase its translation resources and improve the editing process for public documents to ensure a high-quality service during the Games.

3.4.4. Internet
VANOC’s Web site is currently the organization’s main means of communicating with the general public. The site contains general information, frequently asked questions and headings on different aspects of the Games. Volunteers can sign up to work for VANOC only through the Web site. VANOC also regularly uses this site to issue news releases on its activities and on current and future events.

After initially experiencing difficulties with respect to the French versions of documents (delays in comparison to the English version, poorer quality of language and elements not translated), the situation has improved significantly. Our random spot checks over a three-month period and feedback from those interviewed outside of VANOC revealed that the complete site now exists in both languages and that the quality of the French is satisfactory. The quality of the French under the “Olympic Store” heading, which left much to be desired in late March, had been significantly improved by early May. Accents are still missing on a few words, which is something that can be easily corrected with a quick proofreading. The work of the Revenue, Marketing and Communications Division, which is responsible for the site’s content, should be commended.

The Federal Games Secretariat periodically visits the site to keep track of developments regarding the Games. The Secretariat reports the occasional mistakes it detects to VANOC. This follow-up mechanism appears to be satisfactory.

3.4.5. Information and promotional documents
All information documents for the general public, such as flyers, leaflets, logos, brochures and the mascot booklet, that have been produced to date are in both official languages. VANOC has said that this practice will remain in effect for all future documents.

However, in contrast with what is set forth in the annex on official languages in the Multiparty Agreement, not all souvenir items are produced in both languages. For example, the Olympic store at VANOC’s head office sells sweaters, hoodies and carry-on bags with English-only lettering. The same items can be purchased online. No equivalent items with French lettering are offered for sale. Souvenirs are produced by companies licensed by VANOC. VANOC is in the process of seeking companies to produce equivalent souvenirs with French inscriptions for Quebec’s Francophone consumers. The organization must ensure that these items will also be available in the rest of Canada, through the online store and at retail outlets at the Games’ venues.

RECOMMENDATION 12
The Commissioner of Official Languages recommends that VANOC take the necessary steps to find companies that can produce souvenirs with French lettering, and ensure that these items are offered nationwide, to treat Anglophone and Francophone consumers in an equal manner.

In its response to the Office of the Commissioner’s draft report, VANOC indicated that much of its merchandise is offered in English and French. It noted that together with Francophone partners it will encourage licence holders to increase their production of articles that have inscriptions in both languages, by presenting a business case to indicate which products are aimed at Francophone consumers and the most profitable distribution points.
This is a promising measure. However, VANOC and the licence holders for promotional articles must remember that the Canadian public and visitors from abroad expect all souvenir items to reflect linguistic duality—everywhere in Canada. Licence holders must understand that the national Canadian market is bilingual and merchandise should take this into account.

3.4.6. Official programs and tickets

Official programs and tickets, as well as subscriptions for online ticket purchases, are to be completely bilingual. Templates are prepared in both languages. We have been assured that special consideration will be given to the quality of each language. Such documents will need to be carefully proofread before proceeding with the final print run.

3.4.7. Announcements of results and commentaries

VANOC has assured us that communications pertaining to artistic, cultural and other events, such as announcements during shows and all other entertainment activities, will be in both official languages. VANOC must be vigilant in ensuring that such information and commentaries are as complete in one language as in the other.

Messages, announcements and commentaries during the sports competitions are also expected to be in both languages at all venues. VANOC does not foresee any difficulty in this regard, because many announcers and commentators are comfortable with French. Messages to spectators pertaining to the competitions and Web commentaries will also be in English and French. Scoreboards have been designed to simultaneously display results in both languages (with all of the necessary French characters), and VANOC has confirmed that results will, in fact, appear simultaneously in both official languages.

VANOC, incidentally, has undertaken the commendable initiative of not only translating content into French and having it checked by its Communications Unit, but also asking its Francophone staff to verify all systems relating to the public. VANOC used this practice for the volunteer sign-up system.

3.4.8. Media communications

Communications with the media are essential, because they have such a major impact on the image conveyed to the public in all countries participating in the Olympic and Paralympic Games. The Grand Témoin de la Francophonie emphasized the importance of communicating with the media in English and French during the 2006 Turin Winter Games. While this is obviously not the only factor, if VANOC wants to reflect the country’s linguistic duality, it must ensure that all events are simultaneously communicated in both languages to the media.

VANOC representatives have said that a bilingual template will be used for the intranet site that will be accessible to the media. The system was designed so that information can be posted on the site in both languages. The translation service is responsible for ensuring that content will be available in both languages simultaneously.

Based on information provided by VANOC, a professional interpretation team working in six languages (English, French, Spanish, German, Russian and Arabic) will be present at the main media centre. Major press conferences, such as morning briefings to round up events of the previous day and to provide previews of those that will take place later in the day, will, accordingly, be given in these six languages through interpretation (one of the IOC’s requirements). VANOC would also like press briefings of medal winners to be in both official languages, even though the Multiparty Agreement contains no such requirement and there is no obligation to do so under IOC rules. This would be a first for the Games. As stated in section 3.2.1, in order to meet this goal, VANOC will require additional interpreters.

According to VANOC, staff assigned to the media centre will be fully bilingual so they can provide information and answer reporters’ questions in both languages. All written documents distributed to the media will be in English and French. To the extent possible, representatives of the media and Olympic Movement will stay in hotels or other establishments that are able to provide service in both languages. Prior to the Games, VANOC should check that service in both languages will indeed be offered at these locations.

For the first time in the history of the Games, the IOC will itself be the host broadcaster and thus be responsible for generating the audiovisual signal. The international signal that is distributed to television networks will include the event’s image and sound components, as well as international pictograms. No written or spoken language will be included in the material prepared for public broadcast. National broadcasters may add graphics and other information in the languages of their respective audiences to this content. However, technical back-of-house information, which is available only to the media, will be provided exclusively in English. It would seem that the media prefer doing things this way, so as not to delay the broadcasting of information.

VANOC should give special consideration to the linguistic component of communications with the media, in view of its impact on the image of the Games and of Canada. The Commissioner suggests that VANOC use fluently bilingual media representatives to test communications systems and to ensure that both official languages are of equal quality.

3.4.9. Medical and emergency services

VANOC is paying special attention to medical and emergency services for visitors, athletes, technical officials and representatives of the media and Olympic Movement. In March 2008, the eight medical service officials (four of whom are bilingual, including two Francophones) were involved in the process of planning how these services would be organized, including their availability in both languages. They are working in conjunction with Vancouver Coastal Health, which is able to provide services in numerous languages, including English and French, and will be able to call on that organization when necessary. The medical service officials are, for example, considering the number of people that Vancouver Coastal Health could lend for clinics at the Games venues and the number that VANOC could dispatch to hospitals, in the event of an emergency.

The medical service was in contact with the French-language immersion network to explore the possibility of recruiting bilingual doctors and nurses who might wish to volunteer their services. Officials should also remember to approach the Francophone community through the FFCB.

3.4.10. Training venues

Training venues are normally open to the public and the media, but the level of service they offer is not equal to that of the competition venues. VANOC’s representatives have indicated that services would be provided in English and French at the training locations. In other words, signage, information centres, medical services and public messages will be in both languages.

3.4.11. Athlete services

Many individuals from different sectors have reiterated that guides, manuals, instructions and all other written documents that provide information to athletes, to trainers and to other delegation members will be simultaneously available in both languages, as per the requirements of the Multiparty Agreement. Those responsible for translation have said that a large share of the translation work from now until the Games will pertain to these documents.

Athlete registration and accreditation forms will be offered in both languages, as will various services in the Olympic Village.

Special consideration will be given to specialized medical services for athletes. In VANOC’s view, a large number of sports medicine specialists are available in Francophone regions and efforts will be made to recruit a sufficient number of them. Furthermore, nearly 20% of the doping control officers will be bilingual, and some 40 people (mostly Francophones) from Montréal’s anti doping laboratory will be assigned to the laboratory that will be set up in Vancouver during the Games.

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28 See clause 1.i) in Annex A of the Multiparty Agreement.
3.4.12. Sponsors

The Multiparty Agreement does not contain requirements with respect to sponsors, an issue that has already created challenges. VANOC does not fully govern contracts with sponsors. More specifically, it draws up and manages contracts signed with national sponsors, but does not govern the content or management of contracts with international TOP program partners, which fall under IOC authority.29 As a result, VANOC can include a bilingualism clause in its contracts with national sponsors, but cannot do so with TOP partners, which have multi-year contracts (usually more than one edition of the Games).

Despite its efforts, the Official Languages Function has not succeeded in including language clauses in sponsorship agreements (see Appendix 3 for definitions). VANOC has said that it would like to enhance awareness of linguistic duality among international sponsors, but cannot impose requirements on them, because their agreements fall under the IOC’s authority. It is easier to make national sponsors aware of the need to create advertisements in both official languages. The Official Languages Function has tried to make public relations officers working for VANOC’s sponsors aware of the importance of displaying both official languages on billboards, posters and other advertising tools. The Commissioner was reassured to see that most national sponsors already have billboards and posters in both languages. However, at the time of our March visit, the courtesy cars provided by General Motors bore lettering in English only.

According to federal representatives, VANOC should intervene with sponsors and persuade them to use both official languages in their advertising activities, since VANOC drew up their contracts. This is true, but it needs to be noted that the federal government did not include any clauses on this topic in the Multiparty Agreement and that it also shares responsibility for the problem. Furthermore, the government could also exert its influence among sponsors.

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29 See Appendix 3 for a definition of “TOP partner.”
In the fall of 2007, following complaints received by the Commissioner of Official Languages, VANOC revised its clause regarding the language of project submissions to emphasize the possibility of submitting in French. VANOC is trying to establish a team capable of evaluating submissions in French, or ensure that when resources are not available, the submissions can be translated. However, contracts are drawn up in English, even when submissions are in French. VANOC has committed itself to examining the situation.

**RECOMMENDATION 14**
The Commissioner of Official Languages recommends that VANOC immediately adopt the necessary measures to ensure that contracts pertaining to French project submissions can be prepared in that language.

In the fall of 2008, in its response to our draft report, VANOC explained that it had considered the possibility of translating call-for-tender documents into French. However, due to the complexity of the contracts’ specialized language, their volume and the limited number of translation resources available during the critical call-for-tender period, VANOC decided to devote its translation resources to communications with the public and other groups, as described in the Multiparty Agreement. VANOC also indicated that documents related to the call for tenders explain clearly that interested Francophone parties can, if necessary, receive support.

VANOC also noted that its Web site included an overview in English and French of the requests for proposals posted. The overview includes a summary of the request, the deadline, where to submit the proposal and contact information for a resource person. Each request for proposals also stipulates that interested parties can ask for explanations in English and French and that VANOC will answer the questions in the same language.

The Commissioner expects VANOC to continue examining the situation and consider the possibility of preparing contracts in French.

### 3.5. CULTURAL PROGRAMMING AND CEREMONIES

The Corporate Strategy and Government Relations Division, which is now responsible for cultural events occurring within the framework of the Games, is well aware of the need to reflect Canada’s cultural diversity and linguistic duality at all events. This has been built into the division’s operational planning. The Division also has a good bilingual capacity, but VANOC intends to increase its Francophone presence. The following sections pertain to the Cultural Olympiad, the opening and closing ceremonies, the live sites, and the Olympic Torch Relay.

#### 3.5.1. Cultural Olympiad

The Cultural Olympiad comprises a series of three festivals of popular and fine art held over a three-year period in the Vancouver–Whistler corridor in conjunction with the Games.

Canadian Heritage, with several other partners, is making a financial contribution to this event through existing programs. Negotiations are underway between VANOC and the provinces to draw up contribution agreements, and a portion of the funds will be earmarked for the Cultural Olympiad. As part of its agreement with VANOC, the Government of Quebec is also interested in contributing to this effort, to ensure that the French-speaking community will be properly represented within the 2009 and 2010 Cultural Olympiads.

The Cultural Olympiad 2008, which focused on British Columbia’s artistic activities, took place in February and March. Some 60 organizations, including three groups from the province’s Francophone community, were selected to present about 300 activities. Community representatives were consulted with respect to the organization of activities and were generally satisfied with the place reserved for the French language and for British Columbia’s French-speaking community. We would also like to highlight the excellent quality of the 2008 program guide in both languages. The Cultural Olympiad 2009 will focus primarily on artistic activities from across Canada, while the 2010 event will have a largely international character, although the distinction may not be absolute. The FFCB plans to submit new proposals for 2009 and perhaps for 2010, in conjunction with other partners.
Cultural Olympiad officials have already contacted artistic and cultural groups from Canada's French-speaking community to invite them to submit projects for the 2009 and 2010 Olympiads. They are targeting at least 20% to 25% French-language content, be properly represented in its components and as a whole.

Canadian Heritage and VANOC are working with the Canada Council for the Arts and equivalent provincial organizations to allow groups that were selected in 2009 and 2010 to use their trips to Vancouver to put on a series of shows in British Columbia and other provinces, to maximize the benefits of their participation in the Cultural Olympiad. They also want to help develop the production network among both language groups and promote exchanges between them. This is a praiseworthy initiative that will foster the vitality of Francophones in both majority and minority communities.

One shortcoming was observed with respect to the Cultural Olympiad. Francophone groups may submit their projects in French, but contracts for the three Francophone community projects in the Cultural Olympiad 2008 were drawn up in English. We hope that the modification of the tendering process described in the “Calls for tenders” section and the Commissioner’s recommendation on this matter will correct this situation.

3.5.2. Opening and closing ceremonies

The opening and closing ceremonies are among the highlights of the Games. An estimated three billion people around the world will watch these events. The opening ceremonies will have a significant impact on the impression that outside parties (particularly those from abroad) have of the Games and of Canada. The ceremonies thus offer unique opportunities to represent Canada's linguistic duality.

Fully aware of this, VANOC representatives have clearly advised the executive producer, who was hired to organize the ceremonies, that these events must portray Canada's cultural diversity and linguistic duality. Since the programming of these ceremonies is a secret until their presentation, we were unable to obtain specific details as to the content of the two events. Officials have, however, indicated that French content should make up about 25% of the programming. It is important to ensure that this percentage pertains to elements that use language as a means of expression. French should not, in other words, be primarily represented through visual activities.

Speeches and presentations will be in both languages, as stipulated in the IOC Protocol, and the bilingual version of the national anthem will be sung. The giant screens set up in the stadium will be programmed to reproduce both languages during the ceremonies.

Representatives from British Columbia’s Francophone community have expressed concern that small producers and lesser-known artists will be placed at a disadvantage in relation to national and international stars. This community does not want the Francophone presentation to consist merely of performances by one or two famous groups or artists from Quebec. They fully agree with the need for adequate representation by Quebec, but want the organizers to also ensure balanced representation by Canada’s entire Francophonie.

Because of substantial federal funding ($20 million) for the opening ceremonies, Canadian Heritage serves on the organizing committee for the Games’ ceremonies. Canadian Heritage must therefore ensure adequate and diversified representation by the country’s Anglophone and Francophone communities.

In February, VANOC organized six meetings in Vancouver, bringing together more than 100 leaders from Canada’s arts scene, to receive their comments on the Games’ opening and closing ceremonies. Interpretation services were offered in both languages, and 21% of the participants from outside British Columbia were Francophone. Although the FFCB proposed potential participants from British Columbia’s Francophone community, according to our information none were selected. The organization of the opening and closing ceremonies is a major aspect, and
VANOC cannot fail in flawlessly representing the country’s linguistic duality at the ceremonies, pursuant to the Multiparty Agreement’s very clear requirements in this respect. Follow-ups on the representation of linguistic duality at the ceremonies should be included in the official language progress reports by VANOC and Canadian Heritage, as described in Recommendation 4.

**RECOMMENDATION 15**
The Commissioner of Official Languages recommends that officials of VANOC and Canadian Heritage pay special attention to ensuring that linguistic duality, including the diverse ways in which such duality is expressed throughout Canada, is fully reflected in the Games’ opening and closing ceremonies.

In the fall of 2008, VANOC reiterated that it considers linguistic duality an integral part of the Canadian identity, which is why the opening and closing ceremonies will reflect this. It noted that it had begun integrating linguistic duality into the two ceremonies and that it will continue this process throughout the planning of the ceremonies.

The Commissioner cannot emphasize enough the importance and influence the opening and closing ceremonies will have on the image of the Games and of Canada in the minds of Canadians and people abroad. It is essential that special attention be paid to the expression of linguistic duality in all its diversity during the ceremonies.

3.5.3. Live sites

The live sites provide live entertainment in downtown Vancouver and in Whistler during the Games. The governments of Canada, Vancouver and Whistler are helping to fund these activities. Representatives of these three entities have given their assurance that the events will reflect linguistic duality. Francophone artists and groups will be included in the programming. Information and presentations will be made by bilingual announcers in English and French. Notices and signs will also appear in both official languages. Furthermore, the screens at these venues will display both languages.

3.5.4. Olympic Torch Relay

The Olympic Torch Relay is another key event at the Games. The torch will travel across the country, from one coast to another. Its route is a major cultural component of the Games.

VANOC has begun consulting with the provinces and with various groups to establish the route that will, in principle, be unveiled in the fall of 2008. Fondation Dialogue and FFCB submitted a document to VANOC in March 2007 entitled *Au cœur du parcours*, in which it asked to include Francophone communities throughout Canada along this route and suggested 18 specific locations for this purpose. It also proposed the names of possible torchbearers for the communities. Representatives of Quebec and New Brunswick said they told VANOC the route initially proposed was not, in their view, satisfactory in terms of representativity. VANOC hopes to reach 80% of the Canadian population through the cities and municipalities it has selected. Doing so could, however, mean that less densely populated regions in which official language communities reside are bypassed. According to the provincial representatives and those of Fondation Dialogue and the FFCB, Torch Relay officials have been receptive to their concerns regarding the initial plan, and discussions appear to be proceeding in a positive manner.

**RECOMMENDATION 16**
The Commissioner of Official Languages recommends that VANOC establish a route for the Olympic Torch that will make it possible to adequately reach both the Anglophone and Francophone majority and minority communities, and that it ensure Canada’s linguistic duality is reflected in the activities surrounding the Torch Relay.
In the fall of 2008, VANOC indicated that it requested and received from its Francophone partners a list of the most important Canadian cities in terms of the presence and participation of Francophones.

VANOC reported that it took those suggestions into account in setting the course of the Torch Relay, and that it will encourage communities along the route with strong French-speaking populations to include Francophones in their organizing committees’ planning activities. VANOC must also ensure that activities related to the Torch Relay reflect the country’s linguistic duality.

3.6. RELATIONSHIPS WITH CANADA’S FRANCOPHONIE

There are many challenges related to properly representing both official language communities, given their complex make-up and geographic dispersion. Due to the linguistic composition of its staff and the fact that the Games will take place in British Columbia, VANOC is able to understand and adequately represent the Anglophone majority in Canada. To properly represent Canada’s Francophone communities, VANOC needs to consider the geographic and cultural diversity of Francophones in Canada. In order to do so, more formal ties and close relations between VANOC and Canada’s Francophonie should be established. Following a somewhat difficult start, particularly in terms of communications with British Columbia’s Francophone community, the situation has greatly improved and partners from the Francophonie indicate that they are satisfied.

3.6.1. Agreement with Fondation Dialogue and the FFCB

To clarify and establish a more formal framework for relations between British Columbia’s Francophone community and Canada’s other Francophone communities, VANOC, Fondation Dialogue and the FFCB signed a collaboration protocol in June 2006. The FFCB is designated in this agreement as the spokesperson of British Columbia’s Francophone community, and Fondation Dialogue that of the Francophone and Acadian communities in the rest of Canada.

This protocol defines areas and mechanisms of cooperation between these three parties. The FFCB and Fondation Dialogue have, accordingly, agreed to support VANOC with respect to its official languages obligations in such areas as volunteer recruitment and cultural and educational programs. VANOC, for its part, will help Francophone communities take advantage of opportunities provided by the Games to pursue their development and to raise their profile and influence.

Those interviewed from among the parties to the protocol agree that relations and cooperation are now positive and productive. The communities spoke very highly of the role played by VANOC’s Director of Human Resources and Official Languages. The presentation in February 2007 of Fondation Dialogue’s national action plan describing potential measures in different areas of activity served to clarify the communities’ expectations. The possibilities include featuring British Columbia’s Francophone artists and crafts at events related to the Games, using the development of Olympic spirit as a source of instruction and education for Francophone youth and preparing a strategy for enlisting and accommodating volunteers.

Ongoing informal communications have taken place between VANOC, Fondation Dialogue and the FFCB. Furthermore, the parties held three formal meetings between May 2007 and March 2008, which were well received by all involved, to take stock of such issues of common interest as the Cultural Olympiad, volunteer recruitment and accommodation, the Olympic Torch Relay and the Place de la francophonie. VANOC recognizes that these organizations play a useful role by helping it ensure a place for Canada’s Francophonie outside Quebec at the Games.

However, many of these meetings take place in English because some members of VANOC are unilingual. Bilingual staff serve as intermediaries as necessary, and documents are submitted in both languages. The Commissioner believes it is important for VANOC to do its best to delegate bilingual representatives for meetings with the FFCB, Fondation Dialogue and other members of the Francophone communities.

For its part, Canadian Heritage played the role of facilitator in negotiating the agreement between the three parties. It also provides financial support to several Francophone organizations, including the FFCB, Fondation Dialogue, the Alliance des radios communautaires and the Association de la presse francophone so they can carry out projects relating to the Games. The Francophone communities, however, feel that the funding approval

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30 The protocol does not include Quebec, which signed a special agreement with VANOC in October 2005.
process is lengthy and occasionally difficult, which was the case for the contribution that enabled the FFCB to hire a Games coordinator. Funding for this position is still not confirmed for the year of the Games (2009–2010). The Francophone communities have also reported that in some cases a portion of the funds received for financing this type of initiative come from their regular envelopes. We encourage Canadian Heritage to promptly respond to the funding requests.

3.6.2. Agreements with Quebec and New Brunswick

VANOC signed a framework cooperation agreement with the Government of Quebec in October 2005 and a memorandum of understanding with the Government of New Brunswick in August 2007. Under the cooperation agreement, the Government of Quebec committed to actively supporting VANOC in its functions regarding the presence of French at different phases of the Games. The Government of Quebec said it would do so particularly by contributing to the Games’ cultural and language components and to the recruitment of volunteers and specialized personnel.

The memorandum of understanding with New Brunswick stipulates that New Brunswick, as the only officially bilingual province, will lend its assistance to VANOC in presenting the Games in English and French. New Brunswick’s contribution pertains essentially to the same areas as those covered in the agreement with Quebec.

VANOC’s representatives and those from the two provinces said they were satisfied with current levels of cooperation between the parties. VANOC, for example, appears receptive to suggestions from the provinces regarding the route of the Olympic Torch Relay. At the time of writing this report, VANOC and the Government of Quebec were in the process of negotiating an agreement under the Contributing Province/Territory Program. In this new agreement, Quebec would be asked to provide clear support (i.e., through funding and human resources) for the cultural component of the Games, which includes the Cultural Olympiad. However, the two parties have not yet decided on opening a permanent VANOC office in Montréal, to ensure a strong presence of the Games in Eastern Canada, as planned in the 2005 framework cooperation agreement.

New Brunswick is particularly interested in the Cultural Olympiad, the Olympic Torch Relay, volunteers and translation, and is considering the possibility of a financial contribution.

The only concern that was raised pertained to the issue of coordinating the efforts of the different stakeholders in asserting the presence of the French-speaking community during the Games. So far, VANOC has held separate discussions with each party concerned, and no discussion between VANOC and the French-speaking community as a whole has taken place.

**RECOMMENDATION 17**

The Commissioner of Official Languages recommends that an advisory committee for the Francophonie be created, comprising VANOC, Canadian Heritage, the Fédération des francophones de la Colombie-Britannique, Fondation Dialogue, the governments of Quebec and New Brunswick and the Grand Témoin de la Francophonie, to ensure a more integrated approach by the various stakeholders of Canada’s Francophonie.

Through this committee’s activities, VANOC and the Federal Games Secretariat could regularly report on progress regarding the state of preparedness in terms of official languages to ensure the goals of the Multiparty Agreement are met. Effective and timely solutions could be developed in consultation with committee partners to bridge any gaps between the objectives of the Agreement and current progress.

In its response to the draft report, VANOC explained that a committee consisting of representatives of the FFCB, Fondation Dialogue and Canadian Heritage exists and meets quarterly. However, the Commissioner believes that VANOC and its various Francophone partners would benefit from a multilateral forum bringing together all stakeholders from the Francophonie. VANOC has already signed memoranda of understanding with several provinces and territories, including Quebec and New Brunswick. This is a positive step and deserves mention. However, it would be beneficial to bring together all partners from the Francophonie as well as the governments of Quebec and New Brunswick within the same forum.
It should be up to the partners themselves to decide on the terms of chairing this committee, in order to establish procedures that allow for and facilitate better dialogue and cooperation among stakeholders from Canada’s Francophonie.

3.6.3. Place de la francophonie and legacy of the Games

The creation of the Place de la francophonie on Vancouver’s Granville Island, in conjunction with the Games, is an important project to the Francophone community. This location will serve many purposes: a place for celebration, artistic creation, economic exchange and gastronomy.31 The Place de la francophonie could serve as a gathering place for Francophones and all other persons interested in the Francophonie during the Games. The Place de la francophonie will feature the Canadian and international Francophonie, with a special focus on the Francophonie of British Columbia. Although the project is not an inherent part of the Games, some cultural events taking place in this context will be presented there.

Granville Island, which is managed by the Canada Mortgage and Housing Corporation (CMHC), holds its own festival, Winter Option, to which the Place de la francophonie could be linked. The CMHC helps to coordinate the festival activities and, because it is responsible for the management of the Island, has the final decision on the use of the site.

Fondation Dialogue is hoping that the Place de la francophonie project will receive funding from the federal government, particularly Canadian Heritage. According to an update received in the fall of 2008, the Place de la francophonie project was presented to Canadian Heritage, which had not yet formally reviewed it or made a decision as to its funding.

For its part, VANOC has indicated that it is willing to contribute several thousand dollars, partly in the form of material and logistical support. If the project is carried out, it will represent an important contribution by VANOC and the federal government to the promotion of Canada’s Francophonie, particularly the communities in British Columbia. As the Place de la francophonie could help maintain ties with such Anglophone community institutions as the Emily Carr Institute and integrate a Francophone component into Granville Island’s Winter Option festival, the project would represent a legacy for the Francophone community and for Francophiles.

3.6.4. Agreements with the media

Through sponsorships, VANOC has signed agreements with newspaper publishers that will help it communicate information on Games-related activities to the public. VANOC signed such an agreement in April 2008 with Canwest Publishing, which publishes 10 regional newspapers in various Canadian provinces, including The Gazette, Ottawa Citizen and Edmonton Journal. VANOC also signed a similar agreement with the Globe and Mail in the winter of 2008. Under these sponsorships, Canwest Publishing and the Globe and Mail will produce a series of guides designed to inform and educate the public about different aspects of the 2010 Winter Games, such as transportation, ticketing, sports and arts and culture. When the agreement was signed with Canwest, VANOC’s Chief Executive Officer said the organization was “very pleased to have their team on board to play a separate role in delivering important information about the Games to communities throughout our country.”32

As of late April 2008, no similar agreement had been signed with any French-language newspaper publishers. The high cost involved in such a sponsorship appears to be hindering VANOC’s ability to find a Francophone publisher because of the latter’s limited market share. However, such an agreement is essential to the dissemination of information on the Games and volunteering opportunities. In the fall of 2008, VANOC had already undertaken steps in this regard. However, at the time of publication of this report, no agreement had been reached. This shortcoming is a serious anomaly for the Francophones of Canada as a whole, because they will not have access to a wealth of information on the Games in their own language. The two language groups are not in this case being treated equally.

31 For more information, see the FFCB’s Web site at the following address: www.lacolombiebritannique.ca/516/607/ (in French only).
RECOMMENDATION 18
The Commissioner of Official Languages recommends that VANOC take the measures required to establish agreements with French-language newspaper publishers so as to reach the largest possible number of Francophones, taking different market sizes into account in its requirements.

In the fall of 2008, VANOC indicated that it had already begun taking such steps and that it considered this recommendation a priority. However, it explained that the results will depend somewhat on the level of interest Francophone media show for an association with the Games.

The Commissioner cannot emphasize enough the importance of treating both linguistic groups equally. At present, the French-speaking public is at a disadvantage because it does not have access to information on the Games in French. It is essential that Francophones across the country have access to information on the Games in French through newspapers. The Commissioner will continue to monitor this situation closely and hopes that a French-language newspaper publisher will seize the golden opportunity represented by the 2010 Winter Games.

3.6.5. Grand Témoin de la Francophonie
Since the 2004 Athens Games, the OIF has designated an individual to act as the Grand Témoin de la Francophonie, with the mission of observing the place reserved for French at the Olympic Games. The Grand Témoin de la Francophonie at the 2006 Turin Games was Lise Bissonnette, President and Chief Executive Officer of the Bibliothèque et Archives nationales du Québec. In her report, Ms. Bissonnette concluded that the status of French was far from being equivalent to that of English, contrary to rule 24 of the Olympic Charter. Ms. Bissonnette also noted that the 2010 Winter Games were being presented under better circumstances and that these Games [TRANSLATION] “could set a benchmark for the future with respect to the Olympic Movement’s official languages,” assuming that the language provisions set out in the Multiparty Agreement are fully implemented. According to Ms. Bissonnette, the 2010 Games could serve to raise the bar in terms of respect for the IOC’s official languages. Canada would thus become the gold standard in this area.

Ms. Bissonnette pointed out that it is very important for the Grand Témoin to have complete accreditation providing full access to all Games sites and venues, for a comprehensive study of the language situation. This was not the case in Turin. VANOC is aware of this requirement and has initiated procedures to ensure the Grand Témoin receives the necessary accreditation. VANOC should perform a diligent follow-up on this matter; it cannot afford to be criticized for the manner in which Canada receives the Grand Témoin de la Francophonie.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1. CONCLUSIONS

The participants interviewed for this study agree that, while the situation is complex and constantly changing, VANOC is on the right path for meeting the minimum requirements of the Multiparty Agreement. VANOC’s Chief Executive Officer is a strong advocate of linguistic duality, and the Official Languages Function provides full support to the organization in this area. The Federal Games Secretariat has demonstrated leadership through its support to VANOC in implementing what are generally solid official language provisions (Multiparty Agreement, horizontal management of official languages and internal language policy). The Secretariat must, however, monitor the situation more closely to identify key official language elements and encourage representatives of Canadian Heritage and the federal government to promptly adopt the necessary measures for finding solutions to problematic situations.

VANOC has adopted a vision of linguistic duality that exceeds the requirements of the Multiparty Agreement. This vision is shared by the organization’s management team. It must now be conveyed to external groups so they adopt it as well.

Turning this vision into a reality, however, requires without question additional resources for the Official Languages Unit and for the translation and interpretation services. Compliance with certain language requirements of the Multiparty Agreement will in all likelihood be compromised if VANOC does not find a solution for significantly increasing its translation and interpretation capacity, in view of its constantly growing needs in this area. The federal government should support VANOC in this effort.

Relations with official language communities, and in particular with the FFCB, have greatly improved over the past two years. The establishment of an agreement with these communities shows the importance that VANOC places on linguistic duality in the organization and throughout the Games. This is the same for its agreements with Quebec and New Brunswick.

Artistic and cultural events are an important means of reflecting Canada’s linguistic duality. Activities in this area are well underway. A crucial test in this regard will be an adequate presence of the components of Canada’s Francophonie in the opening and closing ceremonies.

The use of the two official languages has been properly integrated into the planning of activities pertaining to communications with the public and other client groups. Close follow-up is, however, required to ensure that these plans are implemented. Special consideration should be given to communications with the general public, the media and athletes—three groups that have key roles to play in the Games’ perceived degree of success.

The recruitment of a large number of bilingual volunteers is a crucial challenge for VANOC, because these volunteers will be a major element in communications with the public during the Games. Their role is central in achieving an exemplary bilingual Games, and VANOC should actively recruit a large number of volunteers from outside British Columbia.

Ensuring the use of both official languages during the Games will be a major legacy not only for the host region and for Canada as a whole, but also for the international Olympic Movement. VANOC and the Government of Canada have agreed to meet this challenge of creating a model for the respect of English and French in major international sports events. They must not fail.
### 4.2. RECOMMENDATIONS

#### 4.2.1. Official languages governance

<table>
<thead>
<tr>
<th></th>
<th>RECOMMENDATIONS</th>
<th>RESPONSIBILITY</th>
<th>DEGREE OF IMPLEMENTATION IN FALL 2008*</th>
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<tbody>
<tr>
<td>1</td>
<td>That, in future agreements, Canadian Heritage strengthen provisions pertaining to services provided by third parties and establish provisions for sponsors to ensure the equal treatment of both language groups.</td>
<td>Canadian Heritage</td>
<td>The implementation of this recommendation is being monitored</td>
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<tr>
<td>2</td>
<td>That VANOC revise its official languages policy as promptly as possible to comply with the requirements of the Multiparty Agreement.</td>
<td>VANOC—Official Languages Function</td>
<td>VANOC plans to implement this recommendation.</td>
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<tr>
<td>3</td>
<td>3.1 That a progress report on official languages, including a summary highlighting the main challenges for the period in question, be regularly submitted to: a) VANOC’s management team; b) the board of directors’ human resources committee.</td>
<td>3.1 a) VANOC—Executive Vice President, Human Resources, Sustainability and International Client Services; and b) VANOC’s Chief Executive Officer</td>
<td>This recommendation is being implemented.</td>
</tr>
<tr>
<td></td>
<td>3.2 That Canadian Heritage, through the Federal Games Secretariat, henceforth prepare a formal quarterly progress report that will more systematically advise the relevant administrative and departmental authorities of key elements that could require action on their parts.</td>
<td>3.2 Canadian Heritage—Director General of the Federal Games Secretariat</td>
<td></td>
</tr>
</tbody>
</table>

* According to information provided by Canadian Heritage and VANOC on a draft of this report.
### 4.2.2. Status of required resources

<table>
<thead>
<tr>
<th>RECOMMENDATIONS</th>
<th>RESPONSIBILITY</th>
<th>DEGREE OF IMPLEMENTATION IN FALL 2008*</th>
</tr>
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<tbody>
<tr>
<td>4</td>
<td>That officials of Canadian Heritage and Public Works and Government Services Canada promptly undertake consultations with VANOC to provide the latter with the Translation Bureau's expertise in translation and interpretation at a reasonable cost.</td>
<td>Minister of Canadian Heritage and Official Languages, Minister of Public Works and Government Services Canada, as well as VANOC’s management team</td>
</tr>
<tr>
<td>5</td>
<td>That VANOC immediately hire at least one additional full-time employee for the Official Languages Function.</td>
<td>VANOC—Human Resources, Sustainability and International Client Services Division</td>
</tr>
</tbody>
</table>

* According to information provided by Canadian Heritage and VANOC on a draft of this report.

### 4.2.3. VANOC's bilingual capacity

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<tr>
<td>6</td>
<td>That VANOC make the greatest possible effort to fill its positions, and particularly those at key levels, with individuals who have the necessary skills and who are also fluent in both official languages.</td>
<td>VANOC—All members of the management team and VANOC's division, unit and department heads</td>
</tr>
<tr>
<td>7</td>
<td>That VANOC: 7.1 Rigorously and promptly complete its process of identifying volunteer positions that require knowledge of both official languages, as well as the necessary degree of bilingualism, in consideration of the very large number of points of contact with the public and the nature of communications with the public. 7.2 Promptly establish a targeted strategy for seeking applications from bilingual volunteers, by reaching out to groups, including the entire network of French-speaking communities and associations that promote French as a second language learning.</td>
<td>7.1 All of VANOC's divisions 7.2 VANOC—Human Resources, Sustainability and International Client Services Division</td>
</tr>
</tbody>
</table>
### RECOMMENDATIONS RESPONSIBILITY DEGREE OF IMPLEMENTATION IN FALL 2008*

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<td><strong>8</strong> That VANOC:</td>
<td>VANOC—Human Resources, Sustainability and International Client Services Division</td>
<td><strong>This recommendation has been implemented.</strong></td>
</tr>
<tr>
<td>8.1 Promptly modify its practices regarding telephone interviews to ensure that Francophone applicants have the same opportunity to demonstrate their language abilities as their Anglophone counterparts do.</td>
<td></td>
<td><strong>This recommendation is partially implemented.</strong></td>
</tr>
<tr>
<td>8.2 Ensure that in-person interviews are conducted in the applicant's preferred language by providing for language clauses to that effect in agreements with any third parties conducting such interviews.</td>
<td></td>
<td><strong>This recommendation is being implemented.</strong></td>
</tr>
<tr>
<td>8.3 Ensure that volunteers who are selected receive training in their language of choice.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>9</strong> That VANOC explore all accommodations possibilities for bilingual volunteers coming from outside the province, to accommodate those who have not made arrangements on their own.</td>
<td>VANOC—Human Resources, Sustainability and International Client Services Division</td>
<td><strong>This recommendation is being implemented.</strong></td>
</tr>
<tr>
<td><strong>10</strong> That Canadian Heritage, together with VANOC, promptly pursue initiatives with the Province of British Columbia, the City of Vancouver and the Municipality of Whistler to persuade these entities to provide bilingual signage pertaining to the Games and to provide their services in both official languages.</td>
<td>Canadian Heritage, VANOC and the Minister of Canadian Heritage and Official Languages</td>
<td>The implementation of this recommendation is being monitored</td>
</tr>
<tr>
<td><strong>11</strong> That VANOC implement a process for checking posters prior to their production to ensure that they appear in both official languages and to ensure their linguistic quality.</td>
<td>VANOC—Translation service</td>
<td>The implementation of this recommendation is being monitored</td>
</tr>
</tbody>
</table>

* According to information provided by Canadian Heritage and VANOC on a draft of this report.

### 4.2.4. Communications with the public and other client groups

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<td>12</td>
<td>That VANOC take the necessary steps to find companies that can produce souvenirs with French lettering, and ensure that these items are offered nationwide, to treat Anglophone and Francophone consumers in an equal manner.</td>
<td>VANOC—Revenue, Marketing and Communications Division</td>
</tr>
<tr>
<td>13</td>
<td>That VANOC add language clauses to agreements with future sponsors and, with the support of the Federal Games Secretariat, strongly encourage existing sponsors to use both official languages in their advertising activities.</td>
<td>VANOC—Revenue, Marketing and Communications Division and Canadian Heritage—the Federal Games Secretariat</td>
</tr>
<tr>
<td>14</td>
<td>That VANOC immediately adopt the necessary measures to ensure that contracts pertaining to French project submissions can be prepared in that language.</td>
<td>VANOC divisions involved in putting out calls for tenders, the translation service and legal affairs</td>
</tr>
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4.2.5. Cultural programming and ceremonies

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<tr>
<td>15</td>
<td>That officials of VANOC and Canadian Heritage pay special attention to ensuring that linguistic duality, including the diverse ways in which such duality is expressed throughout Canada, is fully reflected in the Games’ opening and closing ceremonies.</td>
<td>VANOC—Corporate Strategy and Government Relations Division, assistant deputy ministers and directors general of Canadian Heritage</td>
</tr>
<tr>
<td>16</td>
<td>That VANOC establish a route for the Olympic Torch that will make it possible to adequately reach both the Anglophone and Francophone majority and minority communities, and that it ensure Canada’s linguistic duality is reflected in the activities surrounding the Torch Relay.</td>
<td>VANOC—Service Operations and Ceremonies Division</td>
</tr>
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* According to information provided by Canadian Heritage and VANOC on a draft of this report.
### 4.2.6. Links with Canada’s French-speaking community

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<tr>
<td>17 That an advisory committee for the Francophonie be created, comprising VANOC, Canadian Heritage, the Fédération des francophones de la Colombie-Britannique, Fondation Dialogue, the governments of Quebec and New Brunswick and the Grand témoin de la Francophonie, to ensure a more integrated approach by the various stakeholders of Canada’s Francophonie.</td>
<td>VANOC and the Federal Games Secretariat of Canadian Heritage</td>
<td>The implementation of this recommendation is being monitored</td>
</tr>
<tr>
<td>18 That VANOC take the measures required to establish agreements with French-language newspaper publishers so as to reach the largest possible number of Francophones, taking different market sizes into account in its requirements.</td>
<td>VANOC—Revenue, Marketing and Communications Division</td>
<td>The implementation of this recommendation is being monitored</td>
</tr>
</tbody>
</table>

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APPENDIX 1: List of documents consulted

1) Official languages requirements to be met

- Official Languages Act
- Multiparty Agreement for the 2010 Olympic and Paralympic Winter Games
- Federal Policy for Hosting International Sport Events
- Policy on Grants and Contributions
- Communications Policy of the Government of Canada
- Federal Identity Program Policy
- Policy on the Use of Official Languages for Communications with and Services to the Public

2) Cooperation agreements with the French-speaking community and action plans

- Framework cooperative agreement between Quebec and VANOC
- Collaborative protocol between VANOC, La Fondation canadienne pour le dialogue des cultures and the Fédération des francophones de la Colombie-Britannique
- Memorandum of understanding between the Province of New Brunswick and the Organizing Committee of the 2010 Vancouver Winter Olympic and Paralympic Games
- Une grande occasion – Plan d’action national pour la contribution de la francophonie du Canada aux Jeux de 2010
- Partageons nos richesses : Participation de la communauté francophone de la Colombie-Britannique aux succès des Jeux

3) Manuals for the 2010 Games and their state of preparation, along with examples from the Turin and Athens Games

- Olympic Charter
- IPC Handbook: IPC Constitution (Sub-section 1)
- Meetings. Technical Manual on Organising Meetings
- Bissonnette, Lise. La place et l’usage de la langue française aux Jeux olympiques d’hiver de Turin 2006. Report by the Grand Témoin de la Francophonie
- Bourges, Hervé. Les Jeux olympiques : une vitrine mondiale pour la langue française. Report to Abdou Diouf, Secretary General of the Organisation internationale de la Francophonie on the place and use of the French language at the 2004 Olympics in Athens
- The Sea to Sky Games. The City of Vancouver’s Olympic bid document
- VANOC, Business Plan and Games Budget
- VANOC’s internal language policy
- VANOC’s official languages
- VANOC’s progress reports on the official languages
- Deliberations of the Standing Senate Committee on Official Languages, October 30 and November 11, 2006
- Deliberations of the Standing Senate Committee on Official Languages, November 14, 2006
- Deliberations of the Standing Senate Committee on Official Languages, November 15, 2006
- Deliberations of the Standing Senate Committee on Official Languages, December 4 and 11, 2006
- Deliberations of the Standing Senate Committee on Official Languages, February 5 and 12, 2007
- Notes of meetings between the Office of the Commissioner, Lise Bissonnette and VANOC

4) Other documents

- Rapport sur la vérification linguistique horizontale : Les événements internationaux et nationaux
- Invitation
- Legacies of North American Olympic Winter Games—Volume 1: Lake Placid
- Legacies of North American Olympic Winter Games—Volume 2: Calgary
- Legacies of North American Olympic Winter Games—Volume 3: Salt Lake City
APPENDIX 2: Participants

1. Government of Canada
   a. 2010 Olympic and Paralympic Winter Games
      Federal Secretariat
      i. David Robinson, Director General
      ii. Lucie Lépine, Manager, Official Languages and Participation of Francophone communities
   b. Canadian Heritage
      i. Marie-Geneviève Mounier, Assistant Deputy Minister, International and Intergovernmental Affairs and Sport
      ii. Hubert Lussier, Director General, Michel Ruest, Manager, National Programs and Associations, and Vivian Knapp, Manager, Voluntary Sector, Official Languages Support Programs Branch
      iii. Cynthia White Thornley, Director General, Arts Policy
      iv. Christopher Natuik, Manager, Official Languages, British Columbia/Yukon

2. Canadian Olympic Committee
   a. Michael Chambers, President, and Caroline Assalian, Executive Director, Olympic Preparation and Games

3. Canadian Paralympic Committee
   a. Brian Macpherson, Chief Operating Officer

4. British Columbia 2010 Olympic and Paralympic Winter Games Secretariat
   a. Annette Antoniak, President and Chief Executive Officer

5. City of Vancouver
   a. Dave H. Rudberg, General Manager, Olympic and Paralympic Operations

6. Municipality of Whistler
   a. Jim Godfrey, Executive Director, 2010 Games in Whistler

7. VANOC
   a. Jacques Gauthier, Member, Board of Directors, Representative of the Government of Canada
   b. John Furlong, Chief Executive Officer, and Donna Wilson, Executive Vice President, Human Resources, Sustainability and International Client Services
   c. Ward Chapin, Chief Information Officer, and Andrew Platten, Vice President, Technical Infrastructure
   d. David Guscott, Executive Vice President, Corporate Strategy and Government Relations, Robert Kerr, Program Director, Cultural Olympiad and Taleeb Noormohamed, Director, Partnerships
   e. Cathy Priestner Allinger, Executive Vice President, Sport and Games Operations, and Jack Taunton, Chief Medical Officer, Medical Services Program
   f. Renée Smith-Valad, Vice President, Communications and Caley Denton, Vice President, Ticketing and Consumer Marketing
   g. Terry Wright, Executive Vice President, Services and Games Operations, Lucia Montanarella, Director, Press Operations, and Steve Lange, Director, Look of the Games
   h. Francine Bolduc, Director, Official Languages and Workforce Management, and Robert Cousin, Consultant, Official Languages
   i. Sally Rehorick, Director, International Client Services
   j. Graeme Menzies, Director, Online Communications and Writing Services
   k. Nick Grant, Manager, Operations, City Venues
   l. Dan Merkley, Manager, Operational Planning and Village Development, and Jordan Kallman, Manager, Village Plaza & Events
8. The Francophone communities

a. Canadian Foundation for Cross-Cultural Dialogue (Fondation Dialogue)
   i. Guy Matte, Chief Executive Officer, and Lianne Pelletier, Support to Senior Management

b. Fédération des Francophones de la Colombie-Britannique (FFCB)
   i. Stéphane Audet, Chief Executive Officer, and Élizabeth Lefrançois, Coordinator, Francophone Liaison—VANOC, Fondation Dialogue, Community

c. Conseil culturel et artistique francophone de la Colombie-Britannique (CCAFCB)
   i. Jean-François Packwood, Chief Executive Officer

d. Conseil scolaire francophone de la Colombie-Britannique
   i. Denise Leduc, Director, Interprovincial Relations

e. Société de développement économique (SDE)
   i. Donald Cyr, Chief Executive Officer

f. Centre culturel francophone de Vancouver
   i. Pierre Rivard, Chief Executive Officer

g. Maison de la francophonie de Vancouver and Studio 16
   i. Pierre Senay, President, Marie Bourgeois, Chief Executive Officer

h. Government of Quebec
   i. Daniel Albert, Chief Executive Officer, Secrétariat des affaires intergouvernementales canadiennes
   ii. Tina Célestin, Director, Terminological Work, Office québécois de la langue française

i. Government of New Brunswick
   i. Jennifer Bent-Richard, Consultant, Sport and Recreation Division, Department of Wellness, Culture and Sport

j. The international Francophonie
   i. Lise Bissonnette, Grand Témoin de la Francophonie for Turin 2006, and Carole Payen, Director, Office of the Chief Executive Officer, International Affairs Consultant, Bibliothèque nationale du Québec
APPENDIX 3: Definition of “sponsor” and “government partner”

It is important that a distinction be made between “sponsor” and “government partner.” Sponsors make commitments to VANOC and support it financially or with in-kind donations, such as services and products. In return, they may receive benefits during the Games (i.e., tickets and accreditations for their employees) and promote their partnership with the Games. Their contributions differ from those of companies that supply VANOC with products or services under an agreement that stems from a call for tenders for supplies or licensing. VANOC has four kinds of sponsors:

1) International Olympic partners—TOP partners, solely under the IOC’s responsibility, such as Coca-Cola, Atos Origin and VISA;
2) National partners, such as Bell, HBC and RBC;
3) Official supporters, such as Air Canada, BC Hydro and the Royal Canadian Mint;
4) Official suppliers, such as 3M, Purolator Courrier Ltd. and Tickets.com and providers of print media (Canwest Publishing and the Globe and Mail).

Government partners (at the federal, provincial and municipal levels), in contrast, provide financial, material (infrastructure) and heritage support and support services.\(^{34}\)

\(^{34}\) For more information on sponsors and government partners, see www.vancouver2010.com/fr/OrganizingCommittee/SponsorsPartners.
APPENDIX 4: Multiparty Agreement for the 2010 Winter 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.