



Summative Evaluation of the Metropolis Project Phase II Knowledge Transfer Activities and Impacts

Final Report

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and

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Executive Summary

Background

The Metropolis Project (Metropolis) was established in 1995/96 as a joint initiative of the Social Sciences and Humanities Research Council of Canada (SSHRC) and Citizenship and Immigration Canada (CIC). Its purpose was to support research and public policy development on population migration, cultural diversity and the challenges of immigrant integration in Canadian cities. Funded by SSHRC and a consortium of federal departments and agencies, the Metropolis project consists of five regional Centres of Excellence, each of which is a partnership between the three levels of government, academic researchers and community organizations. The total budget for Metropolis for the five-year period between 2002-03 and 2006-07 was \$7,911,062.

The current evaluation is jointly sponsored by CIC and SSHRC. The objective of the evaluation of Metropolis is to assess the extent to which the Project has been successful in transferring research knowledge to government policy-makers. The evaluation focuses on knowledge transfer at the federal level (encompassing the participating federal departments). The evaluation relies on multiple lines of evidence: a literature review, document review, stakeholder interviews, case studies, administrative data, and a survey. The findings are organized into three sections that correspond to the essential dimensions of knowledge transfer – research processes, products and application (impact).

Excluded from the scope of the evaluation are the international Metropolis project, as it does not receive core funding from the federal partners, and the Atlantic Centre of Excellence, as it was established during the course of Phase II.

Key findings

Have the Metropolis Centres successfully integrated key policy issues identified by federal funding partners into their research plans?

Overall, stakeholders indicate that Metropolis Centres have had limited success in integrating federal partners' policy issues into research plans. One quarter of potential user survey respondents indicated that their needs and priorities were 'often' or 'always' integrated into Centres' research plans, 24% reported 'sometimes' and 7% reported 'never' or 'rarely'. The remainder reported that they 'do not know'. Focus group participants noted that the absence of feedback from research retreats and meetings made it impossible to tell whether their input was incorporated into the research conducted.

Some Metropolis stakeholders pointed out that the research conducted depended on the interests of individual researchers and on the quality of the proposals received by the Centres in response to their calls for proposals.

Although there was a collective exercise by federal funding partners to identify eleven priorities and the Centres identified processes to solicit policy needs from departments, there was little

ongoing, formal soliciting of policy issues. Focus group participants noted that input into the research agenda depended upon informal conversations, or the relationships they had developed with their contact at the Secretariat or the Centres.

Have the Centres, the Secretariat and the Federal Consortium operated as effective knowledge “brokers”?

There was some success in knowledge brokering¹, however, there wasn’t a formal knowledge brokering function built into Phase 2 of the Project. The interviews and case studies indicated some success in knowledge brokering and the knowledge transfer process was due to informal conversations, or relationships that had been developed. Research staff was generally more positive. Engagement by federal funding departments was also a factor that varied over time.

Do federal funding partners access/use Metropolis research and do departments support accessing and using the research in policy-making?

Overall, users of the research products find them useful. However, there is limited support/time in departments for accessing and using Metropolis research products. Results of the survey of potential users of Metropolis research indicated that the majority rated all research outputs as either ‘very useful’ or ‘quite useful’. The most useful outputs were reports and publications and the most supportive user groups were federal department researchers and policy analysts.

In general, survey respondents did not spend a great deal of time reading or reviewing research materials or attending research dissemination activities. About one third of survey respondents felt that the overall amount of time they spent reading research materials or attending research dissemination events was not adequate for their job. The principal barrier is lack of time. About one quarter of survey respondents indicated that the use of research, and participation in research activities, was not a priority for their manager or department.

Is the Metropolis Project producing research products that are relevant to government policy makers?

Generally, Metropolis research products are considered to be relevant although concerns were expressed about their link to policy. Seventy percent of survey respondents reported that Metropolis research was relevant to government policy makers. All but one federal funding partner agreed that the research is relevant. However, just over 1/3 of interviewees and case study users expressed concern about the policy link of Metropolis research.

Funding partners’ and case study interviewees views were mixed when asked to compare the relevance of Metropolis products to that of research produced by other sources. Although about

¹ Knowledge brokering can be defined as the building of relationships and networks between researchers and research users to facilitate the transfer and use of existing research knowledge, and to support the production of new research knowledge in support of evidence-informed decision-making.

one third of funding partner interviewees indicated the Metropolis research is as relevant as research from other sources, another third said it was less relevant. Some federal partner interviewees (5/13) and case study users (3/8) expressed concerns about the policy link of Metropolis research.

Macro (including pan-Canadian), comparative and longitudinal studies were identified as a priority for Phase 2 of the Metropolis Project. Have they been conducted?

The Metropolis Centres conducted some macro, comparative and longitudinal studies. The majority of survey respondents indicated satisfaction with the extent to which the Centres conducted these types of studies. For potential users of Metropolis research products (particularly those in research and policy development roles and those in the NCR), these types of studies are important for their work.

Case study interviewees and focus group participants noted the lack of funding for large studies. Also noted was the one year time frame for funding, as large-scale studies typically take longer than one year. Metropolis Centres tended to prefer to fund their “own” researchers, as opposed to researchers across the country, which could be necessary for pan-Canadian studies. Finally, Metropolis Centres can only fund research for which they have received proposals, and during Phase II, there were limited incentives in place to encourage researchers to propose and undertake larger, more complex, studies.

Has Metropolis research knowledge informed or influenced the development of government policy?

There is some evidence that Metropolis research has informed government policy-making, but limited evidence that it has influenced policy-making. About 40 percent of the potential users who were surveyed indicated that Metropolis research had been used to inform policy discussions. Among policy analysts, that percentage increases to 79 percent.

Other stakeholders (federal funding partners and case study interviewees) were mixed in their views of whether the research products informed policy-making, with about half reporting that it had, and the other half reporting that it had not.

Informing policy-making is a less strict criterion for impacts than is influencing policy-making. The degree to which Metropolis research has directly influenced policy development is uncertain. Interviewees and case study participants had difficulty identifying specific policy documents that had been influenced by Metropolis research. Research was considered to be one input into the policy-making process, among a broad range of influences.

Management Response

Key Finding	Response	Action	Accountability	Implementation Timeline
Have the Metropolis Centres successfully integrated key policy issues identified by federal funding partners into their research plans?				
1. Metropolis Centres have had limited success in integrating federal partners' policy issues into research plans.	The Memorandum of Understanding of Phase II specified 11 policy-research priorities to govern the Centres' research. These were adhered to. More specific requests from the federal partners were met with varied responses according to the capacity of the Centres and the research proposals they received from their affiliates. The arm's-length relationship between the government and the universities is a factor.	<ul style="list-style-type: none"> • In Planning for Phase III, Metropolis consulted extensively federal funding partners and reached a consensus on six policy priorities on which the Metropolis Centres should focus their research. • These federal policy-research priorities were clearly defined in the Memorandum of Understanding between Social Sciences and Humanities Research Council and Citizenship and Immigration Canada for Phase III of Metropolis (2007-2012). • All of the research funded by the Metropolis Centres must have a direct link to one of the six policy-research priorities. • A DG-level National Metropolis Committee was created to bring together senior management and Centre directors to discuss Centre and Secretariat performance. This committee also decides the policy topic for the Annual Metropolis Research Competition. • For Phase III, Metropolis has introduced additional means to bring officials and Centre staff together for discussions of research priorities within the MOU framework. These included annual research planning meetings, the National Metropolis Committee itself, and policy-research symposia. 	Metropolis Secretariat	<p>Phase III – begun in 2007-08</p> <p>Completed by implementation of Phase III</p> <p>In place since beginning of Phase III, continuing</p> <p>Begun, meets quarterly</p> <p>Begun at launch of Phase III</p>
Have the Centres, the Secretariat and the Federal Consortium operated as effective knowledge “brokers”?				
2. Overall, there was some success in knowledge brokering. The success was due to informal activities among the partners in the	Knowledge brokering was conducted in Phase II, although not under that specific term. Knowledge transfer function greatly enhanced in Phase III.	<ul style="list-style-type: none"> • Additional administrative bodies were created for Phase III to better respond to this desire for formal knowledge brokering. The National Metropolis Committee mentioned above is a prime example. • The Metropolis Interdepartmental Committee continues to bring 	Metropolis Secretariat	<p>Phase III – begun in 2007-08</p> <p>In effect</p>

<p>Metropolis Project –there was no formal knowledge brokering function built into Phase 2 of the Project.</p>		<p>federal partners together at level of director.</p> <ul style="list-style-type: none"> • The role of Priority Leader was created to synthesize research findings from all five Centres of Excellence for each policy-research priority. Literature reviews syntheses disseminated through annual reports for each priority area. Report formats developed in consultation with policy officials. • In order to effect more targeted knowledge transfer, Secretariat operations are now structured to reflect the six policy priority areas. Each analyst is responsible for tracking the research for a specific policy priority and maintaining formal liaison with policy branches of federal funding partners. 		<p>throughout Phase III</p> <p>Begun in 2007-08</p> <p>Begun in 2007-08</p>
<p>Do federal policy-makers access/use Metropolis research and do departments support accessing and using the research in policy-making?</p>				
<p>3. Overall, policy-makers access and use Metropolis research and survey respondents find the research products useful. However there is limited support/time in departments for accessing and using Metropolis research products.</p>	<p>Metropolis agrees with this finding. Seeks continuous improvement.</p>	<ul style="list-style-type: none"> • Federal funding partners are required to submit knowledge transfer plans to manage uptake of Metropolis research in their own departments. The Secretariat works with R&E to develop the knowledge transfer plan for each client group at CIC. • Secretariat has introduced a number of enhanced knowledge transfer vehicles such as “Brown Bag Presentations”, “Armchair Discussions”, the “The Bridge”, and the “Feature of the Week” and “Ask the Experts” sections on the website. 	<p>Metropolis Secretariat, R&E Branch</p> <p>Metropolis Secretariat</p>	<p>Begun with Phase III with continuous enhancements throughout the funding period</p> <p>Begun in 2007-08</p>
<p>Is the Metropolis Project producing research products that are relevant to government policy makers?</p>				
<p>4. Metropolis research products were relevant to the majority of policy-makers. However, some case study participants and interviewees expressed concerned about the policy link.</p>	<p>Metropolis agrees with this finding. Seeks continuous improvement.</p>	<ul style="list-style-type: none"> • Metropolis Secretariat liaison staff meets regularly with policy branches to stay current on their evolving policy priorities. Increased involvement in policy development through active provision of research, interpretation of research for specific policy purposes, and drafting of documents for such activities as Medium Term Planning. • For each policy priority area, research planning meetings with Centre research leaders and federal policy officials held annually to discuss research and knowledge transfer priorities for the year. 	<p>Metropolis Secretariat</p>	<p>Begun in Phase III</p> <p>Begun with Phase III</p>

		<ul style="list-style-type: none"> • Policy Priority Leaders produce an annual report of activities and a literature review that synthesizes research done in each of the six policy priority area. • To ensure that Metropolis is responding to policy-makers needs, each Secretariat knowledge transfer activity is evaluated by the participants. • Themes of Secretariat publications reflect specific demand from federal partners who often provide funding; themes of conference plenary sessions reflect the 6 priority areas identified by federal policy partners 		<p>Begun with Phase III</p> <p>Enhanced with Phase III</p> <p>Begun with Phase III and continuing</p>
Macro (including pan-Canadian), comparative and longitudinal studies were identified as a priority for Phase 2 of the Metropolis Project. Have they been conducted?				
5. Metropolis Centres conduct some macro, comparative and longitudinal studies. The majority of survey respondents indicated satisfaction with the extent to which the Centres conducted these types of studies.	Metropolis agrees with this finding.	<ul style="list-style-type: none"> • National Research Competition was created to enhance research of national scope. Research topic approved by NMC • Joint Committee meetings between directors and the Metropolis Secretariat continue to discuss opportunities for collaboration between centres. • The Phase III Memorandum of Understanding to encourage collaboration between Centres of Excellence on projects. • International comparisons are also drawn from the International Metropolis Project and highlighted in international publications such as <i>Canadian Diversity</i> and the <i>Journal of International Migration and Integration</i> and in the annual conferences. • Annual research planning meetings identify opportunities for cross-Centre collaboration 	Metropolis Secretariat	<p>Begun in 2007-08</p> <p>Begun in 2007-08</p> <p>Completed prior to Phase III</p> <p>Continuing</p> <p>Begun in 2007-08</p>
Has Metropolis research knowledge informed or influenced the development of government policy?				
6. There is some evidence that Metropolis research has informed government policy-making.	Metropolis agrees with this finding. Seeks continuous improvement.	<ul style="list-style-type: none"> • Metropolis Secretariat staff proactively establish relations with departmental contacts; continue to play a bridging function between researchers and policy-makers. • The Metropolis Secretariat is more involved in departmental processes such as Medium-Term Planning by providing research input and regularly provides input to branches' policy work. 	Metropolis Secretariat	<p>Begun in Phase III</p> <p>Begun and continuing</p>

		<ul style="list-style-type: none">• Knowledge transfer plans now require active role of policy officials in using Metropolis research. Research Knowledge Transfer Directorate of Research and Evaluation Branch has a role in this process.	Secretariat and Research Knowledge Transfer Directorate of R&E Branch	
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1. Introduction

This report presents the findings and conclusions of the evaluation of the knowledge transfer activities in place during Metropolis Phase II (2002-03 to 2006-07) and their impacts.

The report is divided into five sections: (1) background information on Metropolis and context of the evaluation, (2) evaluation methodology, (3) knowledge transfer and knowledge system conceptual framework, (4) evaluation findings and (5) conclusions.

1.1 Background

The Metropolis Project (Metropolis) was established in 1995/96 as a joint initiative of the Social Sciences and Humanities Research Council of Canada (SSHRC) and Citizenship and Immigration Canada (CIC). Its purpose was to support research and public policy development on population migration, cultural diversity and the challenges of immigrant integration in cities in Canada and around the world. Funded by SSHRC and a consortium of federal departments and agencies, the Canadian Metropolis project consists of five regionally distributed Centres of Excellence each of which is a partnership between all levels of government, academic researchers and community organizations. The first four Centres listed below were established at the start of Phase I (1995). The Atlantic Centre was established in January 2004 during Phase II .

- Montreal Centre for Research on Immigration, Integration and Urban Dynamics (IM);
- Joint Centre of Excellence for Research on Immigration and Settlement (CERIS);
- Prairie Centre of Excellence for Research on Immigration and Integration (PCERII);
- Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM); and
- Atlantic Metropolis Centre (AMC).

All five Centres work closely with government and community partners, supporting research and knowledge transfer activities in the thematic domains identified for the overall program: economic, social, educational, health, citizenship, public/political participation, and justice. The Centres involve over 20 universities and several hundred affiliated researchers, graduate students and post-doctoral fellows.

The activities of the Metropolis Project are coordinated by the Metropolis Secretariat that is funded by CIC as part of its contribution to the joint initiative.

The Metropolis Project also has an international component that is not funded directly by Canada but that does involve many of the researchers, government departments and organizations that participate in the Canadian Metropolis Project. The Metropolis International Steering Committee coordinates the research activities of the international Metropolis Project.

1.1.1 Program objectives

According to the Metropolis Result-Based Management and Accountability Framework (RMAF), the program's goal is to improve policies for managing migration and diversity in major cities, by:

- Enhancing academic research capacity on migration and diversity
- Focusing academic research on critical policy questions, options and program delivery mechanisms
- Developing effective ways to use research in decision-making.²

1.1.2 Governance

At the federal level, the Interdepartmental Committee (IDC), provides overall strategic direction. It is composed of the federal funding partners. The Metropolis Secretariat, located in CIC, provides ongoing coordination and program promotion.

The Metropolis Secretariat provides secretarial functions and leadership to the International Steering Committee and coordinates the activities of the international project.

The Metropolis project is funded by SSHRC and a consortium of federal departments and agencies³.

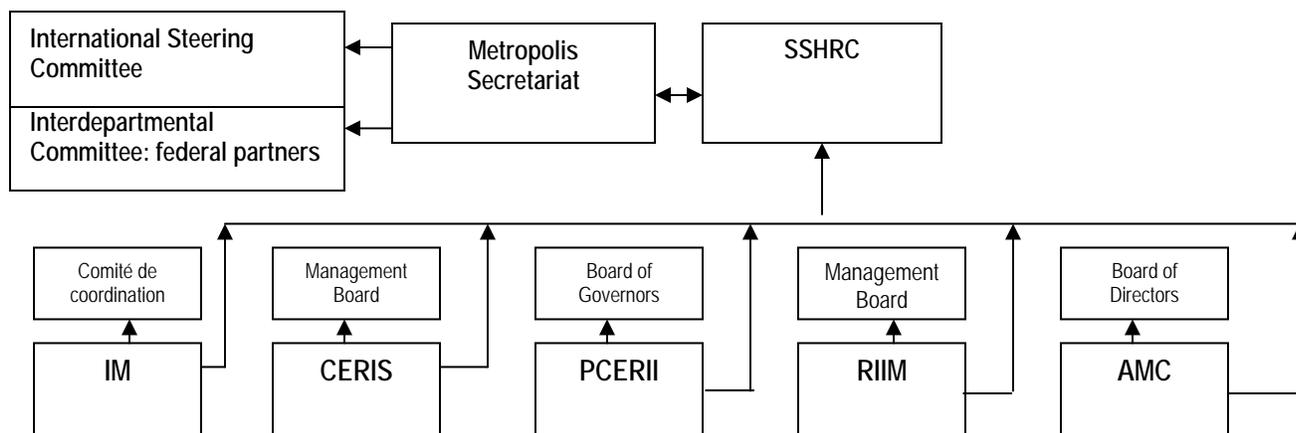
Each Metropolis Centre also has a governance structure. Although their mandates and composition vary across the Centres, each governance structure is composed of representatives of stakeholder groups, including federal and provincial government departments, municipal governments, and non-governmental organisations (NGO) involved in immigration and settlement issues in each region.

The overall accountability structure of the program during Phase II is shown in Figure 1.

² Results-Based Management and Accountability Framework (RMAF), Version 4: July 26, 2005, SSHRC, p. 4.

³ More details on the funding is provided in section 1.1.3.

Figure 1: Metropolis Project Accountability Structure⁴



1.1.3 Budget

The total budget for Metropolis, excluding the Secretariat, was \$7,911,062 between 2002-03 and 2006-07. Table 1 provides a detailed breakdown of the budgeted amounts committed to the Metropolis Centres during Phase II.

Table 1: Metropolis Phase II Budget

PHASE II METROPOLIS FUNDING TO THE FIVE CENTRES						
Multi-year MOUs						
Departments / Agencies	02/03	03/04	04/05	05/06	06/07	TOTAL
SSHRC	550,000	680,000	625,875	625,875	625,875	3,107,625
CIC	455,000	483,437	568,750	568,750	568,750	2,644,687
PCH	150,000	159,375	187,500	187,500	187,500	871,875
Solicitor General	10,000	10,000	10,000	10,000	10,000	50,000
Status of Women	30,000	30,000	30,000	30,000	30,000	150,000
RCMP	15,000	7,500	7,500	7,500	7,500	45,000
ACOA		9,375	37,500	37,500	37,500	121,875
CMHC	75,000	75,000	75,000	75,000	75,000	375,000
HRDC/HRSDC	85,000	85,000	85,000	85,000	85,000	425,000
One-year Contributors						
PWGSC	60,000					60,000
Justice	15,000	15,000				30,000
PSC	15,000	15,000				30,000
TOTAL GRANT	1,385,000	1,569,687	1,627,125	1,627,125	1,627,125	7,911,062

⁴ Results-Based Management and Accountability Framework (RMAF), Version 4: July 26, 2005, SSHRC, p. 5.

1.2 Context

Metropolis was reviewed three times during 2006 including a mid-term review conducted by SSHRC, a CIC internal review, and a SSHRC evaluation of the Joint Initiatives Program Mechanism, for which Metropolis was a case study. The current evaluation is jointly sponsored by CIC and SSHRC. Its focus is federal research users perceptions of, and satisfaction with, Metropolis' Knowledge Transfer (KT) products, activities and outcomes, during Phase II.

In the public policy context, KT consists of efforts to ensure relevant research knowledge is available to, and used by, policy makers and service providers⁵. The goal is to improve policy and programs. KT has two main dimensions. The first is making existing research knowledge available to the right decision-makers, at the right time, and in the right form. Often this is termed knowledge or research dissemination. The second dimension of KT involves collaboration between knowledge producers (researchers) and knowledge users (policy makers and service providers) throughout the research process. This often is termed the co-production of knowledge. A review of the KT and public policy literature shows that both knowledge transfer and its utilization are improved when researchers and research users collaborate during all phases of the research process, including priority setting, research design, data collection, analysis and application of research results⁶.

Knowledge brokers increasingly are used to facilitate both the dissemination of already existing research knowledge and the establishment and maintenance of collaborative relationships between researchers and research users⁷. Brokering effective and sustainable collaborations between researchers and research users is challenging for a number of reasons, including the fact that it requires research organizations (e.g., universities) and research user organizations (e.g., government departments and agencies) to recognize, value and support financially and administratively KT activities. Within both universities and government this is done unevenly.

KT is one of the key objectives of Metropolis. The current evaluation, however, is the first to assess its KT processes and products. Its objective is to assess the extent to which Metropolis has been successful in transferring research knowledge **to federal government policy-makers**. While it is recognized that the Metropolis Centres have other partners in addition to federal government organizations, such as provincial and municipal governments and non-governmental organizations, this evaluation concentrated on knowledge transfer to the Metropolis federal funding partners; and specifically the five largest contributors (i.e. department/organization that contributed at least \$75,000/year to Metropolis during Phase II), which were CIC, SSHRC,

⁵ There are a variety of related concepts currently in use as synonyms or alternatives to knowledge transfer. For a brief discussion of this 'terminological tangle' see H. D. Dickinson (with P. Graham), 2009. *Knowledge Transfer & Public Policy: A Literature Review and Synthesis*. Paper prepared for CIC.

⁶ H. D. Dickinson (with P. Graham), 2009. *Knowledge Transfer & Public Policy: A Literature Review and Synthesis*. Paper prepared for CIC.

⁷ R. G. Havelock, 1986. "Linkage: Key to Understanding the Knowledge System." In *Knowledge Generation, Exchange and Utilization*, edited by G.M. Beal, W. Dissanayake and S. Konoshima, 211-43. Boulder, CO: Westview Press.; H. D. Dickinson with P. Graham, 2009.

For definitions of knowledge broker functions and roles, see appendix E.

Human Resources and Social Development Canada (HRSDC), Canadian Heritage (PCH), and the Canadian Mortgage and Housing Corporation (CMHC).

The Metropolis Centres, of course, have other valuable and essential partners including provincial and municipal governments and non-governmental organizations but they are not part of the evaluation. Also, the International Metropolis Project is not included because it does not receive core funding from the federal partners. The Atlantic Metropolis Centre of Excellence, established in 2004, also was not included because it was not fully functioning throughout the whole of the study period.

Although the study is a retrospective evaluation of Metropolis KT products and processes during Phase II (2002-03 to 2006-07), the findings also are intended to provide some initial observations and insights into this activity for Phase III.

The Metropolis Evaluation Advisory Committee, whose membership included representatives from SSHRC, CIC, PCH, HRSDC and CMHC (all of which contributed at least \$75,000 per year to Metropolis during Phase II), provided oversight for the study. This oversight Committee reviewed the work plan and data collection tools for the evaluation, and participated in the oral presentation of the preliminary findings. Members of the Committee also liaised with their departments, ensuring departmental interests and concerns were being addressed. Committee members supported the data collection activities by identifying appropriate documentation and interviewees from their respective organizations. In addition, an evaluation expert was included on the Evaluation Advisory Committee to provide evaluation expertise and guidance.

An evaluation team including representatives from the CIC and the SSHRC evaluation divisions was established to manage the study. The evaluation team approved the detailed methodology and throughout the evaluation reviewed the work of the consultants. An external academic representative was included on the team, as an expert in knowledge transfer. This expert provided advice and guidance regarding knowledge transfer mechanisms, and reviewed the project methodology and research tools, as well as participated in some of the case studies.

Data collection took place between January and August 2008. Evaluation team representatives participated in most of the data collection activities.

The balance of this report consists of four main sections. Section 2 describes the methods used. Section 3 consists of a brief outline of the conceptual framework used to organize the study. Section 4 presents the findings. Section 5 summarizes the conclusions.

2. Evaluation Methodology

2.1 Evaluation Issues and Questions

The evaluation matrix was developed to frame the evaluation questions, performance measures and methods (see Appendix A). Table 2 outlines the evaluation questions that guided the evaluation. The findings reported in section 4 draw upon the full range of methods.

Table 2: Evaluation questions

Evaluation Questions
1. Have the Metropolis Centres successfully integrated key policy issues identified by federal funding partners into their research plans?
2. Do the Centres, Secretariat and Federal Consortium operate as effective knowledge brokers in the knowledge transfer process?
3. Do federal policy-makers access Metropolis research?
4. Do departments support the access and use research in policy-making?
5. Are Metropolis research products relevant to government policy makers?
6. Have the Metropolis Centres conducted macro (including pan-Canadian), comparative and longitudinal studies to support policy development?
7. Has knowledge transferred from Metropolis informed and influenced government policy development?

2.2 Methodology

The evaluation methodology employed multiple lines of evidence as a means to enhance the reliability and validity of the information and data collected. The methodologies included:

- A literature review and synthesis
- A document review
- Interviews
- Case studies (which included interviews, document reviews, and focus groups)
- A review of administrative data
- A survey of potential Metropolis research users

2.2.1 Literature Review

A systematic search of a broad range of KT and public policy peer reviewed literature was performed using best practices in bibliometric research methods. The results of this literature review were summarized and synthesized in a paper by H.D. Dickinson (with P. Graham), 2009. *Knowledge Transfer & Public Policy: A Literature Review and Synthesis*. Appendix A in that paper summarizes the bibliometric research methods used for the literature review.

2.2.2 Document Reviews

Documents reviewed for the evaluation include background documents, such as the Metropolis Phase II memorandum of understanding, program documents such as the Results Based Management Accountability Framework (RMAF), previous review and evaluation reports, and newsletters and other Metropolis products. The document review was conducted using a customized template to extract relevant information and organize it according to indicators and evaluation questions. Appendix B contains a list of the documents reviewed.

2.2.3 Stakeholder Interviews

A total of thirteen interviews were conducted with representatives of the federal funding partner organizations. These included two from each of CIC⁸ and CMHC, four from both HRSDC and PCH, and one from SSHRC. Interviewees included Directors General, Directors, Managers, Senior Policy Analysts or Officers, and Senior Researchers. Interviewees were selected in consultation with the Metropolis Evaluation Advisory Committee and CIC evaluation team. See Appendix C for list of interviewees. It should also be noted that, as part of the case studies described below, other interviews were also done with CIC Secretariat staff and representatives of federal funding partners.

All interviewees received the interview guide in advance of their interviews which were conducted either in-person or by telephone. A template, organized according to evaluation indicators and questions, was used to summarize the interview data which were then coded and analyzed. See Appendix D for the interview guide.

2.2.4 Case studies

Case studies consisting of interviews, focus groups, and Centre specific document reviews, were conducted with the Metropolis Secretariat and the four original Centres of Excellence - the Centre de recherche interuniversitaire de Montréal sur l'immigration, l'intégration et la dynamique urbaine (IM); the Joint Centre of Excellence for Research on Immigration and Settlement (CERIS); the Prairie Centre of Excellence for Research on Immigration and Integration (PCERII); and the Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM).

Focus group participants and other research users interviewed as part of the case studies were identified by the Metropolis Centres or Secretariat, and consisted of people who were reportedly users of Metropolis research products or participants in a variety of other research activities of the Centres.

Two sets of interviews were done. The first was with Directors and Domain Leaders at each of the Centres. The second set of eight interviews was representatives from some of the federal funding partner organizations – including six CIC representatives, one HRSDC representative and one representative from the Department of Justice. The interviewees occupied a range of

⁸ Several other CIC senior managers were interviewed for the cases studies.

positions including Directors, Directors General, an Associate Assistant Deputy Minister, senior research officers and a policy officer/analyst.

A focus group was conducted involving federal government representatives who had been identified as users of Metropolis research products.

Finally, documents, such as activity reports, research products, and annual reports, from each of the Centres were reviewed.

2.2.5 Administrative data

Administrative data for the five-year period covered by this evaluation that was reviewed included Centre activity reports, budget information and other data received from the Metropolis Secretariat, such as website statistics and mailing list information.

Activity reports for each Centre and the Secretariat were originally developed by the CIC evaluation division based on information available on the Metropolis website. These activity reports were then provided to each Centre and Secretariat for verification. Although each of the four Centres and the Secretariat verified and updated the activity reports, additional information requested for the reports, but unavailable from the websites, was provided by only two of the four Centres.

2.2.6 Survey

A survey was developed and distributed to 1678 federal government employees of the four federal funding partners targeted for this evaluation. Note that although SSHRC representatives were interviewed for this evaluation, they were not part of the survey or case study methodologies, since SSHRC employees are not part of the target audience for Metropolis research and activities.

Members of the Evaluation Advisory Committee were asked to provide a list of all their employees during the Metropolis Phase II time period who potentially needed Metropolis-type research to conduct their work. CIC, PCH and CMHC provided a list of potential Metropolis users who worked in their department/ organization during that time. However, because of a re-organization within the department that occurred in December 2003, HRSDC could not identify potential research users from the Phase II timeframe. Instead, HRSDC provided a list of **current** potential users of Metropolis. In order to minimize the impact caused by this, the survey included two filter questions to identify respondents who should not have been included in the lists (i.e., those who did not work in the federal government during Phase II, and those who did not need Metropolis-type research for their work).

A total of 552 responses were received to the survey, which represents a 33% response rate. Of those, 278 respondents qualified as federal government employees who needed Metropolis-types

of research products during Phase II. These 278 responses are the main focus in the analysis of potential user perceptions and assessments of Metropolis Project research⁹.

It is noteworthy to mention that, due to non-response on some questions, the figures do not always add up to the initial numbers of respondents who answered the survey or who were identified as potential users. Throughout the report, even though the analysis will be mainly targeting the 278 potential Metropolis users identified in the survey, the numbers on which the counts will be reported (valid answers) may differ slightly from the initial count due to non response on each specific survey question.

The proportion of potential respondents provided by each of the four participating departments changed from the original survey list, to the group of respondents, to the group who made it through the filter questions (Table 3).

Table 3: Repartition of Survey Respondents from Participating Federal Funding Partner Organizations

Department	Total	Survey Respondents	Respondents – Potential Users
HRSDC	53.9% (n=904)	41.8% (n=205)	38.7% (n=106)
CIC	30.2% (n=507)	39.8% (n=195)	43.4% (n=119)
PCH	5.7% (n=96)	8.0% (n=39)	10.6% (n=29)
CMHC	3.0% (n=50)	2.4% (n=12)	1.5% (n=4)
Other	7.2% (n=121)	8.0% (n=39)	5.8% (n=16)
Total	100.0% (n=1678)	100.0% (n=490)	100.0% (n=274)

The proportion of survey respondents from HRSDC (41.8%, n=490) was relatively under-represented compared to their proportion of the original survey population (53.9%, n=1678). This may be due, in part, to the broader solicitation for interviewees in this organization.

Profile of Potential Users (survey respondents):

As mentioned previously, 278 survey respondents qualified as potential users of Metropolis-types of research products. During Phase II, over ninety percent of these (out of a total of 274 respondents who provided a valid answer for this question) worked for three of the federal funding partner organizations - CIC (43%), HRSDC (39%) and PCH (11%). About 65% of the 273 respondents who provided their location were in the National Capital Region. About 8% of the 274 respondents who gave information on their position identified themselves as being “senior management” and 12% as “other management” (see Table 4). Most of the respondents

⁹ The survey was aiming at the population of potential Metropolis users rather than at a sample. Therefore, no confidence interval is reported since all potential Metropolis users that worked for the federal government at the time of Phase II were targeted by the survey. Likewise, for the same reason no significance test will be provided for the analyses that are presented in this report.

fit into the two categories of “program/project advisor, analyst or officer” or “policy advisor, analyst or officer” (61%).

Table 4: Percentage of Survey Respondents by Position

Position	%
Senior Management	8.4
Other management	11.7
Program / Project Advisor, Analyst or Officer	37.6
Policy Advisor, Analyst or Officer	23.7
Research Advisor, Analyst or Officer	17.5
Other	1.1
Total	100.0

Most of the 274 potential users worked either in policy development (29%), research (24%), or program design or delivery (25%). Another 16% worked in operational or client services. The remaining 6% of respondents worked in communications, evaluation, IT/Systems, or “other”.

About half the respondents (47%) reported being either ‘quite familiar’ or ‘very familiar’ with Metropolis, while 33% reported being ‘not very familiar’ and 19% ‘not at all familiar’. The survey results will be presented for all potential users throughout the report. The approach was adopted as knowledge transfer activities are intended to reach all potential users and not only a sub-group of people who are highly familiar with the Project. However, further analyses of the survey results based on user familiarity with Metropolis were conducted as respondents perceptions and opinions may be modulated by their familiarity with Metropolis. Appendix F presents these results.

2.3 Limitations of Methodology

This section outlines limitations to the methods and data used. Generally, the use of multiple independent lines of evidence helps to triangulate findings and increase confidence in the overall results.

2.3.1 Representativeness of data collected

A list of interviewees and case study participants was developed by the Advisory Committee and the Metropolis Centres. The selection of participants was not representative and it is not possible, therefore, to make generalizations about the program based only on these findings. Similarly, federal funding partner representatives on the Evaluation Advisory Committee identified potential survey recipients. The resulting lists of recipients may not have included all possible users of Metropolis-type research within those organizations. A further limitation was the fact that the survey recipient list included only those potential users identified by the four major funding partners involved in the evaluation. Other departments may also make use of Metropolis-type research. The overall effect of these limitations is to present a conservative picture of users and uses of Metropolis research.

Case study users who were interviewed and included in focus groups were identified by the Centres. This introduces a potential bias since Centres may have identified those who are more involved in their Centres, or who generally are happier with their Metropolis experiences. It should be pointed out, though, that comments received during the case studies were balanced. In addition, focus groups conducted across the four Centres and the Secretariat sometimes drew the same participants.

2.3.2 Timing

The evaluation covered the period from 2002 to 2007, but the data was collected in 2008. Therefore, stakeholders were asked for views and opinions approximately one year after the end of Phase II. This could affect the accuracy of recollections.

2.3.3 Administrative Data

Outputs of the Metropolis Centres and Secretariat are not systematically reported. Quantitative information on outputs for the evaluation was derived from annual reports and other activity reports the Centres were asked to complete. Annual reports are not produced in a standard format, therefore, the form and content of activities and products reported varies. Activity reports for the Centres were originally developed by the CIC evaluation division and provided to the Centres for updates or corrections. Not all Centres provided all the requested information. Specifically, not all of the reports contained information relating to the proportion of Metropolis research that was comparative, pan-Canadian, or longitudinal. Nor did all of the reports include information about the percentage of the research projects that were funded by Metropolis. Only two of the four Centres provided this information.

3. KT and the Knowledge System Conceptual Framework

KT is one of several functions that in combination constitute knowledge systems. At the most basic level the other constituent functions of knowledge systems are knowledge creation (research) and application (policy making and program delivery). The goal of KT is to ensure research users have access to and use the best available research knowledge for informing policy and program decisions. KT focuses both on *knowledge products, processes* and *application (impact)*.

KT that focuses on *knowledge products* is often referred to as knowledge dissemination. The primary intent is to ensure that existing research knowledge is transferred to the right people, at the right time and in the right form to support optimum use. Research papers, books and reports, including systematic reviews and meta-analyses, are examples of research products often transferred to end-users. Both print and electronic media are used to transfer these knowledge products to users. Efforts to make these traditional knowledge products more user friendly include executive summaries and plain language translations. Other products or activities where already existing research knowledge is transferred to users include conferences and workshops. This type of KT is well established among academic researchers.

KT that focuses on *knowledge processes* is primarily concerned with establishing linkages and knowledge exchanges between researchers (knowledge producers) and knowledge users (policy makers and service providers). Knowledge brokering can be defined as the building of relationships and networks between researchers and research users to facilitate the transfer and use of existing research knowledge, and to support the production of new research knowledge in support of evidence-informed decision-making. Knowledge brokers are increasingly seen as having a role to play in facilitating and sustaining collaborative working relationships between researchers and research users that include all aspects of the research process from setting research priorities, to posing research questions, establishing research designs, doing the research, transferring findings, and evaluating the results.

Both the theoretical literature and empirical research findings agree that effective KT and knowledge application is increased when researchers and research users collaborate throughout all phases of the knowledge system processes – production, transfer, and application. Research knowledge application or utilization in one form or another is a precondition for impact.

For many academics, contemporary efforts to target non-academic users of research knowledge are a new focus for KT. Some researchers embrace this function and, as far as possible, take responsibility for ensuring non-academic knowledge users are provided research findings in a timely fashion and an appropriate form. Other academics eschew this role and prefer to have it done by others. Partly in response to this, a new position is emerging within contemporary knowledge systems. This position has been referred to in a variety of ways. Increasingly, however, in the contemporary Canadian context it is referred to as knowledge broker¹⁰.

¹⁰ Material in this section is abstracted from H. D. Dickinson (with P. Graham), 2009. *Knowledge Transfer & Public Policy: A Literature Review and Synthesis*. Paper prepared for CIC.

4. Findings

The findings are organized into three main sections that correspond to three essential dimensions of KT – research processes, products and application (impact). The research questions list in Table 2 framed the findings.

In section 4.1, several aspects of Metropolis research *processes* are examined. First, findings are presented related to participants' perceptions of, and satisfaction with, the processes used by the Centres and federal funding partners to integrate research priorities into Centres' research agendas. Second, the processes used by Centres to convey these priorities to researchers are examined and assessed. Third, satisfaction of federal funding partners with these processes is reported. This is followed in a fourth sub-section by a summary of federal funding partners' satisfaction with the results of these processes. Fifth, the issue of knowledge brokering is reported on, including the degree to which Metropolis Centres, federal funding partners and the Metropolis Secretariat were seen to have acted as knowledge brokers during Phase II. Finally, the degree of federal funding partners support for, access to, and use of, research products is summarized.

Section 4.2 reports federal funding partner research users' general satisfaction with Metropolis research *products* and other related activities like conferences and workshops. This section also presents more specific information on user satisfaction with the degree to which the Centres produced longitudinal, comparative and pan-Canadian research as per the Phase II MOU.

Section 4.3 reports the results of the inquiry into whether Metropolis research products informed and influenced government policy and program development.

4.1 KT processes involving Metropolis researchers and federal research users

The literature shows that collaboration between researchers and research users is important for effective KT. The clear communication of research user needs and priorities to researchers is preliminary to the transfer and use of research knowledge by policy makers. In this section we look at whether, in general, Metropolis Centres successfully integrated into their research plans key policy issues identified by federal funding partners (see Question 1, Table 2). We also report on the knowledge brokering role of Metropolis in the KT process (see Question 2, Table 2). The next topic is an examination of whether federal government policy makers access Metropolis research (Question 3, Table 2). Finally we look at the extent to which research users employed by the federal funding partners access, use and receive employer support for using research (see Question 4, Table 2).

The emphasis in this section is on the nature and effectiveness of researcher-research user relationships within the context of Metropolis. The necessity for this as a determinant of effective KT is an overarching message from the KT literature.

4.1.1 What are the Centre processes for soliciting research priorities from federal partners & what are the federal partner processes for conveying their research needs to Centres?

In this section the two interrelated questions above are explored along with the issue of whether the Centres successfully integrated federal funding partners' research priorities into their research plans.

Conclusion: With regard to these questions responses were mixed. Although all Centres identified processes used to solicit policy needs from departments, and to relay these priorities to researchers, there was little ongoing and formal soliciting of policy research needs from the federal funding partners. Most interviewees noted that their input into the research agenda depended upon their informal conversations and inter-personal relationships with researchers.

Context: The Metropolis evaluation conducted in 2000 mentioned that "improvements are necessary to make the Centres' research activities more relevant to the federal partners. The Centres, with the Secretariat's assistance, must better integrate into their research programs key policy issues that the federal funding partners have identified."¹¹

The Centres and the federal funding partners share responsibility for ensuring that policy research needs are effectively communicated and acted upon. In order to assess the extent to which the Metropolis Centres have successfully integrated into their research plans key policy issues identified by federal funding partners, this evaluation examined three interrelated processes necessary for this to occur. First, the processes used by Centres to solicit input from federal funding partners on key policy issues. Second, the processes used by federal funding partners to inform Centres of their key policy research needs. Third, the Centres' processes to convey these policy needs to the research community.

Perhaps the most formal means of conveying policy research priorities to the Centres was through a memorandum of understanding (MOU) signed prior to the start of Phase II. Federal funding partners expended considerable effort to develop a list of research priorities as part of the Phase II MOU. The result was eleven major policy issues that the federal funding partners regarded as strategic priorities¹². According to the MOU, Centres were "required to devote 50 percent of their core grant to studying these topics."¹³ However, 100% of the total budget had to be spent on work within the domain structure, which had been determined by the federal departments at the launch of the project. The requirement to spend 50% of the budget on more focused questions within those domains was a means to refine the articulation of the federal priorities, as identified in the previous evaluation.

Findings: Processes for receiving input from federal funding partners regarding their policy research priorities varied by Centre, although certain elements were common to all. Among these

¹¹ Evaluation of the Metropolis Joint Initiative Program, Fall 2000, CIC and SSHRC, pg 9.

¹² For the list of the 11 policy priorities, see Appendix G.

¹³ Memorandum of Understanding between the Social Sciences and Humanities Research Council (SSHRC) and the Department of Citizenship and Immigration (CIC), Annexes, pp. 9-24, Annex H.

common processes were the inclusion of federal representatives on governance committees, annual research retreats, informal discussions, and discussions at Metropolis events.

Survey respondents were asked to identify, from a list of possible processes, those they had used to convey research priorities to Metropolis. Table 5 shows the percentage of survey respondents (n=274) who reported participating in a variety of processes as a means of communicating their research priorities to Metropolis Centres.

The two processes most frequently reported were discussions with individual researchers (31%) and Centres' workshops (22%). Table 5 clearly shows that most survey respondents were not involved in all these processes. This is expected, however, because most of those who would make use of Metropolis research products or participate in research related activities would not be involved in communicating research priorities to Metropolis. Only a limited number of individuals in each department would be involved in providing research priorities to Metropolis.

Table 5: Percentage of potential users from federal funding partners that participated in various processes to convey research priorities to Metropolis Centres

Process	% participated in	% not participated in
Centres' annual retreats	14.2%	85.8%
Metropolis IDC	19.0%	81.0%
Centres' workshops	22.3%	77.7%
Discussed directly with researchers	31.0%	69.0%
Provided written input	16.4%	83.6%
Provided input through Board of Directors	11.3%	88.7%
Any one of the activities mentioned above	42.0%	58.0%

4.1.2 What processes are used by Centres to convey federal funding partners' research priorities to researchers?

Conclusion: Several processes used to convey federal funding partners' research priorities to researchers were identified.

Findings: Interviews with Centre directors and domain leaders revealed several processes used to convey research needs and priorities to the research community, including the following:

- The Call For Proposals (CFP),
- Through the networks developed and/or domain (node) meetings,
- The annual research retreats,
- The Centres' websites, and
- Through other Metropolis activities or events, such as conferences and workshops.

Call for Proposals (CFP) process: Priority themes, from the Phase II MOU, or as identified at the Centres' annual research retreats, were included in Centres' CFPs to researchers. As well, one of the criteria for assessing research proposals was the degree to which they addressed one or more of the priority areas. For some Centres, the proposals were required to demonstrate that the

research would involve consultations with policy-making bodies, and also to show how the research was expected to influence policy. For many Centres, but not all, federal representatives participated on the grant review committees, or on the committees that approved the Centre's funded research. Most Centres required 50% of funded projects to align with research priorities. One Centre, however, required all research projects to align with identified research priorities. In this respect it also should be noted that interviewees indicated that the eleven priority areas included in the MOU were very broad and that "almost anything could fit" into them.

Networks / Node meetings: Domain leaders conveyed research priorities to researchers through domain meetings and other modes of communication. Reportedly, however, some domains were better at this than others. As well, in some cases, domain leaders would provide guidance to researchers on how to prepare proposals in response to the CFP. This guidance would include encouragement and suggestions on how to address the research priorities.

Researchers participated in Metropolis events: Through their participation in Centres' annual research retreats researchers were exposed to discussions relating to research priorities and there they could hear the priorities articulated by the federal funding partners in attendance. As well, when attending other events such as conferences and workshops, informal discussions took place involving researchers and departmental representatives. According to Centres' directors and domain leaders, researchers could become aware of departmental research priorities through these informal discussions.

Through the Centres' websites: Centres identify the research priorities on their individual websites, mainly with regards to their CFP processes. Therefore, researchers who visit the website, and in particular those who are interested in responding to the CFP, would have become aware of the research priorities on these websites.

4.1.3 Are Federal funding partners' satisfied with the processes?

Conclusion: The greater the degree of involvement of research users the greater the satisfaction with the processes used for communicating policy needs and priorities to Metropolis researchers.

Findings: Out of 161 survey respondents who provided a valid answer,¹⁴ 43% were satisfied with the processes for identifying and communicating policy information needs and priorities to Metropolis while 27% were neutral, 10% were dissatisfied, and 20% did not know. When including only those who had indicated they had been involved in one of the previously mentioned processes for identifying and communicating research needs and priorities (n=105), the satisfaction rate increased to 61%. The percentage of these individuals who were dissatisfied was 11%, with 22% providing a neutral response and 6% indicating they did not know.

¹⁴ In analyzing survey findings, 'not applicable' responses were removed from the analysis prior to calculating percentages for each question. Individuals who answered 'not applicable' could have done so for a variety of reasons, including not being familiar enough with Metropolis or the specific aspect being questioned. 'Don't know' responses were retained and included in the analysis. For this particular question (i.e., how satisfied were survey respondents with the processes for identifying and communicating policy information needs and priorities to Metropolis), 273 individuals responded to the survey question, however 112 chose "not applicable". Percentages are therefore based on n=161.

With regard to specific processes, most survey respondents found them to be useful, with the most useful being discussing priorities directly with researchers and the least useful being through a Board of Directors (see Table 6).

Table 6: Federal funding partners’ assessments of the usefulness of existing processes for communicating research priorities to Metropolis researchers*

	Useful	Not Useful
Discussed directly with researchers (n=85)	81%	19%
Provided written input (n=45)	78%	22%
Centers' workshops (n=61)	72%	28%
Centers' annual retreats (n=39)	67%	33%
Interdepartmental committee (n=52)	67%	33%
Through board of directors (n=31)	61%	39%

* **Useful** includes “quite useful” and “very useful” responses. **Not useful** includes “not at all useful” and “not very useful” responses.

4.1.4 Are federal funding partners satisfied with the outcomes?

In the previous section we examined research users’ satisfaction with the processes for including federal funding partner research priorities on Metropolis Centre research agenda. In this section we look at federal research users’ satisfaction with the extent to which their policy research priorities were integrated into Centre research plans and programs.

Conclusion: Federal funding partner responses were mixed in this regard, some expressing positive views about the extent to which their needs and priorities were integrated, while others expressed the opposite.

Findings: Among the 214 valid responses, one quarter of survey respondents indicated that their needs and priorities were ‘often’ or ‘always’ integrated into Centres’ research plans, another 24% said ‘sometimes’, 7% said ‘never’ or ‘rarely’, and 44% didn’t know.

The views of focus group participants were equally mixed. Most focus group participants noted that the extent to which they were able to provide input into establishing the Metropolis research agenda depended upon informal conversations, or the relationships they had developed with their contacts at the Secretariat or the Centres. It was also stated, however, that it was impossible to know whether the input they provided through research retreats or otherwise, was incorporated into the research conducted since there was no feedback loop. Some focus group participants indicated there was little real soliciting of research priorities, whereas others indicated their frequent interactions with the Secretariat did provide adequate opportunities to put forward research priorities. They also noted there was no initiative from Metropolis to evaluate the extent to which Metropolis research aligned with the stated priorities of federal funding partners.¹⁵

Both federal funding partners and case study research users who were interviewed also had mixed assessments of the effectiveness of Phase II processes for soliciting and incorporating key

¹⁵ The report on the mid-term review by SSHRC did include some information on policy-relevance of Centres’ research, although it did not specifically examine the link between research conducted by the Centres and the priority areas identified by funding partners.

policy needs into Metropolis research plans. Just over half (11/21) of those interviewed, for example, indicated existing processes were ‘effective’ or ‘somewhat effective’. Six of 21 said they were ‘not very effective’, and 4 of 21 did not answer the question.

Despite dissatisfaction with the fact that Metropolis provided little in the way of ongoing, formal opportunities for federal funding partners to communicate their research priorities, there was broad-based agreement that the networking opportunities offered by Metropolis activities, and the access to a large pool of researchers with expertise on immigration and diversity issues were significant benefits of the Metropolis project. Among the 268 valid answers, over four-fifths of survey respondents (82.5%) indicated it was ‘quite important’ (41.4%) or ‘very important’ (41.0%) for them to have access to a network of people working on population migration, settlement and integration of immigrants and/or cultural diversity issues. This was echoed by federal funding partners interviewed, almost all of whom said Metropolis was important to their department (12/13), and almost half of whom noted the networking opportunities that Metropolis facilitates (6/13).

This is exactly what one would expect based on the KT literature. The establishment of these relationships and networks has been found to be among the best means to ensure effective KT. Unfortunately the opportunities for this during Phase II appear to have been mainly informal. This means the opportunity to take more advantage of the KT potential inherent in collaborative relationships between the whole range of researchers and research users was not fully taken advantage of during Phase II by either Metropolis researchers or federal funding partners. Contributing to these missed opportunities is the fact that, according to Secretariat staff, the engagement of federal funding departments varied, and changed over time for a number of reasons, including career mobility.

The commonly found tension between researcher driven and research user driven research emerged in the interviews, focus groups and case studies. Some academics associated with Metropolis, in response to expressions of dissatisfaction with the fit between research user priorities and the actual research that was funded, asserted that research proposals and, therefore, the relevance of the research products produced, depended on the interests of individual researchers. Whether or not research was conducted on a particular topic (i.e., policy-relevant research) was entirely dependent on the quality of the proposals received by Centres in response to their CFP. Centres can only fund research for which they receive proposals. Therefore, if researchers do not submit proposals to conduct research that aligns with the priorities of the federal funding partners, there is little, if anything, the Centres can do.

This, of course, is a contestable claim. Research funding agencies have many procedures to ensure funded research fits with the strategic priorities of research users. This is widely known, but not always approved of by academic researchers, among others. Good examples of research agencies that have developed procedures to help ensure that funded research is congruent with the priorities and needs of research users exist in the Canadian context. The Canadian Health Services Research Foundation (CHSRF) and some of the programs of the Canadian Institutes for Health Research (CIHR) are among the national leaders in this regard.

SSHRC also has research programs that do this. The Community-University Research Alliance (CURA) program provides one excellent example. The findings of the current evaluation confirm that Metropolis has a mixed record of matching the research done to research user priorities. It is equally clear, however, that at least some federal funding partners feel that within the context of Metropolis a new balance is desirable between researcher instigated and research user instigated research.

As has been seen, the Phase II MOU specified an equal balance between these two types of research. One Centre, as stated previously, reported it had shifted the balance entirely to the side of research that corresponded to federal funding partner priorities. Representatives of other Centres seemed to suggest that the balance was more in the direction of investigator driven research because of the Centres' complete dependence on researchers submitting fundable proposals that may or may not match research user priorities. Achieving a general agreement on this among all Metropolis principles and stakeholders seem important for Phase III and beyond.

4.1.5 Knowledge Brokering – building and sustaining collaborations between researchers and research users

The importance of interpersonal relationships and networking opportunities as a determinant of effective knowledge transfer is well known. Given the nature of Metropolis it was expected that these types of relationships would develop as a way to facilitate the production of policy relevant research and the transfer of various research products to users. As has been seen, this has occurred, at least to some degree.

It is one thing to expect collaborative and cooperative working relationships to develop between researchers and policy-makers. It is another thing to make the establishment of these relationships a priority. In fact, without an explicit KT plan, the systematic establishment and maintenance of such relationships seems likely to remain underdeveloped.

As has been seen, establishing collaborative relationships between Metropolis researchers and federal research users has been left to motivated researchers and policy-makers to do themselves. The results of this informal *ad hoc* approach, although often good, are unreliable and unstable. A mutual lack of knowledge about the work environments and workplace priorities of collaborators, for example, often leads to wrong assumptions and misunderstandings about what will be produced and when it will be completed. This, in turn, can lead to strains in, and dissatisfaction with, the relationship.

A lack of time and institutionalized incentives to learn about each others' needs, interests and patterns of work on the part of both researchers and research users further impedes individuals' capacities to forge and to sustain effective collaborations. For example, the products of policy relevant research and knowledge transfer activities generally are not recognized or rewarded by universities for tenure and promotion decisions. Frequently the results of academic research are not immediately relevant to policy-makers because they address academic debates, not policy problems. This impedes the KT process and exacerbates the apparent inability of academic researchers and policy-makers to effectively co-ordinate their actions.

To bridge this gap, efforts have been made to develop positions and roles, the occupants of which are responsible for linking the individuals and the activities of researchers and research users. The title of this type of bridging position varies but among the most common are knowledge linkers, boundary spanners, and, the one in most common use in Canada at the present, knowledge brokers.

What are knowledge brokers and what do they do? Like every question in this area there is not a single answer. In fact, knowledge brokers can perform at least eight functions or roles¹⁶. Two of these relate more or less directly to knowledge application in the context of service delivery. Three relate to providing access to research products. Three others are directly concerned with linking together for knowledge exchange purposes researchers and research users. The issue of knowledge brokering is more fully discussed in the literature review commissioned as part of this evaluation.

Conclusion: In reference to the question – Did the Centres, Secretariat, and Federal Consortium act as effective knowledge brokers in the KT process? - knowledge brokering was done informally by the Centres, the Secretariat, and the departmental representatives of the federal funding partners. This is despite the fact that during Phase II of Metropolis there was no formally defined role for knowledge brokers in the knowledge transfer process. In fact, explicit reference to KT was not included in the Phase II MOU, although the intention to enable KT was clearly present. Based on the interviews and case studies, however, it is evident that all parties were generally unclear about whose role it was to be the knowledge brokers for Metropolis (i.e. the Centres, the Secretariat, or representatives from the federal funding partners).

Context: Recognizing the importance of the engagement of the producers (Metropolis Centres and Metropolis Secretariat) and the users (federal consortium members), it was not the purpose of this study to evaluate the funding consortium's engagement throughout the knowledge production phase (planning of the research, methodology discussion, participation to discussions on preliminary findings, etc.). However, their level of engagement may have an impact on their use and perceived usefulness of the products.

Findings: The Phase II MOU does describe the roles and responsibilities of Domain Leaders, which includes such items as “serving as a point of contact between other Centres or stakeholders and researchers in the domain”, and “responding to inquiries for information from the federal partners and other stakeholders about the domain”. Likewise, certain elements of the roles and responsibilities of the Metropolis Secretariat and members of the Federal Consortium touch upon knowledge brokering.

In contrast, the Phase III MOU includes much more explicit references to knowledge brokering functions. For example, the Centre Directors are described as being “the principal liaisons between their Centres, the federal funders, other orders of government and local stakeholders”, and they are expected to “take a coordinating role in communications and knowledge transfer/mobilization at their Centre”. As well, federal partners are said to be “jointly responsible

¹⁶ R. G. Havelock, 1986. "Linkage: Key to Understanding the Knowledge System." In *Knowledge Generation, Exchange and Utilization*, edited by G.M. Beal, W. Dissanayake and S. Konoshima, 211-43. Boulder, CO: Westview Press.

(with the Secretariat) for transferring/mobilizing knowledge within their organization”. Finally, Phase III also includes the creation of the Priority Leader position. The Priority Leaders are “tasked with ensuring knowledge transfer/mobilization to the federal partners on policy priorities”, which also includes “[making] the research results accessible to federal policy-makers in a manner most conducive to enhancing their utilization”. In phase III, each federal partner produces a knowledge transfer plan, as do the Secretariat and the Priority Leaders for the priorities.

As determined through the case studies and interviews, none of the Centres nor the Secretariat, or any of the federal funders, had explicit knowledge transfer strategies in place during Phase II. In light of this, interviewees and survey respondents commented that government staff were not always aware of Metropolis research. Centre staff stated that they did not always know which policy-makers to target. Note that these were recurring comments that were not given in response to a particular question.

Despite the fact that there was no defined role for knowledge brokers in Phase II, survey respondents who had an opinion were somewhat positive about the effectiveness of knowledge brokering within Metropolis. Table 7 shows that 32% of survey respondents felt that the Metropolis Centres ‘often’ or ‘always’ operated as effective knowledge brokers, and another 15% reported they ‘sometimes’ operated as effective knowledge brokers. Twelve percent (12%) said ‘never’ or ‘rarely’; (it is important to note that a high percentage of respondents – 41% – did not know). Similarly, 37% of survey respondents felt that the Secretariat ‘often’ or ‘always’ operated as effective knowledge brokers, with another 9% saying ‘sometimes’. In this case, 12% said ‘never’ or ‘rarely’, and 42% stated they did not know.

Table 7: Extent to which the Metropolis Centres and Secretariat operated as effective knowledge brokers in the knowledge transfer process

	Always or Often	Sometimes	Never or rarely	Don't know
Metropolis Centres (n=215)	32%	15%	12%	41%
Metropolis Secretariat (n=221)	37%	9%	12%	42%

For both questions above, research staff (n=37) were generally more positive. Forty-six percent felt that the Metropolis Centres ‘often’ or ‘always’ operated as effective knowledge brokers, and 43% noted this about the Secretariat. Only 3% expressed that they believed the Secretariat ‘never or rarely’ operated as effective knowledge brokers, while this figure rose to 8% for the centres. This is noteworthy because throughout the evaluation it became evident that departmental research groups were those most often involved in the knowledge transfer processes, particularly processes to transmit research priorities to Metropolis Centres and to disseminate Metropolis research throughout their departments.

In addition, for both questions above, senior management (n=21) were slightly more polarized. That is, 43% of senior managers felt that the Metropolis centres ‘often’ or ‘always’ operated as effective knowledge brokers, and 24% said ‘never’ or ‘rarely’. Forty-eight percent (48%) of

senior managers felt that the Secretariat ‘often’ or ‘always’ operated as an effective knowledge broker 24% said ‘never’ or ‘rarely’.

Overall, the evaluation found that during Phase II, knowledge brokering was done informally by the Centres, the Secretariat, and the departmental representatives of the federal funding partners, rather than through formal processes. Based on the interviews and case studies, there is evidence that the success of knowledge brokering and the knowledge transfer process in general depended upon informal conversations, or on the relationships and networks that had developed between researchers and research users. It also depended, to a great extent, on the level of engagement of federal funding departments, which varied and changed over time.

Federal funders and case study participants both noted, however, a number of improvements in Phase III:

- More concrete and rigorous mechanisms / more formality in the establishment of research direction and policy questions;
- The creation of the priority leader positions; and
- Greater communication and opportunities to allow the partners to provide more feedback/input on research plans; more direct involvement between government and academics.

Very few additional suggestions were made for improvements to the process, although the literature provides considerable guidance on a variety of knowledge brokering functions that may be relevant to Metropolis.

4.1.6 Do federal funding partners access and use research products for policy making?

Conclusion: There is evidence that federal policy-makers are accessing Metropolis research.

Findings: Results of the survey of federal employees, who were selected because they were considered to be potential users of Metropolis research, indicate that federal policy-makers do access Metropolis research.

Different Metropolis activities, such as national or international conferences, centre retreats or workshops, Metropolis Conversations or Metropolis Presents, as well as different research products, which include, for example, research reports or publications (including working papers), policy syntheses, magazines, journals or websites, were identified. Those two categories are referred as Metropolis outputs in the following section.

When asked specifically about the series of Metropolis activities and research products listed as examples above, 75% out of 273 respondents reported having used at least one Metropolis output, 48% participated in at least one activity and 67% used at least one of the research products.

This percentage was higher when limiting respondents to those who work in policy development and/or advice or in research. Out of a total of 79 respondents working in policy development and/or advice, 87% used at least one Metropolis output (66% of them participated in at least one Metropolis activity and 82% used at least one Metropolis research product). Of the 66 respondents who worked in research, 83% used at least one Metropolis output (53% participated in at least one activity and 77% used at least one research product). In opposition, respondents performing other types of work, such as program design and delivery (69% used at least one Metropolis output, 40% at least one activity and 59% at least one research product, out of a total of 68 respondents) reported lower participation/use of Metropolis products.

It was higher for those respondents who work in the NCR, as 71% used at least one Metropolis output (51% participated in at least one activity and 70% used at least one research product, out of a total of 182 respondents), as opposed to 71% for other regions (42% participated in at least one activity and 62% used at least one research product, out of a total of 91 respondents).

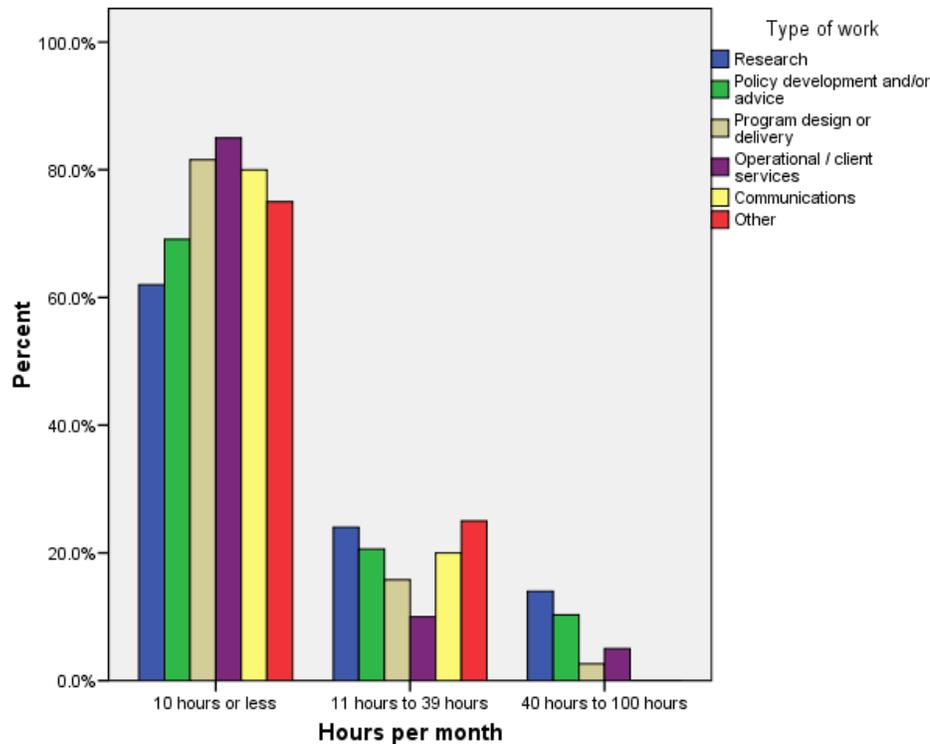
4.1.7 Do federal funding partners support access to, and use of, research products for policy making?

Effective transfer and use of research knowledge, of course, requires supportive cultures and processes in the user organizations.

Conclusion: Notwithstanding the results presented in the preceding section, the evaluation found that access to and use of Metropolis research may be limited by potential user capacity and institutionalized support.

Findings: In general, survey respondents do not spend a great deal of time reading or reviewing research materials or attending research dissemination activities. In fact, 72% of the 185 survey respondents who provided a valid answer spent 10 or fewer hours per month on these types of activities. It is important to note, however, that those respondents whose work involved research or policy development and/or advice generally spent more time on these types of activities, whereas those whose work involved program design generally spent less time (see Figure 2).

Figure 2: Time spent per month by survey respondents reading research products or attending research dissemination activities relating to immigration, settlement and or diversity



Of the time that was spent reading or reviewing research products and materials or attending research dissemination activities related to immigration, settlement or diversity, survey respondents spent a relatively high proportion of their time on materials and activities produced by Metropolis. On average for the 167 respondents who answered this question, 46% of the time survey respondents spent reading or reviewing research materials or attending research dissemination activities was spent on materials and activities produced by Metropolis (the median was 40% of time). In fact, 17% of survey respondents reported that 100% of the time they spent reading or reviewing research materials or attending research dissemination activities was devoted to Metropolis products and activities, and another 15% of survey respondents answered 50% of the time.

Among the 276 valid responses, close to a third (30%) of survey respondents, however, felt that the overall amount of time they spent reading research materials or attending research dissemination events was not adequate for their job, and another 20% did not know. When asked why they did not spend more time on these activities, the majority (68%) of the 137 respondents who provided an answer reported that it was because they did not have the time (it is important to note that this response was not particularly attributable to one department or type of work). In addition, another 23% of respondents indicated that they did not spend more time on these activities because the use of research and participation in research activities was not a priority for

their manager or department (again, this response was not particularly attributable to one department or type of work).

While the representatives of federal funding departments who were interviewed generally indicated that their department did in fact view access to and use of research in policy-making as a priority (this was stated by 11 of the 13 interviewees, while the remaining two interviewees answered ‘somewhat’), only a little over half (7 of 13 interviewees) said that their department allocated time for identifying, reading and incorporating research into policy-making efforts. Three of the remaining interviews (which, incidentally, all represented different federal departments) felt that their department did not allocate time for these activities, and a fourth interviewee said ‘not formally’. The two remaining interviewees were unsure or did not respond to this question.

4.2 Policy maker satisfaction with Metropolis research products & outputs

In this section attention is turned from issues associated with research user participation in Metropolis processes to the question of the quality and utility of Metropolis research products to federal government policy makers. We report on the perceived relevance of Metropolis research products to federal government policy makers (Question 5, Table 2). Following this, the extent to which Metropolis researchers are perceived by research users to have successfully responded to the identified priority for longitudinal, comparative and pan-Canadian research is discussed (see Question 6, Table 2).

4.2.1 Is Metropolis producing research products that are relevant to government policy makers?

Conclusion: Survey respondents indicated variability in their responses to relevance issues. Respondents reported that:

- they used Metropolis research products (up to 61% depending on the product), or participated in Metropolis research activities (up to 43% depending on the activity);
- they found these outputs useful (between 53% and 90% depending on the output);
- they were satisfied with the timeliness (58%) and quality (70%) of the products; and
- they were satisfied with the relevance of Metropolis products (70%).

As well, most interviewees and case study participants indicated that Metropolis research was relevant to government policy makers. However, views were mixed when participants were asked to compare the relevance of Metropolis products to that of research produced by other sources, such as Statistics Canada, academic researchers, or others within their own department.

Findings: The proportions of all 275 survey respondents who indicated they used, or participated in, Metropolis outputs is presented in Table 8. The most used products were:

- Research reports or publications (61%)
- Websites (58%)

- Policy syntheses (46%)
- *Our Diverse Cities* magazine (46%)
- *Canadian Diversity* magazine (45%)
- Conferences (43%)

Use was greatest for ‘researchers’ or those involved in ‘policy development and/or advice’. For these groups (n=145), reports and publications were used most and retreats were used the least. It should be noted though that participation in retreats was by invitation only, therefore it is not surprising that a large proportion of those surveyed had not participated in them.

Table 8: Use of Metropolis outputs

Metropolis Output	Research (n=66)	Policy development and/or advice (n=79)	Program design or delivery (n=68)	Operational / client services (n=45)	Other (n=16)	Total survey population (n=274)
National or international conferences	50.0%	57.0%	35.3%	24.4%	25.0%	42.7%
Centre retreats	13.6%	13.9%	7.4%	11.1%	12.5%	11.7%
Centre workshops	27.3%	32.9%	20.6%	20.0%	12.5%	25.2%
Centre research reports or publications (including Working Papers)	69.7%	78.5%	52.9%	33.3%	43.8%	60.6%
Policy Syntheses (e.g., Policy Matters, Research Capsules)	53.0%	64.6%	30.9%	24.4%	50.0%	46.0%
Metropolis Conversations	34.8%	45.6%	16.2%	15.6%	18.8%	29.2%
Metropolis Presents	30.3%	36.7%	14.7%	17.8%	25.0%	25.9%
Our Diverse Cities magazine	59.1%	57.0%	27.9%	31.1%	43.8%	45.3%
Canadian Issues magazine	53.0%	51.9%	29.4%	26.7%	43.8%	42.0%
Canadian Diversity magazine	48.5%	57.0%	30.9%	35.6%	50.0%	44.5%
Journal of International migration and Integration (JIMI)	50.0%	43.0%	25.0%	22.2%	25.0%	35.8%
Special issues of other journals	37.9%	32.9%	11.8%	17.8%	6.3%	24.8%
Metropolis and/or Centres' websites	69.7%	74.7%	45.6%	35.6%	37.5%	57.7%
Other	9.1%	6.3%	8.8%	13.3%	0.0%	8.4%

Generally, survey respondents who used Metropolis products/outputs found them to be useful. The majority rated all outputs as either ‘very useful’ or ‘quite useful’. The most useful outputs were reports and publications with 90% of those who reported using them finding them to be useful. Retreats were reported to be the least useful, 47% of respondents reported finding them not useful (See Table 9).

Table 9: Usefulness of Metropolis outputs*

	Useful	Not Useful
Centre research reports or publications (including Working Papers) (n=166)	90.4%	9.6%
National or international conferences (n=117)	84.6%	15.4%
Policy Syntheses (e.g., Policy Matters, Research Capsules) (n=126)	84.1%	15.9%
Canadian Issues magazine (n=115)	82.6%	17.4%
Our Diverse Cities magazine (n=125)	81.6%	18.4%
Metropolis and/or Centres' websites (n=158)	79.7%	20.3%
Journal of International Migration and Integration (JIMI) (n=98)	79.6%	20.4%
Canadian Diversity magazine (n=122)	78.7%	21.3%
Metropolis Conversations (n=80)	76.2%	23.8%
Metropolis Presents (n=71)	76.1%	23.9%
Centre workshops (n=69)	75.4%	24.6%
Special issues of other journals (n=68)	69.1%	30.9%
Centre retreats (n=32)	53.1%	46.9%

* **Not useful** figures include 'not at all useful' and 'not very useful' responses. **Useful** includes 'quite useful' and 'very useful'.

The majority of survey respondents were satisfied with the timeliness (58%) and overall quality (70%) of Metropolis products¹⁷. Two percent of survey respondents reported being dissatisfied with the timeliness of Metropolis products, 21% were neutral and 19% didn't know. Five percent stated they were dissatisfied with the overall quality of the products, 12% were neutral and 13% didn't know. HRSDC respondents were slightly more satisfied than other respondents. Seventy-one percent of HRSDC respondents were satisfied with timeliness, and 74% were satisfied with overall quality. The same trend was noted for respondents whose work involved research or policy development/advice. Sixty-eight percent of this population were satisfied with timeliness, and 79% were satisfied with overall quality (See Table 10).

¹⁷ There were 178 valid responses given to the question on timeliness and 202 on overall quality).

Table 10: Satisfaction with timeliness and overall quality of Metropolis products*

	Timeliness		Overall quality	
	Satisfied	Dissatisfied	Satisfied	Dissatisfied
HRSDC	70.5%	1.6%	73.9%	4.3%
Other departments	51.2%	2.5%	68.4%	4.5%
Research	64.0%	6.0%	74.1%	5.6%
Policy development / advice	67.8%	0.0%	78.8%	4.5%
All others	44.9%	1.4%	60.9%	3.6%

* 'Satisfied' figures include 'satisfied' and 'very satisfied' responses. 'Not satisfied' includes 'dissatisfied' and 'very dissatisfied'.

Interviewees, survey respondents and case study participants indicated that during Phase II Metropolis research was relevant to government policy makers. Stakeholders generally agreed that Metropolis research was relevant to policy making, largely because it contributed to a growing body of research knowledge that policy makers can refer to and draw upon. This is consistent with the KT literature that indicates that single studies are generally not a reliable foundation upon which to base policy. Rather, a substantial body of research knowledge is a more valid foundation upon which to build policy.

Of the 207 survey respondents who provided an opinion, 70% indicated they were 'satisfied' or 'very satisfied' with the relevance of Metropolis products (14% were neutral, and 5% were 'dissatisfied' or 'very dissatisfied'). Those who worked in research (n=53), and those located in the NCR (n=141), were more satisfied with 77% of those who worked in research and 73% of those located in the NCR indicating they were 'satisfied' or 'very satisfied' (see Table 11).

Table 11: Satisfaction with relevance of Metropolis research*

	Satisfied	Not satisfied
Research	77.4%	3.8%
All others	67.5%	5.8%
NCR	73.0%	6.4%
Regions	63.6%	3.0%

* 'Satisfied' figures include 'satisfied' and 'very satisfied' responses. 'Not satisfied' includes 'dissatisfied' and 'very dissatisfied'.

Federal funding partners who were interviewed also agreed that Metropolis research products were relevant to government (10/13). One person indicated Metropolis products were not relevant to government. When asked what they were using Metropolis research for, case study users most often indicated they used the research to build or enrich their knowledge base.

However, more than 1/3 of interviewees (5/13) and case study users (3/8) expressed concerns about the policy link of Metropolis research. Some of these stakeholders suggested that the policy link of Metropolis research should be more clearly identified in dissemination materials. A weak link to policy priorities was the most common reason cited (5/21) for Metropolis research being less relevant than research from other sources.

Funding partners' views were mixed when asked to compare the relevance of Metropolis products to that of research produced by other sources. All federal funding partners and case study users interviewed reported that policy development within their departments was informed by research from other sources (e.g., Statistics Canada, academic researchers¹⁸, others within their own department). When asked to compare the relevance of Metropolis research products to those from other sources, views were mixed. Four of 13 interviewees stated Metropolis research was 'about the same' as research from other sources; four said it is 'worse', three were unable to say, one said 'better' and one said 'it depends'.

Interviewees noted that researchers and policy makers operate in very different realms. According to interviewees, researchers want to look at very specific questions, and they do not really want government intervention. These interviewees, however, also noted that researchers do not necessarily understand policy making and what is needed.

4.2.2 Have the Metropolis Centres conducted macro (incl. pan-Canadian), comparative and longitudinal studies to support policy development?

During Phase II federal funding partners identified macro (including pan-Canadian), comparative and longitudinal policy relevant research as a specific priority. In this section we look at whether Metropolis conducted these types of studies to support policy development.

Conclusion: Centres did conduct macro, comparative and longitudinal studies despite the fact that, according to the Centres, increased funding for Phase II, which was (in part) to allow for these types of studies, did not fully materialize. Case studies interviewees and focus group participants noted some potential barriers to these types of studies. However, the majority of survey respondents indicated they were satisfied with the extent to which the Centres conducted these types of studies.

Context: The previous evaluation of Metropolis conducted in 2000 recognized the need "for more projects of a macro, comparative, pan-canadian nature as well as for longitudinal studies to assist federal policy development."¹⁹ The Metropolis RMAF produced in July 2005, includes a list of issues and questions that were identified by program stakeholders as the highest priorities for the summative evaluation of the Metropolis project.²⁰ Included in the RMAF is the question "To what extent have the Metropolis Centres conducted macro, comparative, and longitudinal studies to strategically feed policy development?" As well, the mid-term review of Metropolis, produced by SSHRC in April 2006, included the recommendation that "the centres should strengthen comparative research and transnational research ties and collaboration."²¹

¹⁸ It is possible that academic research referenced by interviewees was also research produced by Metropolis researchers, for example through academic publications that did not reference the Metropolis Project.

¹⁹ Evaluation of the Metropolis Joint Initiative Program, Fall 2000, CIC and SSHRC, pg 9.

²⁰ Results-Based Management and Accountability Framework (RMAF), Version 4: July 26, 2005, SSHRC, pp. 25-26.

²¹ Report on the Mid-term Review of the Second Phase (2002-07) of the Metropolis Project Canada, April 2006, SSHRC, pg 4.

Funding to the Metropolis Project was to increase by 25% for Phase II, amongst other things, to allow for increased studies of these types. However, this funding increase did not fully materialize. The overall funding for Metropolis decreased by approximately 4% down from \$8,230,900 to \$7,881,059 from Phase I to Phase II. It is difficult to compare the total investments for both phases since Phase I lasted 6 years, one year longer than Phase II, which was 5 years. Also, some federal partners left the Metropolis Project between the two phases which resulted in loss of funding.

Increased funding was received from some partner organizations, but not all. As well, two organizations that provided funding during Phase I, withdrew from Metropolis for Phase II. As a result, the 25% increase to funding was not achieved. This increase was required to make many sections of the Phase II memorandum of understanding operative (including the increase in pan-Canadian, comparative and longitudinal studies).

Findings: Centres did conduct macro, comparative and longitudinal studies, despite the reported lack of increased funding. Interviewees for all Centres indicated they produced macro, comparative and longitudinal research studies - particularly in the economics domains - during Phase II. Only two Centres (IM and RIIM), however, provided quantitative information relating to these types of studies. In total, these two Centres produced 114 Metropolis-funded research studies in the form of *Capsules de Recherches* at IM, and *Working Papers* at RIIM.²² Of these studies, 34% represented pan-Canadian research, 29% were comparative studies, and 11% were longitudinal. Note that these categories are not mutually exclusive and some studies were, for example, both comparative and longitudinal.

On the other side of the equation, survey recipients were asked to indicate how much of the Metropolis research that they used was based on macro (including pan-Canadian), comparative or longitudinal studies. Of the 272 survey respondents who provided a valid answer to this question, just under half (47%) indicated that 'some' of the Metropolis research they used was based on studies of these types. Almost another quarter of respondents said 'most' (21%) or 'all' (2%). Ten percent indicated 'none'. The remainder (20%) said they didn't know.

Case study interviewees and focus group participants noted some potential barriers to conducting these types of studies. One of these barriers is a lack of funding for large studies. Macro, comparative and longitudinal studies tend to be quite expensive. Typically, however, the level of funding provided to researchers through Metropolis is relatively small, and generally not sufficient for these types of studies. Structural barriers also were identified by Metropolis stakeholders. For example, Metropolis funding is generally available to researchers for one year only. Longitudinal studies take longer than one year, unless existing data sets are used. As well, the Metropolis project is administered through Centres that tend to prefer to fund their 'own' researchers, rather than researchers from across the country, which could be necessary for pan-Canadian studies. Finally, Metropolis Centres can only fund research for which they have received proposals. During Phase II, there were no financial or other types of incentives in place to encourage researchers to propose and undertake these larger, more complex, types of studies.

²² Some longitudinal, comparative or pan-Canadian research conducted by IM may result in products other than Research Capsules, however, quantitative information was provided in the activity report for Research Capsules only.

Just over half of survey respondents indicated they were satisfied with the extent to which the Centres conducted these types of studies. Survey respondents indicated that these types of studies are ‘quite important’ or ‘very important’ for their work. Comparative studies were slightly more important (79% indicated “quite important” or “very important”) than pan-Canadian (73%) and longitudinal (74%). Only 10% of survey respondents indicated comparative studies were ‘not very important’ or ‘not at all important’. Fourteen percent indicated this in relation to pan-Canadian studies, and 12% for longitudinal studies²³. Those who work in research or in policy development/advice, and those located in the NCR, were more likely than those in other groups to view these studies as ‘quite important’ or ‘very important’.

Table 12: Importance of pan-Canadian, comparative and longitudinal studies*

	Pan-Canadian		Comparative		Longitudinal	
	Important	Not important	Important	Not important	Important	Not important
Researchers	91%	2%	92%	3%	79%	12%
	n = 58		n = 59		n = 58	
Policy development / advice	80%	14%	86%	7%	81%	14%
	n = 70		n = 69		n = 67	
All Others	57%	22%	66%	15%	66%	13%
	n = 92		n = 91		n = 92	
Located in NCR	83%	9%	86%	5%	79%	9%
	n = 152		n = 150		n = 149	
Located in regions	52%	25%	63%	21%	64%	18%
	n = 67		n = 68		n = 67	

* **Important** includes those who indicated the type of research was ‘quite important’ or ‘very important’. **Not important** includes those who indicated the type of research was ‘not at all important’ or ‘not very important’. Percentages do not add to 100% because some respondents answered ‘don’t know’.

Of the 206 survey respondents who had an opinion, just over half (53%) were satisfied with the extent to which the Centres conducted these types of studies. Six percent were dissatisfied, 22% were neutral, and 19% did not know. Those located in the NCR were somewhat more satisfied (59.4% vs. 41.2% for those in the regions).

²³ There were respectively 219, 220 and 217 valid responses that were given to the question on the perceived importance of comparative, pan-canadian and longitudinal studies.

4.3 Impact of Metropolis Research on Policy Making

The ultimate purpose for this summative review of Metropolis is to help advance understanding of how and to what extent its research processes and products had a positive impact on policy making and program delivery during Phase II and to use this knowledge as a basis to enhance the policy impact of Metropolis research in Phase III.

Government policies and programs are among the main ways that research knowledge is translated into beneficial social, economic, environmental and or cultural outcomes. Ensuring the timely transfer of relevant research knowledge to the right people in the best format to inform or influence government policy development is the goal of KT in general and, *inter alia*, of Metropolis in particular. Thus, in this section, responses to the question - Has knowledge transferred from Metropolis informed and/or influenced government policy development? – are reported (see Question 7, Table 2).

Conclusion: There is evidence that research knowledge transferred from Metropolis has *informed* government policy development to some extent. The degree to which it has *influenced* policy development is less certain.

Findings: There is evidence that research knowledge transferred from Metropolis to some extent has informed government policy development. For example, 43% of the 278 survey respondents indicated that they had used Metropolis research to inform policy discussions, whereas 57% had not. However, the group that is most likely to use Metropolis products to inform policy discussions is the one whose work involves policy development and/or advice. When limiting the analysis to the 79 respondents in this group, the percentage of those who have used Metropolis research to inform policy discussions increases to 79%.

For their part, representatives of the federal funding partners and other Metropolis research users who were interviewed as part of the case studies were split when asked whether they believe Metropolis research had informed policy-making, with approximately half saying that it had, and the other half saying that it had not.

While a direct link between research and policy was not always easy to identify, some stakeholders provided examples of Metropolis research informing policy development. One interviewee noted that “it is not one piece of research that changes the world, but if all the research points to the same conclusions, then you have major impact”. Despite difficulties in attributing research impact on specific policy outcomes, a number of examples were identified. These examples, drawn primarily from the interviews, user focus groups and case studies, include (but were not limited to):

- The creation of the foreign credential referral office at CIC (Metropolis research made government aware of the need, and what evidence-informed public policy).
- Metropolis research helped PCH achieve departmental approval of \$56M for the Action Plan Against Racism
- CMHC’s Affordable Housing Initiative was informed by Metropolis research. This has generated policy ideas and has led to programs.

- At HRSDC, Metropolis research has informed Employment Equity policy (HRSDC was considering modifying the Employment Equity Act, and based on consultations and research done by Metropolis, they decided not to change it).

When asked which types of Metropolis research products and activities had been most useful in supporting policy and program development, federal funder interviewees and case study research users identified a broad range of products. Those that were mentioned most frequently included conferences and symposia (identified by 8 of the 21 interviewees), workshops (identified by 6 of the 21 interviewees), magazines (identified by 5 of the 21 interviewees), websites (identified by 4 of the 21 interviewees), Metropolis Conversations (identified by 3 of the 21 interviewees), working papers (identified by 3 of the 21 interviewees), ‘research capsules’ (identified by 2 of the 21 interviewees), research papers and/or reports (identified by 2 of the 21 interviewees), and journal publications (identified by 2 of the 21 interviewees). Survey respondents reported somewhat different assessments of the usefulness of the research products (see Table 9, p 27).

Although knowledge transferred from Metropolis appears to have informed government policy development, the degree to which it directly influenced policy development is less certain. It was often quite difficult for interviewees and case study participants to identify specific policy documents that had been influenced by Metropolis research. However, a number of interviewees and case study participants did attempt to explain why such specific policy documents could not be easily identified. The main reasons that were provided were that government policy papers generally do not cite sources of information, and that there is a limit to how much influence one research product can have on policy (rather, policy is informed by many sources, over many years).

5. Conclusions

This section of the report is organized to answer the questions that were addressed in this evaluation. The evaluation report focuses on the knowledge creation and transfer process and addresses three issues: how the Metropolis Project Centres solicit research priorities from federal funding partners; federal policy makers' perceptions and evaluations of the research products; and the extent and kinds of uses of the research products that users and potential users report.

Key Evaluation Questions

Have the Metropolis Centres successfully integrated key policy issues identified by federal funding partners into their research plans?

Overall, stakeholders indicate that Metropolis Centres have had limited success in integrating federal partners' policy issues into research plans. One quarter of potential user survey respondents indicated that their needs and priorities were 'often' or 'always' integrated into Centres' research plans, while 24% indicated 'sometimes', 7% 'never or rarely', and 44% did not know. Focus group participants noted that the absence of feedback from research retreats and meetings made it impossible to tell whether their input was incorporated into the research conducted.

Some Metropolis stakeholders pointed out that the research conducted depended on the interests of individual researchers and on the quality of the proposals received by Centres in response to their calls for proposals.

Although there was a collective exercise made by funding partners to identify eleven priorities and the Centres identified processes used to solicit policy needs from departments, there was little ongoing, formal soliciting of policy issues. Focus group participants noted that input into the research agenda depended upon informal conversations, or the relationships they had developed with their contact at the Secretariat or the Centres.

Have the Centres, the Secretariat and the Federal Consortium operated as effective knowledge "brokers"?

There wasn't a formal knowledge brokering function built into Phase 2, however, overall there was some success in knowledge brokering and the knowledge transfer process. The interviews and case studies indicated that this success depended upon informal conversations, or on the relationships that had been developed. Research staff were generally more positive. Engagement by federal funding departments was also a factor that varied over time.

Two evaluation questions focused on how policy-makers access research products: Do federal policy-makers access/use Metropolis research and do departments support accessing and using the research in policy-making?

Overall, users of the research products find them useful. There is limited support/time in departments for accessing and using Metropolis research products. Results of the survey of potential users of Metropolis research indicated that the majority rated all research outputs as either ‘very useful’ or ‘quite useful’. The most useful outputs were reports and publications and the most supportive user groups were federal department researchers and policy analysts.

In general, survey respondents did not spend a great deal of time reading or reviewing research materials or attending research dissemination activities. About one third of survey respondents felt that the overall amount of time they spent reading research materials or attending research dissemination events was not adequate for their job. The principal barrier is lack of time. About one quarter of survey respondents indicated that the use of research and participation in research activities was not a priority for their manager or department.

Is the Metropolis Project producing research products that are relevant to government policy makers?

Overall, Metropolis research products are considered to be relevant although concerns were expressed about their link to policy. Seventy percent of survey respondents reported that Metropolis research was relevant to government policy makers. All but one federal funding partner agreed that the research is relevant. However, just over 1/3 of interviewees and case study users expressed concern about the policy link of the Metropolis research.

A somewhat different view of relevance emerges when Metropolis research products are compared with research produced by other sources. Funding partners’ and case study interviewees views were mixed when asked to compare the relevance of Metropolis products to that of research produced by other sources. Although about one third of funding partner interviewees indicated that Metropolis research is as relevant as research from other sources, another third said it was less relevant. A weak link to policy was the most commonly cited reason for concerns about relevance.

Macro (including pan-Canadian), comparative and longitudinal studies were identified as a priority for Phase II of the Metropolis Project. Have they been conducted?

The Metropolis Centres conducted some macro, comparative and longitudinal studies. The majority of survey respondents indicated satisfaction with the extent to which the Centres conducted these types of studies. For potential users (particularly those in research and policy development roles and those in the NCR) of Metropolis research products, these types of studies are important for their work.

Case study interviewees and focus group participants noted the lack of funding for large studies. Also noted was the one year time frame for funding, as large-scale studies typically take longer than one year. Metropolis Centres tended to prefer to fund their “own” researchers, as opposed to researchers across the country, which could be necessary for pan-Canadian studies. Finally, during Phase II there were limited incentives in place to encourage researchers to propose and undertake larger, more complex, studies.

Has Metropolis research knowledge informed or influenced the development of government policy.

There is some evidence that Metropolis research has informed government policy-making, but limited evidence that it has influenced policy-making. About 40 percent of the potential users who were surveyed indicated that Metropolis research had been used to inform policy discussions. Among policy analysts, that percentage increases to 79 percent.

Other stakeholders (federal funding partners and case study interviewees) were less positive, with about half saying that it had informed policy-making and the other half saying that it had not.

Informing policy-making is a less strict criterion for impacts than is influencing policy-making. The degree to which Metropolis research has directly influenced policy development is uncertain. Interviewees and case study participants had difficulty in identifying specific policy documents that had been influenced by Metropolis research. Research was considered to be one input into the policy-making process among a broad range of influences.

Appendix A: Evaluation Matrix

Evaluation Issues	Indicator	Methodology
KNOWLEDGE TRANSFER - POLICY OUTCOMES		
1. Have the Metropolis Centres conducted macro (incl. pan-Canadian), comparative and longitudinal studies to support policy development?	<ul style="list-style-type: none"> • # & type of macro, comparative & longitudinal research studies • #, type & distribution/attendance of Metropolis products developed from this research • Stakeholder views re relative value of macro studies 	<ul style="list-style-type: none"> • Review of Centres' Activity Reports • Case studies • Survey of potential (federal) users • Interviews with funding partners
2. Have the Metropolis Centres successfully integrated key policy issues identified by federal funding partners into their research plans?	<ul style="list-style-type: none"> • Centres' processes (formal and informal) to solicit input from federal funding partners on key policy issues (research topics, conference themes) that are of interest for them <ul style="list-style-type: none"> - # and type of federal funding partners engaged in these processes • Centres' processes (formal and informal) to convey policy needs to research community • Departmental processes (formal and informal) to provide Centres with key policy research needs • Distribution of Centre projects in relation to 11 policy issue areas (# and value) • Nature of projects in 11 policy issue areas (research question linked to policy needs?) • Stakeholders views re processes and distribution 	<ul style="list-style-type: none"> • Document Review: Annual Reports; descriptions of funded projects, other Centre/ Secretariat reports • Review of Centres' & Secretariat Activity Reports • Case studies • Survey of potential (federal) users • Interviews with funding partners
3. Is Metropolis producing research products that are relevant to government policy makers?	<ul style="list-style-type: none"> • #, type & distribution/attendance of products directed to policy-makers • Stakeholder views re utility 	<ul style="list-style-type: none"> • Review of Centres' & Secretariat Activity Reports • Case studies • Survey of potential (federal) users • Interviews with funding partners
4. Do federal policy-makers access Metropolis research? Do departments support the access and	<ul style="list-style-type: none"> • No. of policy-makers associated with Metropolis (including involvement in committees, distribution lists, conference attendees, etc.) 	<ul style="list-style-type: none"> • Document Review: policies, directives, etc. • Review of Centres' & Secretariat Activity Rpts

Evaluation Issues	Indicator	Methodology
use of research in policy-making?	<ul style="list-style-type: none"> • Departmental policies, procedures, directives re access and use of research • Usability of Metropolis products including websites • Stakeholder views 	<ul style="list-style-type: none"> • Case studies • Survey of potential (federal) users • Interviews with funding partners
5. Has knowledge transferred from Metropolis informed and influenced government policy development? <i>(This question, in conjunction with Q.4, will look at a spectrum of possible use by policy-makers.)</i>	<ul style="list-style-type: none"> • Examples of ways in which Metropolis research has informed and influenced policy-making • Activities related to policy development (presentations, background documents, briefs, MCs and TB submissions) that have been directly or indirectly influenced by Metropolis outputs 	<ul style="list-style-type: none"> • Case studies • Survey of potential users • Interviews with funding partners
6. Do the Centres, Secretariat and Federal Consortium operate as effective knowledge “brokers” in the knowledge transfer process? <i>(A framework identifying the different possible roles & activities of brokers will need to be developed.)</i>	<ul style="list-style-type: none"> • Centres & Secretariat processes to link knowledge producers and users, including processes to develop research products for policy-makers • Stakeholder views 	<ul style="list-style-type: none"> • Review of Centres’ & Secretariat Activity Reports • Case studies • Survey of potential (federal) users • Interviews with funding partners

Appendix B: List of documents reviewed

1. Knowledge Transfer Tools produced by the Metropolis Centres of Excellence (2005-2006)
2. Phase II final MOU between SSHRCC & CIC
3. Metropolis Project RMAF, July 26, 2005
4. CIC Internal Review of Metropolis
5. SSHRC Mid-term Review (2005)
6. Knowledge Transfer and Public Policy (Harley Dickinson)
7. Internal Review of the Metropolis Project (CIC, June 2006)
8. Strategic Interviews on the Metropolis Project (RTC, May 2006)
9. Report on the Mid-term Review, 2nd phase of Metropolis (April 2006)
10. Evaluation of the Metropolis Joint Initiative Program (Fall 2000)
11. PCERII Second Phase Summary Report: Addendum to Annual Reports (Jan 12, 2006)
12. PCERII Annual Report 2006-2007
13. Metropolis National Newsletter (March 2006)
14. Metropolis National Newsletter (March 2006) – ATLANTIC
15. Metropolis National Newsletter (March 2006) – MONTREAL
16. Metropolis National Newsletter (March 2006) – CERIS
17. Metropolis National Newsletter (March 2006) – PCERII
18. Metropolis National Newsletter (March 2006) – RIIM
19. Remedial Action Plan for CIC regarding the use of the metropolis Project - Annex 2 (Adopted prior to end of Phase 2)
20. CERIS Evaluation, March 26-27th 2008
21. 2006-2007 RIIM Funded Proposal Abstracts
22. CERIS Funded RFP Recipients (2004)
23. PMC - PMC Domains, Domain Leaders and Federal Policy - Research Priorities (Adapted from Annex J of MOU)
24. Draft Activity report Metropolis Transfer Knowledge Phase II

Appendix C: List of interviewees

(list does not include case study interviewees)

Citizenship and Immigration Canada

Elizabeth Ruddick
Director General,
CIC

Zeynep Karman
Director, Research Transfer Knowledge
CIC

Human Resources and Skills Development Canada

Benoit Delage
A/Chief
HRSDC

Louis Grignon
Director, Workplace Team
HRSDC

Sylvano Tocchi
Director, Foreign Credential Recognition
Division, HRSDC

François Weldon
Director, Social Policy Research,
HRSDC

Canadian Heritage

Jennifer Bitz
Director, Strategic Policy, Research and
Planning,
PCH

Kamal Dib
Manager,
PCH

Ian Donaldson
Senior Policy Officer,
PCH

Andrew Griffith
Multiculturalism and Human Rights,
PCH

Social Sciences and Humanities Research Council (SSHRC)

Murielle Gagnon
A/Director
SSHRC

Canada Mortgage and Housing Corporation (CMHC)

Ian Melzer
Manager, Housing Needs Policy and Research
CMHC

Jim Zamprelli
Senior Resercher
CMHC

Appendix D: Federal funding partners interview guide

Interview Guide – Federal Funding Partners

Government Consulting Services (GCS) has been engaged by the Research and Evaluation group at Citizenship and Immigration Canada (CIC) to conduct an evaluation of the Metropolis Project. The purpose of this evaluation is to assess the extent to which Metropolis has been successful in transferring research knowledge to government policy-makers.

*As part of the evaluation, GCS is conducting interviews with representatives of Metropolis federal funding partners, including members of the Interdepartmental Working Committee (IDC) for Phase II. The goal of the interview is to gain a better understanding of the processes in place to ensure the proper transfer of knowledge between the Metropolis Centres and federal government departments, and collect information to assist us in assessing the relevance and usefulness of Metropolis research activities and products in informing policy development. Note that throughout this interview we will refer to Metropolis research activities. These include research papers, magazines such as *Our Diverse Cities*, *Canadian Issues*, and *Diversity*, national and international Conferences, other activities organized by the Centres and the Secretariat, etc.*

The following questions will serve as a guide for our interview. Please note that the responses you provide will not be attributed to you in the evaluation report (only aggregate information will be released) or in any documentation provided to the evaluation group at CIC and SSHRC.

*Please also note that as this interview is being conducted for an evaluation of Phase II of Metropolis (i.e., between April 2002 and March 2007), for all questions we are interested in your experiences with Metropolis **at that time**.*

- 1) Please describe your role/involvement with the Metropolis Project (length of time, responsibilities, nature of interactions, your participation in Centres' meeting or Secretariat IDC, etc.).
- 2) Overall, what was the primary value of Metropolis to your organization?
 - a) How important was Metropolis to your department?
 - b) Could it have been improved? If so, how?
- 3) What were the processes in place during Phase II for identifying and incorporating your policy information needs and priorities into Metropolis activities?
 - a) To your knowledge did your department have processes in place (formal or informal) to provide Metropolis (Centres and Secretariat) with key policy research needs?
 - b) Did the Centres and the Secretariat have processes in place (formal and informal) to solicit input from your department?
 - c) How effective were these processes? What were the strengths/weaknesses?
 - d) Would there have been alternative processes that would have, in your view, been more effective? Why?
- 4) To what extent were Metropolis research activities relevant to federal government policy-makers?
 - a) How important was it for your department that the Metropolis Centres conducted macro, comparative and longitudinal studies?
 - b) Were the Metropolis Centres putting an appropriate level of effort into conducting these types of studies (e.g. enough / too much)?
- 5) In your opinion, did your department view as a priority the access and use of research in policy-making?

- a) Did your department allocate time for identifying, reading and incorporating research into policy-making efforts?
 - b) Did your department participate in Metropolis activities such as Centres activities, national/international conferences, maintaining it's webpage on the Metropolis website?
[Probe: If so, to what extend does your department support attendance or participation in these Metropolis activities?]
- 6) As you may be aware, one of the roles of the Metropolis Project is to identify, fund and disseminate research activities to support policy and program development in the field of immigration and diversity. Do you think that the research generated by Metropolis was being used to inform policy in your department? (e.g., to inform thinking, to implement or refine actual policies or programs, etc.)?
- a) If yes, how? Do you have specific examples of Metropolis products you found to be particularly useful for your organization?
 - b) If no, why not?
 - c) How could it have been improved?
 - d) Are you aware of any specific activities related to policy development (presentations, background documents, briefs, MCs, TB submissions) that were directly or indirectly influenced by Metropolis outputs? If so, please identify.
- 7) Was policy development within your department informed by research from other sources?
[Probe: What are these other sources?]
- a) If so, how would you compare the relevance of Metropolis research activities to those from other sources?
 - b) How would you compare the usability (ease of use) of Metropolis research activities to those from other sources?
 - c) How would you compare the usefulness of Metropolis research activities to those from other sources?
- 8) Is there anything else you would like to add?

Appendix E: Knowledge broker functions / roles

The following definitions of knowledge broker functions / roles are taken from “Knowledge Transfer & Public Policy: A Literature Review and Synthesis” (Harley Dickinson, July 2007)

User System Mobilizer	is an individual or organization that “forcefully, sometimes through protest actions” draws attention to unmet needs and interests among service recipient groups
Implementation Assister	is primarily concerned with the utilization of knowledge after it has been successfully transferred to potential users.
Relay Station	passes on messages. These messages can be passed on in person, but more commonly published literature or reports of various kinds are setn to potential users for their information.
Transformer	is a function involving knowledge brokers changing the form or the content of the original message (knowledge) in some way to make it more interesting, attractive, clear and useful to potential users.
Synthesizer	entails creating a single, new, useful message through the synthesis of knowledge from a variety of sources.
Locator	entails the knowledge broker identifying unmet needs of both knowledge producers/providers and knowledge users, and tries to help them form a relationship.
Linkage Catalyst	brings producers and users together, often informally, in an attempt to help them form a collaborative relationship. When the relationship is initiated, withdraws from it and lets it take its own course.
Linkage Process Facilitator	has expertise, possibly including formal training, in the many steps and conditions necessary to form inter-system collaborative relationships. Have specialized training and explicit responsibility for facilitating the formation and functioning of sustainable collaborations between knowledge producers and users.

Appendix F: Distribution of findings based on familiarity with the Metropolis Project

Conclusion: Based on survey results, respondents who reported being ‘quite’ or ‘very familiar’ with Metropolis were, overall, more positive about their experience. They participated/used Metropolis research/activities to a greater extent than people who only had a limited familiarity with Metropolis. They also were more satisfied with their Metropolis experience.

Context/issue:

The extent to which potential Metropolis users were familiar with the Metropolis project may affect their use and perception of it. This is the reason why, in this section, a closer look is taken at how survey respondent perceptions and opinions are related to their familiarity with the Metropolis Project. People who are familiar with the Metropolis Project may have had a different Metropolis experience than the ones that are less familiar, which may lead to different perceptions and opinions.

However, before further discussing the results, it must be emphasized that knowledge transfer activities are supposed to be directed towards and reach all potential users and not only a sub-group of people who are highly familiar with the Project.

Also noteworthy, the familiarity question is subjective in nature. It reflects the perception of the respondents’ knowledge on what they believe the Metropolis Project is (ie: they may believe that the Center they know is Metropolis).

Profile of Potential Users (survey respondents):

Survey respondents that were identified as potential users were split as to their familiarity with the Metropolis project. About half of the respondents were either ‘quite’ or ‘very familiar’ with the Metropolis Project (47%) and a little over half were ‘not at all’ or ‘not very’ familiar with it (52%)²⁴.

Table 1: Familiarity with the Metropolis Project

	Frequency	Percent
Not at all familiar	53	19.4
Not very familiar	89	32.6
Quite familiar	76	27.8
Very familiar	52	19.0
Do not know	3	1.1
Total	273	100.0

²⁴ There are 1% of the respondents that did not know to what extent they were familiar with the Metropolis project. The remaining analysis presented in this section will exclude those respondents who answered ‘Do not know’ on the familiarity question.

Even higher percentages reported not being familiar with the various Centres and the Secretariat, although respondents were somewhat more familiar with the Centre in the region where they are located (see Table 2).

Table 2: Familiarity with the Metropolis Centres and Secretariat*

	Not familiar		Familiar	
	All respondents	Respondents located in the region, in question	All respondents	Respondents located in the region, in question
Secretariat	64%	58%	34%	40%
IM (Quebec region)	85%	72%	12%	28%
CERIS (Toronto region)	71%	65%	26%	35%
PMC (Prairie region)	81%	41%	16%	59%
RIIM (BC region)	80%	17%	18%	67%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Senior managers and those who identified themselves as policy advisors/analysts/officers were more likely to be familiar with Metropolis than the total survey population. As illustrated by Table 3, almost three quarters of senior management respondents (73.9%) and 61% of policy advisors/analysts or officers indicated they were ‘quite’ or ‘very familiar’ with Metropolis. On the other hand, Program/project advisors/analysts/officers were more likely to report being ‘not at all’ or ‘not very familiar’ with Metropolis.

Table 3: Position by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Position	Senior Management (n=23)	21.6%	73.9%	100.0%
	Other management (n=31)	48.4%	51.6%	100.0%
	Program/Project Advisor, Analyst or Officer (n=102)	68.6%	31.4%	100.0%
	Policy Advisor, Analyst or Officer (n=64)	39.1%	60.9%	100.0%
	Research Advisor, Analyst or Officer (n=48)	52.1%	47.9%	100.0%
	Other (n=2)	50.0%	50.0%	100.0%
	Total (n=270)	52.6%	47.4%	100.0%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Similarly, those survey respondents who were mainly involved in research, or in policy development and/or advice, were more likely to be familiar with Metropolis, while those in Program design or delivery and operational/client services were less familiar with it. Table 4

below illustrates the familiarity of survey respondents involved in various types of work related to Metropolis.

Table 4: Type of work by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Type of work	Research (n=65)	41.5%	58.5%	100.0%
	Policy development and/or advice (n=78)	29.5%	70.5%	100.0%
	Program design or delivery (n=68)	64.7%	35.3%	100.0%
	Operational / client services (n=44)	81.8%	18.2%	100.0%
	Other (n=15)	80.0%	20.0%	100.0%
	Total (n=270)	52.6%	47.4%	100.0%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Differences were also noted, in terms of familiarity with Metropolis, across the federal funding partner organizations included in the survey. More of CIC’s and PCH’s respondents reported being familiar with Metropolis, while the reverse stands for surveyed employees from HRSDC. Table 5 illustrates the level of familiarity with Metropolis of respondents from the various organizations.

Table 5: Department/Organization by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Department/ Organization	PCH (n=29)	37.9%	62.1%	100.0%
	CIC (n=116)	41.4%	58.6%	100.0%
	HRSDC (n=105)	66.7%	33.3%	100.0%
	Other (n=20)	65.0%	35.0%	100.0%
	Total (n=270)	52.6%	47.4%	100.0%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Respondents in the NCR were in majority ‘quite’ or ‘very familiar’ with the Metropolis Project (53%), and survey respondents outside the NCR had a greater propensity to answer they were ‘not at all’ or ‘not very familiar’ with the Project (63%). The breakdown of the familiarity by location is illustrated in table 6.

Table 6: Region by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Region	National Capital Region (n=180)	47.2%	52.8%	100.0%
	Rest of Canada (n=90)	63.3%	36.7%	100.0%
	Total (n=270)	52.6%	47.4%	100.0%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Use of Metropolis Products and Activities:

Survey results indicate that the use of Metropolis increases with familiarity with the project. Table 7 shows that on average people who report having a good familiarity with the Metropolis Project devote a higher percentage of their time reading/reviewing research materials and/or attending research dissemination activities relating to immigration, settlement and/or diversity issues on Metropolis products/activities (48%).

Table 7: Percentage of time devoted to Metropolis products/activities by familiarity with the Metropolis Project*

	Not familiar (n=55)	Familiar (n=111)	Total (n=166)
Mean	41.5%	48.4%	46.2%
Median	37.5%	50.0%	40.7%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Respondents who are more familiar with Metropolis are also using/participating to a greater extent each product/activities listed in Table 8. Although to a different degree, the most used or participated in products for both groups are Centre research reports or publications and Metropolis/Centers websites followed closely by magazines and policy syntheses. Note that both familiar and unfamiliar identified similar ranking of items.

Table 8: Use of Metropolis products/activities by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Used or participated in:	National or international conferences	16.9%	71.9%	43.0%
	Centre retreats	4.9%	18.8%	11.5%
	Centre workshops	7.7%	44.5%	25.2%
	Centre research reports or publications (including Working Papers)	35.9%	89.1%	61.1%
	Policy Syntheses (e.g., Policy Matters, Research Capsules)	25.4%	68.8%	45.9%
	Metropolis Conversations	9.2%	51.6%	29.3%
	Metropolis Presents	7.0%	46.9%	25.9%
	Our Diverse Cities magazine	21.8%	71.1%	45.2%
	Canadian Issues magazine	20.4%	65.6%	41.9%
	Canadian Diversity magazine	23.9%	67.2%	44.4%
	Journal of International Migration and Integration (JIMI)	16.2%	57.0%	35.6%
	Special issues of other journals	9.2%	42.2%	24.8%
	Metropolis and/or Centres' websites	31.0%	88.3%	58.1%
	Other	7.7%	9.4%	8.5%

* **Not familiar** includes those who indicated they were 'not at all familiar' or 'not very familiar'. **Familiar** includes those who indicated they were 'very familiar' or 'quite familiar'.

Almost all respondents who were familiar with Metropolis used at least one Metropolis output (98%), and a research product (92%). In opposition, respondents who declared being less familiar with Metropolis reported lower use of Metropolis outputs; only 55% had used at least one of the outputs listed in the previous table, and at least one research product (45%). For both groups, the participation in Metropolis activities was lower than for research products, with 81% of the respondents familiar with Metropolis and 19% of the ones who were less familiar reporting the participation in at least one Metropolis activity (see table 9).

Table 9: Use of at least one of Metropolis product by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Participated/used at least one Metropolis:	Output (activity or research)	54.90%	98.40%	75.60%
	Activity	19.00%	81.30%	48.50%
	Research product	45.10%	92.20%	67.40%

* **Not familiar** includes those who indicated they were 'not at all familiar' or 'not very familiar'. **Familiar** includes those who indicated they were 'very familiar' or 'quite familiar'.

As shown in Table 10, when using Metropolis research, both groups of respondents, those who were familiar and not familiar with Metropolis, reported they used it to keep up-to-date in their field although to a different extent (75% and 30% respectively). Many also used it to inform

policy discussions (65% and 24%) and to inform program design and delivery (43% and 23%). However, half of the respondents who reported being not at all or not very familiar with Metropolis reported not using Metropolis research.

Table 10: Use made of Metropolis research by familiarity with the Metropolis Project*

		Not familiar (n=142)	Familiar (n=128)	Total (n=270)
Used Metropolis research:	To inform policy discussions	23.9%	64.8%	43.3%
	To inform program design and delivery	23.2%	43.0%	32.6%
	To inform and align research development	14.1%	39.1%	25.9%
	To be up-to-date in your field	29.6%	75.0%	51.1%
	For your own personal information	12.0%	29.7%	20.4%
	Did not use Metropolis research	50.7%	2.3%	27.8%
	Other	4.9%	5.5%	5.2%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Notwithstanding their familiarity with the Metropolis Project, the majority of survey respondents indicated that it was either ‘quite’ or ‘very important’ that Metropolis conducted pan-Canadian, comparative and longitudinal research. However, respondents who were ‘quite’ or ‘very familiar’ with Metropolis reported this in higher numbers as indicated in Table 11 below. Less important but again, worth mentioning is that the "unfamiliar" group reports higher ‘do not know’ frequencies.

Table 11: Importance that Metropolis conducts pan-Canadian, comparative and longitudinal research by familiarity with the Metropolis Project*

		Not familiar	Familiar	Total
Pan-Canadian research (n=217)	Not at all or not very important	14.6%	13.2%	13.8%
	Quite or very important	62.5%	83.5%	74.2%
	Do not know	22.9%	3.3%	12.0%
	Total	100%	100%	100%
Comparative research (n=216)	Not at all or not very important	12.6%	7.4%	9.7%
	Quite or very important	66.3%	90.1%	79.6%
	Do not know	21.1%	2.5%	10.6%
	Total	100%	100%	100%
Longitudinal research (n=214)	Not at all or not very important	13.5%	10.2%	11.7%
	Quite or very important	59.4%	88.1%	75.2%
	Do not know	27.1%	1.7%	13.1%
	Total	100%	100%	100%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Satisfaction With Metropolis:

In general, survey respondents who identified themselves as being familiar with Metropolis express greater satisfaction with it. For each of the products/activities they used/participated in they report in greater proportions that they believe it was ‘quite’ or ‘very useful’ to them (around 80 to 90% for most of the products). For this group, Centre research reports or publications and National or international conferences were perceived to be useful by 93% and 88% of the 114 and 92 respondents that reported using these products. Although more mixed, the results from survey respondents with little familiarity with Metropolis show that they generally perceived the products to be useful to them. For them, Centre research reports or publications appeared to be the most useful product (84,3% out of a total of 51 respondents), followed by policy syntheses (77,8% out of a total of 36 respondents). However, Metropolis Conversations and Metropolis Presents were less appreciated, with respectively 62% and 60% (out of 13 and 10 respondents who used these products) of this group reporting that these products were ‘not at all’ or ‘not very useful’. For both groups, the product that was identified as being the least useful was the Centre retreats, with 33% of the 33 respondents who were familiar with Metropolis and that participated in this activity and 86% of the 7 respondents with little familiarity with Metropolis answering that it was ‘not at all’ or ‘not very useful’. Table 12 reports on the perceived usefulness of Metropolis products and activities.

Table 12: Usefulness of Metropolis products/activities used/participated by familiarity with the Metropolis Project*

		Not familiar		Familiar		Total	
		Not useful	Useful	Not useful	Useful	Not useful	Useful
Usefulness of:	National or international conferences (n=116)	29.2%	70.8%	12.0%	88.0%	15.5%	84.5%
	Centre retreats (n=31)	85.7%	14.3%	33.3%	66.7%	45.2%	54.8%
	Centre workshops (n=68)	54.5%	45.5%	17.5%	82.5%	23.5%	76.5%
	Centre research reports or publications (including Working Papers) (n=165)	15.7%	84.3%	7.0%	93.0%	9.7%	90.3%
	Policy Syntheses (e.g., Policy Matters, Research Capsules) (n=124)	22.2%	77.8%	13.6%	86.4%	16.1%	83.9%
	Metropolis Conversations (n=79)	61.5%	38.5%	16.7%	83.3%	24.1%	75.9%
	Metropolis Presents (n=70)	60.0%	40.0%	18.3%	81.7%	24.3%	75.7%
	Our Diverse Cities magazine (n=122)	32.3%	67.7%	13.2%	86.8%	18.0%	82.0%
	Canadian Issues magazine (n=113)	27.6%	72.4%	14.3%	85.7%	17.7%	82.3%
	Canadian Diversity magazine (n=120)	32.4%	67.6%	16.3%	83.7%	20.8%	79.2%
	Journal of International Migration and Integration (JIMI) (n=96)	30.4%	69.6%	17.8%	82.2%	20.8%	79.2%
	Special issues of other journals (n=67)	53.8%	46.2%	24.1%	75.9%	29.9%	70.1%
	Metropolis and/or Centres' websites (n=157)	20.5%	79.5%	19.5%	80.5%	19.7%	80.3%
Other (n=23)	72.7%	27.3%	50.0%	50.0%	60.9%	39.1%	

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’. **Not useful** includes those who indicated ‘not at all useful’ or ‘not very useful’. **Useful** includes those who indicated ‘quite useful’ or ‘very useful’.

Survey respondents who were ‘quite’ or ‘very familiar’ with Metropolis show greater satisfaction in regards to timeliness, relevance and overall quality of Metropolis research, as indicated in Table 13. However, the number of ‘do not know’ responses is much higher among those unfamiliar with Metropolis.

Table 13: Satisfaction with timelines, relevance and overall quality of Metropolis research by familiarity with the Metropolis Project*

		Not familiar	Familiar	Total
Timeliness (n=176)	Very dissatisfied or dissatisfied	0.0%	3.6%	2.3%
	Neither satisfied nor dissatisfied	22.7%	20.9%	21.6%
	Satisfied or very satisfied	37.9%	70.9%	58.5%
	Do not know	39.4%	4.5%	17.6%
	Total	100%	100%	100%
Relevance (n=206)	Very dissatisfied or dissatisfied	6.1%	4.9%	5.4%
	Neither satisfied nor dissatisfied	20.7%	9.8%	14.1%
	Satisfied or very satisfied	52.4%	82.9%	70.7%
	Do not know	20.7%	2.4%	9.8%
	Total	100%	100%	100%
Overall quality (n=200)	Very dissatisfied or dissatisfied	4.9%	4.2%	4.5%
	Neither satisfied nor dissatisfied	17.3%	8.4%	12.0%
	Satisfied or very satisfied	53.1%	82.4%	70.5%
	Do not know	24.7%	5.0%	13.0%
	Total	100%	100%	100%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

. For both groups, this was the method that most respondents identified as Trends regarding the usefulness of various ways of providing departmental input to Metropolis on their department’s needs are reported in Table 14. Overall, respondents who had limited familiarity with Metropolis found the five methods ‘not at all’ or ‘not very useful’, while the respondents who were familiar with Metropolis found them ‘quite’ or ‘very useful’. For example, 89% and 88% of the 8 and 9 respondents with little familiarity with Metropolis answered that Centres’ Annual Retreats and Metropolis Interdepartmental Working Committee (IDC) were ‘not at all’ or ‘not very useful’ to them when providing their input, while 83% and 77% of the 44 and 29 respondents who were familiar with Metropolis answered that these same two products were ‘quite’ or ‘very useful’ to them. The only exception is for discussing priorities with individual Metropolis researchers, where the majority of respondents with little familiarity with Metropolis (62% out of 13 respondents) identified this method as being useful to them.

Table 14: Usefulness of methods to provide input to Metropolis on department's research needs by familiarity with the Metropolis Project*

		Not familiar		Familiar		Total	
		Not useful	Useful	Not useful	Useful	Not useful	Useful
Usefulness of:	Centres' Annual Retreats (n=38)	88.9%	11.1%	17.2%	82.8%	34.2%	65.8%
	Metropolis Interdepartmental Working Committee (IDC) (n=52)	87.5%	12.5%	22.7%	77.3%	32.7%	67.3%
	Centres' workshops (n=60)	70.0%	30.0%	20.0%	80.0%	28.3%	71.7%
	Discussed priorities with individual Metropolis researchers (n=85)	38.5%	61.5%	15.3%	84.7%	18.8%	81.2%
	Provided written input to a Metropolis Centre(s) or the Metropolis Secretariat (n=45)	71.4%	28.6%	13.2%	86.8%	22.2%	77.8%
	Provided input through a Centre's Board of Directors (n=31)	70.0%	30.0%	23.8%	76.2%	38.7%	61.3%
	Other (n=16)	87.5%	12.5%	25.0%	75.0%	56.3%	43.8%

* **Not familiar** includes those who indicated they were 'not at all familiar' or 'not very familiar'. **Familiar** includes those who indicated they were 'very familiar' or 'quite familiar'. **Not useful** includes those who indicated 'not at all useful' or 'not very useful'. **Useful** includes those who indicated 'quite useful' or 'very useful'.

Respondents who used at least one of the options listed above and were 'quite' or 'very familiar' with the Metropolis project were also 'satisfied' or 'very satisfied' with these processes for identifying and communicating policy information needs and priorities to Metropolis (67%). Respondents with limited familiarity with Metropolis were more split, with 31% of them who did not know and who appeared 'neither satisfied nor dissatisfied' with the processes. Table 15 reports on these findings.

Table 15: Satisfaction with the processes to identify and communicate policy information needs and priorities to Metropolis by familiarity with the Metropolis Project*

	Not familiar (n=13)	Familiar (n=92)	Total (n=105)
Very dissatisfied or dissatisfied	23.1%	9.8%	11.4%
Neither satisfied nor dissatisfied	30.8%	20.7%	21.9%
Satisfied or very satisfied	15.4%	67.4%	61.0%
Do not know	30.8%	2.2%	5.7%
Total	100.0%	100.0%	100.0%

* **Not familiar** includes those who indicated they were 'not at all familiar' or 'not very familiar'. **Familiar** includes those who indicated they were 'very familiar' or 'quite familiar'.

As indicated in Table 16, most (62% and 68%) of the 98 and 97 respondents who had limited familiarity with Metropolis did not have an opinion of the knowledge brokering role of Metropolis. However, over half of the 115 and 122 respondents who were familiar with Metropolis believed that the Metropolis Centres and the Secretariat often or always operated as an effective knowledge broker (50% and 58% respectively).

Table 16: Opinion as to the effectiveness of Metropolis in its knowledge brokering role by familiarity with Metropolis*

		Not familiar	Familiar	Total
Metropolis Centres (n=213)	Never or rarely	15.3%	10.4%	12.7%
	Sometimes	12.2%	17.4%	15.0%
	Often or always	10.2%	50.4%	31.9%
	Do not know	62.2%	21.7%	40.4%
	Total	100.0%	100.0%	100.0%
Secretariat (n=219)	Never or rarely	15.5%	9.8%	12.3%
	Sometimes	6.2%	10.7%	8.7%
	Often or always	10.3%	58.2%	37.0%
	Do not know	68.0%	21.3%	42.0%
	Total	100.0%	100.0%	100.0%

* **Not familiar** includes those who indicated they were ‘not at all familiar’ or ‘not very familiar’. **Familiar** includes those who indicated they were ‘very familiar’ or ‘quite familiar’.

Appendix G: Policy Priorities for Metropolis Phase II

1. How might public policy enhance the capacity of Canada and of Canadian cities to receive and integrate immigrants, including refugees?
2. What policies and programs are necessary to ensure the integration of children and youth of immigrant origin, particularly visible minorities?
3. What is the role for public policy in promoting the social and cultural integration of newcomers and minorities into a multicultural or pluralistic society and what implications does this have for citizenship policy?
4. What are the language-related challenges and opportunities created by the growing diversity of the immigrant population and how should public policy respond?
5. How should public policy be directed in order to counter negative attitudes and discrimination toward immigrants and minorities?
6. How might public policy improve the economic outcomes for immigrants and minorities in the context of domestic economic restructuring, changes in labour demand, changes in immigration sources and growing international mobility?
7. What are the challenges and where should public policy be directed in order to produce just treatment and safe communities, ensuring equality and fairness within all aspects of the Canadian justice system?
8. What set of immigrant and ethnocultural policies would best promote the ability of Canada, the provinces and cities to compete effectively in the new economy?
9. What domestic measures and international relationships need to be in place in order for national asylum and humanitarian policies to function effectively?
10. What are the public policy challenges in the areas of managing migration flows and integrating immigrants and their descendants that will result from demographic change and globalization, notably economic integration and technological change?
11. As governance structures are reconfigured, what role should be played by non-governmental organizations in fostering the integration of immigrants and ethnic, religious and other minorities?