

**Title: The Gender-Migration Index (GMI): Gender-Responsiveness and Migrant-Inclusion in Policy Planning, Implementation, Monitoring, and Evaluation**

**Author: Dr. Lara-Zuzan Golesorkhi**

**Affiliation: University of Portland / Center for Migration, Gender, and Justice**

**Introduction:**

In 2018, UN Member States came together to adopt the Global Compact for Safe, Orderly and Regular Migration (GCM). The GCM is a non-binding document, covering various dimensions of international migration with 23 Objectives and 10 cross-cutting Guiding Principles (IOM, n.d.1). Four years into the implementation of the GCM, assessments of the Compact took place at the 2022 International Migration Review Forum. This included submissions of Voluntary National Reviews (VNRs) which reveal important insights on the state of migration policy in specific countries and regions (UN Network on Migration, n.d.). The reviews also provide insights with regards to the GCM's Guiding Principles, including gender-responsiveness.

In efforts to contribute to this international review process through a gender perspective, the Center for Migration, Gender, and Justice (CMGJ), under my leadership, developed the Gender-Migration Index (GMI). The GMI is a guidance tool for gender-responsiveness and migrant-inclusion in policy. The Index is based on an indicator system that provides benchmarking criteria to ensure that the intersection of migration and gender is considered in policy planning, implementation, monitoring, and evaluation. The indicator system assesses the extent to which gender dynamics are mentioned, engaged with, and committed to, and is based on a 'traffic light' framework that corresponds to limited, moderate, and extensive levels of gender-responsiveness. As a new methodology in the field of migration, the GMI offers an innovative and sustainable practice in the context of the GCM and beyond.

**The Gender-Migration Index (GMI):**

Gendered experiences in migration occur along a continuum (origin-, transit-, and destination country): based on a country's policies, gender dynamics might premise the reason for migration but might also affect experiences along migratory routes and in destination countries. Along this continuum, women, girl, LGBTQIA+, and gender diverse migrants face heightened risks of marginalization, vulnerabilities, and violence.

At the same time, migrants - and especially women, girl, LGBTQIA+, and gender diverse migrants - remain largely left out of policy mechanisms that affect their lives. To address this gap between lived experiences and policy, the GMI provides a guidance tool for stakeholders to ensure gender-responsiveness and migrant-inclusion in policy planning, implementation, monitoring, and evaluation by addressing the needs and challenges of women, girl, LGBTQIA+, and gender diverse migrants.

The GMI is premised on participatory action research and follows a multi-stakeholder approach in its methodology and design. Based on a paradigm to democratize knowledge production in policy and to center migrants' lived experiences therein, the GMI emphasizes participation in data collection and international review processes by members of communities affected by the

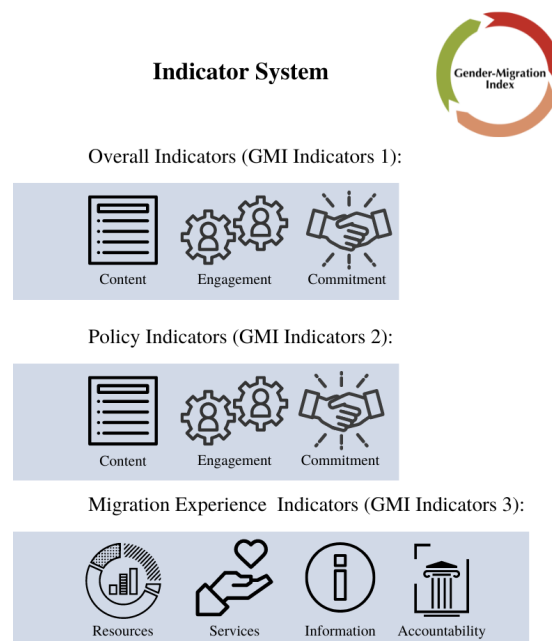
research and policy, namely migrant communities and organizations working with migrant communities.

## Indicator System:

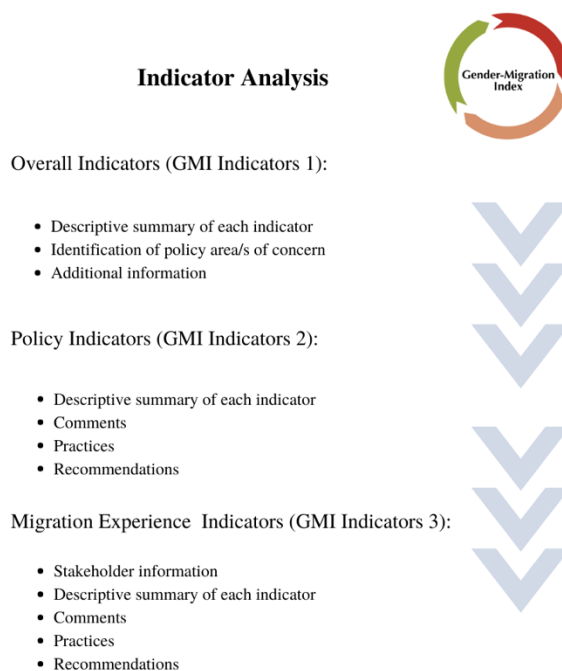
The GMI's indicator system builds on the International Organization for Migration (IOM) Migration Governance Indicators (MGI) and the United Nations Women (UN Women) Minimum Set of Gender Indicators.

- The MGI were developed as part of the IOM's establishment of the Migration Governance Framework (MiGOF) in 2015 and offer a tool to assist countries with their national migration governance. Indicators include: Migrants' Rights, Whole of Government Approach, Partnerships, Well-Being of Migrants, Mobility Dimensions of Crisis, and Safe, Orderly, and Dignified Migration (IOM, n.d.2).
- The UN Minimum Set of Gender Indicators are a result of the agreed-upon decision (42/102) in 2013 by the UN Statistical Commission as a "guide for national production and international compilation of gender statistics" (UN Gender Hub n.d.). The Minimum Set of Gender Indicators consists of 51 quantitative indicators and 11 qualitative indicators relative to gender equality and women's empowerment.

In line with these existing indicator systems, the GMI addresses gender-responsiveness and migrant-inclusion in policy planning, implementation, monitoring, and evaluation through a three-part structure: Overall, Policy, and Migrant Experiences.



The GMI facilitates collaborative inquiry into gender-responsiveness and migrant-inclusion in policy with corresponding engagement in international review processes as the Center for Migration, Gender, and Justice analyzes GMI Indicators 1 and 2 and stakeholders (migrant communities and organizations working with migrant communities) analyze GMI Indicators 3. The application of the GMI is thus co-curated (methodology) with a concrete research-action trajectory that may result in civil society/shadow reports.



## Case Studies:

In developing the GMI, several sample case studies were conducted on GCM VNRs for different countries across regions. This included a GMI analysis of Germany’s GCM VNR (GMI Indicators 1, 2, and 3) in partnership with the community-based organization WoW (With or Without), a GMI analysis of Jordan’s GCM VNR (GMI Indicators 1 and 2), as well as a GMI analysis of GCM VNR’s submitted by Mexico, the Gambia, and Turkey (GMI Indicators 1).

To demonstrate the application of the GMI, below is an abridged summary from the case study analysis of Germany:

Based on Germany’s GCM VNR, the overall gender-responsiveness (GMI Indicator 1) as it pertains to migration can be described as moderate (Federal Republic of Germany, 2020). While migrant women are mentioned in relation to labor, empowerment, and violence prevention, there is solely one mention of LGBTQIA+ migrants and there is no reference to sex, gender identity, sexuality, sexual orientation, and gender-responsiveness in the document. Given the moderate content that addresses gender dynamics in migration, there is similarly moderate engagement with gender dynamics in existing efforts.

Notably, in regards to the labor market, Germany's GCM VNR states that a "special focus is on the support of immigrant women, who often face specific challenges and have specific needs." This focus is linked to so-called "digital streetwork" which aims to improve migrants' access to information (Ibid.). In line with this moderate mention of and engagement with gender dynamics in migration, commitments in this regard are similarly moderate as they remain implicit in ongoing and future efforts.

Labor presents a constitutive aspect of Germany's GCM VNR. Indeed, labor, work, and employment are mentioned frequently throughout the document as it pertains to existing and planned efforts and labor market access is listed as a "priority policy area for the Federal Government with regard to the GCM's objectives" (Ibid.). Yet, in terms of gender dynamics in the labor market, challenges such as language proficiency, digital literacy, and lack of information are simply noted, but barely engaged with and/or committed to.

This limited content, engagement, and commitment (GMI Indicators 2) with regards to labor policy in the context of gendered migration dynamics points to important practices and recommendations to consider until the next GCM Regional Review as provided by the stakeholder involved in the GMI Indicators 3 analysis, WoW (With or Without). WoW is a local, community-based non-profit, non-governmental organization (NGO) based in Stuttgart, Germany that promotes equality and diversity in the labor market by addressing intersectional discrimination experienced by migrant women (CMGJ & WoW, 2021).

As with the Gender-Responsiveness GMI Indicators 1 and 2, the analysis of migrant experiences (GMI Indicators 3) presents mixed findings. According to WoW, migrant women moderately use resources that address their specific challenges and needs in the labor market and moderately access services pertaining to employment. This moderate usage and access stems from two factors: one, there are limited resources available that take into consideration intersectional experiences such as those of Muslim migrant women, for instance; two, the available resources that take these varied experiences into consideration, often remain inaccessible due to limited language proficiency and/or household structures (i.e. child-care).

In terms of the extent to which migrant women have knowledge of their rights and protections and engage with accountability mechanisms, WoW's assessment points to limitations such as restrictions on the scope of certain rights and protections which do not apply to migrants as third-country nationals and/or non-citizens as well as fears of reporting instances of discrimination dependent on migration status.

In light of this analysis of migrant experiences (GMI Indicators 3), WoW offered indicator-specific recommendations for the next GCM Regional Review, including providing resources considerate of the challenges that the women face in accessing what is available, increasing support for professional advising services, refined and increased data collection on migrant women's experiences in the labor market, and incorporating anonymized application procedures into Germany's anti-discrimination frameworks.

## Next Steps:

As a guidance tool that facilitates gender-responsiveness and migrant-inclusion in policy by addressing the needs and challenges of women, girl, LGBTQIA+, and gender diverse migrants, the GMI is aligned with various international review processes beyond the GCM such as:

- UN Commission on the Status of Women (CSW)
- UN Committee on Elimination of All Forms of Discrimination Against Women (CEDAW)
- UN High Level Political Forum (HLPF)
- UN Committee on the Protection of the Rights of All Migrant Workers and Members of their Families (CMW)
- Global Compact on Refugees (GCR) / Global Refugee Forum (GRF)

Next steps in the application of the GMI thus involve analyses of relevant documents submitted by UN Member States in the context of these international review processes upon which gender-responsiveness (i.e. CMW, GRF, HLPF) and/or migrant-inclusion (i.e. CSW, CEDAW, HLPF) is determined based on respective indicators and in collaboration with stakeholders. In regards to the review cycle of the GCM, a comprehensive VNR analysis of GMI Indicators 1 and 2 is planned ahead of the next regional and international reviews (i.e. International Migration Review Forum (2026)).

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