

INTERNATIONAL MIGRATION INITIATIVE  
IN COLLABORATION WITH THE LATIN AMERICA PROGRAM

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## **Central America/Mexico Migration Corridor**

### **PORTFOLIO REVIEW**

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## EXECUTIVE SUMMARY

This is a portfolio that the International Migration Initiative (IMI) and the Latin American Program (LAP) have implemented jointly since 2010. It aims to combat the vulnerability of migrants in transit, the exploitation of migrant workers, and the lack of opportunity driving migration in countries of origin. The primary tool we employ for this work is a donor collaborative that we created in partnership with the Ford Foundation-Mexico and Fundación Avina; the collaborative is the Central America and Mexico Migration Alliance, or CAMMINA. From 2010-2014, IMI and LAP have invested \$7.4 million in the region—\$5.1 million through CAMMINA, and \$2.3 million in complementary grants directly made by OSF.

The work we have done together with our funder partners has led to noteworthy changes in the migration field in Central America and Mexico. We have helped forge transnational initiatives and cross-sector partnerships, some of which are bringing about changes in policy. An initiative of forensic scientists and migrant advocates, for example, led Mexico to create an independent commission to document atrocities committed against migrants and hold perpetrators accountable. Another effort in Mexico helped establish policy priorities on migration across government agencies for the next six years as part of Mexico's new National Development Plan. Overall, the work in this portfolio has gained the most traction in Mexico where civil society is strong and advocates are targeting the implementation of recently adopted laws. By comparison, progress has been slower in Central America where civil society institutions are weaker, and government agencies are less capable and willing to engage in reforms. Our experience has reinforced the value of a corridor approach; at the same time, it has demonstrated the need for greater efforts to strengthen civil society capacity at the national level in countries of origin so that cross-border initiatives can be effective. With this in mind, we are investing more of CAMMINA's resources in Central America and in capacity building initiatives. The partnership between IMI and LAP, and the CAMMINA donor relationships, have enriched this portfolio and expanded its reach. Both partnerships now are at critical turning points that could alter the way we operate and the areas in which we work.

### I. State of the Field

**Sociopolitical backdrop:** In 2010, when IMI and LAP developed a joint migration strategy, violence against migrants in Central America and Mexico was reaching an all-time high. The media increasingly featured mass kidnappings and massacres of migrants, as transnational criminal groups expanded their reach<sup>1</sup>. The vulnerability of migrants was compounded by the fact that crimes against them often took place in an environment of impunity, occurring with tacit approval or cover from the authorities. Migrant workers routinely reported abuse on worksites or in labor recruitment processes in the region and the United States, but had few avenues to seek redress.

In the absence of sufficient legal migration channels, migration to the U.S. remains largely unauthorized. Regional agreements allow for free mobility within Central America, but work permit procedures are cumbersome and unregulated work agreements prevail. As a result, low-wage migrant workers—most of whom work in construction, seasonal agriculture, domestic work, and manufacturing—are vulnerable to exploitation and abuse.

In recent years, while Mexican migration to the U.S. has leveled off, migration from Central America to the U.S., Mexico, and within the region has increased steadily<sup>2</sup>. According to UN Population data, between 2000 and 2013, the total number of Hondurans, Salvadorans and Guatemalans in Mexico nearly doubled, and the number of Nicaraguans in Costa Rica increased by 75%. Poverty and lack of economic opportunity in countries of origin continue to drive this trend. Migration patterns also are changing. Given the relative strength of their currencies, Belize is the most popular destination for migrants in Central America<sup>3</sup>, and El Salvador has become a destination for migrant workers from Nicaragua and Honduras.

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<sup>1</sup> The most infamous incident is the 2010 massacre of 72 migrants in Tamaulipas, Mexico, which is considered one of the worst atrocities committed by Mexico's drug trafficking organizations. This was symptomatic of the growing reach of drug cartels, which had increased the risk for migrants crossing through Mexico to get to the U.S.

<sup>2</sup> See Appendix 5: Migration Trends, 2000-2013

<sup>3</sup> According to the International Organization for Migration (2013), migrants make up about 15% of Belize's population.

The increasing rate of migration from Central America is not simply the result of poverty and unemployment. The world's highest levels of criminal violence also are pushing Salvadorans, Guatemalans, Hondurans, and Nicaraguans from their countries<sup>4</sup>. Young people flee to evade gangs. Business owners, even those in the informal sector, flee extortion. With weak state institutions and widespread corruption, security forces are unable to protect citizens—or they often are involved in illicit activities and human rights abuses. Having few options, greater numbers of women and unaccompanied children have been migrating over the past five years; there also has been a pronounced spike in asylum claims from the region<sup>5</sup>.

Pressure from the U.S. has led Mexico to increase migration controls and enforcement at its southern border with Guatemala over the past decade. Mexico has increased border surveillance, highway checkpoints, and detention facilities. Conditions in detention are a subject of concern for human rights organizations, and deportation rates are staggering<sup>6</sup>. Despite the risks, migration remains the only viable option for tens of thousands of people each year.

The regulatory environment: Advocacy and intense media attention on migrant kidnappings and deaths led to new legislation and policies in Mexico. Most notably, in 2011 the Mexican Congress unanimously approved an unprecedented migration law. With this law, Mexico recognized its obligation to ensure human rights for migrants and aimed to reverse the pattern of violence suffered by migrants in transit. To implement this new law, the Mexican administration created a Migration Policy Unit within the Ministry of Interior. In parallel, El Salvador enacted a law for the protection of Salvadoran migrants and their relatives (2011), and Honduras created an Inter-institutional Working Group on Migration (2011) and a law for the protection of Honduran migrants (2013).

Challenges remain, however. Implementation of the new legal and policy frameworks has been slow. In Mexico, the implementation of the 2011 law lagged due to its broad objectives and regulations that were not issued until late 2012. In Honduras, Guatemala, and El Salvador, weak state institutions and the deteriorating security situation pose a serious threat to advocates, the safety of migrants, and the ability of governments to protect their citizens and regulate migration effectively.

Civil society: The field of organizations in Central America and Mexico specialized on migration—separate from human rights, drug policy, and citizen security—is relatively small. Within this field, there is a great distinction in terms of capacity between actors in Central America versus those in Mexico and in the United States. In Central America, many of the groups are newly formed NGOs and are shelters operating in remote areas and under dangerous conditions. They are just beginning to establish mechanisms to systematize data and develop evidence-based approaches to achieve their policy goals. They face many obstacles assisting migrants, litigating, advocating effectively, and building alliances across borders. In Mexico, by contrast, a handful of actors are well-established organizations that are leaders in the field. As a result, there is a geographic imbalance in this region—civil society organizations in Mexico are stronger and better connected with counterparts nationally and internationally.

## **II. ASSUMPTIONS, TOOLS, AND STRATEGIC APPROACH**

IMI and LAP responded to the state of affairs in the region by developing a joint migration strategy in 2010. The objective has been to address the rights violations that migrants experience in Central America and Mexico by improving regional policy frameworks, building a field of strong organizations and leaders, and creating greater coordination among funders.

The strategy is rooted in three main assumptions: First, the inadequacies of the systems governing migration in the region are detrimental to migrants' rights, their personal security, and economic interests. Second, regional and

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<sup>4</sup> This is according to the Washington Office on Latin America (WOLA), August 2013, *Mexico's Other Border: Security, Migration, and the Humanitarian Crisis at the Line with Central America*.

<sup>5</sup> UNHCR recorded the number of adults in the U.S. claiming asylum increased from 5,000 in 2009 to 36,000 in 2013 – individuals from Guatemala, Honduras, El Salvador and Mexico accounted for 70% of this increase. Asylum requests by Hondurans, Salvadorans and Guatemalans seeking refuge in Mexico and elsewhere in the region grew by 430%.

<sup>6</sup> Last year, Mexico deported 93% of the 80,000 people detained—the majority (about 33,000), were from Honduras; this was closely followed by Guatemala (30,000), then El Salvador. (WOLA, August 2013, *Mexico's Other Border*)

transnational initiatives stand the best chance of improving the lives of migrants and fostering sustainable change. Third, improving the governance of migration requires local civil society that can hold its government accountable, and engage effectively with policymakers.

The principal tool that IMI and LAP chose to implement the strategy was a donor collaborative created in partnership with the Ford Foundation's regional office in Mexico and Fundación Avina, which funds sustainable development in Latin America. The *Central America and Mexico Migration Alliance (CAMMINA)* brings together these three foundations, which have complementary competencies in human rights, security, and development. Through CAMMINA, the donors seek to increase rights protections for migrants and promote policies that generate economic opportunity in communities of origin.

Besides the work undertaken through CAMMINA, a separate set of grants funded directly by OSF rounds out the rest of this portfolio. These direct grants by OSF have coalesced around two broad lines of work: (1) migrants in transit; and (2) labor migration. Section IV describes the work through CAMMINA and directly by OSF. Currently, this portfolio consists of \$1.9 million in grant making for 2014 (\$1.1 million LAP and \$830,000 IMI)<sup>7</sup>. In total, IMI and LAP have invested over \$7.4 million in 38 organizations<sup>8</sup> since 2010 (\$5.1 million through CAMMINA, and \$2.3 million directly by OSF).

Our approach (through CAMMINA and directly) has been to strengthen the nascent field of organizations specialized on migration issues by supporting actors who operate regionally, or are seeking to expand into the region. This includes migrant/diaspora-led organizations, legal service providers, and advocacy organizations; it also includes policy centers, think tanks, and academic institutions. The majority of grants have supported demonstration projects that pilot new transnational and cross-sector partnerships. Some examples of the groups we support include a handful of organizations that were already situated as leaders in the field (Washington Office on Latin America and Sin Fronteras), and international actors (International Detention Coalition and Migration Policy Institute). Funding also helped to expand the field by engaging other sectors—such as forensic anthropology, child rights, investigative journalists, and the business community.

By now, IMI and LAP support most of the leading players in the region's migration field, and our work with donor partners has contributed to noteworthy changes in the landscape. Connections across borders and sectors have led to the creation of transnational legal networks that are battling jurisdictional and practical obstacles impeding migrants' access to redress. New alliances among grassroots activists, lawyers and advocates also have improved the quality and consistency of information used in advocacy and prosecutions. Our funding has helped civil society generate interventions to facilitate implementation of the legal and policy gains made over the last few years. And the pool of donors in the region has grown<sup>9</sup>.

The idea of working on migration in this region jointly with Ford and Avina, and the creation of CAMMINA, was an initiative—or concept—of LAP and IMI in 2010 and 2011. We led and executed this concept from inception. By 2013, when IMI and LAP embarked on the strategy development process for 2014-17, CAMMINA had matured to the point of becoming our primary vehicle for supporting the field. The appointment of a CAMMINA director in 2012 was the turning point for the donor collaborative and our role in it.

Our experience over the last four years has validated our assumptions, but deepened our perspective. At this point in the life of this portfolio, we are facing several strategic decisions with respect to our approach in this corridor; we explore these questions in subsequent sections.

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<sup>7</sup> These amounts are rounded off; the exact budget for grant making is: \$1,935,000 for 2014 (\$1,105,000 LAP and \$830,000 IMI). LAP's total grant budget for 2014 is about \$13.4 million, and IMI's total grant budget for 2014 is \$4.5 million.

<sup>8</sup> This reflects grants from 2010 through August 2014, including to Avina Americas, which manages the pooled funds for CAMMINA.

<sup>9</sup> LAP and IMI initiated conversations that led Fundación Avina to establish a migration program, and the Ford Foundation to expand its migration work to Central America. We also have been coordinating with MacArthur Foundation, which has a presence in Mexico.

### III. EVOLUTION OF THE PORTFOLIO

#### History of the Portfolio

In 2008, Aryeh Neier tasked Maria Teresa Rojas with leading an exploration of international migration issues and OSF's work in this area. A series of consultations culminated in an OSF-wide convening in mid-2009, which led to the creation of IMI. It also motivated the Latin America Program to pursue migration as part of its work. By early 2010, when IMI officially started operations, the two programs agreed to work together in Central America and Mexico. The conditions and opportunities we observed led us to this geographic focus as a starting point. IMI would provide the migration expertise while LAP would contribute its deep knowledge of the local context.

The Central America-Mexico strategy was subsequently developed through an additional yearlong process of consultations that IMI and LAP conducted with Ford-Mexico and Avina, as well as with a number of experts. To inform those conversations, the three foundations commissioned a comprehensive mapping of the field.

Armed with this information, OSF, Ford, and Avina decided to formalize the collaboration. After studying several donor-advised fund models in the United States, we agreed to pool our funds and form CAMMINA.<sup>10</sup>

OSF approved a total budget of \$2 million (\$1 million each for IMI and LAP) with the understanding that OSF would commit to the funder collaborative for an initial three years. IMI and LAP each decided to allocate \$600,000 to CAMMINA for the first year (\$1.2 million total), and to put aside the remaining approved funds. Ford initially contributed \$600,000 and Fundación Avina \$500,000<sup>11</sup>. The directors of IMI and LAP felt it was prudent not to invest the full amount budgeted for the portfolio in this one strategic approach for several reasons. For one, committing the entire \$2 million would mean that OSF's contribution would have been significantly larger than that of the other funders. Second, we wanted to see if the collaboration would prove successful. Third, allocating only a portion of the funds would give us flexibility to address other areas of work that could arise beyond the scope of CAMMINA.

In parallel to the process of establishing CAMMINA, IMI and LAP hired a shared program officer. Given that IMI was a new program, we agreed it would be best for the program officer to be embedded within LAP. In mid-2011, Carolina Jimenez joined OSF. Her priority for her first two years was to help CAMMINA become fully functional.

To manage CAMMINA, we established an Operating Committee comprised of the program officers from each foundation. The senior foundation representatives became the Advisory Committee. Since OSF was the only foundation with a dedicated migration program officer, it was natural for Carolina to assume a greater level of responsibility; she functioned as the chairperson of the Operating Committee for two consecutive terms. Today, the Operating Committee chairmanship rotates every six months among the partner program officers.

CAMMINA began with a lean staffing structure, managed primarily by staff from the three foundations and administrated by a junior program coordinator. After two years, it became clear that a more robust infrastructure was needed. Today, CAMMINA has a director, one program officer, and one coordinator. CAMMINA also has improved its efficiency by streamlining its procedures and creating grant making thresholds to decentralize authority and accelerate decision-making. Changes in staff capacity, plus greater efficiency, have facilitated a significant increase in grant making from \$860,000 in 2011 to \$3.5 million in 2013<sup>12</sup>.

#### Crossroad in the Portfolio

This portfolio is at a crossroads in two ways. The first relates to the nature of IMI and LAP's partnership. The second relates to CAMMINA as our principal tool for work in this region, and the future of the donor collaborative itself.

As of January 2015, IMI and LAP will no longer share a program officer and budget. The incoming program officer will report to IMI; LAP's migration budget for Central America and Mexico also will transfer to IMI. And now that

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<sup>10</sup> CAMMINA was formally established in late 2010, but grant making did not start until 2011.

<sup>11</sup> See Appendix 4: CAMMINA Budget, 2011-2014

<sup>12</sup> CAMMINA has supported 28 organizations from 2011-August 2014. In 2011, CAMMINA supported three initiatives, and in 2013, it supported seventeen.

LAP's strategic priorities have shifted to reducing homicides and developing 21<sup>st</sup> century democracies, maintaining close collaboration with LAP and aligning our lines of work will be more challenging. For this reason, the new program officer will continue to be located in the Washington office where the LAP team is housed, and will move to one of the field offices in the future.

As for CAMMINA, the three partner foundations have embarked on a process to explore questions regarding the sustainability of the collaborative and options after the conclusion of Phase II in 2016. This could include bringing in new foundations, spinning off the donor collaborative into an independent entity, or dissolving it and implementing an exit strategy. These decisions will profoundly influence the future of OSF's migration work outside of CAMMINA.

## **IV. REFLECTIONS AND LESSONS LEARNED**

### **The Central America and Mexico Migration Alliance (CAMMINA)**

CAMMINA's mission is to promote policies that address migrants' rights and that generate economic opportunity in countries affected by migration. The donor collaborative was created on the assumption that by sharing knowledge, information, and resources, the participating foundations could be more strategic and have greater reach than each foundation alone. Our experience has validated this hypothesis. The three foundations have benefited from each other's strengths and expertise. Working collectively has enriched the thought-process behind each intervention, and increased the level of rigor and scrutiny we are able to devote to each project. The collaboration also has enabled the three foundations to expand our scope. For Ford, CAMMINA has made it possible to broaden its migration work beyond the U.S. and Mexico into Central America. Fundación Avina now has a dedicated migration program—introducing the issue to that foundation for the first time. And for OSF, CAMMINA has allowed us to learn from Avina and Ford about ways to promote policies that generate economic opportunity in sending communities. The trust developed among the three funders also has led to collaboration on issues beyond migration.

However, as with any diverse group of funders, the process of making decisions can be slow, and extra effort is needed to ensure efficiency. Also, decision-making *by consensus* inherently entails some compromise. The group's propensity toward taking risks is an issue that CAMMINA is examining and will be a determining factor for IMI's long-term engagement. The analysis of donor-advised funds that OSF is undertaking will help us in this regard.

#### ***Strategy Refinement***

CAMMINA's grant making was initially broad in scope, as the donor collaborative aimed to test a variety of strategies and cast a wide net in its support of the field. Over the years, CAMMINA has refined its approach based on its experience with grantees and shifts in the operating environment.

One adjustment CAMMINA made was to create of two strategic initiatives in 2013. One initiative aims to encourage private sector collaboration by leveraging Avina's leadership and experience working with the business community; this work is in the early stages of development. The second initiative seeks to address the rise in unaccompanied migrant children from the region. CAMMINA commissioned research concerning the spike in child migration and brought together advocates from the migration, human rights, and child welfare fields. This spring, when the situation was declared a crisis in the U.S., CAMMINA and its grantees were positioned to discuss a regional response. The group now is promoting regional protocols for child protection that include specialized consular services for children.

Furthermore, in early 2014, CAMMINA identified three advocacy targets: (1) migration governance; (2) the legal system; and (3) local economic development policies in countries of origin. As such, one group of grantees targeting the Mexican legal system is pressing for charges against the perpetrators of migrant mass murders. This effort aims to develop a precedent that could create greater government accountability and, eventually, broader legal reforms in Mexico. Other grantees targeting economic development policies are

advocating for regional employment qualification standards to promote better livelihood prospects for migrants.

At the close of its first three years this spring, CAMMINA initiated an internal evaluation process. The three foundations met in March to discuss CAMMINA's impact and effectiveness to date. As a result, CAMMINA sharpened its goals and agreed to increase efforts to address intra-regional migration in Central America since most work has been heavily weighted toward Mexico as a country of transit, origin, and destination. Most importantly, the March meeting signified the start of Phase II for the donor collaborative. Over the next three years, the funders will develop a strategy for the future of CAMMINA, as discussed in Section III.

### ***Successes and Failures***

CAMMINA has experimented with different types of work. Some projects were able to capitalize quickly on opportunities to achieve policy change. Others have been less successful. The grantees that were able to generate systemic changes focused on improving the implementation of existing policies. It is important to note that many of them had a role in advocating for those policies before CAMMINA even came onto the scene. Our value has been to help these grantees press for the full implementation of the new legal and policy mechanisms approved in the last few years. Some highlights of achievements follow:

A coalition that CAMMINA helped develop in Mexico last year, Colectivo PND, created recommendations for the new National Development Plan that will guide Mexico for the next six years. The coalition is comprised of Mexican advocates and diaspora groups based in the United States. Through consultations organized by the Interior Ministry's new Migration Policy Unit, the coalition succeeded in getting the government to create a Special Program on Migration. The program establishes national priorities on migration across different government institutions. The Colectivo is now developing implementation recommendations, which include a proposal for budget allocations. It also is exploring the idea of formalizing its network to monitor government implementation of migration policy in the future.

A Mexican NGO, Sin Fronteras, also was able to gain buy-in from Mexico's Supreme Court to publish a legal protocol for handling migration cases that can be used by judges across the country. In a matter of weeks, the human rights-based protocol generated eight court rulings and legal precedents to ensure due process for Central American migrants in Mexico in asylum and detention procedures.

CAMMINA also discontinued or paused some early demonstration projects that had not gained traction. One such project is a regional intervention seeking buy-in from Mexico and four Central American governments. In this case, the Centro de Investigacion y Docencia Economicas (CIDE) led an effort with foreign affairs officials of El Salvador, Guatemala, Honduras, and Nicaragua to establish a consular network in Mexico. A memorandum of understanding was drawn to allow consulates to assist migrants from the other signatory countries. El Salvador and Guatemala signed and ratified the agreement in 2011. Nicaragua and Honduras signed, but after several years of effort, have not yet ratified. Part of the challenge has been weak coordination between the foreign affairs ministries and their embassies in Mexico. Although this project has been put on hold, CIDE's experience has added value to our work in the Asia/Middle East corridor. We connected CIDE with Migrant Forum in Asia, an IMI grantee that was attempting a similar endeavor among Asian consulates in the Middle East. Although MFA's project faced similar political hurdles, the exchange of knowledge enriched the work of both organizations.

CAMMINA's strategy to promote policies that generate economic opportunity is one area of work that has lagged. The internal evaluation conducted in March found that grants in this sphere were not only fewer, but also fragmented in focus. It remains a challenge for CAMMINA to define objectives for pursuing *policies* that can generate economic opportunity without embarking on economic development projects per se (i.e. financial inclusion, education, health, infrastructure development projects). One reason this aspect of the collaboration has been difficult is due to the range of interests and expertise of the donors in the group. Avina could easily pursue this work directly given its expertise, but in the interest of collective decision-making, it has been balancing the perspective of Ford and OSF with its own.



## Direct Grants by OSF

Since IMI and LAP focused all of our energy initially on developing CAMMINA, the direct grant making by OSF has developed more slowly, and has felt less strategic. Over time, however, two streams of work have emerged. They address: (1) the vulnerability of migrants in transit; and (2) the exploitation of migrant workers in Central America and Mexico. The organizations supported in this part of the portfolio tend to be grassroots and have limited resources and staff capacity. This required Carolina to have a greater degree of involvement with each grantee than we anticipated initially. Over time, many of these organizations or projects matured to the level where they could become CAMMINA grantees. In an unplanned way, we served as an incubator for new organizations and ideas.

Now that CAMMINA has built its staff capacity and efficiency, the incoming IMI Program Officer will be able to develop this part of the portfolio more strategically. We could opt to deepen our engagement in Central America and Mexico, develop a niche and work on one specific topic, or shift these funds to other priorities in South America or elsewhere. These are significant questions that IMI will explore over the next few months in preparation for the 2016 strategy and budget process.

### *Achievements and Challenges*

#### Migrants in Transit

To address the rights violations of migrants in transit, we have supported demonstration projects that tested and helped strengthen new alliances and organizations. One early investment helped establish a new partnership to advocate for the safety of migrant women and their families and address issues of due process at the U.S.-Mexico border. Carolina paired the Instituto para las Mujeres en la Migración (IMUMI), a Mexican organization founded by two human rights lawyers in 2010, with the U.S.-based Women's Refugee Commission (WRC). WRC served both as an ally and technical advisor to IMUMI, helping the new organization develop legal and advocacy capacity. One outcome was a set of policy recommendations for U.S. Customs and Border Patrol and the Department of Family Services, as well as for Mexico's Foreign Ministry and National Migration Institute (responsible for migration enforcement). IMUMI is becoming a strong organization and has joined with prominent policy centers and NGOs in Latin America to promote the use of strategic litigation in Central America and Mexico; that regional partnership is supported by CAMMINA.

Grants made directly by OSF also have supported documentation, data systemization, and communications. One group that Carolina introduced into the portfolio was the Equipo Argentino de Antropología Forense (EAAF), a longstanding OSF and Ford grantee. In 2011, EAAF began a project in the Central America-Mexico-US border to identify the human remains of migrants and to create forensic databanks. OSF funding supported EAAF's collaboration with partners in Central America. The organization has been working with government agencies in those countries to use forensic sciences in human rights investigations and judicial proceedings.

A complementary project is led by Fundación para la Justicia y Estado Democrático de Derecho (FJEDD), a Mexican legal organization established in 2011. FJEDD has been interviewing the families of missing migrants to generate evidence for advocacy and strategic litigation. EAAF's forensic research strengthens this effort. While CAMMINA has provided core support to FJEDD, a supplemental IMI/LAP grant—developed in consultation with OSF's Information Program—helped build a secure database to safely collect sensitive information. As a result of FJEDD and EAAF's efforts, the Mexican Prosecutor's Office signed an agreement to establish a commission to identify the bodies of migrants found in mass graves; the commission includes the Mexican government and families of the migrants. As a result of the Prosecutor's involvement, the initiative has the potential to set a precedent, leading to greater government accountability for rights violations more generally in Mexico.

#### Labor Migration

Based on IMI's work in the Asia/Middle East corridor and globally, we came to the issue of labor migration with the assumption that there was a sense of urgency around the treatment of migrant workers, and that there would be an



appetite by civil society for intervention in this region. We started by exploring issues that CAMMINA was not yet addressing, such as recruitment and domestic worker rights. One of our earliest grants in this area (starting in 2011) was to the Association of Domestic Workers ([ASTRADOMES](#)), a grassroots organization established nearly twenty years ago, comprised of migrant domestic workers. With OSF support, ASTRADOMES built a transnational advocacy campaign that was instrumental in achieving ratification of the Domestic Workers Convention in Costa Rica and Nicaragua; these two countries remain the only two in Central America that have approved the convention to date.

The advocacy and organizing work ASTRADOMES has been doing in Costa Rica and Nicaragua illustrates how transnational efforts can improve conditions for migrant workers, but this type of initiative is rare. There are a handful of leaders implementing transnational justice projects between Mexico and the U.S., but there is far less awareness and political interest in labor migration issues within Central America. In addition, as compared with migration in the Asia/Middle East corridor, employment for the majority of migrants in Central America and Mexico takes place through informal work agreements. In cases where formal recruitment does occur, there is very little documentation or information available to analyze trends.

To assess possibilities for advancing migrant workers' rights, we initiated discussions last year with the MacArthur Foundation—which has an office in Mexico—on labor recruitment. Together, we developed a theory of change on a global level, and then zeroed in on the Central America/Mexico/US corridor. After consultations with colleagues and experts on the ground, we learned that we were forcing the issue. Already stretched to respond to the severe human rights concerns facing migrants in transit, NGOs recognized the importance of labor issues but were not ready to shift their priorities or take on new activities. In the meantime, with MacArthur's leadership changes, the foundation has put this line of work on hold. Since the issue is a priority for IMI in other regions, we will continue to evaluate what is possible in the Central America-Mexico context.

## V. OVERARCHING ASSESSMENT AND ADJUSTMENTS

This portfolio review has provided a timely opportunity to evaluate the effectiveness of our investments and strategy in this region. It also has brought several fundamental issues to light that are relevant to other regions/corridors in which we work.

***The corridor approach in context:*** The experience gained over the past four years has validated our initial hypothesis that transnational and regional action is essential to generate change in the migration field. However, it has become more evident that we need to make a greater effort to overcome the imbalance in the capacity of civil society organizations—and governments—between countries of origin and destination. For transnational projects and cross-border coordinated efforts to succeed, the actors in countries of origin need to be strengthened and supported over a longer period of time. This is not unique to this corridor; IMI also has been addressing this challenge in our Asia/Middle East work.

We anticipated this type of imbalance between groups in Central America and Mexico, and between Mexico and U.S. organizations, but underestimated the severity. In this respect, our most significant achievements to date have been *process-oriented*—strengthening the advocacy capacity of institutions and creating strong transnational collaborations. We have made some headway, but more needs to be done. We are addressing this more deliberately now through CAMMINA by investing more resources in Central American groups and increasing support to build the advocacy, communications, and management capacity of institutions.

***Calibrating a sub-corridor strategy:*** Another observation with respect to the corridor approach has to do with intra-regional migration. IMI needs to evaluate how best to address migration from Nicaragua to Costa Rica, as well as from Nicaragua and Honduras to El Salvador, and Guatemala to southern Mexico. CAMMINA is developing a plan to address this issue. We face a similar challenge in Asia where our focus by necessity and design has been on migration from Asia to the Middle East. With the Asia Regional Office, we are planning ways to address other migration corridors within Asia. In the Central America context, CAMMINA's work will influence how to prioritize this issue in the rest of the OSF portfolio.

**Limits of the corridor's scope:** When IMI and LAP embarked on the work in this region, we chose to focus specifically on migrants moving from Central America through Mexico. We intentionally stopped short of including their final destination—the United States. At that time, we wanted to focus more resources and attention in Central America and Mexico since a strong immigrant rights field already existed in the U.S. with millions of dollars of support. In hindsight, that decision limited our ability to work in a corridor manner with partners in the United States. To remedy this mid-course, we expanded our grant making slightly to support select projects that include U.S. diaspora organizations and projects where the target for change is in the U.S.

Another situation we did not anticipate is the difficulty in linking this portfolio with the immigration work of OSF and Ford in the United States. Since both foundations are major funders of immigration in the U.S., we had good reason to believe there would be synergies with migration work focused on Mexico and Central America. At OSF, it has been more perplexing since IMI's director used to manage the U.S. immigration portfolio; despite efforts by staff in both programs, programmatic linkages have been limited to a couple of projects at the U.S./Mexico border. It is not until the current unaccompanied migrant children crisis that a substantive collaboration has been possible.

## VI. QUESTIONS AND FOLLOW-UP

The following are strategic questions for discussion and further exploration to help us determine the direction of this portfolio:

- ❖ **CAMMINA as a funder in the region:** Is a donor collaborative useful for this region? What unintended consequences could CAMMINA have in the field, particularly if spun off as an independent entity? Also, is it best for CAMMINA to be a grant making entity primarily, or should it engage to a greater extent in advocacy and other operational functions? How do we judge, and balance, the effects of collective decision-making—are the partner foundations shying away from taking risks, or is the partnership helping us go beyond our comfort zones?
- ❖ **CAMMINA as the main tool for this portfolio, and the future of the direct work beyond the donor collaborative:** How effective is CAMMINA as the *primary* way we execute OSF's work in this region? Should we only work through CAMMINA in Central America and Mexico, and invest the remaining \$500,000 of this grant budget in other parts of Latin America? Or can we find a niche topic to concentrate on that fills a gap not covered by CAMMINA?
- ❖ **Programmatic alignment with regional office priorities:** How can we ensure a proper alignment between LAP's work and this portfolio when it is no longer a shared strategy with a shared program officer? How does a thematic program work most effectively with a regional program—either when both work on the same subject and when they do not? How can we have a more integrated approach with U.S. Programs outside of the current child migration crisis?

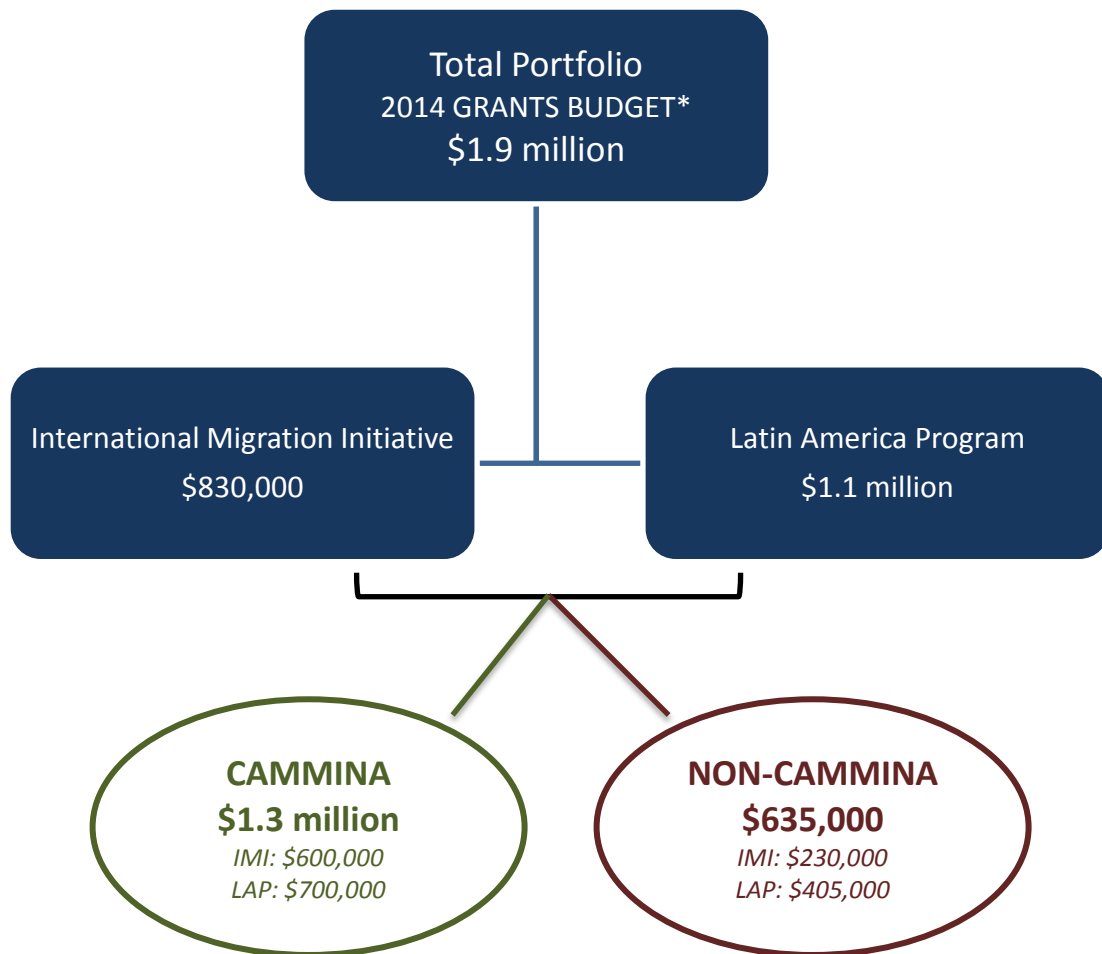
## Appendices

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1. 2014 Central America/Mexico Migration Portfolio Grants Budget
2. 2014 Program Budgets: IMI & LAP
3. Grants: Direct OSF Grants & CAMMINA
4. CAMMINA Budget 2011-2014
5. Migration Trends, 2000-2013

## 2014 PORTFOLIO GRANTS BUDGET

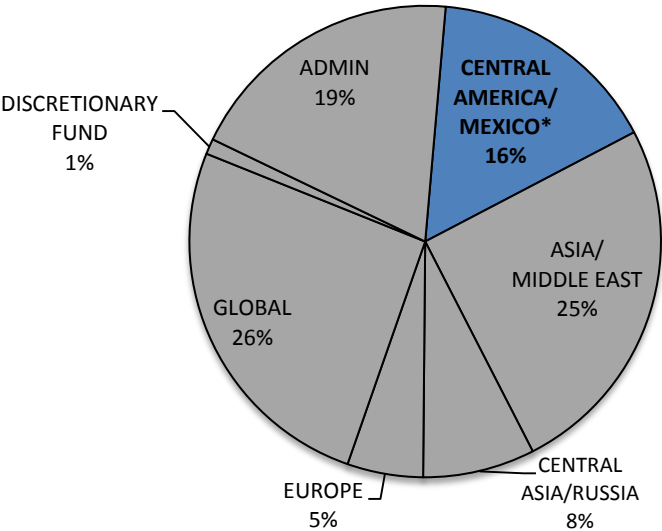
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\*This is the grant making budget only. It does not include salaries, travel, or other administration costs.

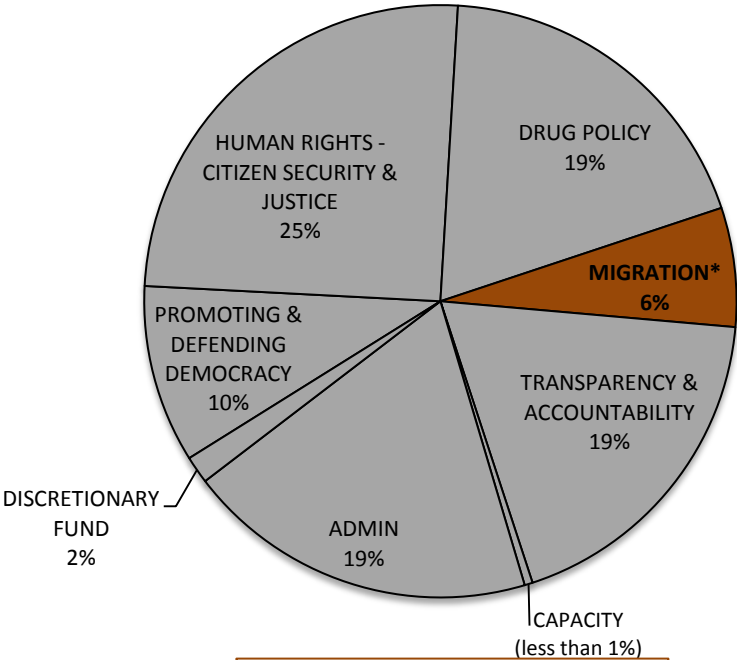
2014 TOTAL PROGRAM BUDGETS

International Migration Initiative  
\$5.2 million (Grants + Admin)



**\*IMI Central America/Mexico Grants Budget**  
\$ 600,000 CAMMINA (72%)  
\$230,000 Non-CAMMINA (28%)  
\$830,000 TOTAL

Latin America Program  
\$17 million (Grants + Admin)



**\*LAP Migration Grants Budget**  
\$ 700,000 CAMMINA (63%)  
\$405,000 Non-CAMMINA (37%)  
\$1,105,000 TOTAL

## Appendix 3

### DIRECT OSF GRANTS (by year)

\* Indicates a grantee organization with a relationship to CAMMINA

	Organization	OSF Grant Amount (status)	Description of Work	Tools/ Strategies
1	<b>Project Counselling Service (PCS)</b>	2010: \$5,000 (closed)	Map civil society working on migration in Central America and Mexico; research co-funded by Ford and Avina provided basis for strategy development and grant making through CAMMINA	Research
2	<b>INEDIM*</b>	2010: \$50,000 (closed) (2012: \$81,876 grant made by CAMMINA; open)	Facilitate broader use of applied research to advance migration policy alternatives	Research/ Advocacy
3	<b>Oxfam/Rostros y Voces</b>	2010: \$100,000 (closed)	Facilitate engagement by civil society in global forums, dialogues, and processes; enhanced multi-stakeholder action, institution building, and policymaking in the context of the 2010 Global Forum on Migration and Development	Advocacy/ Coalition building
4	<b>Avina Americas</b>	2011: \$1,200,000 (closed) 2012: \$1,300,000 (closed) 2013: \$1,300,000 (ends Sept. 2014) 2014: \$1,300,000 (open)	Manage the pooled funds for the Central America and Mexico Migration Alliance (CAMMINA)	Donor-advised Fund
5	<b>Asociación de Trabajadores Domesticas (ASTRADOMES)</b>	2011: \$46,500 (closed) 2012: \$60,000 (closed) 2013: \$65,000 (open) 2014: \$60,000 renewal in the pipeline	2011/12: Advocate for the <i>ratification</i> of the Convention on Domestic Workers and recommendations for decent work in Costa Rica and Nicaragua 2013: Raise awareness about the rights of domestic workers and advocate for the <i>implementation</i> of the Convention on Domestic Work in Nicaragua and Costa Rica	Advocacy/ Organizing
6	<b>Centro de los Derechos del Migrante*</b>	2011: \$150,000 (closed) (2012: 400,000 grant made by CAMMINA; open)	Implement pre-departure education and advocacy to empower migrant workers and carry their voices to policy debates on immigration and labor	Advocacy/ Organizing
7	<b>Equipo Argentino de Antropología Forense (EAAF)*</b>	2011: \$200,000 (closed) 2012: \$320,000 (closed) (2013: \$130,000 grant made by CAMMINA; open) 2014: \$145,000 renewal in the pipeline (IMI/LAP)	2011/2012: Create a Regional Committee on Missing People and Unidentified Remains affecting the US-Mexico-Guatemala borders and Central American countries to improve identification and assist in search for missing persons 2013 (CAMMINA \$130,000): Increase the visibility of missing migrants to achieve justice for their families	Documentation/ Advocacy
8	<b>I(dh) eas Strategic Rights Litigation</b>	2011: \$65,000 (closed)	Strengthen litigation in Mexico and Central America as a tool for advocacy and change in migration policies	Litigation
9	<b>Fundación para la Justicia y el Estado Democrático de Derecho*</b>	(2012: \$220,000 grant by CAMMINA; closed) 2013: \$100,000 (to complement a \$529,466 grant by CAMMINA) 2014: \$70,000 renewal in the pipeline (IMI/LAP)	2012/2013 (CAMMINA grants): Develop a transnational legal network to ensure access to justice for victims of rights violations, and promote portable justice. 2013: Build an information system for the Regional Network on Truth and Justice for Migrants, and contribute to advocacy targeting national justice systems and human rights bodies.	Advocacy/ Coalition building
10	<b>Grupo de Monitoreo Independiente de El Salvador (GMIES)*</b>	2012: \$463,000 (open) (2013: \$300,000 grant made by CAMMINA; open) 2014: \$300,000 renewal in the pipeline (IMI/LAP)	Promote migrant workers' labor rights in Costa Rica, El Salvador, and Belize; build capacity of organizations to advance the rights of migrants at national and regional level	Advocacy



11	<b>Instituto para las Mujeres en la Migración (IMUMI)</b>	2012: \$100,000 (closed)	Advocate for the protection, safety, and empowerment of women migrants and their families in Mexico and the United States, in partnership with the WRC/IRC. Currently part of a regional partnership for strategic litigation supported by CAMMINA	Advocacy
12	<b>Proyecto de Derechos Economicos Sociales y Culturales (ProDESC)</b>	2012: \$185,000 (closed)	Mexican organization working with US-based National Guestworkers Alliance to increase the participation of migrant workers in advocating for human rights protections, and develop a cohort of leaders who can engage in policy debates	Research/ Advocacy
13	<b>Women's Refugee Commission</b> (fiscal agent: International Rescue Committee)	2012: \$200,000 (closed)	Advocate for the protection, safety, and empowerment of women migrants and their families in Mexico and the United States, in partnership with IMUMI	Advocacy
14	<b>Red de Periodistas Sociales "Periodistas de a Pie"</b>	2013: \$16,600 (closed) 2013: \$79,000 (open) 2014: \$77,000 renewal in the pipeline	Provide migrants in transit with a newspaper covering risks and services along the migration route; improve coverage of migration, and assist in the development of stronger relationships between media and civil society	Media
15	<b>Servicio Migrante Jesuita</b> (fiscal agent: Trotasueños)	2013: \$149,000 (open)	Document and systematize information on human rights violations of migrants in transit in shelters to advocate for better migration policies	Documentation/ Advocacy
<b>Total—Direct OSF Grants to Date (2010-2014): \$7,454,100</b>				

## CAMMINA GRANTS (by year)

\* Indicates grants with a relationship to Direct OSF (non-CAMMINA) work

N.B. Grants made by CAMMINA do not have Foundation Connect records

	Organization	Grant Amount (status)	Description of Work	Tools/ Strategies
1	<b>Amanecer</b>	2011: \$200,000 (closed) 2013: \$15,000 (closed)	Coordinate with a network of rural producers (la Red Campesina de Pequeños Productores), and agricultural workers (el Centro Independiente de Trabajadores Agrícolas) to improve employment conditions for migrant workers	Advocacy/ Coalition building
2	<b>Centro de Investigación y Docencia Económicas (CIDE)</b>	2011: \$220,000 (closed)	Promote a culture of consular protection with the foreign ministries of Nicaragua, El Salvador, Guatemala, and Honduras in Mexico	Government capacity building
3	<b>Oxfam Mexico</b>	2011: \$439,640 (closed)	Create development opportunities for local communities to promote the development and human rights of migrants and their families; created network of between U.S. and Mexico	Advocacy
4	<b>INEDIM*</b>	(2010: \$50,000 by OSF; closed) 2012: \$81,876 (open)	Expand and strengthen partnerships with civil society to develop more strategic migration advocacy	Advocacy/ Coalition building
5	<b>Fundación para la Justicia y el Estado Democrático de Derecho*</b>	2012: \$220,000 (closed) 2013: \$529,466 (open) complements \$100,00 grant by OSF	Develop a transnational legal network to ensure access to justice for victims of rights violations during migration journeys through Mexico, and promote portable justice.	Advocacy/ Coalition building
6	<b>Global Workers Justice Alliance</b>	2012: \$100,000 (closed) 2013: \$160,000 (open)	Promote cross-border justice for migrant workers by expanding a network of Global Workers Advocates, and reduce exploitation in recruitment through advocacy and strategic litigation.	Advocacy/ Litigation

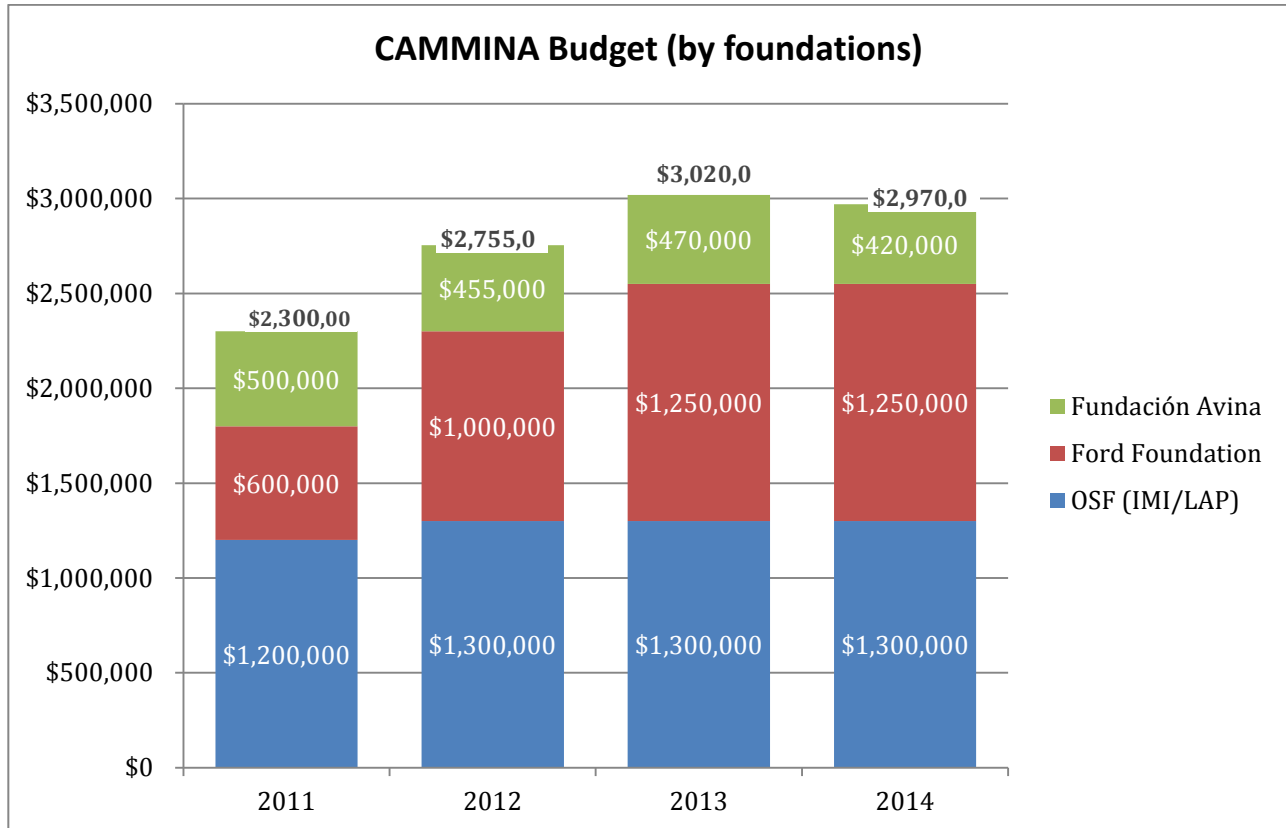
7	<b>IIPSOCULTA</b>	2012: \$50,000 (closed) 2014: \$91,000 (open)	2012: Create initiatives to generate opportunities for development in Mexico by strengthening entrepreneurship and developing migrant leadership 2014: Work with relatives of migrants in communities of origin to contribute to building a policy advocacy agenda	Advocacy/ Coalition building
8	<b>INCEDES</b>	2012: \$220,330 (open)	Create local development opportunities to address the lack of employment and precarious security situation in Guatemala, Honduras, El Salvador, and Nicaragua	Advocacy/ Coalition building
9	<b>International Detention Coalition</b>	2012: \$200,000 (closed) 2014: \$260,000 (open)	Advocate for alternatives to detention and for ending detention of children. Place the issue on the regional agenda, strengthen the capacity of civil society organizations to advocate for alternatives to detention, and expand within Central America a global campaign to end child detention	Advocacy/ Coalition building
10	<b>National Association of Latin American and Caribbean Communities (NALAAC)</b>	2012: \$120,000 (closed) 2013: \$49,350 (closed) 2014: \$175,000 (open)	Strengthen transnational alliances in Mexico and Central America; raise awareness about the implications for Mexico and Central America of key reform proposals to US immigration laws; build advocacy agendas among migrants in the US, Central America, and Mexico to promote justice and wellbeing for migrant communities in countries of origin and the US	Advocacy/ Coalition building
11	<b>Project Counselling Service (PCS)</b>	2012: \$162,000 (closed)	Psychosocial support to migrants who have been victims of human rights violations in Central America and Mexico	Research
12	<b>Sin Fronteras</b>	2012: \$150,000 (closed) 2014: \$300,000 (open)	Develop and disseminate protocols for access to justice to address specific needs of migrants seeking refuge; engage with training centers in Mexico for judges and other officials working in the justice system; coordinate the <i>Foro Migraciones</i> (Mexico's main coalition of migrant rights organizations) and strengthen civil society advocacy capacity	Litigation/ Advocacy
13	<b>WOLA</b>	2012: \$161,025 (closed) 2014: \$201,890 (open)	2012: Advocate for public policies to improve economic opportunities in migrant communities 2013: Explore the possibility of establishing an international commission that identifies and targets criminals who abuse migrants	Advocacy
14	<b>Centro de los Derechos del Migrante*</b>	(2011: \$150,000 by OSF; closed) 2013: \$400,000 (open)	Influence public policies in the United States for the protection of migrant workers, inform migrant workers of their rights, and identify community leaders	Advocacy/ organizing
15	<b>Equipo Argentino de Antropología Forense (EAAF)*</b>	(2011: \$200,000 by OSF; closed) (2012: \$320,000 by OSF; closed) 2013: \$130,000 (open)	Increase the visibility of missing migrants to achieve justice for their families	Documentation/ Advocacy
16	<b>American Civil Liberties Union</b>	2013: \$300,000 (open)	ACLU San Diego and ACLU Arizona are strengthening existing partnerships with advocacy organizations in the US and Mexico and engaging in strategic litigation to increase the visibility of abuses in the border region and improve policies and practices affecting migrants	Litigation/ Coalition building
17	<b>Grupo de Monitoreo Independiente de El Salvador (GMIES)*</b>	(2012: \$463,000 by OSF; open) 2013: \$8,996 (closed) 2013: \$300,000 (open)	Develop and coordinate a coalition of human rights organization to undertake strategic litigation on issues affecting migrants	Advocacy/ Coalition building

18	<b>Migration Policy Institute</b>	2013: \$388,700 (open)	Disseminate policy recommendations based on findings of the Regional Task Force on Migration, map projects and existing initiatives, and develop systems for pilot projects	Research/ Advocacy
19	<b>Pastoral de Movilidad Humana de Guatemala</b> (fiscal agent: Misioneros de San Carlos Scalabrinianos)	2013: \$72,340 (open)	Build a regional network working on advocacy for children and groups supporting migrants' rights to coordinate and develop joint advocacy for migrant children	Advocacy/ Coalition building
20	<b>PCS Colombia</b>	2013: \$421,636 (open)	Design and implement replicable and sustainable strategies for migrant rights advocates in Mexico and Central America	Research/ Advocacy
21	<b>Red Regional de Organizaciones Civiles para las Migraciones (RRCOM)</b>	2013: \$80,064 (closed) 2014: \$49,370 (open)	Capacity strengthening for members of RRCOM to improve public policy advocacy and mainstream human rights with gender equity to support protection of migrants	Advocacy/ Coalition strengthening
22	<b>University of California</b>	2013: \$267,109 (open)	Assess awareness among migrants and prospective migrants about participation in DACA, and how potential migrants perceive and evaluate their decisions to stay or migrate	Research/ Advocacy
23	<b>Women Make Movies</b>	2013: \$183,000 (open)	Use the documentary "Who is Dayani Cristal?" for a social action campaign that highlights the human side of migration, and advocates for changes in migration policies	Media/ Advocacy
24	<b>Colectivo PND</b> (fiscal agent: Iniciativa Ciudadana)	2013: \$ 18,200 (open)	Developed recommendations for Mexico's Special Program on Migration, as part of the government's National Development Plan; creating strategy for future monitoring of government migration policy	Advocacy
25	<b>Data Center</b>	2014: \$26,460 (closed)	Support the winning projects of a Hackathon that seeks to create innovative solutions to how migration data is collected and analyzed	Research/ Demonstration projects
26	<b>Fair Trade</b>	2014: \$248,101(open)	Research, evaluation, and implementation of a pilot fair trade training program on farms in the US, Canada and Mexico to encourage economic development in poor rural communities	Research/ Demonstration project
27	<b>Inter-American Dialogue</b>	2014: \$140,000 (open)	Organize five regional dialogues that bring together representatives of various sectors to discuss lessons learned, best practices, and identify what needs to be done to enhance the potential of migration	Advocacy
28	<b>Red Scalabrini</b>	2014: \$161,500 (open)	Systematize data on migrants in transit to improve advocacy and the governance of migration in Central America, Mexico, and the United States	Documentation/ Advocacy

**Total—CAMMINA Grants to Date (2011-2014): \$7,302,053**

## Appendix 4

### CAMMINA BUDGET 2011-2014



### CAMMINA Budget Breakdown

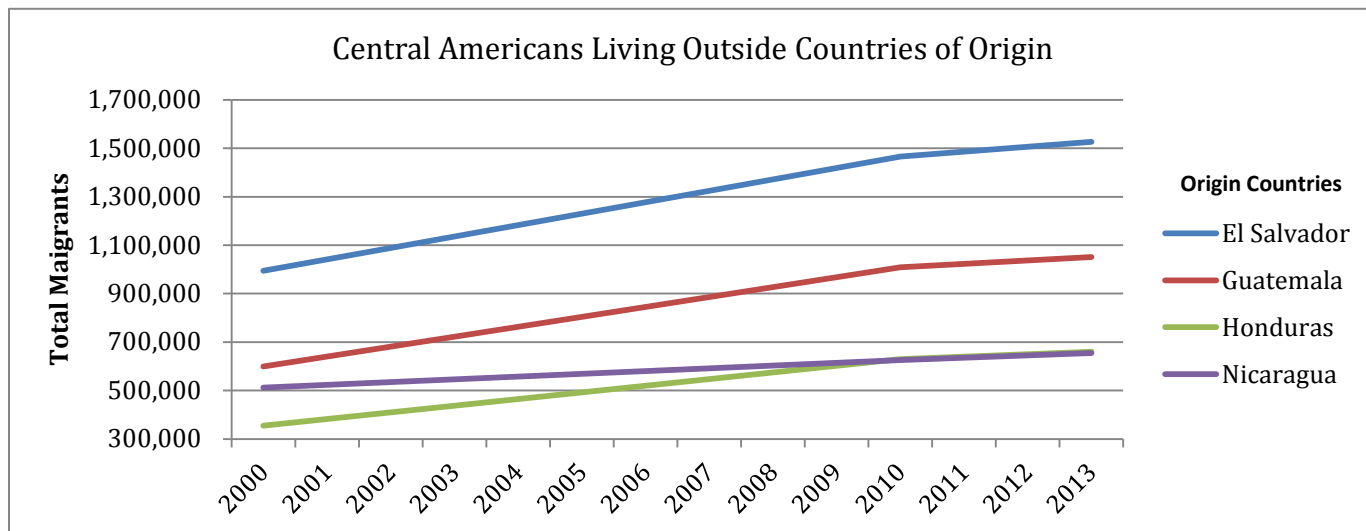
	2011	2012	2013	2014
Grants	\$1,959,000	\$2,407,810	\$2,549,009	\$2,374,900
Administration	\$341,000	\$347,190	\$470,991	\$345,100
<b>Total</b>	<b>\$2,300,000</b>	<b>\$2,755,000</b>	<b>\$3,020,000</b>	<b>\$2,720,000</b>

## MIGRATION TRENDS IN CENTRAL AMERICA AND MEXICO, 2000-2013

Source: United Nations Population Division and Department of Economic and Social Affairs

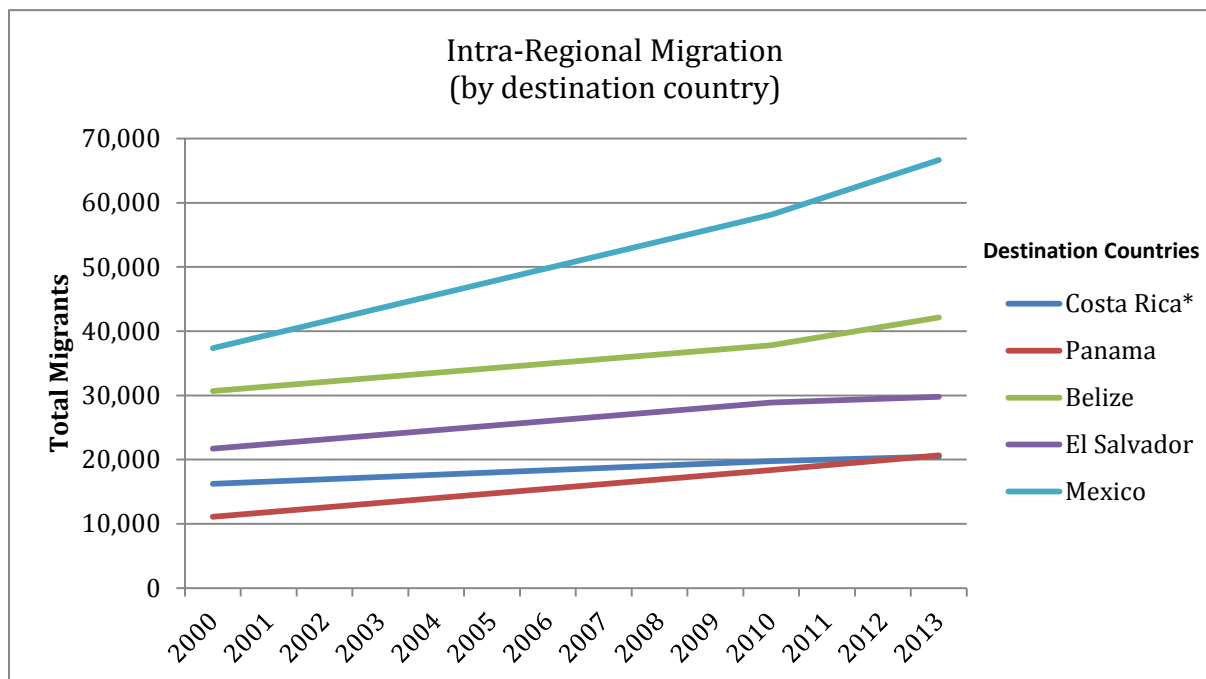
### I) Central American Migration (by country of origin)

The numbers of people leaving El Salvador, Guatemala, Honduras and Nicaragua increased since 2010.



### II) Intra-Regional Migration (by destination country)

While the United States remains the main destination, migration from Central America (El Salvador, Guatemala, Honduras, Nicaragua) to other countries within the region has grown in recent years.



\*Nicaragua is not included in flows to Costa Rica due to volume—the number of Nicaraguans in Costa Rica grew by 75% from 230,000 in 2010 to 303,000 in 2013.