

## **Report of the 7<sup>th</sup> Technical Meeting of the Working Group on the Latin America and the Caribbean Crime Victimization Survey (LACSI)**

*Mexico City, Mexico  
22-23 October 2019*

### **Background**

The *Latin America and the Caribbean Crime Victimization Survey Initiative (LACSI)* was established in October 2013 as an agreement derived from the Regional Meeting on Crime Victimization Surveys (CVS) in Mexico City, due to the measurement of criminal victimization in a heterogeneous manner. The Working Group has built a CVS regional questionnaire, which is available in 4 languages (English, Spanish, French, Portuguese).

The Initiative is led by the United Nations Office on Drugs and Crime (UNODC) through the Center of Excellence in Statistical Information on Government, Crime Victimization and Justice (CoE) that plays the role of the Technical Secretary. It has the support of the Inter-American Development Bank (IDB), the Organization of American States (OAS) and the United Nations Development Program (UNDP).

The member countries of the Working Group have contributed to the construction of this regional instrument, namely: Argentina, Belize, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Mexico, Panama, Peru and the Dominican Republic. As of 2019, Haiti joins this list as an active member of the Initiative.

### **The objectives of the 7<sup>th</sup> meeting were:**

- A. Present the LACSI Initiative to observer countries that are not part of the Working Group
- B. Present the experiences of countries that have adopted the LACSI Initiative to implement their CVS (Argentina, El Salvador, Jamaica, Paraguay, Peru, Saint Lucia)
- C. Present the innovations of established surveys (Colombia, Mexico)
- D. Discuss the proposals for the inclusion of new approaches in the Initiative (gender perspective, vulnerable groups, among others)
- E. Discuss the two new proposed Modules: Physical and sexual harassment and Cybercrime

### **A. The LACSI Initiative, its use in the region and SDG 16 indicators that can be monitored with a CVS**

- Technical Secretariat of the Initiative. *Presentation available at: <https://bit.ly/2NrwxnJ>*  
- Ms. Salomé Flores Sierra, UNODC-INEGI Center of Excellence

It was explained what the LACSI Initiative is, its background and methodological characteristics. Ms. Flores stressed the importance of having a CVS and the use of an approved questionnaire for comparative purposes at regional and international level.

## B. Countries' experiences that have adopted the LACSI Initiative as their CVS

In this session, countries that recently adopted the LACSI Initiative presented their experiences, shared the characteristics of their survey, the challenges faced and their main results.

- Argentina (*published survey*): <https://bit.ly/34bFUZY> ; <https://bit.ly/2PtzmAY>
  - Ms. Mariela Budiño, Ministry of Security of the Nation (MINSEG)
  - Ms. Ileana Penna, National Institute of Statistics and Censuses (INDEC)
- El Salvador (*published survey*): <https://bit.ly/2JyHJr7>
  - Mr. Luis Uwaldo Paz, General Directorate of Statistics and Censuses (DIGESTYC)
  - Ms. Karla Kubias, Ministry of Justice and Public Security
- Jamaica (*in process*): <https://bit.ly/2Pu5cxv>
  - Ms. Shauna Trowers, Ministry of National Security (MNS)
  - Ms. Philone Mantock, Statistical Institute of Jamaica (STATIN)
- Paraguay (*in process*): <https://bit.ly/32XYzr5>
  - Mr. Héctor Arévalos, General Directorate of Statistics, Surveys and Censuses (DGEEC)
  - Ms. Leticia Bravard, National Observatory for Citizen Security and Coexistence (Ministry of Interior)
- Perú (*published survey*): <https://bit.ly/2pnBhfP>
  - Ms. Lourdes Condori, National Institute of Statistics and Informatics (INEI)
  - Mr. Noam López, Ministry of Interior
- Santa Lucía (*en proceso*): <https://bit.ly/2MZqTnv>
  - Mr. Edwin St Catherine, United Nations Development Programme (UNDP) in Saint Lucia

## C. Innovations of established surveys

In this session, the innovations of Colombia (since 2012) and Mexico (since 2010) were presented.

- Colombia (*published survey*): <https://bit.ly/2MVdrB5>
  - Mr. Horacio Coral, National Administrative Department of Statistics (DANE)
  - Ms. Johana Herrera, Ministry of National Defense

- México (*published survey*): <https://bit.ly/2MZqVf7>  
- Mr. Mario Santillana, National Institute of Statistics and Geography (INEGI)

#### **D. Proposal of inclusion of new approaches:**

During this session, the CoE presented the following proposals to be considered by the Working Group and other participants:

##### **1. Proposal to include a question about sexual orientation**

- The commitment and responsibility that UNODC has in promoting the use and development of criminal statistics with a gender and intersectional perspective was highlighted. A Gender and Intersectionality expert from UNODC Mexico was invited to explain to the participants the difference between biological sex, gender identity, sexual orientation and gender expression. He also spoke briefly about LGBTI+ categories with the aim of calling attention to the importance of making visible victimization (mainly due to hate crimes) of this and other vulnerable groups (women, elderly, disabled, migrants, etc.).
- It was stressed that it is important to identify, along with the biological sex, the 2 other areas of sexuality: gender identity and sexual orientation. Colombia and Peru already explore these topics in their CVS. In addition, it was recognized the difficulty that justice operators have in statistically registering this vulnerable group.
- It was proposed to add questions on these topics in the Sociodemographic Section A3: Selected Respondent of the questionnaire, with the aim of including a gender perspective in the LACSI Initiative. Those present agreed to include this approach and the CoE will work on a proposal of questions that will be put to the review of the members of the Working Group.

##### **2. Proposal to add a question about auto identification to indigenous groups**

- In order to make visible in the LACSI Initiative, the victimization of specific vulnerable groups, it was proposed to add a question about auto identification to indigenous groups in the Sociodemographic Section A3: Selected Respondent.
- The importance of adapting the concept of "indigenous groups" to the nomenclatures used by countries was stressed. It was suggested to use the word "indigenous communities" or "native groups." Similarly, to consider the inclusion of categories that contemplate Afro-descendant groups. The majority of those present agreed to include a question about auto identification of indigenous / Afro-descendant groups / communities.
- Saint Lucia recalled that, in the case of countries with small populations, the sample would hardly allow disaggregation of information at this level of detail.

##### **3. Proposal to add a question about physical disability**

- In order to make visible in the LACSI Initiative the victimization of groups in greater vulnerability such as people with physical disabilities, it was proposed to add a

question on this topic in the Sociodemographic Section A3: Selected Respondent of the questionnaire.

- In the discussions, the importance of including the measurement of mental disability was emphasized, especially in those cases where the respondent could provide the information. This suggestion will be taken into consideration, but for the moment the focus will be physical disability because it is easier to measure.
- Some countries indicated that there are already existing efforts of this measurement through the National Census or in other surveys (Panama, Bolivia). The CoE will review these and other efforts to propose to the Working Group a question(s) that address the issue.
- The majority of those present voted to include a question about the respondent's condition of physical disability.

#### **4. Proposal to include an option on discrimination when reporting a crime, another one if feeling unsatisfied when reporting the crime because the police did not speak his/her language, and another one on the reasons for not reporting the crime (feeling discriminated)**

- Discussions focused on the importance of recognizing situations of vulnerability.
- Countries with a high presence of indigenous communities, such as Bolivia, indicated that the mere inclusion of an option in the LACSI Initiative would reduce the effort to make a national reality visible: discrimination. The importance of this issue is recognized as well as that countries should ideally have a Survey on Discrimination (such as [Mexico](#)), along with other types of surveys (violence against women, against children, etc.). However, it was discussed that a CVS has its limitations (respondent's burden) so as for this occasion it will be proposed to begin exploring the issue with the inclusion of these options in the selected questions.
- Argentina suggests having clear national recommendations on the inclusion of these and other topics for countries, to help their implementation at the national level in the case of Federal countries such as Argentina.
- Most of those present agreed to include the corresponding options to start making the issue visible when being victimized.

#### **4. Proposal to add, in the question about the relationship with the perpetrator, the options: “partner (at the time)”, “ex-partner (at the time)” and “fiancé (at the time)”**

- Continuing with the discussion that ideally a specialized domestic violence survey should be held, LACSI intends to provide an approach to this issue in order to open the national discussion on the need for these measurements (as well as the comparison between instruments if it has both), by proposing the inclusion of these options.
- The majority of those present agreed to include the options proposed on the relationship with the perpetrator: “partner (at the time)”, “ex-partner (at the time)”, “fiancé (at the time)”.

## E. Discussion of new modules:

The new Modules were designed by the CoE team, together with UNODC HQ, in June 2019. In this 7<sup>th</sup> Technical Meeting the Modules were presented to the member countries of the Working Group:

### a. *Physical and sexual harassment*

- Due to the high frequency of this type behavior, this Module explores only the most recent incident experienced by the respondent. The module on physical and sexual harassment has already been implemented in Nigeria, and in St. Lucia only sexual harassment was addressed.
- UNODC shared the preliminary results of Nigeria, highlighting that they are very different from those of Saint Lucia. The discussion was opened on the field methodology, specifically on the relationship between the respondent's openness and his/her will to give information on his/her victimization if the interviewer is male or female. It was proposed that UNODC perform a test of variables to corroborate if there was an effect on the interviews and compare this with the results of Saint Lucia when available.
- OAS provided very specific comments to improve the Module. The CoE took note on them and will be taken into consideration for the new version of the Module.

### b. *Cybercrime*

- It was agreed at the 6<sup>th</sup> Technical Meeting to design a Module to measure Cybercrime with a focus on the following types of cybercrime: Malicious software (Malware), Hacking, Ransomware and Cyber obscenity.
- It was noted that according to the literature, there are two types of cybercrimes: "traditional" crimes that are executed through the internet (such as bank fraud, extortion, scamming or identity theft), and those whose nature resides in the cyberspace (such as blocking social networks or the access to personal information, malicious software, etc.). In this module, the measurement of the second types of cybercrimes is proposed.
- The CoE and UNODC developed a proposal to measure: Cyberbullying, Malicious Software (Malware), Email hacking, Social network hacking, and Ransomware.
- OAS provided very specific comments to improve the Module. The CoE took note on them and will be taken into consideration for the new version of the Module.
- The CoE will carry out an exhaustive review of existing modules and this new proposal to avoid duplications. For example: identify the inclusion of an option such as "use of electronic means for its execution" in crimes that are already included in the questionnaire if necessary.
- The countries expressed their interest in this Module and suggested organizing a regional meeting on this topic in the first half of 2020.

## Other proposals to the questionnaire

- Several countries and organizations (such as El Salvador, Honduras, ILANUD, OAS) pointed out the need to make migrant populations visible in the measurement of victimization, due to the current regional reality.

- The CoE will work on a proposal for consideration by the members of the Working Group, before officially including them in the questionnaire.

## Follow up

- The CoE, as Technical Secretary of the LACSI Initiative, will send the new version of the LACSI questionnaire - including the modules of Physical and sexual harassment and Cybercrime to the members of the Working Group. It should be noted that the module on Cybercrime will not be officially included in the questionnaire, but it is left on the table for countries that want a frame of reference for measuring this phenomenon.
- The members of the Working Group agreed to review the new questionnaire proposal that the CoE will send, in order to send comments and / or observations.
- The CoE will update the Conceptual Framework of the LACSI Initiative and will publish it on its website.
- The CoE will develop *working papers* to methodologically guide countries to improve their CVS in the inclusion of specialized topics. For example, to include a gender perspective, the measurement of victimized migrants, the disabled, etc.
- The CoE will organize a regional meeting on Cybercrime in the first half of 2020.
- Countries that require technical assistance to implement their CVS based on the LACSI Initiative should send a formal request letter to the CoE by email: [unodc-mexico.cde.estadistica@un.org](mailto:unodc-mexico.cde.estadistica@un.org)
  - ☞ Technical assistance to Guatemala, Jamaica and Saint Lucia will continue in 2019/2020.
  - ☞ Bolivia and Honduras expressed their interest to adopt the LACSI Initiative, with the support of the CoE.
  - ☞ Many countries will carry out their Population Censuses in 2020/2021, so they expressed the possibility of conducting CVS when these statistical exercises finish (Argentina, Barbados, Belize, Ecuador, Panama).
  - ☞ Several countries do not have enough resources to carry out a CVS but could explore various alternatives (Costa Rica, Ecuador, Haiti, Dominican Republic).
  - ☞ Brazil intends to include a crime victimization module in a general survey as an initial approach to the adoption of the LACSI Initiative.
  - ☞ Colombia expressed interest in working more closely with the CoE in 2020 and receiving its technical support to improve the Coexistence and Citizen Security Survey (ECSC). In 2020, DANE will focus on expanding the sample, developing a migration module, including sexual orientation and sexual identity and piloting a module for access to justice.
- Countries that wish to join as members of the LACSI Initiative Working Group should send their letter of intent to the Technical Secretary (CoE) by email [unodc-mexico.cde.estadistica@un.org](mailto:unodc-mexico.cde.estadistica@un.org)
- The OAS:
  - ☞ Committed to socialize the results of the 7<sup>th</sup> Technical Meeting at the Meeting of Ministers Responsible for Public Security in the Americas – MISPA for its acronym

- in Spanish (30-31 October 2019) in order to encourage the involvement of the Ministries in the development of Crime Victimization Surveys.
- ☞ Committed to socialize the modules on Physical and sexual harassment and Cybercrime within the Organization, to find work spaces for the development of a better module.
  - ☞ Suggested systematizing the experiences of the countries on issues related to CVS and keeping the LACSI community alive as a “community of practice”. The Technical Secretary (CoE) will encourage this communication.
  - ☞ Highlighted the importance of the inter-agency work, as well as promoting CVS in other areas of work.
- It is proposed to hold the 8<sup>th</sup> Technical Meeting of the LACSI Working Group in the second half of 2020, probably in Colombia.

## Annex 1

### AGENDA

**7<sup>th</sup> Technical Meeting of the Working Group on the  
 Latin America and the Caribbean Crime Victimization Survey Initiative (LACSI)**  
 22-23 October 2019 | Mexico City, Mexico

**Tuesday, 22 October 2019**

08:30 – 09:00	<b>Participants registration</b>
9:00 – 9:20	<b>UNDSS security recommendations</b>
09:20 – 09:45	<b>Welcome remarks and opening of the 7<sup>th</sup> Technical Meeting of the LACSI Initiative</b> <ul style="list-style-type: none"> <li>Mr. Óscar Jaimes Bello, General Director of Government, Public Security and Justice Statistics, INEGI</li> <li>Ms. Salomé Flores, Coordinator of the Center of Excellence, UNODC Mexico</li> <li>Mr. Michael Jandl, Research Officer, Data Development and Dissemination Unit, UNODC HQ</li> </ul>
09:45 – 10:00	<b>Official photo of the group</b>
10:00 – 10:30	<ul style="list-style-type: none"> <li>Welcome to new members and observer countries</li> <li>Objectives of the Meeting</li> <li>Introduction of participants               <ul style="list-style-type: none"> <li>Ms. Luisa Sánchez, Center of Excellence, UNODC Mexico</li> </ul> </li> </ul>
10:30 – 11:00	<b>Latin America and the Caribbean Crime Victimization Survey Initiative (LACSI)</b> <ul style="list-style-type: none"> <li>What is it and its use in the region</li> <li>Sustainable Development Goals (SDG) Indicators that can be generated through a victimization survey               <ul style="list-style-type: none"> <li>Ms. Salomé Flores, Center of Excellence, UNODC Mexico</li> </ul> </li> </ul>
11:00 – 11:20	<b>Coffee break</b>
11:20 – 13:00	<b>Experiences in the implementation of the LACSI Initiative</b> <b>Moderates:</b> Ms. Karen Bozicovich, OAS <ul style="list-style-type: none"> <li>Argentina: National Victimization Survey (ENV) and public policies (15 min)             <ul style="list-style-type: none"> <li>Ms. Mariela Budiño, Ministry of Security of the Nation (MINSEG)</li> <li>Ms. Ileana Penna, National Institute of Statistics and Censuses (INDEC)</li> </ul> </li> <li>Peru: National Specialized Survey on Victimization (ENEVIC) and the National Statistical System (15 min)             <ul style="list-style-type: none"> <li>Ms. Lourdes Condori, National Institute of Statistics and Informatics (INEI)</li> <li>Mr. Noam López, Ministry of Interior</li> </ul> </li> <li>El Salvador: Survey on Victimization and Perception of Insecurity (15 min)             <ul style="list-style-type: none"> <li>Mr. Luis Uwaldo Paz, General Directorate of Statistics and Censuses (DIGESTYC)</li> <li>Ms. Karla Kubias, Ministry of Justice and Public Security</li> </ul> </li> <li>Paraguay: Crime Victimization Survey 2019 and challenges in its implementation (15 min)             <ul style="list-style-type: none"> <li>Mr. Héctor Arévalos, General Directorate of Statistics, Surveys and Censuses (DGEEC)</li> <li>Ms. Leticia Bravard, National Observatory for Citizen Security and Coexistence (Ministry of Interior)</li> </ul> </li> </ul>
13:00 – 14:20	<b>Lunch</b>
14:20 – 15:10	<b>Using the modules on Possession of Firearms and on Sexual Harassment</b> <b>Moderates:</b> Mr. Michael Jandl, UNODC HQ <ul style="list-style-type: none"> <li>Jamaica: Jamaica National Crime Victimization Survey (JNCVS) (15 min)             <ul style="list-style-type: none"> <li>Ms. Shauna Trowers, Ministry of National Security (MNS)</li> <li>Ms. Philone Mantock, Statistical Institute of Jamaica (STATIN)</li> </ul> </li> <li>Saint Lucia: Saint Lucia National Crime Victimization Survey (SLNCVS) (15 min)             <ul style="list-style-type: none"> <li>Mr. Edwin St Catherine, United Nations Development Programme (UNDP), Saint Lucia</li> </ul> </li> </ul>
15:10 – 15:35	<b>Expanding the scope of a victimization survey. The case of Colombia</b> <b>Moderates:</b> Ms. Marcela Smutt, UNDP <ul style="list-style-type: none"> <li>Colombia: Coexistence and Citizen Security Survey (ECSC) (15 min)             <ul style="list-style-type: none"> <li>Mr. Horacio Coral, National Administrative Department of Statistics (DANE)</li> <li>Ms. Johana Herrera, Ministry of National Defense</li> </ul> </li> </ul>

15:35 – 16:00	<b>Frequent victimization measurements at the local level. The case of Mexico</b> <b>Moderates:</b> Ms. Giada Greco, Center of Excellence, UNODC Mexico <ul style="list-style-type: none"> <li>• Mexico: National Urban Public Security Survey (ENSU) (15 min)                         <ul style="list-style-type: none"> <li>○ Mr. Mario Santillana, National Institute of Statistics and Geography (INEGI)</li> </ul> </li> </ul>
16:00 – 16:15	<b>Interactive session (all participants)</b>
16.15 – 18.00	<b>Cocktail</b>

**Wednesday, 23 October 2019**

08:30 – 09:00	<b>Participants registration</b>
9:00 – 9:15	<b>Interactive session (all participants)</b>
9:15 – 12:00	<b>LACSI Initiative innovation proposals to the Working Group</b> <b>Moderates:</b> Ms. Luisa Sánchez, Center of Excellence, UNODC Mexico <ul style="list-style-type: none"> <li>○ Mr. Daniel Escobar, Advisory Group on Gender and Human Rights, UNODC Mexico</li> <li>○ Mr. Michael Jandl, UNODC HQ</li> </ul> <ul style="list-style-type: none"> <li>• Focus on gender perspective and vulnerable groups – intersectionality (10 min)                         <ul style="list-style-type: none"> <li>○ Discussion: 20 min</li> </ul> </li> <li>• Condition of the victim of being under the influence of alcohol or drugs (higher vulnerability) in violent crimes (assault / injury and sexual violence) (10 min)                         <ul style="list-style-type: none"> <li>○ Discussion: 20 min</li> </ul> </li> <li>• Measuring the moment of occurrence in all crimes (day of the week) (10 min)                         <ul style="list-style-type: none"> <li>○ Discussion: 20 min</li> </ul> </li> <li>• Sexual harassment module (10 min)                         <ul style="list-style-type: none"> <li>○ Discussion: 20 min</li> </ul> </li> <li>• Cybercrime module (10 min)                         <ul style="list-style-type: none"> <li>○ Discussion: 20 min</li> </ul> </li> </ul> <p style="text-align: right;">(Coffee service available all morning)</p>
12:00 – 13:00	<b>SDG 16 Survey Module Initiative (UNODC, OHCHR, UNDP)</b> <b>Moderates:</b> Ms. Salomé Flores, Coordinator of the Center of Excellence, UNODC Mexico <ul style="list-style-type: none"> <li>○ Mr. Gergely Hideg, Expert Consultant</li> </ul>
13:00 – 14:30	<b>Lunch</b>
14:30 – 15:30	<b>Surviving the implementation of a Crime Victimization Survey (all participants)</b>
15:30 – 16:00	<ul style="list-style-type: none"> <li>• Conclusions by all participants</li> <li>• Next steps of the LACSI Initiative</li> </ul>

**More information:**

**Victimization**

- 🔗 [Latin America and the Caribbean Crime Victimization Survey Initiative \(LACSI\)](#)
- 🔗 [LACSI Initiative Conceptual Framework \(English\) \(Portuguese\)](#)
- 🔗 [Atlas on Crime Victimization Surveys](#) (Spanish only)
- 🔗 [VicLab talks](#) (recorded in English or Spanish, subtitles available)

**Organizations**

- 🔗 [United Nations Office on Drugs and Crime \(UNODC\)](#)
- 🔗 [National Institute of Statistics and Geography \(INEGI\) of Mexico](#)
- 🔗 [UNODC Center of Excellence-INEGI \(CoE\)](#)