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REPORT ON VIOLENCE AND VIOLATIONS BASED ON REAL OR PRESUMED SEXUAL ORIENTATION OR GENDER IDENTITY DURING THE MONTH OF MAY 2024

11th June 2024

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1. Introduction

This is the 12th monthly report on violence and other human rights violations on the basis of sexual orientation and gender identity/ expression since the Anti-Homosexuality Act, 2023 (AHA) came into force. The report marks a full calendar year since the AHA

came into force on 30th May 2023. The report discusses cases that were reported to HRAPF in which known or suspected LGBTIQ persons were targeted for violence and violations purely or partly on the basis of their SOGIE as reported in the month of May 2024. It is also the second monthly report following the decision of the Constitutional Court in the case of *Hon. Fox Odoi-Oywelowo & 21 others v Attorney General*, Consolidated Constitutional Petitions No. 14, 15, 16 and 85 of 2023 which nullified the provisions of the AHA imposing reporting obligations on all persons, including doctors and lawyers; making the contraction of a terminal illness an aggravating factor for the offence of homosexuality and criminalising availing of premises for acts prohibited under the Act. This report therefore provides an insight into the trends of violence and other violations of human rights based on SOGIE, and on the impact the judgment has had on these trends. This report builds on the reports produced earlier in this series and therefore seeks to build on the data available on violations occasioned during the period since the AHA came into force to date.

2. Methodology

This report provides an overview of reported cases of violence and human rights violations on the basis of SOGIE that were reported to the HRAPF legal aid clinic in May 2024. The data for this report was collected using both qualitative and quantitative methods of data collection, and it was independently verified and analysed to ensure its accuracy.

Quantitative data was obtained from a review of case files, which method yielded data on the number of cases handled and the number of cases in which acts of violence or other human rights violations were identified. This data was then subjected to a further in-depth qualitative analysis to ascertain the circumstances under which the incidents occurred, in order to ascertain that only cases in which such acts were perpetrated purely or partly on the basis of real or presumed SOGIE are included in the report.

The data presented in this report is limited by the fact that it covers only cases reported through the HRAPF legal aid network. The report presents a fair picture of the situation for LGBTIQ persons across the country as reported to HRAPF's countrywide network of community paralegals, regional legal aid centres, specialised legal aid desks and the main legal aid clinic, but it may not be representative of all LGBTIQ persons' lived realities during the month, as we acknowledge that not all cases that occurred in May 2024 were reported to HRAPF's network.

3. Nature and number of cases reported

HRAPF handled a total of 83 cases in the month of May 2024, a reduction from 99 cases handled in April 2024. Out of the 83 cases handled, 41 cases involved actions that directly targeted people for negative treatment on the basis of their SOGIE, representing 49.4% of all the cases handled during the month of May 2024. There was a slight decrease in the number of cases in which

individuals were targeted for negative treatment on the basis of their SOGIE, from 44 cases in April 2024 to 41 cases in May 2024, and the number of victims of these incidents reduced from 61 persons in April to 50 persons in May.

Out of the 41 cases in which LGBTIQ people were specifically targeted for detrimental treatment during the month of May 2024, cases of violence overtook evictions with the largest number of cases (20), with evictions being next with 16 cases, while there were 5 cases involving arrests for sexuality-related reasons.

3.1 Cases involving violence and threats of violence

Cases involving violence and threats of violence against individuals on the basis of their real or presumed SOGIE were the highest category of cases registered during the month of May 2024. 20 such cases affecting 22 persons were reported in May. 11 of these were cases of actual violence affecting 12 persons, while 9 were of threatened violence affecting 10 persons. This is the first time in the first 5 months of 2024 that there have been more cases of violence than evictions. These cases increased by three cases from 17 cases in April 2024 and the number of victims also increased from 20 persons to 22 persons.

i. Cases of actual violence on the basis of sexual orientation/ gender identity

There were 11 cases of actual violence against persons on the basis of their real or presumed SOGIE in May 2024, affecting 12 persons. This violence was perpetrated by unknown persons in 7 cases, the general community in 2 cases, a friend in 1 case and private security guards in 1 case. 8 of the cases involved physical violence, 2 were cases of extortion and 1 case of false imprisonment. 4 of these cases were reported in Wakiso district, 3 cases happened in Kampala, 2 cases in Gulu and 1 case each was reported in Mbarara and Kiruhura districts.

The table below discusses these cases in detail:

No.	Case code	Date of reporting	District	Nature of violence	Perpetrator	Brief facts	No. of victims
1.	HRAPF/PA/565/2024	4/5/24	Wakiso	Extortion	Unknown person	The client met someone through a gay dating app and after the two had met in person, the other person started threatening to out the client to his family if he did not pay him	1

						400,000/- (about 120USD).	
2.	HRAPF/PA/574/2024	4/5/24	Kampala	Physical assault	Unknown persons	A group of unknown men attacked and beat the client while he was walking on the road after visiting a friend. They told him that they had seen him visit that particular friend before, whom they knew was a homosexual, and that they therefore believed the client to be a homosexual as well.	1
3.	HRAPF/PA/577/2024	6/5/24	Gulu	Physical assault	General community	The client was attacked by a group of people, some of whom she knew by face as residents of her community. They beat her up while accusing her of spoiling young girls in the community with her 'homosexual ways'.	1
4.	HRAPF/PA/589/24	10/5/24	Wakiso	False imprisonment	Private security guards	The clients were hanging out a shopping mall when the mall guards physically restrained and held them for several hours, alleging that they were under arrest for being homosexuals.	2

5.	HRAPF/PA/575 /2024	14/5/25	Kampala	Physical assault	Unknown persons	The client was walking home from office when he ran into a group of men standing by the roadside. They asked him why he was working for a homosexual organisation before hitting him on the head, rendering him unconscious. When he woke, his laptop, phone and wallet had been taken.	1
6.	HRAPF/PA/568 /2024	16/5/24	Gulu	Extortion	Friend	The client held a party at his house where there was a significant number of queer people in attendance. The following day, one of the persons who attended asked him for some money to help pay his rent, and the client refused. That person then started threatening to publish videos he had captured at the party of the client, his partner and some of his guests in compromising situations if he did not give him money.	1
7.	HRAPF/PA/576 /2024	16/5/25	Mbarara	Physical assault	General community	The client was assaulted by individuals who had businesses near his chapati stall. This happened after he confronted them, asking why they were spreading rumors and telling people not to buy from him	1

						because he is a homosexual.	
8.	HRAPF/PA/578/2024	19/5/24	Kampala	Physical assault	Unknown persons	The client met someone through a social media app. They became friends and agreed to meet physically. However, the man came with 5 other men who were unknown to the client. They jointly assaulted him while accusing him of being a homosexual, and then stole his phone and money.	1
9.	HRAPF/PA/580/24	19/5/24	Kiruhura	Physical Assault	Unknown persons	The client was returning home from a bar when they met a group of men. The men asked them why they always dress like a male person before proceeding to assault them in an attempt to undress the client. The client sustained serious injuries following the attack, forcing them to use a walking stick.	1
10.	HRAPF/PA/579/24	22/5/24	Wakiso	Physical Assault	Unknown persons	The client was assaulted by unknown men who accused him of being a homosexual. He was hit several times on the head with a heavy stick.	1
11.	HRAPF/PA/581/24	26/5/24	Wakiso	Physical Assault	Unknown persons	The client met a man on a social media app and the two started up a conversation. They eventually agreed to meet at a bar but when the client got there, the man instead turned on him, accused	1

						him of being a homosexual and started beating him up.	
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ii) Cases involving threats of violence based on sexual orientation and/or gender identity

A total of 9 cases involving threats of violence against persons on the basis of their real or presumed SOGIE were reported in May 2024, affecting 10 persons. 7 of these were threats of physical violence/ harm, 1 was a threat of arrest and 1 was a threat of eviction. The threats were perpetrated by unknown persons in 3 cases, neighbours in 3 cases, friends of the victim in 1 case, family members in 1 case and general community working with the local area leadership in 1 case. 4 cases happened in Wakiso, 2 cases in Mbarara and 1 case each in Apac, Kampala and Busia districts.

No.	Case code	Date of reporting	District	Nature of threats	Perpetrator	Brief facts	No. of victims
1.	HRAPF/PA/567/2024	7/5/24	Apac	Physical harm	General community; LC leadership	The client was asked to leave the village by the local area leadership because of her work with LGBTQ persons and when she refused, the leaders and some members of the general community started threatening to harm her physically if she continued to resist.	1
2.	HRAPF/PA/583/2024	10/5/24	Wakiso	Arson/ physical harm	Neighbors	The client's neighbors threatened to attack him and burn all his properties if he did not vacate their village. They accused him of being a homosexual and repeatedly told him that they did not want 'his kind' as a neighbour.	

3.	HRAPF/PA/569/24	19/5/24	Mbarara	Physical harm	Unknown persons	The client was seen walking with a transgender friend of his in town and that very night, a group of men unknown to him came to his house and started shouting at him and threatening him. They broke the window of his house before the neighbours came out, forcing them to run away. A few days later, the client awoke to see some men peeping through the broken window and attempting to hit him with a stick, but the bed was too far from the window and they could not reach him.	1
4.	HRAPF/PA/570/24	22/5/24	Busia	Physical harm	Unknown persons	The client was at a bar with a male friend when two men unknown to him approached them and warned him to stop engaging in homosexuality. They threatened to undress and beat him up publicly in order to teach him a lesson if he did not stop.	1
5.	HRAPF/PA/566/24	23/05/2024	Kampala	Arrest	Family	The client had a misunderstanding with the boyfriend, who then informed the client's parents that the client is gay. The parents were incensed upon learning this and threatened to have the client arrested and taught a lesson, which	1

						forced the client to flee his home and go to a crisis shelter.	
6.	HRAPF/PA/572/2024	24/5/24	Mbarara	Physical harm	Unknown persons	The client had been receiving messages threatening to harm him on his phone for several days before he was woken one night by a noise in his room. He found that unknown persons had broken his window and poured petrol into the room, but when he woke and turned on the lights they ran away.	1
7.	HRAPF/PA/571/24	26/5/24	Wakiso	Physical harm	Neighbors	The clients hosted a friend who, on observing their interactions, told the neighbours that she thought the two were in a relationship. Some of the neighbours then waylaid the clients and demanded that they leave the area or they would be forced to take physical action against the two.	2
8.	HRAPF/PA/573/24	26/5/24	Wakiso	Eviction	Neighbours	The client's ex-partner outed her to the neighbours following their breakup. The neighbours started demanding that she leave, and threatened to have the landlord publicly shame and throw her out if she was not willing to leave peacefully.	1
9.	HRAPF/PA/582/24	26/5/24	Wakiso	Physical harm	Friend	The client's friend threatened to hire men to undress the client and	1

						confirm if she is male or female upon becoming suspicious of her sexuality/ gender. She also outed the client to their entire friends circle, and some of the friends also started threatening the client with physical harm if she did not repent.	
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3.2 Evictions

In May 2024, there were 16 cases of eviction from rented property that were reported to HRAPF's legal aid clinic, affecting 17 individuals. This was a reduction from the 19 cases recorded in April 2024, affecting 23 individuals. The cases were reported from the districts of Wakiso (8); Kampala (2); Kabarole (2); and 1 each from Mbarara, Masaka, Mbale and Kiboga. The evictions were perpetrated primarily by the property owners/ landlords (11), family members in 4 cases and landlords working with the local council leadership in 1 case.

No.	Case code	Date of reporting	District	Perpetrator	Brief facts	Number of Victims
1.	HRAPF/PA/554/24	01/05/24	Wakiso	Landlord	The client in this case was evicted for hosting homosexuals on the premises. This happened when a friend who had come to visit was arrested by the police from the client's home on the allegation that he had tried to hit on the boda boda rider who had brought him over. This arrest was done publicly and reported to the client's landlord, leading to his eviction.	1

2.	HRAPF/PA/550/2024	2/05/24	Kampala	Family	The client was living with his brother and when the brother started to suspect that the client was in an intimate relationship with a friend who used to visit often, he immediately demanded that the client leave the home.	1
3.	HRAPF/PA/552/2024	03/05/ 24	Wakiso	Landlord	The client was evicted from his rented home after several neighbours complained about his sexuality to the landlord and stated that his presence inconvenienced them.	1
4.	HRAPF/PA/564/24	15/5/24	Kiboga	Landlord	The client's landlord evicted him on the grounds that the people in the neighbourhood had heard that the client is gay and were threatening to burn down the landlord's property if the client did not leave.	1
5.	HRAPF/PA/549/2024	15/05/24	Wakiso	Landlord	The client's landlord made a decision to evict the client following repeated complaints from the neighbours that the client was a homosexual.	1
6.	HRAPF/PA/551/2024	16/5/24	Mbarara	Family	The client was evicted from the family home where she used to live by her father. He had on several occasions arranged marriages for her to different men and when she kept rejecting them, he started to suspect that she was a lesbian, and later asked her to leave because he did not want a daughter who behaves and dresses like a man.	1
7.	HRAPF/PA/555/24	19/05/24	Kabarole	Landlord	The client's landlord evicted him on suspicions of being a homosexual. His neighbors accused him of being a homosexual and his landlord relied on the accusations from the client's neighbors and evicted	1

					him.	
8.	HRAPF/PA/556/24	22/05/24	Kabarole	Landlord and local area leadership	The client was summoned to the local area chairperson's office where he was informed by his landlord and the chairperson that he was to vacate the house in which he was staying on the grounds that he is a homosexual.	1
9.	HRAPF/PA/557/24	23/05/24	Kampala	Landlord	The client's landlord verbally accused him of being a homosexual and stated that she could not tolerate such behavior on her premises. She then issued him a formal notice to vacate by the end of May.	1
10.	HRAPF/PA/553/2024	23/05/24	Wakiso	Landlord	One of the clients got into a disagreement with her live-in partner, who then loudly accused her of being a homosexual and recruiting her (the partner) into homosexuality. The neighbours heard this scuffle and reported it to the landlord, who immediately demanded that the clients both leave the house.	2
11.	HRAPF/PA/562/24	27/05/24	Wakiso	Landlord	The client was issued with an eviction notice by his landlord after his neighbors accused him of being a homosexual.	1
12.	HRAPF/PA/558/24	28/05/24	Wakiso	Landlord	While the client was away from home for work, his landlady entered the house, took all his property out and put it on the veranda. She then called the client to come and remove his property from her veranda, and when confronted about this she stated that she had long since told the client that she did not want homosexuals in her houses but he had refused to leave peacefully.	1
13.	HRAPF/PA/559/24	28/05/24	Masaka	Landlord	The client, a peer mobiliser working with a health facility in Masaka, was accused by his landlord of	1

					being a homosexual while disguising as a health worker. This happened because the client routinely hang out with community members at his home, many of whom he employed in a private catering business he was operating out of his rented house. The landlord gave him two months' notice to vacate the premises, but locked up the house with his properties still inside at the end of only one month.	
14.	HRAPF/PA/560/24	28/05/24	Mbale	Landlord	The clients operate an organisation which advocates for the rights of Key Populations. Their landlord issued them with an eviction notice that they should vacate her premises by end of May 2024. She orally accused them of working for homosexuals, and informed them that she wanted them to vacate her premises for that reason.	1
15.	HRAPF/PA/561/24	29/05/24	Wakiso	Family	The client's sister went through his phone to try and confirm her suspicion that he is gay, and she came across a chat between him and his partner. She informed their mother, who assaulted and then chased the client away from the home. The two then informed the client's employer, who was a family friend, of the issue at hand, and the client was immediately terminated from employment as well.	1
16.	HRAPF/PA/563/24	29/05/24	Wakiso	Family	The client's mother evicted him from the family home after one of his friends went to his mother and outed him as a queer person.	1

3.3 Cases of arrests

In May 2024, HRAPF handled a total of 5 cases in which a total of 11 individuals were arrested for sexuality-related charges. This is lower than the number of cases of arrests recorded in April 2024 (8) involving 18 individuals. In 3 of these cases, the persons arrested were charged with offences under the AHA (homosexuality and attempted homosexuality) while in the remaining 2 cases, the victims were arrested due to suspicion that they were homosexuals, but they were charged with being a common nuisance and conspiracy to commit a felony respectively. All victims were subsequently released on police bond.

2 of these cases were registered from Wakiso, and 1 was registered from each of the remaining districts (Kayunga, Luweero and Moroto). This table provides a detailed breakdown of the arrests:

No.	Case code	Date of reporting	District	Charge	Brief facts	Number of Victims
1.	HRAPF/P A/585/24	1/05/24	Wakiso	Attempted homosexuality	The client and his friend went to a bar and on the way back, they used one boda boda. They invited the rider in for drinks, and he agreed then left shortly after. Less than an hour later, he returned with police officers who arrested them both on the allegation that they had attempted to have sex with him.	2
2.	HRAPF/P A/586/24	5/05/24	Kayunga	Common nuisance	The client was arrested after one of his friends reported him for allegedly trying to seduce him. He was initially charged with attempted homosexuality but the charges were later changed to being a nuisance, and he was released on police bond	1
3.	HRAPF/P A/587/24	5/05/24	Luweero	Homosexuality	The clients were in their home when the brother of one of them came to the house with police officers and asked them to arrest the two for being homosexuals. They were both taken to Luweero Police Station where they were charged with	2

					homosexuality.	
4.	HRAPF/P A/588/24	5/05/24	Moroto	Homosexuality	The client went out for drinks with a friend and then they returned to his home. A few minutes later, the friend's brothers came to the door with police officers, demanding that the client stop having sex with their brother. The client opened for them and they found the friend asleep in bed by himself. They however arrested the client and had him charged with homosexuality.	1
5.	HRAPF/P A/584/24	20/05/24	Wakiso	Conspiracy to commit a felony	Two of the clients were walking home when they ran into a group of police officers on patrol. The officers insisted on walking them home to confirm that they were not criminals but when they got there and found three other people, the officers arrested the whole group. They claimed that the only reason five young men would stay in the same house is if they were homosexuals. However, the charge that was ultimately preferred was 'conspiracy to commit a felony'.	5

4. Comparison with April 2024

There has been a reduction in the overall number of cases reported as well as the number of cases involving actions that deliberately targeted persons for negative treatment on basis of their real or presumed SOGIE. In April 2024, a total of 99 cases involving LGBTI persons were reported as compared to 87 cases in May 2024. In terms of cases where individuals were specifically targeted on the basis of their real or presumed SOGIE, there was a reduction from 44 cases affecting 61 persons in April 2024, to 41 cases affecting 50 persons in May 2024.

In April, the highest number of cases registered were evictions, with 19 evictions affecting 23 persons while in May, the highest number of cases registered were cases involving violence and threats of violence targeted against individuals on the basis of their

real or presumed sexual orientation, with 20 cases affecting 22 individuals. There was a reduction in the eviction cases from 19 evictions affecting 23 persons in April to 16 evictions affecting 17 persons in May 2024. The cases of violence and threats of violence increased from 17 cases affecting 20 people in April to 20 cases affecting 22 persons in May. Cases of arrests for sexuality-related reasons reduced from 8 cases affecting 18 persons to 5 cases affecting 11 persons.

5. Comparison with the period from 1st May 2023 to 31st May 2023

In May 2023, a total of 82 cases were handled involving LGBTIQ persons, of which 50 cases involved actions that directly targeted persons on the basis of their real or presumed SOGIE (60.9% of all cases handled). The actions in these cases affected a total of 98 people and included 20 cases of real or threatened violence, 24 eviction cases and 6 arrests on sexuality-related charges.

In contrast, 83 cases involving LGBTIQ persons were handled in May 2024, of which 41 cases involved actions of targeted/ deliberate homophobia (49.4% of all cases handled) and 50 persons were affected. It is worth noting that, although the AHA was passed by Parliament on 2nd May, assented to on 26th May and gazetted on 30th May, the cases of violence and other violations on the basis of SOGIE were more in that month than in May 2024 when the law is fully in force. This can in large part be attributed to the mass hysteria accompanying the public debate surrounding the enactment of the AHA 2023, while such discourse has been significantly reduced in May 2024, with the public focus shifting more and more towards issues of governance and misuse of public funds.

6. The first twelve months of the AHA 2023 in Uganda

In the first twelve months of the AHA 2023, a total of 1085 cases involving LGBTIQ persons were handled across the legal aid network, of which 600 (55.3%) targeted LGBTIQ people on the basis of their sexuality, affecting a total of 772 persons. The breakdown of cases so far is as follows:

Nature of violation	June 2023	July 2023	Aug 2023	Sept 2023	Oct 2023	Nov 2023	Dec 2023	January 2024	February 2024	March 2024	April 2024	May 2024	Total number of cases
Evictions	19	26	22	22	28	20	27	30	32	23	19	16	284
Violence	23	21	19	24	27	9	14	25	24	20	17	20	243
Arrests	4	6	6	3	6	7	6	4	3	9	8	5	67
Other forms of discrimination	0	0	0	0	3	3	0	0	0	0	0	0	6
Total	46	53	47	49	64	39	47	59	59	52	44	41	600

The victims in these cases are:

Nature of violation	June 2023	July 2023	Aug 2023	Sept 2023	Oct 2023	Nov 2023	Dec 2023	January 2024	February 2024	March 2024	April 2024	May 2024	Total number of victims
Evictions	20	33	26	31	37	24	33	35	47	26	23	17	352
Violence	23	24	22	37	35	10	20	32	32	20	20	22	296
Arrests	7	10	11	5	10	7	9	6	3	20	18	11	117
Other forms of discrimination	0	0	0	0	3	3	0	0	0	0	0	0	6
Total	50	67	59	73	85	44	62	73	82	66	61	47	771

In the same 12 months' period from June 2022 to May 2023, a total of 530 LGBTIQ cases were handled, of which 226 cases (35.9%) contained actions that deliberately targeted LGBTIQ persons for detrimental treatment. This translates to an increase of 555 cases in the overall total number of cases handled from the period of June 2022 to May 2023 as compared to the same 12-month period following the enactment of the AHA. Similarly, the number of cases of deliberate homophobia have increased by 374 from 226 cases in the period from June 2022 to April 2023, to 600 in the period from June 2023 to May 2024. It should be noted that the period June 2022 to May 2023 was characterised by radicalised and polarised homophobic hysteria, starting from February 2023 when the AHB was tabled until May 2023 when the AHA was enacted, which accounts for the increase in numbers of cases.

7. Impact of the litigation efforts against the AHA 2023 on the number of cases

On 2nd April 2024, the Constitutional Court of Uganda delivered the long-awaited judgment in the case of *Fox Odoi-Oywelowo and 21 others v Attorney General and 3 Others* (Consolidated Petitions 14, 15, 16 and 85 of 2023). Notable changes brought about by the judgment was the repeal of section 9 of the Act which prohibited renting premises to any individual for purposes of homosexuality; section 11(2)(d), which prohibited renting or leasing of premises to anyone or using any premises for purposes of encouraging homosexuality; and section 14, which contained the duty to report persons suspected of engaging in homosexuality.

Following this judgment, a noticeable reduction in cases of eviction of persons from homes/ rented premises on the basis of their SOGIE has been observed. From January 2024 to April 2024, cases of evictions remained consistently higher than any other form of violence or violation. In January, for instance, 30 cases of evictions were reported as compared to 25 cases of violence and threats of violence; in February 2024, 32 evictions were recorded against 24 cases of violence and threats of violence; in March 2024, 23 evictions

were recorded vis-à-vis 20 cases of violence. Following the Constitutional Court judgment on April 2, 2024, however, this trend started to change noticeably, with eviction cases reducing. In April 2024, there were 19 recorded cases of eviction against 17 cases of violence and threats of violence, and in May 2024, the number of cases of violence (20) outstripped evictions at 16 cases for the first time since the year 2024 began. While the number of evictions remains high, it is worth noting that there appears to be a steady reduction in these cases between April and May.

The court decision however seems to have had no noticeable impact on violence against LGBTIQ persons, with cases of violence and threats of violence having actually increased between April and May 2024, and no significant impact on arrests for sexuality-related reasons either, which may be in line with the fact that the provisions criminalising consensual same sex relations were largely left intact and the judges themselves expressed homophobic sentiments in the judgments, including blaming the spread of HIV on homosexuality. As a matter of fact, it was observed in May that for the first time ever, private guards took it upon themselves not merely to report suspected homosexuals but to physically restrain and detain individuals they thought 'looked' gay in a citizen arrest at a public place (a shopping mall within the Kampala Metropolitan Area).

8. Conclusion

Available data suggests that the enforcement of the AHA 2023 is fully in stride now, and that the violations of the rights of LGBTQ persons in the process of enforcement remain more or less constant. However, it is noteworthy that the significant reduction in polarised public debate on LGBTQ rights for the month of May 2024 as opposed to May 2023 appears to have created an atmosphere of reduced violence against LGBTQ persons. It however remains concerning that the enforcement of the AHA remains a matter that the general community considers an individual obligation, with this obligation extending to 'effecting arrests' against persons who members of the public suspect to belong to the LGBTI community.