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Working Paper

The Development of AIDS Policies in Ger- many (without the GDR): 1981-1996

Ulrike Klöppel

The “Disentangling European HIV/AIDS Policies: Activism, Citizenship and Health” (EUROPACH) research team is made up of scholars based at four European universities – Humboldt-Universität zu Berlin (Institute for European Ethnology), Goldsmiths, University of London (Department of Sociology), University of Basel (Department of History) and Jagiellonian University (Institute of Sociology) – and works with another researcher who is based at a fifth academic institution, the Free University of Berlin (Friedrich-Meineke Instiut, Didactics of History). It also works in close collaboration with a number of non-academic partner organizations including AIDS Action EUROPE, European AIDS Treatment Group (EATG), Hydra (Germany), İnsan Kaynağını Geliştirme Vakfı (İKGV) (Turkey), Kaos GL (Turkey), the International Committee on the Rights of Sex Workers in Europe (ICRSE), National AIDS Trust (UK), SIEĆ PLUS (Poland), the ACT UP Oral History Project, the European Network of People Who Use Drugs (EuroNPUD), Deutsche AIDS-Hilfe (Germany), Justri (UK), Pembe Hayat LGBTT Dayanışma Derneği (Pink Life LGBTT Solidarity Association) (Turkey), Social ADIS Committee (Poland), and the Social Policy Foundation “Prekursor” (Poland). For more information, visit our website at: europach.eu



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	Biology/Medicine	Federal Politics	Regional Politics	AIDS Service Organizations	Positives' Movement	ACT UP	Drugs	Sex Work, Women, Migration	Hospices, Nursing Services
1982	<p>First diagnosed cases of Aids in Germany.[1]</p> <p>The public research institutions, the <i>Robert-Koch-Institute (RKI)</i> in Berlin and the <i>Paul-Ehrlich-Institute for Vaccines and Biomedicines</i> in Frankfurt am Main, take up the issue of Aids. The <i>RKI</i> builds a registry on the spread of HIV and offers counselling and medical examinations.[2]</p>								

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1983		The German Parliament addresses the issue of Aids for the first time. The Federal Government names research, education of the population, and support for homosexual self-help groups for prevention work in the gay community as top priorities. However, coercive measures based on epidemic law are also identified, should the epidemiological development of the disease require it.[3]	The Berlin Senate financially supports organizations that provide self-help services and counseling for Aids.[2] The "Berlin Response" ("Berliner Linie") comes to be the model for the other federal states.	The <i>German AIDS Service Organization (Deutsche AIDS-Hilfe, DAH)</i> is established in Berlin with the goal of providing information and education on Aids and counselling for HIV-positive persons.[4]			Despite the continuance of the state policy of criminalizing drug use and despite the ambiguous legal issues around the practice, initiatives in Bremen establish needle exchange programs, encouraging other cities to follow suit. From 1986 onward many of the drug counseling centers who had been obliged to follow the abstinence paradigm, begin handing out clean syringes, thus shifting to the model of harm reduction.[5] [6]	The Berlin Senate supports/funds the Aids-prevention work of <i>Hydra e.V.</i> , the first national "autonomous prostitutes' organization". <i>Hydra</i> inspires sex workers in other cities to self-organize.	

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1984		The Federal Minister for Youth, Family and Health presents a draft law that includes compulsory registration and - under threat of punishment -behavioral constraints for those infected. The Conference of Federal State's Health Ministers (Gesundheitsministerkonferenz/GMK) initially supports the draft.[2]		Regional <i>AIDS Service Organizations</i> are established in Munich, Hamburg, and Hanover, and from 1985 in other cities as well.					

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1985	Approval of the first tests for HIV.	<p>The GMK rejects the adoption of a legal obligation to register by name and other associated measures as per the Federal Law concerning Epidemics.[2]</p> <p>The <i>Federal Center for Health Education (BzGA)</i> publishes the first information brochure on Aids.[7]</p>	<p><i>AIDS-Coordination Meetings (AKT)</i> for Aids-self-help groups are established in Berlin.</p> <p>A <i>Task Force for the Coordination of AIDS Work</i> including public authorities, organizations and initiatives is established in Hamburg.[8]</p>	<p>Funding for the <i>DAH</i> as the umbrella association of the regional <i>AIDS Service Organizations</i> through the Federal Ministry of Health, after a division of responsibilities between the <i>BzGA</i> and the <i>DAH</i> regarding prevention work, is agreed on, whereby the latter is to target gays and later intravenous drug users and sex workers, and the <i>BzGA</i> the general population.[2]</p> <p>Start of the “safer sex” campaign of the <i>DAH</i>.[4]</p>					

1986		<p>Representatives of gay and sex worker groups are heard in the German Parliament (Bundestag). The results are included in the Bundestag's master plan against Aids that is passed at the end of the year.[2]</p>		<p>First nationwide <i>positives' meeting (Positiventreffen)</i> at the <i>Academy Waldschlösschen</i>. The meetings are financed by the <i>DAH</i> from the end of the year onward. The idea is to establish a closed space where HIV-positive people could talk about safer sex, illness, dying and solidarity across identity groups.[9] As the positives' meeting evolve over the following years (in 1990 300 positives come together in Frankfurt) they become a non-institutional pressure group in Germany. They demand to be heard as experts on their own needs (for example for research agendas to be determined by those affected) and pose demands also to the government.</p>		<p>The first syringe automates are installed across cities.</p>		
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1987		<p>The GMK rejects the demands of the Bavarian government to implement rigid measures based on epidemic laws. Only the demand for - anonymized - obligatory reports about results of laboratory tests to a central register is adopted. Shortly thereafter, the Bundesrat (parliament of the regional governments) also rejects the demands.[2]</p> <p>The Federal Government appoints a parliamentary Enquiry Commission on Aids. In the course of the inquiry, the liberal stance of the Federal Ministry of Health asserts itself over the insistence of the Bavarian government for compulsory sanctions. As a result, model projects are funded through an "immediate action program" for fighting Aids (as standard</p>	<p>The Bavarian government publishes a "catalog of measures for prevention and control of the immunodeficiency syndrome AIDS". The measures are amongst others: "Potentially infected" persons may be forcibly tested for HIV; a working prohibition can be imposed on sex workers; candidates for the civil service have to get themselves tested; sexually active infected persons could be segregated; infected "foreigners" could be deported. A massive demonstration, which receives international coverage, is organized in the lead-up to the publication of the catalog.[11] [12]</p>					<p>A public letter written by sex workers and addressed to clients with the title "Never Again Without [Condoms]" is published in multiple German cities simultaneously.[13]</p> <p>The <i>Berlin AIDS Service Organization</i> offers women-specific counseling – the first such service in the Federal Republic.</p> <p>A congress entitled "Women and AIDS" is organized in Bonn, partially funded by among others the North-Rhine Westphalian government.</p>	<p><i>HIV e.V.</i>, a domestic care service that began as a self-help group, is established solely for gay AIDS patients. <i>HIV e.V.</i> is partly financed by the federal model project "Expansion of out-patient help for AIDS-Patients".[14]</p>
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		<p>means of health promotion fall within the jurisdiction of the regional governments, the federal government's political measures were restricted to the funding of short-term "model projects"). Furthermore, a <i>National Aids Advisory Council (Nationaler AIDS-Beirat)</i>, consisting of scientists and representatives from civil society, is established.[2]</p> <p>Establishment of the <i>National AIDS Foundation (Nationale AIDS-Stiftung)</i>. [10]</p>							

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1988			The Mayor of Frankfurt demands "life-long quarantine for the unreasonable". Subsequently, the <i>Frankfurt AIDS Service Organization</i> and the <i>DAH</i> organize a demonstration under the motto "Solidarity of the Unreasonable" in Frankfurt am Main.[15]	The Federal Court of Justice (BGH) sentences an HIV-positive man who had had sex without a condom with a woman, without disclosing his infection to her. Subsequently, the <i>DAH</i> advises more strongly against submitting oneself to an HIV test. Even before the BGH ruling, the <i>DAH</i> and regional <i>AIDS Service Organizations</i> had raised objections against testing in the face of the incurability of Aids, the coercive measures in Bavaria and other states, and the exclusion of HIV-positive persons from life insurance policies.[16]	200 participants attend the <i>Second European Meeting for People with HIV/AIDS</i> organized by the <i>International Steering Committee of People with HIV/AIDS</i> in Munich. In the context of the meeting, a demonstration protesting Bavaria's rigid Aids policies is organized.		Following the approach of accepting drug care, which was gradually asserting itself, the substitution of heroin with methadone is tested on the decree of the state government of North-Rhine Westphalia. Other federal states follow suit.[17]		Specific Aids nursing services are established in various German cities, financed by the Federal Model Program.

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1989		The two German Aids foundations are brought together in the <i>Committee of German AIDS Foundations</i> and operate under the name <i>Deutsche AIDS-Stiftung</i> from 1996 onward. The federal government and several state governments donate to it.[10]	In Hamburg, the <i>Task Force for the Coordination of AIDS Work</i> develops a program that is based on personal responsibility and focuses on Aids-education and adequate care of people sick with Aids. [18] Frankfurt am Main begins using methadone as a substitute for HIV-positive, long-time drug using sex workers.[19]	The General Assembly of the DAH publishes the "Position Paper Gays and AIDS" as the foundation of the DAH's prevention work. The affirmation of "gay ways of life" is declared as the basis for prevention work.[20]	The <i>Café PositHiv</i> opens in Berlin, a project of the <i>Berlin AIDS Service Organization</i> . [21]	Following a screening of Rosa von Praunheim's "AIDS-Trilogy" <i>ACT UP Berlin</i> comes to be established. <i>ACT UP</i> groups are established in other German cities as well. The <i>ACT UP</i> groups raise awareness about injustices such as the inadequate funding of prevention projects, the problems in accessing new medications etc. through die-ins and other tactics. [22]	Establishment of the <i>JES-Network (National Network of Junkies, Former Drug Users and People in Opiate Substitution Treatment)</i> . The DAH had been actively supporting the trans regional self-organization of drug users since 1988.[23] The founding declaration of <i>JES</i> espoused the decriminalization of drug use, self-determination of users and support for "safer use".		

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1990	Stabilization of the rate of new HIV-infections in Germany.[24]				First National Positives' Gathering organized by the <i>DAH</i> under the motto "Positive in Autumn – Don't criminalize passion!" in Frankfurt am Main. A demonstration through the city is organized under the same motto.[25]	HIV-positive people – first and foremost members of different <i>ACT UP</i> groups as well as members of the <i>Hamburg AIDS Service Organization</i> – gain entrance to the <i>3rd German AIDS-Congress</i> in order to emphasize their demand that people living with HIV/AIDS are invited to participate in AIDS-Congresses.[22]	<i>Fixpunkt e.V.</i> opens the <i>Café Druckausgleich</i> as a meeting point for self-help groups for substitution addicts in Berlin. In Bremen employees of drug help-centers open <i>akzept e.V. (Federal Association for Accepting Drug Care and Humane Drug Policy)</i> . The <i>DAH</i> is a founding member and is represented in the board of directors.[26]	The <i>DAH</i> concerns itself with the issue of "AIDS International" more intensely. The inclusion of migrants pushes out the previous stance of "work with foreigners". <i>AIDS Danisma Merkezi (ADM)</i> , an Aids counseling center for migrants, is established in Berlin.	The first Aids hospice <i>Haus Maria Frieden</i> lead by Franciscans opens in the Black Forest in West Germany. More such hospices follow.[27]

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1991			The <i>LaBAS e.V.</i> (<i>Regional Association of Aids-Self-Help Groups</i>) develops out of <i>AKT</i> . In the context of funding cuts, the office of the <i>LaBAS</i> is tasked with independently deciding the allocation of funds among the projects.			A church service during the Bishops Conference in the Fulda Cathedral is disrupted with a die-in with the slogan "Stop the Church" organized by <i>ACT UP</i> activists. The protests are directed against the homophobia of the catholic bishops and their moral condemnation of HIV-positive people.[22]		The <i>DAH</i> brings into being a special <i>women's commission</i> .	

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1992	With 2000 new cases per year, the period between 1992 and 1994 sees the highest rate of new diagnoses of Aids in Germany.[28]						A change in the legislation on narcotics makes clear that the practice of syringe exchange is legal. Additionally substitution treatment is declared legally permissible under certain circumstances.[5]	The <i>DAH</i> creates a position for an officer for women's issues. With support from the <i>DAH</i> , the <i>Network Women and AIDS</i> comes into being. The first issue of <i>DHIVA</i> , the network's journal, appears in March 1994. Female <i>ACT UP</i> -activists start meeting separately to discuss activities on the issue of women and Aids Through the dedication of two women, a translation of the standard text "Women, AIDS and Activism" adapted to the German context is published by Rowohlt.	

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1993	The IX. <i>International AIDS Conference</i> takes place in Berlin with 14,000 participants. Berlin is chosen in order to underline how important it is in the fight against Aids to fight against the racism, poverty and discrimination faced by HIV-positive persons. The motto of the conference is "Tear Down the Walls".[29]					In the lead up to the IX. <i>International AIDS Conference</i> in Berlin, European <i>ACT UP</i> groups ensure that community representatives from Eastern Europe, Russia and the Global South receive invitations to the Conference and sponsorship for their travel costs.		The II. <i>International Preconference for Women with HIV and AIDS</i> takes place in Hamburg, organized by the <i>Network Women and AIDS</i> . [30]	
1994			The public is informed that the Aids tests conducted by the <i>Pettenkofer-Institute</i> in Munich since 1988 were not anonymous, despite official claims to the contrary.[11]						

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1995				The general assembly of the <i>DAH</i> declares the concept of "structural prevention" the basic principle of its work. At its heart lies the idea that the state is responsible for measures that promote the acceptance of the diversity of ways of (sexual) life including drug consumption, and that it is only on this basis that behavioral prevention can be effective. This concept guides the political work of the <i>DAH</i> until today.			National Day of Action "Syringes in the Jails". The State of Lower Saxony initiates a model project "Syringe Provision in Lower Saxony Prisons".[31]		
1996	Availability of the triple combination "Highly Active Antiretroviral Therapy" (HAART).								

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