The Höhere Kommunalverbände within the Administrative Structure of the Federal Republic of Germany

Since her re-unification Germany now comprises 16 States. Below the federal and state level there are the municipal territorial authorities (the „kommunale Gebietskörperschaften“). They hold a high degree of self-government.¹

At present the municipal territorial authorities comprise about 14,000 municipalities, 117 kreisfreie Städte (municipal districts, i.e. towns not belonging to a Landkreis) as well as 323 Landkreise (rural districts)² and 17 so-called höhere Kommunalverbände. From here, three municipal levels may be derived whereby the kreisfreie Städte take a special position in holding simultaneously the function of a municipality and of a Landkreis (Fig. 1).³

The höhere Kommunalverbände (higher associations of local governmental bodies), whose symbols will be dealt with in this lecture, bear distinct designations from State to State and differ sometimes considerably in their tasks, responsibilities, and budgets (Fig. 3).⁴ They are authorities of public law comprising as members municipalities, kreisfreie Städte, and Landkreise from the lower and intermediate level of the municipal scheme. The höhere Kommunalverbände look after the tasks exceeding the administrative and financial ability of their single members. The associations’ territories mostly follow historical boundaries.

The Symbols of the Höhere Kommunalverbände, Ordered by the States⁵

Baden-Württemberg
In Baden-Württemberg the two Landeswohlfahrtsverbände mostly correspond to the former States of Baden and Württemberg.

Landeswohlfahrtsverband Baden
The Landeswohlfahrtsverband Baden uses its logo in public relations. Proper arms are not in existence. The logo decorates, in a version as tall as a man, the outer wall of the administration building in Karlsruhe. It was created in the 1970’s, modernized in 1993, and is based on the association’s abbreviation „LWV“. The organization’s logo is the initials LWV superimposed over a stylized pyramid (Fig. 4). The pyramid recalls the tomb of the founder of the city of Karlsruhe, site of the association’s headquarters.⁶

Fig. 1

Fig. 2

Fig. 3

Fig. 4

² Landeswohlfahrtsverband Baden
³ Landeswohlfahrtsverband Württemberg
⁴ Landeswohlfahrtsverband Nordrhein-Westfalen
⁵ Landeswohlfahrtsverband Rheinland-Pfalz
⁶ Landeswohlfahrtsverband Schleswig-Holstein
⁷ Landeswohlfahrtsverband Sachsen

¹ Landeswohlfahrtsverband Hessen
² Landeswohlfahrtsverband Bayern
³ Landeswohlfahrtsverband Rheinland-Pfalz
⁴ Landeswohlfahrtsverband Hessen
⁵ Landeswohlfahrtsverband Bayern
⁶ Landeswohlfahrtsverband Sachsen

© Exlich Dieter Linder, München 2001
The traditionally used flag does not have any reference to the logo: For ceremonial occasions the old Baden flag is hoisted (Fig. 5). Thus the flag of the State of Baden, which disappeared in 1952 from the historical scene, survived without legal sanction in a roundabout way through the Landeswohlfahrtsverband Baden.

Landeswohlfahrtsverband Württemberg-Hohenzollern

In contrast to the historical flag used by the Landeswohlfahrtsverband Baden, the Landeswohlfahrtsverband Württemberg-Hohenzollern prefers a more modern corporate identity. Their flag was adopted in the autumn of 2000.

The flag echoes the house colours of dark blue (HKS 42). The association’s name appears in full and shortened form in grey colour (Fig. 6). The initials with its forward leaning font type are to symbolize, according to the corporate design manual, a future looking orientation and high competence. The flag will be hoisted during the meetings of the plenary assembly and of its committees. Until 2000 the association lacked a flag. The old logo from 1972 showed an indigent individual (black circle) supported by a strong welfare institution, the Landeswohlfahrtsverband/LWV (Fig. 7).

Bavaria

In the Free State of Bavaria the three traditional ethnic groups, Bavarian, Franconian and Swabian are found in their representative Bezirke. The “Old” Bavarians in Upper and Lower Bavaria and in the Upper Palatinate; the Franconians in Upper, Central and Lower Franconia; and the Swabians in Swabia. A total of seven individual Bezirke or höhere Kommunalverbände are in Bavaria.6

Bezirk Oberbayern/Upper Bavaria

Whereas the arms were granted in 1964, considerations for a flag did not start before 1978. The Bezirk favoured patterns with a dominance of the colours white and blue.

But some regulations do not allow municipal territorial authorities to adopt the symbols of the State, i.e. the colour combination white and blue. That’s why up to this day no flag was officially adopted.

Despite that, the Bezirk implemented a flag (Fig. 8) without authorization embodying its ideals and takes quite effective use of it. The single existing example measures 6 m x 1.5 m and echoes the motifs of the arms
(Fig. 9) in a quartered arrangement, also illustrating the Bavarian colours of white and blue. This flag is hoisted only on special occasions in front of the Bezirk’s headquarters or decorates its assembly hall. Thus the flag is little known to the public.

A short time ago the Bezirk also put into practice a logo in place of the arms (Fig. 10). This is strongly promoted in the public relations of the Bezirk, eg. on the web site, to make it known to the citizens.

**Bezirk Niederbayern/Lower Bavaria**

At first the Bezirk aimed to adopt a flag showing the Bavarian lozenges, but there was no approval. Furthermore, the proposal from 1961 of an armorial banner, was refused by the responsible ministry.

In the meanwhile the Bezirk unofficially adopted a red and white striped flag defaced by the arms (Fig. 11). This symbol could get the official grant at any time, but the Bezirk does not pursue it. This illustration shows the flag in front of the art nouveau theatre hall of the Bezirk’s hospital Mainkofen, accompanied by the town flag of Deggendorf (Fig. 12).

**Bezirk Oberpfalz/Upper Palatinate**

The flag of this Bezirk was granted on 17 March 1976 and hoisted for the first time at the 21st Bayerischer Nordgautag. Numerous municipalities in the Upper Palatinate are also provided with a sample of the Bezirk flag and use it on the occasion of festivities. The flag is composed of three horizontal stripes in the colours of yellow, blue, and white with the superimposed Bezirk arms (lion for the Electoral Palatinate, lozenges for Old Bavaria, keys for the Bezirk’s capital Regensburg). It is used in the different variations of hanging (Fig. 13), hoisting (Fig. 14), and parade flag.

**Bezirk Oberfranken/Upper Franconia**

Upper Franconia already introduced in 1960 a flag (Fig. 15) as well as arms (Fig. 16). They recourse to the supposed all-Franconian colours of white and red. Moreover these colours could be conceived as „the colours of the Old Reich“ pointing to the numerous former possessions of the German Empire in Upper Franconia. In normal cases the arms of the Bezirk will be superimposed.
Bezirk Mittelfranken/Central Franconia
Since about 1980 the Bezirk uses a red over white flag (Fig. 17) decorated with the arms (Fig. 18). There are both hanging and hoisting flags in two different sizes. A formal grant was not given. The colour arrangement generally symbolizes Franconia.\textsuperscript{13}

Bezirk Unterfranken/Lower Franconia
A formal grant of the flag has not taken place. Nevertheless the Bezirk Lower Franconia hoists a red over white horizontally striped flag (Fig. 19) with the arms of the Bezirk (Fig. 20) placed on it. \textsuperscript{14}

Bezirk Schwaben/Swabia
In 1965 Swabia was the last of the Bavarian Bezirke to adopt arms (Fig. 21). At the same time the red over yellow striped flag was formally granted. It may be shown with or without the arms. The illustration shows the flag draped during a session of the Bezirk diet (Fig. 22).\textsuperscript{15}

Hesse: Landeswohlfahrtsverband Hessen/Hesse
The Landeswohlfahrtsverband Hessen is congruent with the State of the same name. It was created by a merger of the former Bezirkskommunalverbände of Kassel and Wiesbaden in 1953.

The represented arms were granted by the Minister of the Interior of Hesse on 25 August 1954\textsuperscript{16}, the flag was presented to the assembly of the Landeswohlfahrtsverband Hessen on 15 March 1955 during its 6th plenary meeting. From 1954 there are even records of the adoption of a car flag („Kraftfahrwimpel für den Landeswohlfahrtsverband“).

The flag shows the arms in the centre of a horizontally striped flag in the Hessen colours of red over white.
The arms combine the lions of Hesse and Nassau (Fig. 24). Nowadays the flag is out of use.\(^{17}\)

The logo incorporates the arms in a simplified graphic design.

---

**Lower Saxony: Ostfriesische Landschaft/Eastern Frisia**

Lower Saxony is not subdivided in her entity in höhere Kommunalverbände, but only the historical Eastern Frisia was constituted as höherer Kommunalverband. This „Ostfriesische Landschaft“ (ie. corporation in the sense of the medieval estates) comprises the Landkreise Aurich, Leer, Wittmund, and the town of Emden, which does not belong to a Landkreis.

Both the arms and a flag are shown by the Ostfriesische Landschaft, but no logo. The coat of arms in present use (Fig. 25) were confirmed and embellished in 1678 by emperor Leopold I to the county of Eastern Frisia. The design consists of a knight in armour on a red field, standing on a green hill near to a naturally coloured oak tree, the „Upstalsboom“. It is a symbol of Frisian liberty.\(^{18}\)

In addition, the many-partitioned arms of Count Rudolf Christian (1626-28) of the Cirksena dynasty (Fig. 26) is sometimes seen as a symbol of Eastern Frisia.\(^{19}\)

The colours of the Eastern Frisian flag derive from the mantling of these arms. The flag (Fig. 27) is horizontally striped in black over red over blue – quite a rare colour combination in Germany.\(^{20}\) It was embodied in 1989 in the statutes of the Ostfriesische Landschaft, but had traditionally been used for a long time before by the people. It is also hoisted on the building of the Ostfriesische Landschaft in Aurich (Fig. 28).\(^{21}\)

---

**North Rhine-Westphalia**

In North Rhine-Westphalia there are four höhere Kommunalverbände. The Landschaftsverband Rheinland and the Landschaftsverband Westfalen-Lippe together cover the whole State and derive from former Prussian provinces.

The Landesverband Lippe corresponds to the former State of Lippe. Furthermore there is a Kommunalverband Ruhrgebiet.

---

**Landschaftsverband Rheinland**

The Landschaftsverband Rheinland employs a logo (Fig. 29) adopted 17 May 2001, which is also used on the current flag. A comment from their web site states:\(^{22}\)

„The old, clumsy, and authoritarian logo, modelled on the formal arms with the Prussian eagle and the Rhine, will be replaced by the friendly and smiling face of a service provider close to the citizen. Therein are all the aspects essential for the Landschaftsverband Rhein-
land: the blue Rhine, the green countryside, and a red bridge linking all together and rendering it human: the Landschaftsverband Rheinland. A sympathetic ensign. We would be happy if you like it, too.”

Nevertheless the symbols (colours, flag, arms [Fig. 30], and seal) established in the statutes from 3 November 1954, § 2, phrase 3, stay in force. These ensigns had been modelled on the 1926 arms of the Rhenanian Province of the Free State of Prussia. Consequently, the soaring Prussian eagle still holds a lesser known official status— even after the dissolution of Prussia on the 25 February 1947 by a decision of the Allied Control Council!

The recent logo may be conceived as supplemental to the still existing symbols. The flag with the Prussian eagle (Fig. 31) is still hoisted on ceremonial occasions, such as German constitution day (23 May).

In consequence this means that the Landschaftsverband Rheinland makes a distinction between everyday and ceremonial symbols.

Landschaftsverband Westfalen-Lippe

Since May 2000, the Landschaftsverband Westfalen-Lippe uses a logo-styled flag, reproduced in about 100 samples and hoisted at local institutions (Fig. 32). On the flag is an outlined heart, which is barely recognizable on a waving flag. This design is said to outline the territory of the Landschaftsverband and to emphasize its closeness to the hearts of its men in Westphalia-Lippe.

At the same time the so-called „Westfalenflagge“ (Fig. 33) is still hoisted on special occasions. It’s a plain, horizontally striped bicolour of white over red without any further charges.

The arms (Fig. 34) show a white horse on red, appearing in a stylised version on the letters of the Landschaftsverband Westfalen-Lippe.

Landesverband Lippe

In the course of the reorganizations after World War II the Free State of Lippe had to renounce its autonomy and to unite with the State of North Rhine-Westphalia in 1947. The princely fortune, since 1919 publicly-owned, was transformed to extraordinary funds for the use and the cultural welfare of the population.

The 12th of October 1949 gave birth to the Landesverband Lippe, to whom was passed the administration of these funds. Its statutes from 13 April 1973 stipulate in article 1 a seal and a flag:
The Landesverband Lippe employs as official seal the previous arms of Lippe (rose of Lippe) with the inscription ‘Landesverband Lippe’ and as a flag the former State flag of Lippe (two fields in the colours yellow and red).

There are no additional emblems on the flag (Fig. 35) which is widely used by the inhabitants. Whereas proper arms are not used, a logo (Fig. 36) is employed, eg. on the web site.\(^27\)

**Kommunalverband Ruhrgebiet/Ruhr**

The Kommunalverband Ruhrgebiet originates in the „Siedlungsverband Ruhrkohlenbezirk“ (Land-Settlement Society Ruhr Carbon District), founded in 1920 by several municipalities. By law from 6 September 1979 the Parliament of North Rhine-Westphalia created the „Kommunalverband Ruhrgebiet“ as legal successor. Eleven towns not belonging to a Kreis and four Kreise constitute its members.

The logo (Fig. 37) outlining the borders of the Kommunalverband Ruhrgebiet was created in 1985. It picks up the colours of North Rhine-Westphalia (green, white, and red), but reverses their order. The logo is a central element of their public relations and is also an element of their white flag (Fig. 38). Proper arms do not exist.\(^28\)

**Rhineland-Palatinate: Bezirksverband Pfalz/Palatinate**

Rhineland-Palatinate is not subdivided in her entity in höhere Kommunalverbände, but only the previous Bavarian Rhine Palatinate constituted herself for historical reasons as höherer Kommunalverband named „Bezirksverband Pfalz“. This continuity dates back until 1816 when the Rhine Palatinate was part of the Kingdom of Bavaria and a diet was established. Until 1946 she constituted the eighth Bavarian Bezirk when she merged in the new State of Rhineland-Palatinate.

In 1986, the diet adopted arms and a flag (hoisting and hanging flag [Fig. 39] versions). Since 1990 a logo (Fig. 41) is additionally employed. Both the flag and the logo integrate the shield of arms. This recalls with its colours of black and gold and the lion, the long-enduring Electoral Palatinate under the dynasty of the Wittelsbachs. The wavy flank represents the Rhine.\(^29\)

**Saxony: Landeswohlfahrtsverband Sachsen/Saxony**

The Landeswohlfahrtsverband Sachsen is congruent with the Free State of the same name. It was established by law of the Parliament of Saxony on 22 January 1993.

The Landeswohlfahrtsverband Sachsen does neither have a flag nor a logo, but uses on its web site the arms of the Free State of Saxony (Fig. 42) without any modification.\(^30\)
**Summary**

As dissimilar as the functions performed by the höhere Kommunalverbände, so are the designs employed as their symbols. With the introduction of new logo flags replacing traditionally striped flags the time-honoured arms are being thrust into the background.

The tendency away from the hoisting flags, towards the more serviceable hanging flags may also be observed here.

Nearly all of the 17 höhere Kommunalverbände introduce themselves on the Internet with web sites, where they try to present themselves as modern mainly by the use of designer logos.

The symbols of the höhere Kommunalverbände are less known to the public than the flags of the municipalities or the Landkreise. Here they have been presented for the first time among experts.

**Notes**


3. It should be added that there are further municipal and governmental associations like neighbourhood or regional planning associations. They will not be considered in the following.

4. The höhere Kommunalverbände act chiefly in the communal social sector. In federal states without höhere Kommunalverbände the governmental administration itself will act in these tasks. A special feature of the two North Rhine-Westphalian Landschaftsverbände is their responsibility for the translocal road network – a competence that was discontinued by law effective 1 January 2001. However, the Landschaftsverbände have brought this matter into the state’s constitutional court to have the responsibility reinstated.

The budgets of the höhere Kommunalverbände are principally covered by apportionments charged to the affiliated Landkreise and municipalities. Below are some annual budgets (2000 or 2001) for comparison:

<table>
<thead>
<tr>
<th>Höherer Kommunalverband</th>
<th>Mio. EUR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Landeswohlfahrtsverband Baden</td>
<td>537</td>
</tr>
<tr>
<td>Landeswohlfahrtsverband Württemberg-Hohenzollern</td>
<td>692</td>
</tr>
<tr>
<td>Bezirk Oberpfalz/Upper Palatinate</td>
<td>537</td>
</tr>
<tr>
<td>Bezirk Schwaben/Swabia</td>
<td>522</td>
</tr>
<tr>
<td>Landeswohlfahrtsverband Hessen/Hesse</td>
<td>1.097</td>
</tr>
<tr>
<td>Landschaftsverband Rheinland</td>
<td>5.266</td>
</tr>
<tr>
<td>Landeswohlfahrtsverband Sachsen/Saxony</td>
<td>368</td>
</tr>
</tbody>
</table>

5. The consulted sources are archival records, articles of associations, publications, correspondences, and the Internet web sites of the various associations (if not quoted otherwise looked up in March through June 2001). All these quoted letters, faxes, emails, phone calls and other information were addressed to the author if not indicated otherwise.


9. Vocal information from 22 September 1998, Department of Public Relations. The photo was produced and provided by them especially for this lecture.—Letter of the Bezirk from 21 October 1996 including a sketch of the flag.—In addition: http://www.bezirk-oberbayern.de/.


11. Letter of the Bezirk from 7 March 2001 (including the shown black-and-white sketch).—Correspondence in Reg. d. Gen.-Dir. d. BayHStA, no. 602-1.—In addition: http://bezirk-oberpfalz.de/.

12. Letter of the President of the Bezirk Diet from 7 November 1996.—In regard to the colours white and red cf. Viet Valentin / Ottfried Neubecker: Die deutschen Farben, Leipzig s. d. [= 1929], pp. 1-12.—No web site known.

13. Email from 7 March 2001, enclosing photos of the flag and the arms in their actually used design.—Some calls to the Bezirk in October 1993.—In addition: http://bezirk-mittelfranken.de/.


16. „Azure, a lion per fess, barry of four gules and argent [correct would be: argent and gules], and or.” Illustration of the arms on the cover of the commemorative publication to the 25th anniversary of the Landeswohlfahrtsverband Hessen, received by email from the Landeswohlfahrtsverband Hessen in June 2001 and shown in this lecture (Fig. 23).

17. Emails from June, April and May 2001; letters from 19 June 2001, 30 April 2001, 8 January 1997 and 21 January 1997.—In addition: http://www.lww-hessen.de/. Present-day information to the flag or a colourfull photo could not be provided by the Landeswohlfahrtsverband Hessen. Therefore a black and white photo of the assembly of the association from 1 February 1995 will be shown here (source: Landeswohlfahrtsverband Hessen, ed. LWV Hessen, Kassel 1995, p. 6).


20. Black = family Cirksena, red = family tom Brok, blue = Harlingerland (Wittmund).

21. Koch-Heidelberg, Hinrich: Die ostfriesischen Landesfarben. Flaggenkundliche Ranken um Schwarz-Rot-Blau, in: Heimatkunde und Heimatgeschichte. Beilage zu den Heimatzeitungen der Arbeitsgemeinschaft ostfriesischer Verlagsdruckereien, no. 10 (September 1950), pp. 37-38.—Emails and letters of the Ostfriesische Landschaft and of the Upstalsboom-Gesellschaft für historische Personenzforschung and Bevölkerungsgeschichte in Ostfriesland e. V. from June and April 2001 as well as from October 1997.—In addition: http://www.ostfriesischelandschaft.de/.—This Eastern Frisian flag should not be confused with the historical flag of Northern Frisia (yellow over red over blue horizontal stripes), with the flag of the Kreis Nordfriesland (blue field, red and yellow borders on the upper and lower edge, three yellow ships superimposed), with the flag of the Landkreis Friesland (blue over red horizontally striped with the arms), or with the flag of the Dutch province of Frisia (i.e. Western Frisia; seven diagonal descending blue and white stripes, covered by seven red waterilies).—The flags of Eastern and of Northern Frisia are reproduced on the flag wall chart Flags of Aspirant Peoples edited by the Flag Society of Australia, Melbourne 1994, ill. no. 74 resp. 75; the flag of the Kreis Nordfriesland is shown by Schurdel, Harry Dieter: Die Hoheitszeichen des Kreises Nordfriesland. Wappen, Flaggene, Siegel, in: Schleswig-Holstein 1994; no. 4, pp. 18-20.


23. The arms picks up the eagle of the former Free State of Prussia and represents the Rhine as a silver bend wavy on green. The flag is according to the statutes a plain bi-colour of green over white, though in reality the arms are always superimposed.—Emails from March to May 2001, letters of the Landschaftsverband Rheinland from 28 February 2001, 26 November 1996, and 29 October 1996.—Nagel, Rolf (Ed.): Rheinisches Wappenbuch. Die Wappen der Gemeinden, Städte und Kreise im Gebiet des Landschaftsverbandes Rheinland, Cologne 1986, p. 42.


26. Both the „Westfalenflagge“ – here reconstructed by the
and the arms are established in the statutes of the Landschaftsverband Westfalen-Lippe from 20 June 1986, article 1, § 2. The arms derive from the ones of the Provincial Association of Westphalia in 1929 and are very similar to those of Lower Saxony.– The colourful arms of the Landschaftsverband Westfalen-Lippe are reproduced in: VEDDELER, Peter: Das Niedersachsenroß. Geschichte des niedersächsischen Landeswappens, Hanover 1996, p. 131.


28. Phone from 25 June 2001 and letters from 27 June 2001 and 31 May 2001. A lot of the smaller logo flags (1 m x 1 m) were often stolen to be later used as fan flags for Ruhr soccer clubs at matches.– In addition: http://www.kvr.de/ as of 29 May 2001.

29. Letters and emails from 17 April 2001, 5 April 2001, and 23 October 1996. The large-sized photo of the Bezirk flag was provided and produced by the Bezirksverband Pfalz, Department of Public Relations, especially for this lecture.– The other photo shows the flag-decorated city of Speyer on the Open Day in 1990. You may see the flags of the Bezirksverband Pfalz (Fig. 40: horizontally striped in black over yellow with the arms) and of the city of Speyer (horizontally striped in red and white, in the last one the unattached motif of the city arms, the cathedral of Speyer). This photo was taken from the booklet BEZIRKVERBAND PFALZ, ed. by Bezirksverband Pfalz, [Kaiserslautern] 1990, p. 11.– In addition: http://www.bv-pfalz.de/.