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A conceptual history of public digitisation“

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Abstracts

ENGLISH: This thesis investigates the understanding of the concept of eGovernment in Denmark and Germany between 2001-2016. The first part is an introduction to the methodological framework of conceptual history or *Begriffsgeschichte*, which is the original German name for it. This part is mainly based on German historians Reinhart Koselleck and Rolf Reichardt who both have contributed to the establishment and development of conceptual history. The second part consists of a state of the art review of the concept of eGovernment which can be traced back to the concept of 'government,' too. eGovernment is situated between a narrow and a broad understanding where 'narrow' means instruments or tools and 'broad' means to focus on the societal and/or organisational transformations as a consequence of eGovernment. In general, the Danish strategies point in a rather narrow direction and German strategies in a rather broad direction but with recent minor changes in their perspectives. Finally, in a cross-border transnational and supranational perspective – in the form of the EU – both narrow and broad understandings of eGovernment have been found. Hence, the EU as institution has both an inherent narrow and broad approach to eGovernment, embracing both the Danish and the German understanding of eGovernment.

DEUTSCH: Diese Masterarbeit untersucht das Verständnis des Begriffs eGovernment in Dänemark und Deutschland zwischen 2001-2016. Der erste Teil dieser Arbeit ist eine Einführung in die *Begriffsgeschichte* von eGovernment. Dieser Teil basiert hauptsächlich auf der Arbeit der deutschen Historiker Reinhart Koselleck und Rolf Reichardt, die beide zur Entstehung und Entwicklung der *Begriffsgeschichte* von eGovernment beigetragen haben. Der zweite Teil dieser Arbeit besteht aus einer zeitgemäßen Überprüfung des Begriffs eGovernment, der auch auf den Begriff 'government' zurückzuführen ist. eGovernment oszilliert zwischen einer engen und breiteren Begriffsdefinition, in der 'eng' auf Instrumente oder Werkzeuge und 'breit' auf Mittel zur Fokussierung auf die gesellschaftlichen und / oder organisatorischen Transformationen als Folge von eGovernment bedeutet. Im Allgemeinen deuten die dänischen Strategien auf eine vordergründig engere Auslegung des Begriffs-, und die deutschen Strategien auf eine vordergründig breitere Auslegung des Begriffs hin, wenngleich die letzten Jahre erste Abweichungen dieser Positionen verzeichnet haben. Schließlich sind im Rahmen einer grenzübergreifenden transnationalen und supranationalen Perspektive - in Form der EU - sowohl enge als auch breite Auslegungen des Begriffs

eGovernment vorzufinden. Daher weist die EU als Institution eine sowohl engere als auch breitere Auslegung des Begriffs eGovernment auf, der sowohl das dänische als auch das deutsche Verständnis von eGovernment umfasst.

Introduction

eGovernment consists of the letter ‘e’ and the word ‘government.’ Together they reflect one of modern societies largest transformations: The digitisation of both the public sector and society in general. With the network society as foundation for change, this thesis tries to go beyond the politically hyped buzzword and treat eGovernment as a concept that transcends national borders. A number of national governments have already implemented so-called eGovernment strategies in order to steer their digital developments nationally. Even though these strategies are labelled the same, their content and underlying understanding of eGovernment might differ. This topic came to the author’s mind during an internship at the Royal Danish Embassy in Berlin where public digitisation systems were one of many Danish trading goods to the German market. As a result of the work experiences, the recurrent question seems to be how one could thoroughly investigate the different notions of eGovernment in Denmark and Germany – in the light of the countries’ differences in terms of territorial sizes, population sizes, and governmental structures. The two countries also seem to have diverse starting points when it comes to eGovernment where, for instance, The Digital Economy & Society Index (DESI) of the European Commission ranks Denmark no. 2 and Germany no. 19 in terms of “Digital Public Services.”¹ Despite their differences, Denmark and Germany have close ties to each other being neighbouring countries and sharing a common past of wars, trade, and peace. Yet, the index and their factual disparities as such do not reveal a deeper political understanding of the two developments of the concept of eGovernment. Hence, this thesis seeks to conduct a comparative analysis of eGovernment strategies in Denmark and Germany from a contemporary historical perspective. Thus, the interest in the social and political contexts has led to the use of *Begriffsgeschichte* or ‘conceptual history’ as methodology since it allows for studying the semantics of

¹ Estonia is no. 1 and Norway is also counted on the list, even though the country is not part of the EU: “Digital Public Services | DESI dimension 5.” *European Commission*. Website visited the 28th of January 2017: <https://ec.europa.eu/digital-single-market/en/digital-public-services-desi-dimension-5>

eGovernment as a concept in which the developments can be explained as factors and indicators of the surrounding society and the participating agents. In this light, the two questions that will lead the investigation are:

Which understandings of the term ‘eGovernment’ are and have been prominent in the eGovernment strategies from Denmark and Germany between 2001 to 2016? And how can the Danish and German understandings of ‘eGovernment’ be situated in a transnational perspective?

Choices, Limitations, and Critique

Since conceptual history² originates from Germany, German language versions of certain key words will be written in italics because they are frequently referred to in their original spellings in English and Danish texts. This is done in order to make sure that the origins of certain expressions are being fully recognised. Quotes from German texts will for the same reason not be translated into English since both the author and reader of this thesis are familiar with the German language. However, Danish quotes will be translated into English. It is recognised that this mix of languages could lead to some expressions getting lost in translation. Nonetheless, it is also a part of this thesis’ ‘raison d’être’ to investigate the development of the concept of eGovernment across national borders and hence transcending national language barriers. In this context, possible Danish and German variants of the English concept ‘eGovernment’ will be traced in order to investigate the concept’s cross-border diversity.

Only source materials that can be regarded as public digitisation strategies have been selected since the focus in this thesis is on the visions and the understandings of the concept of eGovernment. This choice leaves out other Danish and German source materials such as private organisations’ understanding of eGovernment or other public reports that cannot be labelled eGovernment strategies but which nonetheless play a role in the

² Conceptual history is also called ‘history of concepts’ and the two terms can be argued to contain minor differences in meaning as the postgraduate research training initiative *Concepta* highlights. However, for the sake of eliminating misunderstandings it is called ‘conceptual history’ in this thesis: “What is conceptual history?” *Concepta*. Website visited the 26th of September 2016: http://www.concepta-net.org/conceptual_history.

development of a certain concept. This interplay between different public publications or between public and private publications have therefore been left out in this thesis. However, the supranational level in the form of the EU will be included in order to try to connect the national levels of Denmark and Germany with a supranational level.

Yet, this thesis can only be regarded a pilot study and a modest contribution to conceptual history at the beginning of the 21st century. The reason is that it only concerns one concept in a quite limited timeframe. Hence, one cannot generalise from the findings in this thesis. Despite the aim of comparing one transnational concept in two different settings, the author of this thesis has a linguistic and national bias by being born and raised in Denmark, even though having lived in Germany for several years. This means that the understanding of social conditions is more significant when analysing the Danish context. This bias, of course, has to be taken into consideration while reading the thesis.

Methodological Framework

In this chapter the history and background of conceptual history will be introduced including reviews of seminal works³ from the German historians Reinhart Koselleck and Rolf Reichardt following comments and critiques of the approaches. European, global and in particular Danish usages of conceptual history will also be touched upon.⁴ Finally, it leads to a description of the way that the approach is understood and applied as a methodological framework for this thesis.

According to the Danish historian Jeppe Nevers, associate professor of history at the University of Southern Denmark in Odense, SDU, the first signs on what can be considered conceptual history arose during the 1700s Enlightenment. The inspiration came from thinkers like Vico, Voltaire and Herder, even though a philosopher like Vico did not label his work ‘conceptual history.’ Hence, the history of conceptual history emerged before

³ The introduction *Geschichtliche Grundbegriffe* has been chosen because it can be regarded as the foundation or starting point for a broader application of conceptual history. The three other texts by Koselleck can be found in his monographic collection *Vergangene Zukunft*. Despite being printed in the same collection they have been selected due to their further introduction to the foundation of the approach. Koselleck’s extensive oeuvre has developed over time which critiques and comments of the approach will touch upon as well.

⁴ This thesis puts great emphasis on Danish and German academics in particular since the thesis investigates circumstances and relations in and between these two countries’ eGovernmental strategies and approaches.

the approach itself.⁵ The expression ‘conceptual history’ was allegedly introduced by the German philosopher G.W.F. Hegel who made use of the German expression *Begriffsgeschichte*.⁶ However, the approach has moved away from Hegel and later Heidegger’s essentialism and philosophy in general and towards historical methods and theory. In Nevers opinion, a reason for this shift is that the German philosophical *Begriffsgeschichte* does not offer methodological instruments. In the 1930s, historians like Otto Brunner introduced analyses of concepts like *Volk*, *Land* and *Herrschaft*. Yet, this have had negative connotations with National Socialism and still partly has today.⁷ One reason for Brunner’s working style was that he thought that earlier historical approaches from *Geistesgeschichte* and *Ideengeschichte* were anachronistically written.⁸ However, as this chapter will show, despite *Begriffsgeschichte*’s partly disadvantageous heritage, the approach has to some extent spread globally, albeit predominantly in Europe.

Koselleck’s Conceptual History

Conceptual history as we know it today originates from West Germany. The discipline has its roots in social history and modernization theory in order to create a framework for studying modern societies. Social history was a break with older conservative and historicist political history during the 1950s-60s.⁹ The newly built Bielefeld University was the stronghold for a range of social historians, also referred to as ‘the Bielefeld School,’ including Koselleck, who added conceptual history to the field.¹⁰ Foundation of new journals such as *Geschichte und Gesellschaft*, *Geschichtsdidaktik* and *Journal für Geschichte* were closely connected to social

⁵ Nevers briefly mentions that investigating concepts can be traced back to the Ancient Greek period, too. However, he defines the breakthrough at the time of the Enlightenment since it is at this time when the first signs on a conceptual history approach occurred. Nevers, Jeppe. *Kildekritikkens Begrebshistorie – En undersøgelse af historiefagets metodelære* (2005). Odense: Syddansk Universitetsforlag: 42.

⁶ Richter, Melvin. “Begriffsgeschichte and the History of Ideas.” *Journal of the History of Ideas*, vol. 48, no. 2 (1987): 259.

⁷ Nevers (2005): 41-44.

⁸ Richter (1987): 250-251.

⁹ Berger, Stefan. “From the Search for Nomality to the Search for Normality: German Historical Writing,” in: Hesketh, Ian, Axel Schneider, and Daniel Woolf (eds.), *The Oxford History of Historical Writing: 1945 to the Present*, vol. 5 (2011). Oxford: Oxford University Press: 230-231; and Müller, Jan-Werner. “On Conceptual History,” in: McMahon, Darrin M. and Samuel Moyn (eds.), *Rethinking Modern European Intellectual History* (2014). New York: Oxford University Press: 77.

¹⁰ Berger (2011): 230-231.

history, too¹¹. However, the Bielefeld School never achieved the dominance in historiography that some of them had hoped for as they in the 1970s were challenged by other forms of history, such as oral history and women's history.¹²

Nevertheless, conceptual history has achieved great recognition and the approach is still widely being conducted. The breakthrough of the approach happened with the historical lexicon *Geschichtliche Grundbegriffe* edited by the Austrian historian Otto Brunner and the German historians Werner Conze and Reinhart Koselleck. The eight-volumes long lexicon is a seminal work within the field of conceptual history and especially Koselleck is regarded the founder of the approach.¹³ It should here be noted that it is not an ordinary lexicon but consists of smaller conceptual writings, almost monographs, conducted on the basis of this specific historical approach with a corresponding theory on modernity.¹⁴ Apart from Brunner and Conze, the German jurist and philosopher Carl Schmitt was a huge inspiration for Koselleck as well. Despite Koselleck's strong association with the emergence of the discipline, he claims that it is not a solo project by stating: "Insofern hat die heutige Begriffsgeschichte viele Väter."¹⁵ Besides having many fathers, conceptual history can be regarded as having many children as well, since the approach continues to be applied and critically examined like in this thesis and various works before this. Nevertheless, it is Koselleck who wrote the introduction to *Geschichtliche Grundbegriffe* and therefore his theoretical work will be a critical part of the foundation for this thesis' in-depth examination.

In *Geschichtliche Grundbegriffe's* *Einleitung*, Koselleck defines what he understands by a concept. To him words and concepts are different sizes, albeit interconnected in the language. In general terms, he defines concepts as ambiguous (*vieldeutig*) and words as mainly unambiguous (*eindeutig*). Thus, Koselleck writes: "Wortbedeutungen können durch Definitionen exakt bestimmt werden. Begriffe können nur

¹¹ Ibid.: 230.

¹² Ibid.: 231-232.

¹³ Müller (2014): 74ff.

¹⁴ Nevers (2005): 45, 46-47. The theory on *Neuzeit* is, however, not unique for Koselleck. Max Weber has written on modernity's *Entzauberung* of the picture of the universe and Immanuel Kant has conducted similar work. According to Nevers, Koselleck's contribution is to develop an actual theory on modernity and support it by investigations of conceptual history.

¹⁵ Dipper, Christoph. "Reinhart Koselleck im Gespräch mit Christoph Dipper," *Neue politische Literatur*, vol. 43, no. 2 (1998): 187.

interpretiert werden.”¹⁶ This means that it is the interpretation which makes conceptual history a semantic battlefield for social and political currents.¹⁷ Despite conceptual history’s resemblances with structural linguistic, Koselleck underlines that the core of the approach remains social history of structures.¹⁸ Hence, at this point of authorship, he posits that the approach is not an independent discipline but a fruitful further development of social history – however, most of all he considers the approach “historisch-kritisch.”¹⁹ Yet, in order to move beyond Koselleck, further examination and understanding of his methodology is needed.

A central concept in the introduction is Koselleck’s ‘macro-theory’ of a so-called *Sattelzeit*.²⁰ It describes the period from around 1750-1850, which corresponds with the time before, under and after the French Revolution and the entrance to modernity. According to Koselleck, this is the period where classical ‘topoi’ changed their meaning and new concepts broke through.²¹ In other words, it refers to the transitional period between early modern times and modern times or *Neuzeit* in German.

Koselleck presents four types of processes or hypotheses which characterises this transitional period of the *Sattelzeit* in a German context. These are: Democratization (*Demokratisierung*), Temporalization (*Verzeitlichung*), ‘Ideologisability’ (*Ideologisierbarkeit*), and Politicization (*Politisierung*).²² Despite the interconnectedness of the hypotheses, the Finnish professor emeritus of political science and Koselleck-interpreter,²³ Kari Palonen, has, in the course of reading the entire eight volumes, remarked that the four features are rarely being applied by the various contributors to *Geschichtliche Grundbegriffe*. In fact, Palonen notices that *Verzeitlichung* was only recorded once and just two articles refer

¹⁶ Koselleck, Reinhart. “Einleitung,” in Brunner, Otto, Werner Conze, and Reinhart Koselleck (eds.), *Geschichtliche Grundbegriffe. Historisches Lexikon zur politisch-sozialen Sprache in Deutschland*, vol. 1 (1972). Stuttgart: Klett-Cotta: XXII-XXIII.

¹⁷ Andersen, Niels Åkerstrøm. *Diskursive analysestrategier: Foucault, Koselleck, Laclau, Luhmann* (1999). Copenhagen: Nyt fra Samfundsvidenskaberne: 69-71.

¹⁸ Koselleck (1972): XXI.

¹⁹ Koselleck (1972): XIX-XX.

²⁰ Palonen operates with six layers of meaning for conceptual history, including micro and macro-theory of conceptual history. The same applies for Nevers, who defines the theory on the *Sattelzeit* as macro-theory and the following empirical work as micro-theory. Palonen, Kari. “An Application of Conceptual History to Itself: From Method to Theory in Reinhart Koselleck’s Begriffsgeschichte,” *Finnish Yearbook of Political Thought*, vol. 1 (1997). Helsinki: SoPhi:56ff, and Nevers (2005): 47-48.

²¹ Koselleck (1972): XV.

²² Koselleck (1972): XVI-XVIII.

²³ The expression “Koselleck-interpreter” in Danish “Koselleck-fortolker” has been used by Nevers: Nevers (2005): 48.

to the hypotheses – and not even Conze being one of them.²⁴ This indicates that the presented methodology of conceptual history can be difficult to apply and make tangible. Another reason could be that the characteristics are too generic and that they could apply for other time periods as well.

In another text, *>Erfahrungsraum< und >Erwartungshorizont< - zwei historische Kategorien*, Koselleck argues that experience and expectation are a conceptual pair (*Begriffspaar*) or two historical categories in order for historians to investigate and reconstruct case situations (*Sachverhalte*).²⁵ Even though Koselleck refrains from historicising his own position, he asserts that historians need to define and justify the categories applied.²⁶ The two metahistorical categories, experience and expectation, are interwoven or as Koselleck expresses it: “Keine Erwartung ohne Erfahrung, keine Erfahrung ohne Erwartung.”²⁷ Yet, the two categories are not symmetric in their being since experience points towards the past and expectation towards the future.²⁸ Through references to German philosophers like Immanuel Kant and Friedrich Schlegel, it is Koselleck’s thesis that “Erfahrung und Erwartung sind zwei Kategorien, die geeignet sind, indem sie Vergangenheit und Zukunft verschränken, geschichtliche Zeit zu thematisieren.”²⁹ *Geschichtliche Zeit* or “historical time” in English is in Koselleck’s opinion not an empty classification but “eine mit der Geschichte sich wandelnde Größe.”³⁰ In this way, Koselleck relates a non-chronological understanding of historical time to the modern period (*Neuzeit*).³¹ Hence, historical time is connected to modernity and differs from natural, chronological time. Koselleck sees this transition as the opening of a new horizon of expectation named progress (*Fortschritt*). Koselleck’s argument is that the secular term “progressus” has displaced the theological term “profectus,” which happened in the middle of the 17th century when eschatology stopped

²⁴ Palonen, Kari. “A Train Reading Marathon – Retrospective Remarks on Geschichtliche Grundbegriffe,” in *Redescriptions: Yearbook of Political Thought and Conceptual History*, vol. 10 (2006). Manchester: Manchester University Press:167-168.

²⁵ Koselleck, Reinhart. “>Erfahrungsraum< und >Erwartungshorizont< - zwei historische Kategorien,” in: *Vergangne Zukunft. Zur Semantik geschichtlicher Zeiten* (1979b). Frankfurt am Main: Suhrkamp Verlag: 350-352.

²⁶ Ibid.: 350-351.

²⁷ Ibid.: 352.

²⁸ Ibid.: 355.

²⁹ Ibid.: 353.

³⁰ Ibid.: 354.

³¹ Ibid.: 359, 362

setting limits for people's expectations for the future.³² Besides the change from prophecy to progress, Koselleck stresses political-social and technological-industrial progress as well, which has opened up for a future that – compared to earlier generations – cannot be determined in advance or inherited from one's ancestors.³³ This leads Koselleck to the conclusion that the difference between experience and expectation continues to widen in the modern period and that the expression 'modern period' (*Neuzeit*) only has become new after the expectations have been removed from all past experiences.³⁴

The idea about a change in the understanding of time is interesting, especially since everything from Einstein's quantum theory of gravity to postmodernism have taken an interest in the notion of time. However, one problem with experience and expectation as *Begriffspaar* is that Koselleck does not define the two categories thoroughly, which makes it a rather undefined continuum difficult to apply.

In Koselleck's piece *Begriffsgeschichte und Sozialgeschichte*, he ties conceptual history together with social history and depicts conceptual history, as 1) a helping tool or method for social history, 2) an independent discipline with its own methodology, and 3) theoretical demands to social history.³⁵ In this respect, conceptual history is described as a method, a methodology and a theory. At first, this seems a bit confusing but especially number 2 is interesting since Koselleck detaches conceptual history from social history which he did not do in *Geschichtliche Grundbegriffe*. Having made conceptual history an independent discipline, four characteristics of his approach will need further elaboration:

Firstly, Koselleck's conceptual history is both analysed from a synchronic and diachronic perspective. Synchronic means to analyse conditions and related terms at a certain point in time, whereas diachronic means to analyse single concepts over time.³⁶ A combination of these two practices allows for both in-depth analysis of specifics and general knowledge of developments over time and in time. Niels Åkerstrøm Andersen, Danish professor in political management at Copenhagen Business School, describes the combination

³² Ibid.: 361-362.

³³ Ibid.: 367-368.

³⁴ Ibid.: 369.

³⁵ Koselleck, Reinhart. "Begriffsgeschichte und Sozialgeschichte," in: *Vergangene Zukunft. Zur Semantik geschichtlicher Zeiten* (1979a). Frankfurt am Main: Suhrkamp Verlag: 108.

³⁶ Ibid.: 124.

of synchronic and diachronic perspectives as a way of moving beyond the history of words or social history.³⁷

Secondly, this temporal perspective creates three types of concepts that can be identified and categorised as indicators for non-linguistic content like social change or political conflict. These are: 1) concepts of tradition (*Traditionsbegriffe*), where the meaning partially stays the same over time. Koselleck calls this *Dauer*. 2) Concepts of vital change or *Wandel* are concepts, which content has changed vitally despite no changes of the word itself, for example the changing meaning of ‘class’ compared to the Roman ‘classis.’ 3) Concepts of neologisms or *Neuheit*, which according to Koselleck refers to new political or social situations, for instance once the case of communism or fascism.³⁸

Thirdly, concepts are not just indicators of political and social contexts, they are also factors. Koselleck explains this by the diversity (*Vielfalt*) that constitutes a concept with *Bedeutungsfülle* compared to a word with *Bedeutungsmöglichkeiten*.³⁹ This resembles Koselleck’s earlier point in the *Einleitung* about concepts as ambiguous (*vieldeutig*) and words as mainly unambiguous (*eindeutig*).

Fourthly, an investigation of a concept must not only be conducted from a semasiological perspective, which means that one investigates the meaning and changes of a given term, a concept must also be investigated from a onomasiological perspective, meaning that one analyses the multiple expressions for identical case situations.⁴⁰ In other words, whereas semasiology is concerned with the meaning of words or concepts, onomasiology is concerned with how to express these meanings.

This semantic part of conceptual history is further elaborated in *Zur historisch-politischen Semantik asymmetrischer Gegenbegriffe*, where Koselleck deals with counter-concepts (*Gegenbegriffe*).⁴¹ According to Koselleck, there might be a match between how people or groups define each other, but there can also be a mismatch or asymmetry.⁴² Koselleck exemplifies this symmetry/asymmetry through the concepts of “*Arbeitgeber*” and

³⁷ Andersen (1999): 67-68.

³⁸ Koselleck (1979a): 117.

³⁹ Ibid.: 119-120

⁴⁰ Ibid.: 121.

⁴¹ Koselleck, Reinhart. “Zur historisch-politischen Semantik asymmetrischer Gegenbegriffe,” in: *Vergangne Zukunft. Zur Semantik geschichtlicher Zeiten* (1979c). Frankfurt am Main: Suhrkamp Verlag: 211-213.

⁴² Koselleck (1979c): 211.

“*Arbeitnehmer*”, which he regards symmetrical because both sides can recognise themselves as part of one of the two groups. On the other hand, “*Ausbeuter*” and “*Menschenmaterial*” are asymmetrical because there is not a reciprocal use of these two concepts.⁴³ In Koselleck’s opinion, political or social process units (*Handlungseinheiten*) can only constitute themselves by defining them in contrast to something or someone else. Usually process units will make use of singular forms in order to constitute themselves as universal and refuse any comparison with others, for example “the church”, “the party,” et cetera.⁴⁴ Koselleck illustrates this via three counter-concepts with universal reach. These are Hellenians and Barbarians, Christians and Pagans and Human and Non-Human.⁴⁵ As Koselleck shows the history is full of such counter-concepts or binary conceptual pairs, which at various times claim to include the entire humanity. So, what is Koselleck’s take on conceptual history in short? According to the American professor emeritus of political science, Melvin Richter, Koselleck’s approach can be summarised as follows:

“What is the GG’s⁴⁶ project? It is to test the hypothesis that the basic concepts used in the political and social language of German-speaking “old Europe” (*Alt Europa*) were transformed during the period Koselleck calls the *Sattelzeit*, between 1750 and 1850. *Begriffsgeschichte* is used to track the advent, perception, and effects of modernity in German-speaking Europe, where it took on a distinctive form. The GG treats the accelerated speed (*Beschleunigung*) of conceptual shifts in meaning during this period as both effect and cause. Concepts both registered and affected the transformations of governmental, social, and economic structures.”⁴⁷

Richter has with the book “The History of Political and Social Concepts: A Critical Introduction” introduced the German *Begriffsgeschichte* to an English speaking audience.⁴⁸

⁴³ Ibid.

⁴⁴ Ibid.: 212.

⁴⁵ Ibid.: 212-213.

⁴⁶ GG is Richter’s abbreviation for *Geschichtliche Grundbegriffe*.

⁴⁷ Richter (1987): 252.

⁴⁸ Richter, Melvin. *The History of Political and Social Concepts: A Critical Introduction* (1995). New York/Oxford: Oxford University Press: v.

However, with limited success in relation to the Anglophone scholars, who have set limits to the reception of conceptual history to the English-speaking world.⁴⁹ In this light, other publications and related genres have inspired, challenged, and developed conceptual history, too. Especially a more categorical or tangible methodology than Koselleck can provide is needed.

Reichardt's Handbuch

Handbuch politisch-sozialer Grundbegriffe in Frankreich 1680-1820, from now on called the *Handbuch*, is one of these related conceptual works whereas *Historisches Wörterbuch der Philosophie*, *HWP*, is another.⁵⁰ Including *Geschichtliche Grundbegriffe*, all three works originate from Germany, however, *HWP* will due to its primary focus on philosophy, which briefly has been touched upon as starting point for Koselleck's conceptual history, and due to limited space not be discussed in this thesis. Moreover, Richter points out that *HWP* excludes social history which is part of this thesis, too.⁵¹ The first published volume of the *Handbuch* appeared in 1985. Rolf Reichardt, professor of modern history, who had once been a student of Koselleck,⁵² is the main editor and has written the 110 pages long introduction. The introduction begins with a working hypothesis that the meaning and function of fundamental concepts (*Grundbegriffe*) had undergone a transition from the time of Ludwig XIV to the early 19th century.⁵³ Later in the introduction, he specifies his working hypothesis by arguing that:

“(…) Aufklärung und Revolution die Grundwerte und Leitbegriffe des alten Frankreichs dauerhaft verändert haben, daß dieser Strukturwandel sich aber nur nachweisen läßt, wenn man den vorherrschenden Sprachgebrauch jener

⁴⁹ Olsen, Niklas. *History in the plural: an introduction to the work of Reinhart Koselleck* (2012). New York/Oxford: Berghahn Books: 195.

⁵⁰ The abbreviations *Handbuch* and *HWP* are borrowed from Richter: Richter (1995): 3.

⁵¹ Richter (1987): 250.

⁵² den Boer, Pim. “The Historiography of German Begriffsgeschichte and the Dutch Project of Conceptual History,” in: Hampsher-Monk, Iain, Karin Tilmans, and Frank van Vree (eds.), *History of Concepts: Comparative Perspectives* (1998). Amsterdam: Amsterdam University Press: 18-19.

⁵³ This corresponds with the timeframe 1680-1820, which is also part of the title of the work: Reichardt, Rolf. “Einleitung,” in: Reichardt, Rolf, et al., *Handbuch politisch-sozialer Grundbegriffe in Frankreich 1680-1820*, Heft 1/2 (1985). München: R. Oldenburg Verlag: 40.

Mutmaßlichen Umbruchsphasen mit dem der vorhergehenden wie der nachfolgenden Zeit vergleicht.”⁵⁴

This selected period means that the time before, under, and after the French Revolution is key. Yet, whereas Koselleck deals with German history, Reichardt investigates French history. In many ways, Reichardt’s working hypothesis corresponds with Koselleck’s,⁵⁵ however, with some important differences. First of all, the analysed timeframe is shorter than Koselleck’s. Even though Koselleck’s *Sattelzeit* is defined from 1750-1850, Koselleck still traces concepts back to the Ancient Greece, which exceeds German history, whereas Reichardt focuses intensely on the period from 1680-1820 in France explicitly. In Reichardt’s opinion, one can carry out a more comprehensive analysis by narrowing down the time frame – compared to what has been conducted so far.⁵⁶ This comment must be seen as a critique of especially Koselleck’s work. Nevertheless, Reichardt commends Koselleck for his work on *Geschichtliche Grundbegriffe*, a work that has enabled the field to expand and made Reichardt’s *Handbuch* possible. ⁵⁷ Secondly, besides criticising *Geschichtliche Grundbegriffe*’s timeframe, Reichardt also disapproves what he calls *Gipfelwanderung*⁵⁸ where major authors play a significant role in outlaying the history.⁵⁹ Again, this critique points towards Koselleck’s source material, where he quotes a vast number of philosophers. Yet, according to Richter this critique is too narrow since not mentioning great thinkers’ connections to major shifts in society would be rather unsatisfying.⁶⁰ Partly in line with Koselleck again, Reichardt’s theoretical basis for his conceptual history approach is largely the social character of the language itself, where concepts are much more factors of social life than indicators.⁶¹

In his introduction, Reichardt examines the transition which happened in the period between 1680-1820 and identifies several breaks during this timeframe where the language has altered. In general, he analyses a trend going from limited communication

⁵⁴ Ibid.: 69.

⁵⁵ Ibid.: 63.

⁵⁶ Reichardt also begins his timeframe around a generation before the German *Sattelzeit*. Ibid.: 59, 69-70.

⁵⁷ Ibid.: 62-63.

⁵⁸ Ibid.: 63.

⁵⁹ Richter (1987): 256.

⁶⁰ Ibid.: 256-257.

⁶¹ Reichardt (1985): 64, 67.

structures between 1680-1715/30, where only the highly educated people had access to written material, and towards a growing pluralism and distribution of mass media like newspapers, just before the outbreak of the French Revolution. This development led to public articulated polarised opinions between different interest groups. After the French Revolution there was a periodic setback with the “*Jakobinerdiktatur*” but the situation did not go back to what it was before. The language had been altered in line with the social and political situation in France.⁶²

Reichardt presents four explanations for the entanglement of both quantitative and qualitative radical changes before, during, and after the French Revolution. These are communication with ‘the simple man,’ the spread of mass media, the related democratization, politicization and actualization, and the emergence of a parliamentary communication system.⁶³ In some ways, these points resemble Koselleck’s four types of processes or hypotheses which characterise his *Sattelzeit*. Again, this could indicate that the categories are too generic. Yet, there is a difference: Whereas Koselleck’s point of departure is philosophy, Reichardt builds up his argumentation around an understanding of social history entangled in “*Mentalitätsgeschichte*” and French lexicology.⁶⁴ *Mentalitätsgeschichte* will not be further elaborated in this thesis due to lack of space. However, it can be briefly mentioned that the approach originates from the French Annales School and is known for its quantitative methods.⁶⁵ Hence, compared to Koselleck’s approach, Reichardt proposes a set of rather tangible working rules and conditions for the selection of concepts and limitation in the *Handbuch*, which can be useful tools for conducting a conceptual history analysis. A brief review of his tools will be carried out in preparation for this thesis’ subsequent analysis:

Selection of Concepts (*Auswahl*)

The articles in the *Handbuch* are based on a body of common sources. Having not nearly the same budget as Koselleck,⁶⁶ Reichardt still does not argue from a money-saving point of view. In fact, he finds this practice meaningful in other respects. In the *Handbuch*, everyday

⁶² Ibid.: 70-76.

⁶³ Ibid.: 74-76.

⁶⁴ Ibid.: 83, and Richter (1987): 257.

⁶⁵ Burke, Peter. *The French Historical Revolution: The Annales School, 1929-89* (1990). Stanford, California: Stanford University Press: 2, 53.

⁶⁶ Richter (1995): 103.

sources and quantitative data or statistics like sales figures of books take precedence over philosophical insights.⁶⁷ This practice is being criticised by Richter who states that “no single branch of historical inquiry ought to have overriding priority.”⁶⁸ However, one always has to make choices in academia and this is Reichardt’s way of limiting the scope while concretising the task. In this connection, Reichardt lays out his methods of selection: He sees no meaning in writing a traditional dictionary or encyclopaedia since they already exist. Therefore, this *Handbuch* has a different, more quantitative approach. Moreover, the *Handbuch* focuses on thorough investigation of selected concepts – quite like Koselleck. Yet, Reichardt’s selection criterion has mainly been the political-social lexicons from the 1760s onwards and examination of journals, too. In the end, the selection will be a deliberate process including rejections. Finally, transverse connections between different concepts must be observed including opposites, concepts in groups with similar concepts or synonyms, and replacement of concepts. This resembles Koselleck’s focus on counter-concepts. Additionally, Reichardt explains that only concepts connected to the social or political sphere have been chosen in order to define and describe the society’s consciousness. Hence, non-ideological concepts like birth and death have been left out.⁶⁹

Working Rules (Arbeitsregeln)

The *Handbuch*’s starting point is the common source material, which according to Reichardt makes a coherent foundation but with additional individual sources attached to every specific concept. First step is to identify or situate the origin of the source in order to determine the societal reach of the concept and hence the concept’s function. Secondly, the statements from the source have to be determined, e.g. do the statements come from a specific profession or are they addressed to the overall society. This tells something about the source’s social and/or thematic context. Thirdly, the statements are to be determined by the textual peculiarity of the source types and hence situate them in a larger text and historical context. This leads Reichardt to a detailed typology of the different kinds of source materials being applied in the *Handbuch*.

⁶⁷ Reichardt (1985): 78.

⁶⁸ Richter (1987): 257.

⁶⁹ Reichardt (1985): 78-82.

Fourthly, Reichardt makes use of a circle diagram illustrating a frequency analysis so that every text's usage of a given concept can be quantified. The figure consists of four parts: 1) All words and expressions that define the concept (*pragmatisches Beziehungsfeld*), 2) all connected words that give the concept substance (*syntagmatisches Beziehungsfeld*), 3) the systematic counter-concepts (*funktionale Antonyme*), and 4) the historical embodiment of a concept.⁷⁰ This enables a controlled and systematic examination of concepts. Yet, as the end of this chapter will show, one extra dimension, agents, will be added to this thesis' specific understanding and application of conceptual history, which have not been fully elaborated in the analysed texts of Koselleck and only partly by Reichardt.

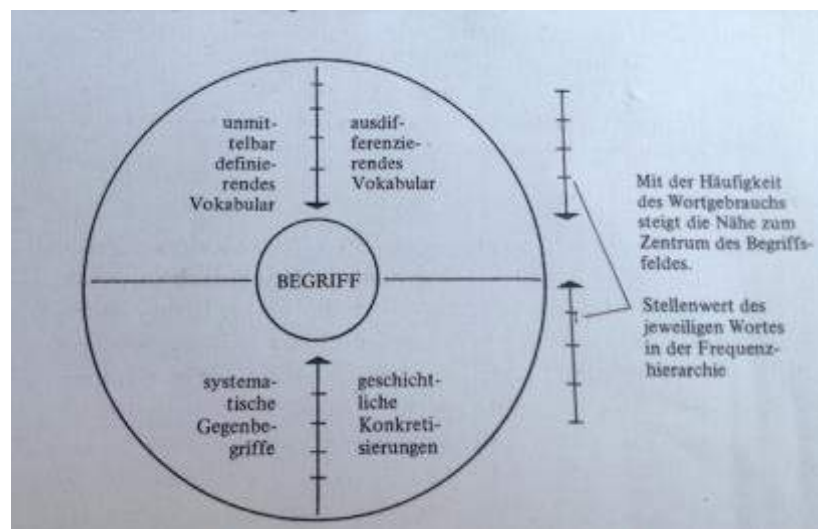


Figure 1: *Begriff*⁷¹

For the sake of this thesis, the different kinds of sources or the typology used in the *Handbuch* will briefly be listed here:

- Dictionaries: General dictionaries, encyclopaedias, technical dictionaries, and political and lampoon dictionaries.
- Journals: Comprehensive diaries, magazines and newspapers.
- Flyers, treaties, reports etc.
- Popular sources (*Volksnahe Quellenzeugnisse*): catechisms and almanacs, satire and songs, and symbolic images and graphic flyers.⁷²

⁷⁰ Ibid.: 82-85.

⁷¹ Ibid.: 85.

In conclusion, Reichardt states that these types of sources do not complete the picture of a certain concept, however, he argues that it paints a more useful picture than random chosen political or literary quotes.⁷³ Especially the popular sources stand out compared to Koselleck's approach. Despite conceptual history's close connection to German intellectual history, the approach has influenced and is being influenced by other nationalities and related approaches as well. It is the aim of the next paragraphs to first broaden the academic horizon in a European – and an attempted global perspective – and then narrow down the specific methods applied for a conceptual history analysis in the late 20th and early 21st century.

European and Global Entanglements

There is not just one way of conducting conceptual history. Until now mainly the German context has been touched upon. Therefore, this part will broaden the scope and present national, regional, and global ways of doing conceptual history combined with comparative conceptual history and global perspectives. Yet, because Denmark as a country is central to this thesis a disproportionate part of the section will discuss Danish ways of undertaking conceptual history, too, and for the same reason the Nordic countries will be this passage's point of departure.

Jani Marjanen, a Finnish post-doctoral researcher at the Centre for Nordic Studies at the University of Helsinki, has written a short introduction to conceptual history in a Nordic context.⁷⁴ He shows that there are different entry points into Koselleck's authorship among the Nordic countries.⁷⁵ According to him, Denmark and Finland first started dealing with conceptual history whereas the reception happened later in Norway and Sweden. In a Danish context, this can be explained with close linguistic ties between Danish and German.⁷⁶ Despite internal differences, Marjanen highlights two common strands within these four

⁷² Ibid.: 86-146.

⁷³ Ibid.: 146.

⁷⁴ Marjanen makes use of the expressions Scandinavia and Nordic countries interchangeable. However, I find it more precise to call it 'Nordic countries' since he includes Finland as well which generally is not regarded a part of Scandinavia despite its close historical ties to Sweden. Moreover, he leaves out Iceland as he does not understand Icelandic: Marjanen, Jani. "Reinhart Koselleck and *Begriffsgeschichte* in Scandinavia." *E-Journal, Forum Interdisziplinäre Begriffsgeschichte*, vol. 1, no. 4 (2015): 27.

⁷⁵ Ibid.

⁷⁶ Ibid.: 27, 30.

Nordic countries. Firstly, he argues for “an aversion to the encyclopaedic model of doing conceptual history found in the *Geschichtliche Grundbegriffe*, including the *Sattelzeit* thesis.” Instead Nordic scholars have made use of Koselleck’s theoretical insights without “a strict chronological framework of modernization.” Secondly, Nordic scholars have cherry-picked ideas for related approaches and combined them with conceptual history. This Marjanen called “eclecticism,”⁷⁷ which could sound rather disparagingly. In line with this, Koselleck is mainly regarded “a theoretician of history and time” in Denmark and he first had his Danish academic breakthrough in 1990s even though he was already known from the mid-1980s.⁷⁸ Danish interest has - similar to the other Nordic scholars - primarily been on the underlying theoretical assumptions of concepts and historical change and less on tracing the model of *Geschichtliche Grundbegriffe*.⁷⁹ Marjanen concludes by stating that Nordic scholars have been concentrating on local concepts but not contributed with insights that have forced international rethinking of conceptual history.⁸⁰

Having said that, Nordic scholars still deserves further introduction since especially Finland has contributed to the international spread and discussion of conceptual history. In 1998, Palonen and Richter founded the international network The History of Political and Social Concepts Group, now called The History of Concepts Group, at a meeting at the Finnish Institute in London. They also started a summer school which today is a research school named Concepta. Moreover, Palonen took part in renaming ‘the Finnish Yearbook of Political Thought’ into ‘Re-descriptions: Yearbook of Political Thought and Conceptual History.’ His major contribution has been to try to develop new methods to the study of political language entangled with concepts.⁸¹ For instance, the paper ‘The History of Concepts as a Style of Political Theorizing: Quentin Skinner’s and Reinhart Koselleck’s Subversion of Normative Political Theory’ from 2002 where Palonen argues “in favour of another extension of conceptual history, namely its critique of normative political theory” and he further discusses “its role and significance as a possible alternative style of political

⁷⁷ Ibid.: 28.

⁷⁸ Ibid.: 29.

⁷⁹ Ibid.: 29.

⁸⁰ Ibid.: 30.

⁸¹ Olsen (2012): 194; “The History of Concepts Group (HCG).” *Contributions to the history of concepts*. Website visited the 29th of September 2016: <http://www.historyofconcepts.org/node/17394>, and “Organization.” *Concepta*. Website visited the 29th of September 2016: <http://www.concepta-net.org/organization>.

theorizing.”⁸² Palonen’s aim is “to merge perspectives from writings of Koselleck and Skinner as a way to develop a new approach to the study of language and concepts.”⁸³

This thesis will not merge approaches from Koselleck and Skinner and consequently the influential British historian Quentin Skinner has not been introduced so far and will not play a major independent role in this thesis. The downplaying of Skinner has been a difficult choice since he plays a huge role in the related areas of intellectual history, history of ideas, and history of political thought together with John Pocock.⁸⁴ However, the choice has been made since Danish and German traditions play the central role in this thesis and this choice leaves intellectual history situated in the periphery. Still for the sake of understanding Palonen’s comparison, Skinner’s critique of conceptual history will be mentioned, as outlined by Richter. In one of Skinner’s most prominent pieces from 1969 called ‘Meaning and Understanding in the History of Ideas,’ he strongly criticises the understanding in history of political thinking for causing confusion between systematic theory or philosophy and history.⁸⁵ Richter argues that Skinner and Koselleck share a common concern with political language treated in a historical context but that they still do it from different positions.⁸⁶ For instance, that Skinner and Pocock rarely go beyond the late 18th century⁸⁷ or that Skinner’s main interest has been to apply “to the history of political thought a philosophical point deriving from the analytical philosophy of language.”⁸⁸ Additionally, Skinner – albeit he later has modified that point of view – has regarded concepts as merely tools and claimed that there cannot be histories of concepts, only histories of their use in argument. Richter criticises this viewpoint for being unclear since he finds it hard to distinguish between the two opposing positions that Skinner sets up, or as Richter writes:

⁸² Palonen, Kari. “The History of Concepts as a Style of Political Theorizing: Quentin Skinner’s and Reinhart Koselleck’s Subversion of Normative Political Theory.” *European Journal of Political Theory*, vol. 1, no. 1 (2002): 91.

⁸³ Olsen (2012): 194.

⁸⁴ Richter (1995): 124ff.

⁸⁵ Jones, Henry. “The Radical Use of History in the Study of International Law,” in Petman, Jarna (ed.): *Finnish Yearbook of International Law, 2012–2013*, vol. 2 (2016). Oxford/Portland/Oregon: Hart Publishing/Bloomsbury Publishing plc.: 329–330.

⁸⁶ Richter (1995): 124.

⁸⁷ Ibid.: 125.

⁸⁸ Ibid.: 132.

“It is not immediately clear how a historian could write the history of the uses of a concept in argument without having taken a position on the identity of the concept, without having charted continuities and shifts in the meanings carried by the concept (as distinguished from names or terms for it.)”⁸⁹

Though, Skinner’s focus on politics is not unique. Nevers has in a Danish context made an important contribution in terms of understanding conceptual history and its possible contributions to opening up for analysing new dimensions within political history and studies of politics.⁹⁰ Using examples on the spread of democracy in Denmark, he points out that the two disciplines – conceptual history and political history – share an often neglected theoretical premise, namely their strong focus on actors. Thus, Nevers critiques conceptual history at one point: He argues that conceptual history methods can explain changes based on textual analysis but not explain why certain changes happen.⁹¹ Social history has therefore been a necessity for explaining the context. However, Nevers underlines the importance of including actors from political history just as much as including context from social history in conceptual history methods.⁹² One point of critique is that Nevers does not state how to include or mix the focus on actors into conceptual history or conceptual history into political history. To identify actors there are at least two ways to proceed: Either map the actors based on selected source material or map the source material upon selected actors. The first way requires that one identifies or selects a comprehensive section of source material whereas the latter would require that the scholar knows the field quite well already. Also, one has to bear in mind what the purpose of identifying the actors involved actually is. In this context, it could be worth mentioning the Danish non-historian scholar Andersen again. Instead of a conceptual history approach, he is concerned with discourse analyses. He raises the question of how one can critically analyse a meaningful context which one at the same time is a part of?⁹³ In this case, the scholar has to reflect on two things: The scholar’s own position in relation to the analysed text and the scholar’s own position in relation to the author of a given

⁸⁹ Ibid.: 133-134.

⁹⁰ Nevers, Jeppe. “Begrebsanalyse i politisk historie? Nogle metodiske overvejelser.” *TEMP - tidsskrift for historie*, no. 8 (2014): 147.

⁹¹ Ibid.: 157.

⁹² Ibid.: 157-158.

⁹³ Andersen (1999): 7.

text. Only from there, the scholar can critically and reflectively identify and analyse actors in a given field and give his or her assessment on the influence and relevance of certain actors. The scholars' own reflections are key in Andersen's monograph "Diskursive analysestrategier: Foucault, Koselleck, Laclau, Luhmann" where he investigates the four mentioned thinkers as constructivists and replaces their focus on methods and theories with a focus on tangible analytical strategies.⁹⁴ Andersen's approach is based on the assumption that one can easily become a victim of contemporary self-descriptions and notions of the society's future if one does not reflect and have a comprehensive analytical strategy. In that sense, one can confuse notions of the future with actual change and hence confirm discourse manufacturers' contemporary trend forecasts.⁹⁵ This assumption is indeed relevant when carrying out an analysis in time but also over time. Andersen's solution is to move from an ontologically oriented philosophy of science to an epistemological oriented philosophy of science. Or put differently, not to ask 'what' it means that something exists but to ask 'how' and under which circumstances has a particular meaningfulness come to light. In that sense one does not ask to actions but to the emergence of a specific field.⁹⁶ Nevers and Andersen give to the field that one has to pay attention to actors involved and that one at the same time as academic scholar has to pay attention to one's own prejudiced position.

In a Danish context, other scholars such as Niklas Olsen, Jan Ifversen, and Bertel Nygaard are worth mentioning too. Olsen has written the book 'History in the Plural: An Introduction to the Work of Reinhart Koselleck,' which builds on his Ph.D. from the European University Institute in Florence, Italy. The Danish historian Jan Ifversen⁹⁷ specialises in concepts of the French Revolution and Bertel Nygaard has written on the use of the concept 'communism' in Denmark⁹⁸. When broadening the scope and looking at other European countries, scholars from e.g. the Netherlands, Italy, and Spain have offered great

⁹⁴ Ibid.: 14-15.

⁹⁵ Ibid.: 7.

⁹⁶ Ibid.: 12-14.

⁹⁷ "Jan Ifversen, Lektor." *Aarhus Universitet*. Website visited the 29th of September 2016: [http://pure.au.dk/portal/da/persons/jan-ifversen\(0d14f40d-b7c6-4f08-b4a2-73eb3c619089\)/cv.html?id=32504138](http://pure.au.dk/portal/da/persons/jan-ifversen(0d14f40d-b7c6-4f08-b4a2-73eb3c619089)/cv.html?id=32504138)

⁹⁸ Nygaard, Bertel. "The Specter of Communism." *Contributions to the History of Concepts*, vol. 11, no. 1 (2016): 1-23.

insights into conceptual history in their specific contexts as well.⁹⁹ According to Willibald Steinmetz, professor of modern political history at Universität Bielefeld, Eastern Europe will not for long remain ‘a terra incognita’ from a conceptual history point of view.¹⁰⁰ Looking at Europe as a whole, one of the latest publications on comparative conceptual history in Europe is the book ‘Parliament and Parliamentarism: A Comparative History of a European Concept’ from 2016. The focus on parliamentarism is due to the fact that parliamentary records are available in most European countries and that most of these have recently been digitalised, too, which offers new opportunities for studying parliaments from a comparative conceptual history point of view.¹⁰¹

Marjanen also argues that comparative conceptual histories, such as this ongoing European Conceptual History Project, can “contribute to developing methods for writing conceptual history from a transnational perspective, an issue that was never at the fore of Koselleck’s thinking.”¹⁰² In Marjanen’s opinion the reason for this could be that Koselleck did not continue to pursue acknowledgement for his work globally.¹⁰³ However, another explanation could be that research traditions alter when they travel. That question has also been raised by the German-born professor of politics at Princeton University, Jan-Werner Müller. He asks whether conceptual history can actually travel or if it is bound up with a particular European or Western experience and if there can exist more conceptual histories for multiple modernities.¹⁰⁴ More modernities open up for a non-Eurocentric perspective which could point conceptual history in a new direction. Professor emeritus in Nordic, European and World History at the University of Helsinki, Bo Stråth, actually urges for a much more

⁹⁹ See for instance, Tilmans, C.P.H.M. “The Dutch concept of the Citizen: From the early Middle Ages till the 21st Century.” *Redescriptions. Yearbook of Political Thought and Conceptual History*, vol. 8 (2004): 146-171; Chignola, Sandro. “History of Political Thought and the History of Political Concepts: Koselleck’s Proposal and Italian Research.” *History of Political Thought*, vol. 23, no. 3 (2002): 517-541 or “IberConcepts.” *The Ibero-American Conceptual History Project*. Website visited the 30th of September 2016: <http://www.iberconceptos.net/en/>

¹⁰⁰ Steinmetz, Willibald. “Forty Years of Conceptual History – The State of the Art,” in: Pernau, Margrit and Dominic Sachsenmaier (eds.), *Global Conceptual History: A reader* (2016). London/New York: Bloomsbury Academic: 339ff.

¹⁰¹ Ihalainen, Pasi; Ilie, Cornelia, and Kari Palonen (eds.) *Parliament and Parliamentarism: A Comparative History of a European Concept* (2016). New York/Oxford: Berghahn Books: 13.

¹⁰² Marjanen (2015): 30.

¹⁰³ Ibid.: 28.

¹⁰⁴ One German scholar has as an exception been selected for this passage as he goes beyond German historiography: Müller (2014): 81-88.

polycentric approach to conceptual history where it is not a matter of Europe and ‘the rest.’¹⁰⁵ Inspired by Dominic Sachsenmaier’s idea of trans-local themes instead of total narratives of world history, Stråth proposes that world histories in plural instead on singular should be written from “the perspective of cross-cultural comparison.”¹⁰⁶ Palonen also suggests that cross-border European comparisons of concepts require a different momentum than the *Sattelzeit* in order to move beyond the German starting point.¹⁰⁷ But one thing is cross-cultural comparisons, another are truly global perspectives on conceptual history like the German historian Hagen Schulz-Forberg suggests, who has been working together with Stråth on several publications on European matters. In a piece from 2013, Schulz-Forberg proposes “an actor-based, multi-lingual, global conceptual history to better understand spatio-temporal practices.”¹⁰⁸ In short, he expands “Reinhart Koselleck’s theory of temporal layers (Zeitschichten) into global spaces”¹⁰⁹ and as he sees it:

“When writing global conceptual history, the focus does not need to be on a comparison between understandings of certain concepts, but on relating concepts, their translation, their appropriation, performance and application.”¹¹⁰

Yet, do cross-cultural comparisons and global perspectives need to exclude each other? At some point they will when a comparison is conducted between two countries. But what if, that cross-cultural comparisons between two countries were followed by a somewhat global – but arguably still Westernized – approach to actors involved with a certain concept? Could that broaden the academic horizon of conceptual history? That is at least what this thesis will try to carry out since it is this author’s conviction that concepts in the late 20th and early 21st century get influenced by impulses that transcend national borders.

¹⁰⁵ Stråth, Bo. “Comparative Conceptual History and Global Translation: An Outline of a Research Agenda,” in: de Cillia, Rudolf, et al. (eds.), *Diskurs, Politik, Identität* (2010). Tübingen: Stauffenburg Verlag: 217, and outside Europe an example is: Feres Júnior, João. “For a Critical Conceptual History of Brazil: Receiving Begriffsgeschichte.” *Contributions to the History of Concepts*, vol. 1, no. 2 (2005): 185-200.

¹⁰⁶ Stråth (2010): 220.

¹⁰⁷ Palonen (2006): 175.

¹⁰⁸ Schulz-Forberg, Hagen. “The Spatial and Temporal Layers of Global History: A Reflection on Global Conceptual History through Expanding Reinhart Koselleck’s Zeitschichten into Global Spaces.” *Historical Social Research*, vol. 38, no. 3 (2013): 40.

¹⁰⁹ Ibid.

¹¹⁰ Ibid.: 50.

Conceptual History in the 20th and 21st Centuries

The late part of the 20th and the early 21st century in particular are of interest in this thesis. In 2014, Müller recommended that conceptual history should be conducted beyond the original *Sattelzeit*. This he calls “a critical conceptual history of the present,”¹¹¹ where concepts can both be contested and analysed in their time. In the afterword of the book “Civilizing Emotions: Concepts in Nineteenth Century Asia and Europe,” Ifversen writes about conceptual history and its entanglements with contemporary history, too. In his opinion, globalisation and the caused interconnectedness are key reasons for historians being interested in especially regional and transnational conceptual history. Today transfer is a key concept, however, without leaving transformation of concepts out of the equation.¹¹² Globalisation, interconnectedness and transfer are all concepts which one can connect to the end of the 20th and beginning of the 21st century. Therefore, one needs more precise tools in order to proceed.

This leads to the article ‘Roundtable - Geschichtliche Grundbegriffe Reloaded? Writing the Conceptual History of the Twentieth Century’ from 2012 which is based on an academic discussion of the German historian Christian Geulen’s piece ‘Plädoyer für eine Geschichte der Grundbegriffe des 20. Jahrhunderts.’¹¹³ Geulen’s aim is to bring conceptual history into the 20th century.¹¹⁴ Supporting this aim, the roundtable article proclaims that conceptual history does not exist in research question covering that century.¹¹⁵ This is a pity to Geulen since he regards the period between the late 19th century and the 1970s a new or second *Sattelzeit*.¹¹⁶ Not going into detail with all of them, Geulen presents four new hypotheses equivalent to Koselleck’s. Geulen’s are: *Verwissenschaftlichung* (scientization), *Popularisierung* (popularization) *Verräumlichung* (spatialization), and *Verflüssigung* (volatilization).¹¹⁷ In opposition to Koselleck’s notion of experience and expectation creating

¹¹¹ Müller (2014): 87-88.

¹¹² Ifversen, Jan. “Afterword – Reflections on Some Challenges,” in: Pernau, Margit et al. (eds.), *Civilizing Emotions: Concepts in Nineteenth Century Asia and Europe* (2015). Oxford: Oxford University Press: 288-289.

¹¹³ Hoffmann, Stefan-Ludwig, and Kathrin Kollmeier. “Roundtable - Geschichtliche Grundbegriffe Reloaded? Writing the Conceptual History of the Twentieth Century.” *Contributions to the History of Concepts* vol. 7, no. 1 (2012): 82.

¹¹⁴ Ibid.

¹¹⁵ Ibid.: 81-82.

¹¹⁶ Ibid.: 82.

¹¹⁷ Ibid.: 82-83.

concepts of progress, Geulen finds that concepts are rather a description of present time. As an example human rights are referred to which do not encapsulate utopian conceptions but depict present concerns.¹¹⁸ Steinmetz, who has already been introduced, is one of three opponents at the roundtable. A part of his critiques will be applied and further elaborated as foundation for the following presentation of this thesis' conceptual history approach. Firstly, he critiques Koselleck's four hypotheses by saying that "politicization and ideologization, refer to repeatable phenomena that can also be observed in twentieth-century history, if in a somewhat different form," whereas he posits that "democratization and temporalization, refer to processes that have been more or less accomplished during the Sattelzeit."¹¹⁹ Hence, he rejects two of Koselleck's four hypotheses. In regard to Geulen's new hypotheses he also rejects two of his hypotheses (popularization and spatialization), whereas he finds the other two meaningful. To Steinmetz *Verwissenschaftlichung* (scientization) is a 20th century phenomenon where scientific concepts are able to bridge the gap between disciplines and achieve prestige that makes them accessible for a broader audience.¹²⁰ Geulen's other useful hypotheses according to Steinmetz is *Verflüssigung* (volatilization), where many concepts in the 20th century have an inherent plasticity whose meaning is extremely fluid.¹²¹ In Steinmetz opinion, Geulen's point is that:

“(...) frequent transfers of concepts from one domain to another, from one social sphere to another, also from one linguistic/national community to another, make it more difficult for actors to fix a particular meaning.”¹²²

To Steinmetz, this hypothesis is specifically true when analysing the last three decades of the 20th century.¹²³ Steinmetz concludes with his two own hypotheses, where one of them concerns the worldwide contemporary Anglicization of languages, particular relevant for the period after 1945. He emphasises that certain areas such as business management or science are dominated by English language, which he thinks points towards a uniformity in both

¹¹⁸ Ibid.: 83.

¹¹⁹ Ibid.: 95.

¹²⁰ Ibid.: 96.

¹²¹ Ibid.: 98.

¹²² Ibid.

¹²³ Ibid.

speaking and of everyday practices. This leads Steinmetz to question whether the Anglicization also implies an adoption of the concepts as understood in English and whether the Anglicization leads to a globalised convergence in the understanding of the concepts.¹²⁴ These are relevant considerations for this thesis, which will influence the following passage as well.

My Approach to Conceptual History

As it has been shown in this chapter, conceptual history is not a clear approach. Hence, an analysis guided by conceptual history will differ from case to case. This makes concrete works on conceptual history hard to compare but this makes it, of course, even more important to express the way that conceptual history is understood and applied in each case. In this thesis, Koselleck's thoughts are the foundation for conceptual history but the approach is elaborated with help from Reichardt's more tangible tools and Nevers focus on actors as central to especially political contexts. Marjanen's assessment of Nordic conceptual history as not following a strict chronological framework of modernization like in *Geschichtliche Grundbegriffe* is also the case in this thesis. Yet, that does not mean that Koselleck's role has been outplayed, on the contrary, he has planted a seed regarding the meaning and understanding of concepts that continues to develop – but development also means change. Thus, the outline for a methodology in this thesis will appear as follows:

The Theoretical Foundation

Even though Reichardt did not particular support the way of doing conceptual history merely through great thinkers, both Reichardt and Koselleck must themselves be considered influential historians in their field. Conceptual history is largely – due to their contributions – regarded an independent discipline but with social and political entanglements. Despite its background in history, conceptual history is widely an interdisciplinary discipline which lends from and gives to other areas. As Koselleck writes, concepts are ambiguous compared to words and concepts not only work as indicators but also factors of change. This makes concepts a battlefield for politics and social circumstances. Koselleck's *Sattelzeit* has been

¹²⁴ Ibid.: 100.

replaced by a new period. Geulen calls the period between the 19th century and the 1970s a new or a second *Sattelzeit*. Whether the end of the 20th century and the beginning of the 21st century is an extension of the second *Sattelzeit* or a third *Sattelzeit* will this thesis refrain from judging since this alone could result in a whole new thesis. It will only be assessed that some kind of breaks have caused an interest in following the development of concepts in current times. Hence, the *Sattelzeit* serves as inspiration for identifying and defining temporal breaks within the defined timeframe. As it will be mentioned in the following chapter on state of the art these contemporary breaks such as the internet, huge transformations of societies and globalisation require new concepts or new understandings of old concepts. Analysing recent contemporary history urge scholars to reflect on their own presumptions and standpoints in order to critically analyse a given subject. In that regard, awareness of a certain Eurocentrism is beneficial, too. Not necessarily to change the perspective, since this thesis deliberately investigates two European countries, but to make sure that one will not jump to conclusions that might not be covered for. Awareness of political and social transfer is also the reason why a cross-cultural comparative perspective has been chosen for this thesis since it allows for analyses of a concept against the backdrop of transnational influences. This leads to the concrete methodological framework for the purpose of carrying out an extensive transnational analysis.

The Methodological Tool Box

1. The framework for the analysis takes on both a synchronic and diachronic perspective. Concretely this is conducted as focus points within a given timeframe where both in-depth analyses of specifics and general knowledge of developments over time can be executed. The analysed timeframe is shorter than both Koselleck's and Reichardt's. This will naturally have an impact on the validity of findings within both the synchronic and diachronic perspective, which one should bear in mind for the conclusion, too.
2. The selection of source materials is steered by the research questions on Danish and German eGovernmental strategies. The primary sources are going to be governmental or at least political and organisational ambitions and visions on eGovernments. It is not the state of the art but much more the various directions of eGovernment which will be investigated. Due to the focus of political strategies and in line with Koselleck,

everyday sources will not play a role in this thesis. Yet, at the same time the thesis borrows Reichardt's point on bringing in statistics as part of the source material, which leads to the next point.

3. A quantitative frequency analysis as proposed by Reichardt will be the foundation of the emergence, development, and usage of the concept of eGovernment. This model of analysis more than covers Koselleck's semasiological and onomasiological perspectives and have therefore been chosen because of its clearer structure.
4. The frequency analysis leads to a list of actors involved with the concept. These actors and the quantitative frequency analysis will be the basis of evaluating what kind of concept or concepts that eGovernment can be perceived as in a cross-cultural comparative perspective: a concept of tradition, a concept of vital change and/or a concept of neologisms.

This thesis' way of understanding and conducting conceptual history shall not be regarded as a final answer to the state of the art in the field. There are already - and will be in the future - other ways of proceeding. However, one always has to make a choice, but always a deliberate one. Hence, this thesis represents one modest suggestion for advancing.

State of the Art: eGovernment

This chapter gives an overview of the concept of eGovernment before proceeding to the analysis. It begins with an overall introduction to the word, concept and definitions of government and eGovernment and concludes with specific Danish and German approaches. Government without an 'e' in front is included in the beginning since the 'e' is added to an already existing word and concept of 'government.' Moreover, the chapter blends academic definitions from a variety of disciplines. That is a deliberate choice since this chapter will show that eGovernment as a concept operates in an interdisciplinary field. It is not the intention of the chapter to present a final or definitive outline of what eGovernment is. Instead the chapter aims at situating the concept between narrow and broad definitions of the concept that will be applied in the following analysis. It should be noted that this thesis is not the first to make use of the categories of broad and narrow. In fact, it is argued to be "the main axis of

controversy of both defining and studying e-government.”¹²⁵ Therefore, this thesis is a contribution to that enduring controversy. Moreover, eGovernment is spelled in many ways, such as eGovernment, e government, Egovernment, e-government, E-government or simply eGov. In this thesis ‘eGovernment’ is preferred¹²⁶ but the concept is of course being referred to in its different forms when quoting other authors. This can cause some confusion but not more than it is possible to decode the analysed concept behind the different spellings. It should also be noted that non-English single words or expressions are written in italics. However, this does not apply to entire German or Danish quotes or sentences which are highlighted by quotation marks but not written in italics. Danish expressions will be translated into English for the sake of non-Danish readers.

Government, Regierung, Regering

To begin with, there are three words in three different languages to be aware of. These are ‘government’ in English, ‘*Regierung*’ in German, and ‘*regering*’ in Danish. Nouns are spelled with an initial capital letter in German but with small letters in both English and Danish. When looking up the words in traditional albeit digital dictionaries, one looks up words and not concepts. This refers back to Koselleck’s distinction between word and concept in the previous methodological chapter. It is obvious to consider that the three words cover the same meaning because they appear as the first translation when the words are looked up in English-Danish/Danish-English, German-English/English-German, and Danish-German/German-Danish dictionaries.¹²⁷ Before proceeding to the concepts of government and eGovernment, the origins of the word ‘government’ will function as a lexical and historic starting point.

In the 5th volume of *Geschichtliche Grundbegriffe*, the German historian Volker Sellin has written on *Regierung, Regime, Obrigkeit*. Sellin lays out the original meaning of the German word *Regierung* that he traces back to French and Latin. In the 13th century the

¹²⁵ Curtin, Gregory G. “E-Government,” in: Lee Kaid, Lynda, and Christina Holtz-Bacha (eds.), *Encyclopedia of Political Communication* (2008). California: Sage Publications, Inc.: 200.

¹²⁶ This spelling is being applied by many practitioners such as the Danish government and the European Commission: “eGovernment Strategy 2011-2015.” *Digitaliseringsstyrelsen*. Website visited the 10th of November 2016: <http://www.digst.dk/service/menu/english/policy-and-strategy/egov-strategy> and “European eGovernment Action Plan 2011-2015.” European Commission. Website visited the 10th of November 2016: <https://ec.europa.eu/digital-single-market/en/european-egovernment-action-plan-2011-2015>

¹²⁷ This is both the case when looking the words up in Gyldendals Røde Ordbøger (Gyldendal’s Red Dictionaries) and the German dictionary Langenscheidt.

German word *regieren* was inspired by the old French *reger* which again came from the Latin word *regere*. The word *gubernare* was used synonymously with *regere* in Latin from which English, French, and other languages have developed the word ‘govern.’¹²⁸ One could also mention the word’s background in Ancient Greek where the word *kybernan* also means “to steer or pilot a ship, direct as a pilot,” and metaphorically “to guide, govern.”¹²⁹ The word ‘govern’ is not only known as a verb but also as nouns such as *Regierung*, government and *regering* in German, English, and Danish respectively. There are also many derived meanings of the word such as *Regiment* and *Obrigkeit*,¹³⁰ which the length of this thesis does not allow for studying in-depth.

One distinction is, however, particular interesting in Sellin’s work. That is the difference between *Regierung* (*gubernatio*) and *Verwaltung* (*administratio*). Sellin writes that there was no difference between the two words in the early modern period, but by the end of the 18th century there was a preference for *Verwaltung* in a German-speaking context, even though *Regierung* was still applied, too.¹³¹ Additionally, the word *Regierung* was mostly applied where the relationship between power and the right to govern was expressed.¹³² Sellin finds it also worth noticing that *Regierung* in the first edition of the national lexicon by Rotteck and Welcker is only to be found under the article on *Staatsverwaltung* where the words are placed on an equal footing.¹³³ Yet, referring to Rudolf Smend, Sellin writes that after the First World War there existed a distinction between *Verwaltung* and *Regierung* in the constitutional state: “Smend unterschied geradezu die *politische Regierung* von der *bloß technischen Verwaltung*.”¹³⁴ This suggests a development in the German-speaking area where likeness between *Verwaltung* and *Regierung* was being replaced by a split in meaning between the two concepts.

In a Danish context, the work on conceptual history has been quite modest compared to Germany. There does not exist any explicit collection on Danish concepts like

¹²⁸ Sellin, Volker. “Regierung, Regime, Obrigkeit,” in Brunner, Otto, Wener Conze, and Reinhart Koselleck (eds.), *Geschichtliche Grundbegriffe. Historisches Lexikon zur politisch-sozialen Sprache in Deutschland*, vol. 5 (1984). Stuttgart: Klett-Cotta: 362-363.

¹²⁹ “govern (v.)”. *Online Etymology Dictionary*. Website visited 29th of October: <http://www.etymonline.com/index.php?term=govern>

¹³⁰ Sellin (1984): 361ff.

¹³¹ Ibid.: 374.

¹³² Ibid.: 375.

¹³³ Ibid.: 375-376.

¹³⁴ Ibid.: 417-418.

the German *Geschichtliche Grundbegriffe* or the *Handbuch* and therefore one has to look beyond conceptual history for understanding the wording behind Danish government and administration. In line with the previous German example, Danes would observe that there exists the same difference between the words *regering* (government) and *forvaltning* or *administration* (management or administration) in Danish. The Danish word *forvaltning* resembles the German *Verwaltung*, too. The Danish professor emeritus in Political Science Tim Knudsen has written on Danish and Nordic state structures and administration. In his article “Dansk statsbygning fra enevælde til liberal velfærdstat” (“Danish state-building from absolute monarchy to liberal welfare state”), Knudsen points out that there exists an inherent dualism in the Danish state-building from around 1600-1848. Referring to the Danish historian Gunner Lind, Knudsen explains that the legacy from the absolute monarchy still influences the Danish understanding of today’s liberal welfare state. This inherent contradiction consists of both a strong, militaristic and bureaucratic state-building inspired by Prussia and a decentralised Scandinavian model where Danes applaud opposition to petty officials and a ‘folksy’ participation in the administration of the state.¹³⁵ According to Knudsen, one tangible example of this paradoxical dualism is that Denmark has two national anthems: “Kong Christian” (“King Christian”), a martial, royalist anthem and “Der er et yndigt land” (“There is a lovely land”), a romanticising, slightly resigned hymn praising the simple landscape and written in the wake of the defeats during the Napoleonic Wars.¹³⁶ This simple Danish landscape and the (many) defeats created a particular and homogenous Danish identity of rise and fall, whereas “The problem of German identity begins with the land itself.”¹³⁷ The homogenous landscape and history of Danish government contrasts with its German-speaking neighbour in the south. This could indicate that the Danish understanding of government to some extent resembles the German split between *Verwaltung* and *Regierung* but combined with a certain Danish or Scandinavian wish for ‘folksy’ participation. Moreover, there existed no single German history or no single German country or people around 1770-1866, which the book ‘German History 1770-1866’ by James J. Sheehan lays out. Instead there was until the beginning of the 1800s a complex Holy Roman Empire and

¹³⁵ Knudsen, Tim. “Dansk statsbygning fra enevælde til liberal velfærdsstat,” in: Blomquist, Helle and Per Ingeman (eds.), *Forvaltningshistorisk antologi* (1993). Copenhagen: Jurist- og Økonomforbundets Forlag: 21.

¹³⁶ Ibid.: 22.

¹³⁷ Sheehan, James J. *German History 1770-1866* (1989). Oxford/New York: Oxford University Press: 1.

German *Länder* where the basic unit was not the state but the land.”¹³⁸ In a historical perspective, Germany’s state power has been characterised by decentralisation whereas Denmark has a strong tradition of centralisation of power. This implies that there are great differences between German and Danish state-buildings and hence forms of government. Yet, it must be noted that this is far from being a full explanation of Danish and German different understandings of the word and origin of ‘government’ but one has to set limits for the examination of the early historic period in this thesis. When situating eGovernment in Danish and German contexts, one’s most critical task is to investigate the structural prerequisites for contemporary societies which leads to the next passage on network societies and globalisation.

The Network Society as Foundation for Change

The precondition for eGovernment is argued to be the so-called network society. In the prominent publication ‘The Rise of the Network Society’ from 1996, the Spanish sociologist Manuel Castells describes a societal transformation from an industrial society to an information society where the productivity shifts from being new energy sources to technological knowledge generation, information processing, and symbol communication.¹³⁹ According to Castells, this transformation started in the 1970s with “lightning speed” and can be regarded a “technological revolution.”¹⁴⁰ Key inventions, which were built on existing knowledge, were the microprocessor and the electronic communication network developed by the US Defence that grew into the current internet.¹⁴¹ Still the internet was difficult to use before the invention of the world wide web at CERN in Geneva.¹⁴² In the preface to the 2010 edition of the same book, Castells underlines his findings in the original publication as being: “a new social structure in the making, which I conceptualized as the network society.”¹⁴³ Furthermore, he argues that networks have always existed but their characteristics in the information age are different:

¹³⁸ Ibid.: 25.

¹³⁹ This is the first book in his information age trilogy: Castells, Manuel. *The Rise of the Network Society – Second edition with a new preface* (1996/2010). West Sussex: Wiley-Blackwell 16-17.

¹⁴⁰ Ibid.: 32-33, 39, 53-54.

¹⁴¹ Ibid.: 53-54.

¹⁴² Ibid.: 50-51.

¹⁴³ Ibid.: xviii.

“(…) their endless expansion and reconfiguration, overcoming the traditional limitations of networking forms of organization to manage complexity beyond a certain size of the network. Because networks do not stop at the border of the nation-state, the network society constituted itself as a global system, ushering in the new form of globalization characteristic of our time.”¹⁴⁴

Networks have different sizes, shapes and aims and networks challenge nation states’ sovereignty, but regardless of that, the public sector still plays a central role today. In a publication from 2005 on network society and its connections to public policies, Castells contends that:

“The public sector is at present the decisive actor to develop and shape the network society (…). Thus, reform of the public sector commands everything else in the process of productive shaping of the network society. This includes the diffusion of e-governance (a broader concept than e-government because it includes citizen participation and political decision-making); (…) Indeed, the rational bureaucratic model of the state of the industrial era is in complete contradiction to the demands and processes of the network society.”¹⁴⁵

In that quote Castells makes visible that the network society challenges the previous (Western) state model but still the public sector is the decisive actor in shaping the network society. Hence, nation states do play a role in today’s globalised network society defined as a new era after the industrialisation of the Western world. In this thesis, there are therefore close ties between eGovernment, networks, and globalisation. Castells is not the only sociologist who copes with the development of today’s entangled societies. Also, Anthony Giddens and the anthropologist Arjun Appadurai have contributed to the underlying debate on globalisation.

¹⁴⁴ Ibid.: xviii.

¹⁴⁵ Castells, Manuel. “The Network Society: from Knowledge to Policy,” in: Castells, Manuel and Gustavo Cardoso (eds.), *The Network Society - From Knowledge to Policy* (2005). Washington, D.C.: Johns Hopkins Center for Transatlantic Relations: 17.

However, one could argue that Giddens has a rather simplistic way of understanding globalisation as:

“(...) the intensification of worldwide social relations which link distant localities in such a way that local happenings are shaped by events occurring many miles away and vice versa.”¹⁴⁶

In Giddens account, globalisation is more or less a single or systemic entity of intensification whereas Castells combines networks with globalisation. The debate about globalisation has transcended many other fields than sociology such as economy, journalism, and history where Joseph Stiglitz, Naomi Klein, and Johan Norberg respectively have influenced the debate, too. The Swedish historian of ideas Norberg defends capitalism and claims that poor countries have benefitted from globalisation and equals globalisation with economic capitalism.¹⁴⁷ However, one could accuse Norberg for having cherry-picked arguments and statistics for promoting a one-sided story. In contrast to Norberg, when reading the Canadian journalist Klein’s book ‘The Shock Doctrine,’ one gets a negative picture of globalisation. In a Sunday Book Review in New York Times, the American Nobel Prize winner in economy Stiglitz criticises her book by writing that: “Klein is not an academic and cannot be judged as one. There are many places in her book where she oversimplifies.”¹⁴⁸ Between the two extremes, Stiglitz takes a third position by stating that: “The problem is thus not with globalization but with how it has been managed.”¹⁴⁹ Instead of judging whether globalisation is good or bad, Stiglitz claims that globalisation needs to be steered. He also mentions that globalisation has not been steered well by for instance the IMF and other international economic institutions.¹⁵⁰ This negative consequence of globalisation is consistent with Castells’ critique of digital

¹⁴⁶ Giddens, Anthony. *The Consequences of Modernity* (1990). Stanford, California: Stanford University Press: 64.

¹⁴⁷ Norberg, Johan. “In Defence of Global Capitalism (2003),” in: Roberts, J. Timmons and Amy Bellone Hite (eds.), *The Globalization and Development Reader: Perspectives on Development and Global Change* (2007). Malden/Oxford/Carlton, Victoria: Blackwell Publishing Ltd.: 265.

¹⁴⁸ Stiglitz, Joseph E. “SUNDAY BOOK REVIEW: Bleakonomics.” *New York Times*. (Published the 30th of September 2007). Website visited the 15th of October 2016: http://www.nytimes.com/2007/09/30/books/review/Stiglitz-t.html?_r=0

¹⁴⁹ Stiglitz, Joseph E. “Globalism’s Discontents (2002),” in: Roberts, J. Timmons and Amy Bellone Hite (eds.), *The Globalization and Development Reader: Perspectives on Development and Global Change* (2007). Malden/Oxford/Carlton, Victoria: Blackwell Publishing Ltd.: 295.

¹⁵⁰ Ibid.

networks, where he claims that even though networks include people, organisations, and states across borders that usually would not have been in the same traditional networks, they also exclude others in terms of social, economic, and technological inequality.¹⁵¹ Besides Norberg's somewhat biased approach, other genres within history have dealt with globalisation, too, e.g. world history, global history, history of globalisation or contemporary history. Common for all genres, time and space are key to understanding and defining globalisation. In other words: When did globalisation begin? And where did it happen or is it happening?

Periodisation is, indeed, one of the hardest questions when it comes to globalisation. There are many suggestions and arguments for one periodisation at the expense of others. The English medievalist and later contemporary historian Geoffrey Barraclough wrote in 1964 on the difficult task on defining a comprehensive period for contemporary history. He claims that one of the central problems of history writing is periodisation.¹⁵² In the case of contemporary history, the term means different things to different people and is furthermore an "elastic term" which cannot be defined as the living generation since generations overlap.¹⁵³ Instead Barraclough defines contemporary history as "world history" which moves beyond "(...) our conventional view of the recent past by adding a few chapters on extra-European affairs, but re-examining and revising the whole structure."¹⁵⁴ Hence, contemporary history cannot be understood only from a European or even national point of view. One way to move beyond Eurocentrism is to Barraclough as a historian not to begin in the past – since Europe will end of being the main object – but instead follow a contrary path by taking a stand in the present. In his opinion this means that one will see the same period in a different light and investigate the origins of global systems instead of for example looking at empires and nationalism.¹⁵⁵

Examining the past from the present is also called presentism. This historical approach is being criticised by the Dutch professor of Global Studies and Sociology at University of California, Santa Barbara Jan Nederveen Pieterse. In his paper "Periodizing

¹⁵¹ Castells (1996/2010): xviii.

¹⁵² Barraclough, Geoffrey. *An Introduction to Contemporary History* (1964). London/New York/Ringwood, Victoria: Penguin Books Ltd.: 12.

¹⁵³ Ibid.: 13-14.

¹⁵⁴ Ibid.: 10.

¹⁵⁵ Ibid.: 17-18.

Globalization: Histories of Globalization” from 2012, Pieterse holds that presentism leads to unreflective treatments of globalisation that overlooks structural patterns, misreads contemporary trends and suggests a Eurocentric view on history.¹⁵⁶ Instead he categorises globalisation in both longer and shorter time frames, arguing that a short period does not transcend Eurocentrism whereas a long period also makes the concept of globalisation too wide a category.¹⁵⁷ One could actually criticise Pieterse for the same Eurocentrism since his sources are overly European or Western as well. Yet, his critique seems valid because his somewhat too simplistic categories of globalisation still show that the more far back one goes in history the less Europe stays as centre for events – and the bigger for instance Asia grows as a driving force. Pieterse even goes as far as calling the western hegemony “a historical interlude, lasting from approximately 1800-2000.”¹⁵⁸

When critically examining Barraclough’s and Pieterse’s different approaches to conducting historical examinations, one should remember that the two contributions are published in different ages: 1964 and 2012. This demonstrates that studies of globalisation interact and debate with each other over time. Yet, trying to move beyond Eurocentrism is still a matter of concern in contemporary history writing. Lynn Hunt professor of Modern European History at the University of California, Los Angeles, contributes to the debate on periodisation as well by stating that globalisation has a long history but that the sudden interest appeared as a response to the ideological vacuum by the end of the Cold War between a collapsed communism and a victorious capitalism.¹⁵⁹ Moreover, Hunt criticises historians to only recently have discovered the topic of globalisation. As a consequence of the recent discovered field of globalisation, history publications on the topic have increased during the 1990s. Yet, this academic trend of studying globalisation in history should not be confused with globalisation as a new phenomenon– it is only the discovery of the topic that is new, so Hunt claims.¹⁶⁰ Even though globalisation in itself might not be a recent phenomenon, the next section will show that eGovernment is largely a contemporary European – or at least

¹⁵⁶ Nederveen Pieterse, Jan. “Periodizing Globalization: Histories of Globalization.” *New Global Studies*, vol. 6, no. 2, article 1: 1.

¹⁵⁷ Ibid.: 17.

¹⁵⁸ Ibid.: 20.

¹⁵⁹ Hunt, Lynn. *Writing History in the Global Era* (2014). New York/London: W.W. Norton & Company, Inc.: 45-46.

¹⁶⁰ Ibid.: 44.

Western word and concept – due to the fact that it originated in the West in the wake of the digitisation of network societies.

eGovernment: The Word

Because of eGovernment's relatively short history and due to the fact that the word is connected to digitisation of governments, the initial lexical examination of the word is conducted via electronic dictionaries. Three different lexical definitions will be presented. Dictionary.com is a free English dictionary which started in 1995. Their contemporary definition of the noun "e-government" is:

"(...) the provision of government information and services by means of the internet and other computer resources."¹⁶¹

In this case, e-government is a one-way street where the government offers information and services. Furthermore, it is not described to whom the government offers digital information and services, e.g. to the people, to clients, to firms, other governmental organisations etc. Also, the "e" covers in this case both the use of the internet and other computer resources. Another online dictionary is Cambridge Dictionary, where you cannot look up the word eGovernment or any related spelling. Interestingly, you can look up the related word "e-governance" in the digital Cambridge Dictionary. Here it is stated:

"GOVERNMENT, INTERNET the use of the internet by governments to make it possible for people to use government services and be involved in making decisions: The paper outlines three main contributions of e-governance: improving government processes, connecting citizens, and building external interactions."¹⁶²

¹⁶¹ "e-government." *Dictionary.com*. Website visited the 12th of October 2016: <http://www.dictionary.com/browse/e-government?s=t>

¹⁶² It is not clear what "paper" this definition refers to: "e-governance." *Cambridge Dictionary*. Website visited the 12th of October 2016: <http://dictionary.cambridge.org/dictionary/english/e-governance>

This definition is *per se* different from Dictionary.com's since Cambridge Dictionary only offers a definition of the related word 'eGovernance.' The two different explanations are still interesting to compare because one gets the impression that eGovernance changes the perspective. The definition of eGovernance opens up for people getting involved in the decision-making. Connecting citizens and building external interactions are in many ways the opposite of the first one-way street definition. Finally, the Encyclopædia Britannica is not a dictionary but a British encyclopaedia which is produced by online editors and contributors. Their understanding of eGovernment is:

“E-government, in full electronic government, the use of information and communication technologies, particularly the Internet, in government.”¹⁶³

Added to this definition is also a larger text explaining eGovernment as consisting of government-to-government interactions, government-to-business interactions, and government-to-citizen interactions. This definition actually resembles the previous definition of eGovernance because of the interaction and active participation of citizens and the private sector with the electronic government. The word eGovernment is also to be found in the German online dictionary Duden. It is called “das E-Government” and is defined as:

“Durchführung von Prozessen, die zwischen staatlichen Institutionen oder zwischen staatlicher Institution und Bürger ablaufen, mithilfe der Informationstechnologie.”¹⁶⁴

Here eGovernment equals processes between public institutions or public institutions and citizens with help from information technology. In this German case, the private sector does not get mentioned as taking part in the processes of eGovernment at all. It should also be noted that the German language has adopted the English word 'eGovernment' at the expense

¹⁶³ “E-government.” *Encyclopædia Britannica*. Website visited the 12th of October 2016: <https://global.britannica.com/topic/e-government>

¹⁶⁴ “E-Government, das.” *Duden*. Website visited the 12th of October 2016: http://www.duden.de/rechtschreibung/E_Government

of e.g. *E-Regierung* that cannot be looked up in Duden. The word eGovernance can also not be looked up in Duden.

In the Danish case neither Ordbogen.com nor Ordnet.dk contain the words eGovernment/eGovernance. The English word eGovernment does not seem to be a part of the Danish vocabulary, or at least not part of Danish dictionaries. Instead, as the following analysis will show as well, the expressions *digital forvaltning* (digital administration), *offentlig digitaliseringsstrategi* (public digitisation strategy), and *fællesoffentlig digitaliseringsstrategi*¹⁶⁵ (joint public digitisation strategy) are prevailing in Denmark. These expressions cannot be looked up in Danish dictionaries since they consist of more than one word. Hence, one can conclude that the Danish language does not possess one single word that equals eGovernment in English or German at the moment. In the following section, eGovernment is situated as a concept – not a word – in contemporary history as examined by academic scholars from numerous fields.

Situating eGovernment within Contemporary History

One has to investigate various academic fields in order to provide an overview of the concept of eGovernment. Much of the literature, especially within business studies, is concerned with the actual design and implementation of eGovernment. This is not of interest here. However, this section will still consist of contributions from a variety of fields such as social science, ‘softer’ business studies, and of course history but the publications that contribute to a historical understanding are picked. This is necessary since not one single field covers the history of eGovernment entirely and because history as such is not leading the research on eGovernment. Therefore, history articles on eGovernment cannot constitute the sole body of this passage. Instead it is a puzzle that will be pieced together from various sources because the understanding and definition of eGovernment can vary from field to field. That makes the foundation of eGovernment interdisciplinary or multidisciplinary. Yet, this approach is continuously analysed against the backdrop of a methodological framework of conceptual history. Still it is not the intention of this chapter to provide a complete history of all aspects

¹⁶⁵ “Den fællesoffentlige digitaliseringsstrategi 2016-2020.” *Digitaliseringsstyrelsen*. Website visited the 13th of October 2016: <http://www.digst.dk/Strategier/Strategi-2016-2020>

of eGovernment but the chapter's academic approach paves the way for the subsequent analysis of practical or applied eGovernmental strategies. It should also be mentioned that within the broad field of history, one journal covering eGovernment has not been found. Instead, a significant proportion of articles in this section comes from the journal *Government Information Quarterly* that provides extensive knowledge on the intersection of policy, information technology, government, and the public while another source worth mentioning is the *e-Journal of e-Government*.¹⁶⁶

According to a frequently-cited paper from the British social scientists and professors Andrew Chadwick and Christopher May from 2003, eGovernment first emerged in the technology-leading countries in the Western world where the population quickly adapted to the internet. This happened during the late 1990s where the Clinton/Gore administration's aim in the US was to "reinvent government" with the use of ICT followed by a similar path from the Bush administration with great emphasis on reducing costs through efficiency gains.¹⁶⁷ Chadwick and May compares the US case with Britain and the EU. They state that while the US in the beginning was concerned with efficiency gains, Britain focused on "joined-up" government, and the EU on efficiency gains in line with the US but also on service delivery – and to some extent also acknowledgement of ICT's democratic potential.¹⁶⁸

While these two political scientists are concerned with the structures of eGovernment on national or supranational level, the Swedish professor of Informatics Åke Grönlund and professor Thomas A. Horan at Claremont Graduate University support that eGovernment developed in the late 1990s but as "a context within which to share experiences among practitioners."¹⁶⁹ Hence, Grönlund and Horan's focus is more on the actors or agents within these structures, in this case the specialised practitioners who drove the development forward - and less of a systemic approach. Grönlund and Horan also add that even though the

¹⁶⁶ However, no papers have been quoted from this e-Journal in this thesis since it mainly concerns the design and implementation of eGovernment.

¹⁶⁷ Chadwick, Andrew and Christopher May. "Interaction between States and Citizens in the Age of the Internet: "e-Government" in the United States, Britain, and the European Union." *Governance: An International Journal of Policy, Administration, and Institutions*, vol. 16, no. 2 (2003): 272.

¹⁶⁸ Ibid.

¹⁶⁹ Grönlund, Åke and Thomas A. Horan. "Introducing e-Gov: History, Definitions, and Issues," *Communications of the Association for Information Systems*, vol. 15, art. 39 (2005): 713-714.

boom in the 1990s was caused by the emergence of the internet, “IT in government” as such goes back to the 1970s.¹⁷⁰

Yet, the internet should still not be regarded the sole reason for the rise of eGovernment. eGovernment is also closely connected to the introduction of New Public Management, NPM, during the 1980s.¹⁷¹ The concept of eGovernment can be regarded one tool in striving for a more cost effective public sector. However, one still has to critically examine the failures of eGovernment projects, too. This shows that eGovernment projects not automatically equal money-savings within the public sector. This is being supported by professor of Development Informatics Richard Heeks and Dr. Savita Bailur, who in 2007 published a paper examining the views on eGovernment. By analysing a significant amount of papers on eGovernment from two leading peer-reviewed journals and a conference¹⁷² they concluded that almost all papers were positive and technologically determinist:

“In particular, there is what one could characterize as a naïve optimism and lack of balance in well over half the papers, which simply seem to regard IT as a “good thing” for government, ignoring the evidence about downsides to technology and ignoring the evidence of the widespread costs of failure of e-government.”¹⁷³

This shows that in the late 1990s and early 2000s there existed – to some extent – a bias within academia towards painting a positive picture of the outcome of eGovernment. One explanation for this prejudiced position in favour of eGovernment can be found in the close relationship between academia and practitioners of eGovernment that has already been proposed by Grönlund and Horan.

Another explanation – narrowly connected to that – is that eGovernment has close ties to the concept of e-commerce that stems from the private sector. E-commerce,

¹⁷⁰ Ibid.: 714.

¹⁷¹ Scheer, August-Wilhelm, Helmut Kruppke, and Ralf Heib. *E-Government: Prozessoptimierung in der öffentlichen Verwaltung* (2003). Berlin/Heidelberg/New York: Springer Verlag: 29-30.

¹⁷² These two journals and conference are: Information Polity, Government Information Quarterly, and European Conference on e-Government. Both journals are interdisciplinary and with great emphasis on ICT’s influence on governments. This could cause a positive bias in favour of the importance of ICT: Heeks, Richard and Savita Bailur. “Analyzing e-government research: Perspectives, philosophies, theories, methods, and practice.” *Government Information Quarterly*, vol. 24 (2007): 244-245.

¹⁷³ Ibid.: 248.

which is commercial e-services or products, preceded eGovernment and has in many ways showed governments how to modernise their services. However, there are still huge differences between e-commerce and eGovernment. While e-commerce is a private undertaking and engaging in the competition for customers, citizens – still potentially the same crowd of people – have usually not the same options to choose one eGovernmental service over another. Therefore, eGovernment services are, in general, without competition. Moreover, the public services often adhere to legal rights and duties in another way than the private sector.¹⁷⁴

eGovernment and eGovernance

Where e-commerce generally concerns the private sector, eGovernance is also related to the public sector in line with the concept of eGovernment. Yet, there is a supposedly fine line between the two concepts that are relevant to unravel – and question. At first sight, a development from eGovernment to eGovernance could be argued to follow the development from government to governance within social science. In social science, there has been a shift in academia – and in practice away – from describing a monolithic and internal government structure and towards describing multifaceted governance. The German director emerita in sociology Renate Mayntz describes the concept of governance as: “a basically non-hierarchical mode of governing, where non-state actors participate in the formulation and implementation of public policy.”¹⁷⁵ She holds that the reason for the shift in Western Europe “from a more interventionist state and hierarchical control to modern governance” was “the failure of ambitious reform policies that had been pursued after the end of the Second World War and the immediate post-war reconstruction period.”¹⁷⁶ According to Mayntz, the disappointment in the state as the centre of political steering gave rise to alternatives. These two alternatives were the shift from the state to the market, which corresponds with the

¹⁷⁴ van Dijk, Jan, Wolfgang Ebbers, and Lidwien van de Wijngaert. “e-Government,” in: Mansell, Robin, and Peng Hwa Ang (eds.), *The International Encyclopedia of Digital Communication and Society*, vol. 1, A-K. Malden/Oxford/West Sussex: Wiley-Blackwell: 219.

¹⁷⁵ Mayntz, Renate. “From government to governance: Political steering in modern societies.” *International Summer Academy From Government to Governance: The Case of Integrated Product Policy* (September 7-11 2003) Wuerzburg, Germany: https://www.ioew.de/fileadmin/user_upload/DOKUMENTE/Veranstaltungen/2003/CVMayntz.pdf : 1.

¹⁷⁶ Ibid.: 2.

emergence of New Public Management, and the move from government to governance. Yet, this move has some prerequisites:

“Modern governance can only emerge in societies that meet certain institutional and structural preconditions, both on the side of the political regime and on the side of civil society. Political authorities must be in a general way acceptable as guardians of public welfare. The second essential precondition is the existence of a strong, functionally differentiated, and well-organized civil society.”¹⁷⁷

While Mayntz has a non-hierarchical definition of governance that assumes a strong civil society like in the Western world, professor of Public Management and Policy Tony Bovaird and chief executive of Governance International Elke Löffler claim that “Trying to define public governance seems to open Pandora’s box.”¹⁷⁸ Despite Bovaird and Löffler’s view on governance as a confusing concept, they also underline governance’s entanglements with civil society, here called stakeholders. Furthermore, they add to it the emphasis on the process itself: “In other words, the current public governance debate places new emphasis on the old truths that ‘what matters is not what we do, but how people feel about what we do’ and that ‘processes matter.’”¹⁷⁹ In this respect, the perception of governance is part of what governance is. The understanding of a concept and the nature of a concept is one and the same. Governance has entered the global scene in shape of ‘global governance’ too which is argued to transcend national borders given the lack of a world government. Here the pessimists claim that national governments have become powerless while optimists held that transnational issues such as globalisation need to be managed.¹⁸⁰ Global or not, governance differs in social science literature from government by placing emphasis on other actors or stakeholders than the government itself. At the same time governance focuses on the process instead of the outcome.

Yet, what is then in a nutshell then the difference between governance and eGovernance? And how does eGovernance and eGovernment relate? Is it more than just

¹⁷⁷ Ibid.

¹⁷⁸ Bovaird, Tony, and Elke Löffler, “Understanding Public Management and Governance,” in: Bovaird, Tony, and Elke Löffler (eds.), *Public Management and Governance* (2002). London/New York: Routledge: 8.

¹⁷⁹ Ibid.: 8.

¹⁸⁰ Ibid. 9-10.

electrifying piles of papers and simultaneously enabling contact between stakeholders online? According to associate professor in Information Systems in Trinity College, Dublin, Frank Bannister and deputy vice-president for research & innovation at Dublin City University Regina Connolly the definition of eGovernance is:

“(...) the use of information and communication technologies (ICTs) in government in ways that either:

- (1) alter governance structures or processes in ways that are not feasible without ICT and/or
- (2) create new governance structures or processes that were heretofore not possible without ICT and/or
- (3) reify heretofore theoretical ideas or issues in normative governance.”¹⁸¹

While governance is a process and government the institution, this definition of eGovernance does not only describe a process but also as it is said: “use of information and communication technologies (ICTs) in government.”¹⁸² This indicates that while governance as such contains a certain degree of non-hierarchy and interactions between actors, eGovernance is still largely a process steered by governments and made possible through internal ICT competences and the willingness to interact with others through ICT. This leads to this thesis’ assumption that the difference between eGovernment and eGovernance is smaller or at least blurrier than the difference between government and governance. This claim - that the government is still the leading actor within eGovernment - will be disentangled by means of definitions on eGovernment ranging from narrow to broad.

Narrow and Broad Definitions of eGovernment

When investigating the development of eGovernment as a concept, one both have to look at it quantitatively and qualitatively or over time and in-depth. Making use of four different search

¹⁸¹ Bannister, Frank, and Regina Connolly. “Defining e-Governance.” *e-Service Journal*, vol. 8, no. 2 (2012): 11.

¹⁸² Ibid.

portals – two academic multilingual portals, one Danish and one German¹⁸³ – one will get an idea of the quantitative use of the words egovernment/e-government, *digital forvaltning*, *offentlig digitalisering*, and *Elektronische Regierung/E-Regierung* over time. The timeframe goes from 1980 and to today and is divided up in four periods. The first period begins in 1980 since this is approximately ten years before the boom of the internet and at the same time the beginning of NPM. The words have been searched alone and not in connection with, for instance, the obvious word ‘definition.’ This is chosen since use of a certain word or concept usually imply some degree of definition. The words are looked up in quotations marks because it assures that the spelling stays exactly as wished. One has to note that this is a quantitative method and the results have not undergone further examination in order to remove potential irrelevant search results. This makes the results only fit for a general trend and the validity and reliability must be backed up by a qualitative examination.

Table 1: Overview of the frequency of the word eGovernment in search portals. Conducted the 2nd of November 2016.

Portal	Search words	Period 1: 1980-1989	Period 2: 1990-1999	Period 3: 2000-2009	Period 4: 2010-2016* (*until 2 nd of November)
Google Scholar	egovernment + e-government	14 + 1070	54 + 2770	11.400 + 41.700	14.900 + 35.000
Jstor.org	egovernment + e-government	0 + 183	0 + 642	209 + 1922	121 + 1607
Bibliotek.dk	<i>digital forvaltning</i>	-	35	438	190
Bibliotek.dk	egovernment + e-government	-	-	377 + 360	236 + 222
Bibliotek.dk	<i>offentlig digitalisering</i>	-	-	79	90
Deutsche Digitale Bibliothek	egovernment + e-government	-	-	56 + 56 (portal does not distinguish between the spellings)	67 + 67 (portal does not distinguish between the spellings)
Deutsche Digitale Bibliothek	<i>elektronische Regierung</i> + E-	-	-	-	-

¹⁸³ The Danish portal *bibliotek.dk* is the common national database for all public libraries in Denmark. *Deutsche Digitale Bibliothek* is also a central national portal of German cultural and academic publications.

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One should be careful in putting too much meaning into the numbers. However, there is a clear upward trend showing that eGovernment experienced a general boom in the beginning of the 21st century called period 3 in the table. Since we are only a bit more than half-way through period 4, one cannot finally conclude anything, but at least it is clear that there is still a strong academic commitment to engage in discussions of the topic today. So, if the trend continues, it is likely that period 4 will beat period 3 in terms of hits. It is also worth noticing that the Danish library portal has more hits than the German portal in both period 3 and 4. This could indicate that eGovernment is more academically widespread in Denmark than in Germany. However, one cannot rule out the possibility that the Danish portal's algorithms or supply of relevant materials are better or at least different structured than the German and that this could have an influence on the search results. Yet, as such the quantitative results do not say anything about the content or context of the definitions of eGovernment. Only that eGovernment has experienced an increasing interest since the beginning of the 21st century. Therefore, the quantitative results will be complemented by qualitative research on the development of definitions. The almost explosive tendency in papers concerning eGovernment since 2000 shows that only a modest part of the many definitions can be investigated. Hence, it cannot be prevented that other interpretations of the field can be found. In this case – like in all others – one has to make choices in academia too, and this chapter is aiming at situating the definitions of eGovernment between a narrow and a broad interpretation.

The Narrow Definitions

The over 2000 times well-cited paper from 2001 “Developing fully functional E-government: A four stage model” by Karen Layne and Jungwoo Lee proposes a four-stage model of eGovernment. In the journal *Government Information Quarterly*, they state that “e-government is an evolutionary phenomenon and therefore e-government initiatives should be

accordingly derived and implemented.”¹⁸⁴ In this alleged evolution, the two first stages are in this thesis considered as narrow definitions since Layne and Lee write that: “In stage one of cataloguing, initial efforts of state governments are focused on establishing an on-line presence for the government”¹⁸⁵ while “In the second stage, e-government initiatives will focus on connecting the internal government system to on-line interfaces and allowing citizens to transact with government electronically.”¹⁸⁶ Online presence is here just a tool for connecting with citizens and furthermore only citizens are mentioned and not actors in the private sector. Juan Ignacio Criado and María del Carmen Ramilo also define eGovernment narrowly in a Spanish context in 2003, arguing that it is:

“(…) the different ways in which governments and public managers contact and interact with their citizens through their Web sites, but also other Internet uses (e-mail or IRC), and different tools, like video conferencing, touchtone data entry, CD-ROM, private intranets, or satellites and antennas.”¹⁸⁷

Other academic definitions originate from the practitioners’ field such as Ibrahim Akman et al. who in a published paper from 2005 make use of a definition of eGovernment from a conference paper. The paper presents the European Cities Platform for Online Transaction Services (EURO-CITI) which is project is supported by the EU Commission.¹⁸⁸ Insisting on a global perspective Akman et al. posit that: “E-gov is defined as the use of technology, particularly the Internet, as a means to deliver services to citizens, businesses, and other entities.”¹⁸⁹

¹⁸⁴ Layne, Karen and Jungwoo Lee. “Developing fully functional E-government: A four stage model.” *Government Information Quarterly*, vol. 18 (2001): 123.

¹⁸⁵ Ibid.: 124.

¹⁸⁶ Ibid.: 125.

¹⁸⁷ Criado, Juan Ignacio and María del Carmen Ramilo. “E-government in practice: An analysis of Web site orientation to the citizens in Spanish municipalities.” *The International Journal of Public Sector Management*, vol. 16, no. 3 (2003): 193.

¹⁸⁸ Tambouris, Efthimios, Stelios Gorilas and Elias Spanos. “European cities platform for online transaction services: The EURO-CITI Project” *e-Everything: e-Commerce, e-Government, e-Household, e-Democracy*. 14th Bled Electronic Commerce Conference Bled, Slovenia. (June 25 - 26, 2001): 198-214.

¹⁸⁹ Akman, Ibrahim, et al. “E-Government: A global view and an empirical evaluation of some attributes of citizens.” *Government Information Quarterly*, vol. 22 (2005): 240.

From a Chinese perspective Gajendra Sharma, Xi Bao and Wang Qian in 2012 state that “E-government provides the convenience and availability of government services and information to public” and that “e-government usually refers to the use of IT, ICTs and other web-based communication technologies to improve and develop efficiency and effectiveness of service delivery in the public sector”¹⁹⁰ Even though these examples consider eGovernment a tool, many definitions find themselves somewhere at a continuum between a narrow and a broad definition of eGovernment.

The Broad Definitions

Besides two narrow stages of eGovernment, Layne and Lee’s four stage model from 2001 also contain two broader definitions, namely stage three and four. About the third stage they write that:

“the focus is now moving toward transformation of government services, rather than automating and digitizing existing processes. Making government electronic is not simply a matter of putting existing government services on the Internet. What should and will be happening are permanent “vertical” changes in the government processes themselves and possibly the concept of government itself.”¹⁹¹

In this case, they claim that the narrow and the broad definitions of eGovernment together represent a transformation of the concept over time moving from digitising existing processes and towards changes in the government service itself. In their opinion stage four also differs from stage three by moving from vertical to horizontal transformations: “The full potential of information technology, from the citizen’s perspective, can only be achieved by horizontally integrating government services across different functional walls (or “silos”).”¹⁹²

¹⁹⁰ Sharma, Gajendra, Xi Bao and Wang Qian. “Public Attitude, Service Delivery and Bureaucratic Reform in e-Government: A Conceptual Framework.” *Information Technology Journal*, vol. 11 (2012): 1544.

¹⁹¹ Layne and Lee (2001): 129-130.

¹⁹² Ibid.: 132.

Same year Rachel Silcock defined eGovernment as a new integrated mode of service and partnership:

“(...) use of technology to enhance the access to and delivery of government services to benefit citizens, business partners and employees. It has the power to create a new mode of public service where all public organisations deliver a modernised, integrated and seamless service for their citizens. The relationship is no longer just a one-way 'us-versus-them' proposition; rather, it is about building a partnership between governments and citizens.”¹⁹³

In line with Layne and Lee's, she claims that eGovernment is no longer a one-way-street. Another commonly referred to and broad definition of eGovernment is proposed by Zhiyuan Fang in 2002, who claimed that eGovernment has a democratic advantage as well:

“E-government is defined as a way for governments to use the most innovative information and communication technologies, particularly web-based Internet applications, to provide citizens and businesses with more convenient access to government information and services, to improve the quality of the services and to provide greater opportunities to participate in democratic institutions and processes.”¹⁹⁴

Providing greater opportunities for participating in democratic processes points towards a broader and more participatory understanding of eGovernment. Yet, Fang's definition also consists of one-way communicative undertakings such as improving existing services. In 2007, Victor Bekkers and Vincent Homburg from the Faculty of Social Sciences, Public Administration, Erasmus University Rotterdam wrote that they define eGovernment as:

“(...) public organizations' use of modern ICTs, especially Internet and Web technology, to support or redefine the existing and/or future (information,

¹⁹³ Silcock, Rachel. “What is e-Government?” *Parliamentary Affairs*, vol. 54 (2001): 88.

¹⁹⁴ Fang, Zhiyuan. “E-Government in Digital Era: Concept, Practice, and Development.” *International Journal of the Computer, the Internet and Management*, vol. 10, no. 2 (2002): 1.

communication and transaction) relations with stakeholders in their internal and external environment.”¹⁹⁵

Here it is the redefinition that makes this definition broad. Instead of ‘redefinition’ Omar E.M. Khalil professor of Information Systems at Kuwait University in 2011 called this transition ‘renewing,’ stating that:

“e-Government can be viewed as a government's efforts to provide constituencies – citizens, business, and public administration – with the information and services they need using a range of information and communication technologies including the internet. e-Government plays a significant role not only in improving services to customers, developing businesses, the economy, and society, but also in renewing the role of government itself.”¹⁹⁶

This examination reveals that eGovernment is not a fixed concept and one can find competing narrow and broad definitions of eGovernment over time. The narrow definitions largely regard eGovernment as instruments or tools while the broader definitions focus on the societal and/or organisational transformations as a consequence of eGovernment. Having situated eGovernment between a narrow and a broad definition, the next step is to take a closer look at Danish and German scholars’ view on national eGovernment as the foundation for the analysis.

Danish and German Approaches in an International Light

While most governments today have some kind of eGovernment strategies, Nordic countries rank as global leaders.¹⁹⁷ Among the Nordic countries, Denmark is regarded a pioneer when it

¹⁹⁵ Bekkers, Victor and Vincent Homburg. “The Myths of E-Government: Looking Beyond the Assumptions of a New and Better Government.” *The Information Society*, vol. 23 (2007): 374.

¹⁹⁶ Khalil, Omar E.M. “e-Government readiness: Does national culture matter?” *Government Information Quarterly*, vol. 28 (2011): 389.

¹⁹⁷ Joseph, Shaji and Anders Avdic. “Where do the Nordic Nations’ Strategies Take e-Government?” *The Electronic Journal of e-Government*, vol. 14, no. 1 (2016): 3.

comes to eGovernment development.¹⁹⁸ This is not the case for Germany. The imbalance between Danish and German approaches is the starting point for the following analysis. Before proceeding to the analysis a few opening remarks on Danish and German eGovernment will be mentioned. Transnational eGovernment policies also play an important role for the development of national eGovernment strategies, e.g. in 2010 when the European Commission launched ‘Strategy Europe 2020’ as a response to the economic crisis in order to present economic solutions for its member states.¹⁹⁹ Therefore, the transnational approach is a vital part of the following analysis.

In a Danish scholarly context, there is a general consensus about the history of IT which eGovernment is a part of. The associate professor Birgit Jæger and assistant professor Karl Löfgren at the Department of Society and Globalisation at Roskilde University have written one of the few contributions on Danish eGovernment strategies in a historical perspective. Their article gives an overview of the principles behind Danish eGovernment strategies from 1994 and to 2010.²⁰⁰ Their aim is to demonstrate that there have been some changes in the Danish eGovernment strategy despite a rather stable regime.²⁰¹ They divide Danish eGovernment strategies into two phases where the first period runs from 1994-2000 and the second from 2001-2010.²⁰² They conclude that “the way e-government has been governed has changed significantly.”²⁰³ One reason for this shift in eGovernment strategy is found in the change of government. Denmark went from a centre-left to a conservative-liberal government in 2001.²⁰⁴ A major finding in this regard is that Danish eGovernment strategies shifted from a broad and open citizen-oriented democratic vision and to a business-like strategy with public expenditure as main driver for development.²⁰⁵ This shift from situating eGovernment in a loose network-based framework and to a rather administrative and well-

¹⁹⁸ Ibid.: 9.

¹⁹⁹ Ibid.: 3.

²⁰⁰ Jæger, Birgit and Karl Löfgren. “The History of the Future: Changes in Danish E-Government strategies 1994-2010.”

Paper for Study Group I: Electronic Government. 32nd EGPA Annual Conference, Toulouse (8-10 September, 2010): 1.

²⁰¹ Ibid.: P.3.

²⁰² Ibid.: 8, 15.

²⁰³ Ibid.: 24.

²⁰⁴ Ibid.: 7, 15.

²⁰⁵ Ibid.: 25.

steered field has made eGovernment apolitical in a Danish context.²⁰⁶ Moreover, the increasing ministerial control with eGovernment in Denmark has replaced network-based governance with hierarchical government structures where the Ministry of Finance and its agency *Digitaliseringsstyrelsen* (Agency for Digitisation) plays a central role since the agency publishes the concrete strategies.²⁰⁷ However, while Jæger and Löfgren's analysis start in 1994, this thesis defines 2001 as the starting point for the first active digitisation strategy in Denmark. This discrepancy will interfere the outcome of the analysis due to a different periodisation.

Despite the change in strategy, Sune Johansson, former assistant professor at Roskilde University and today manager of Citizens' Services and Digitization in a Danish municipality claims that Danish IT policy is the history of convergence where different policy areas merge into one policy. According to Johansson, Danish IT policy is split up into two conceptual fields that serves as background for policy discussions. These are optimisation/efficiency and enhancing democracy.²⁰⁸ The efficiency agenda is connected to the modernisation of the public sector in Denmark "where NPM reforms have taken a firm hold."²⁰⁹ In Johansson's opinion there are two main currents in Danish IT history: The consensus between different actors and the influence on Danish eGovernment from abroad.²¹⁰ However, the convergence between the different policy fields has happened faster and smoother than the convergence between the actual technologies that the policies describe.²¹¹ The policy convergence and the lack of technological convergence have in a Danish context led to huge public eGovernment scandals such as the labour market's new database Amanda that started in 1996 and by 2000 had gone far over budget and was being delayed as well. Amanda caused a lot of media attention and was the starting signal for increasing attention on later public IT projects.²¹²

²⁰⁶ Ibid.

²⁰⁷ Ibid.: 24-25.

²⁰⁸ Johansson, Sune. "Dansk IT-politisk historie," in: Hoff, Jens (ed.), *Danmark som informationssamfund* (2004). Aarhus: Aarhus Universitetsforlag: 140-141.

²⁰⁹ Greve, Carsten. "Public management reform in Denmark." *Public Management Review*, vol. 8, no. 1 (2006): 161.

²¹⁰ Johansson (2004): 168.

²¹¹ Ibid.: 169.

²¹² Ibid.: 163.

One of the leading German journals on the development of the public sector is *Verwaltung und Management* that covers both practitioners and scholarly contributions. In their 5th journal from 2006 the topic is eGovernment as an academic field. In the editorial, it is written that the intensification of the discussion about “Electronic Government” happened about five years ago,²¹³ which is similar to when the Danish scholars Jæger and Löfgren identified a shift in the Danish eGovernment strategy. But according to Dr. Martin Wind, Institut für Informationsmanagement in Bremen, the eGovernment boom has not succeeded in becoming an independent academic field:²¹⁴

“Eine fundierte Auseinandersetzung mit zentralen Forschungsfragen und den Methoden zu ihrer Bearbeitung hat bis heute kaum stattgefunden. Dies nachzuholen ist Voraussetzung, um dem Forschungsfeld E-Government als Bestandteil einer breiter angelegten Disziplin Public Management einen Platz im akademischen System zu verschaffen.”²¹⁵

Therefore, Wind calls eGovernment “Forschung ohne Fundament.”²¹⁶ In line with this is Dr. Tino Schuppan, co-director of the Institute for Electronic Government at University of Potsdam who urges for an inter- and transdisciplinary approach to eGovernment because the research both needs IT skills and knowledge about state and administration.²¹⁷ However, there are still valuable eGovernment contributions to academia in Germany, for instance, in the same journal where Olaf Winkel professor of Public Management at Berlin School of Economics and Law writes that while the Kohl government made a modest contribution, the Schröder government made the digital information society to one of its main themes. In December 1999, the Schröder government launched the initiative *Moderner Staat – Moderne*

²¹³ Schuppan, Tino and Martin Wind. “Verehrte Leserinnen und Leser!” (Editorial). *Verwaltung & Management*, vol. 12, no. 5 (2006): 253.

²¹⁴ Wind, Martin. “Forschung ohne Fundament: E-Government-Forschung zwischen akademischen Traditionen und neuen Formen der Wissensproduktion.” *Verwaltung & Management*, vol. 12, no. 5 (2006): 254.

²¹⁵ Ibid.: 261.

²¹⁶ Ibid.: 254-261.

²¹⁷ Schuppan, Tino. “E-Government als verwaltungswissenschaftliches Forschungsthema!?” *Verwaltung & Management*, vol. 12, no. 5 (2006): 267.

Verwaltung and in September 2000 they launched *Bund Online 2005*.²¹⁸ The purpose of *Bund Online 2005* was to get all federal public services that were capable online.²¹⁹ However, professor Simone Fühles-Ubach at the Technical University of Cologne points out that the centre of *Bund Online 2005* is largely administrative and that participative aspects are missing. Therefore, she categorises *Bund Online 2005* as *e-Administration* together with www.staat-modern.de and www.deutschland-online.de and she defines www.mitmischen.de and www.bundestag.de/web-tv as *e-Parlament*.²²⁰ These other hybrids of eGovernment, *e-Administration* and *e-Parlament* has not been found in the Danish literature. Fühles-Ubach's aim is to compare German eGovernment with eGovernment in the UK. In a normative way, she states that eGovernment should not be reduced to only administrative and optimisation matters but also contain participation which is most successful at a local level:

“(...) dass in Deutschland der Bereich e-Government oft noch zu stark an der Vorgangsoptimierung der Verwaltung orientiert ist, obwohl der Begriff auch Elemente der e-Demokratie enthält. e-Government ist der zentrale Aspekt des gesamten »e«-Umfeldes. Er darf nicht auf elektronische Verwaltung reduziert werden, sondern muss die Chancen der e-Demokratie integrieren. Partizipation wird in Deutschland überwiegend auf kommunaler, noch nicht jedoch auf nationaler Ebene wahrgenommen.”²²¹

In this respect, the focus on the optimisation agenda is similar to the Danish eGovernmental agenda.

The Battle on Definitions

Defining eGovernment is an ongoing battle between various academic fields and there exists no single understanding or common definition of eGovernment in academia in time or over time. While the boom in defining the concept took off at the beginning of the 21st century,

²¹⁸ Winkel, Olaf. “E-Government in Deutschland: Stand und Perspektiven in der Diskussion.” *Verwaltung & Management*, vol. 12, no. 5 (2006): 270.

²¹⁹ Ibid.: 272.

²²⁰ Fühles-Ubach, Simone. “e-Demokratie im Umfeld des e-Government: Überblick der Entwicklungen in Deutschland und im Vereinigten Königreich.” *Verwaltung & Management*, vol. 11, no. 2 (2005): 78.

²²¹ Ibid.: 79.

there has in general been two competing understandings of eGovernment in academia: a narrow and a broad definition. The narrow definitions regard eGovernment as a tool for enhancing public services while broad definitions in general claim that eGovernment represents a transformation, redefinition or renewing of the role of government itself. Both Layne and Lee and Silcock indicate that there has happened a shift over time in eGovernment; from mainly improving existing service and towards transformations of governments. This is a claim that will be tested in the following analysis when situating Danish and German eGovernmental strategies between narrow and broad understandings in time and over time. It should also be noted that eGovernment is connected to many fields, such as economy, security, democracy etc. One particular detail should be mentioned here: While Fühles-Ubach in this chapter has critiqued democracy for not being part of the German strategies, the Danish scholar Johansson has claimed that enhancing democracy is part of the Danish IT policy agenda. This indicates that the cross-border understanding of eGovernment differs. Finally, both Danish and German governments are part of the globalised and network-based contemporary society that in many ways has intensified the diffusion of ideas, also when it comes to eGovernment strategies. The following analysis will reveal how the strategies interact with each other and the surrounding transnational level of international organisations, in this case the EU. Despite the related concept of eGovernance, the use of the concept of eGovernment is predominant in this thesis. This is the case since broad definitions on eGovernment – as shown – contain a focus on stakeholders or actors as well. Because ‘eGovernment’ is the most used definition among the Danish and German practitioners in the following analysis, this thesis makes use of it in order not to cause unnecessary confusion. At the same time, it is acknowledged that the debate between eGovernance versus eGovernment can turn out to be of high relevance, in times to come.

Analysis

2001 has been chosen as starting point for the analysis because Denmark and Germany broke new ground when both countries published their first extensive strategies on making the whole public sector digital. The investigated period ends in 2016 because the latest Danish and German digital strategies were published at this point in history. The selected time frame leaves out the time before and after this 15-year period but since eGovernment strategies are

of interest here, this is argued to be a well-defined time span. Strategy is in this thesis understood as a plan, a programme, a direction or a method to obtain certain goals in the future. A report on results is not regarded a strategy and therefore not included. In general, eGovernment strategies must contain visions or intentions that have not been achieved yet. 2001 almost marks the entrance to the 21st century – and in this case, also a new millennium – but that does not equal societal and political change per se. Yet, in the light of the previous chapter on state of the art, the end of the 20th and the beginning of the 21st century mark an era of societal change. In the public sectors as well as in the rest of the Western societies, the internet has paved the way for a societal network-based infrastructure where digital connections and services have replaced traditional offline communication between the public sector, citizens, and the private sector. With reference to the methodological framework, this change could indicate a new *Sattelzeit* but, as already mentioned, this will not be examined since it could result in answering other questions than raised in this thesis. Nevertheless, that some kind of change happened at the entrance to the 21st century is steadily being confirmed by the growing amount of literature on globalisation within history and other academic fields. That is the reason why investigating a concept like eGovernment is interesting. Yet, before moving to the analysis, an overview of eGovernment strategies from Denmark and Germany between 2001-2016 will be listed. One should note that the German list is a bit longer than the Danish, but it cannot be ruled out that the lists are not completely exhaustive. Two German digital strategies have been included (N and P at the list below), even though they cover general digitisation of society and not just eGovernment. This has been chosen since they are published by public actors and still contain eGovernment perspectives, even though they label themselves *Digitale Agenda* or *Digitale Strategie* instead of eGovernment. In total, it is assessed that these seven Danish and nine German strategies are the most prominent eGovernment strategies since later strategies often build on earlier strategies and that they label themselves eGovernment strategies, inspirations, agendas, visions, etc. Hence, the Danish and German strategies from 2016 are the starting point for identifying earlier strategies and in this way tracing the history backwards. It should also be mentioned that only eGovernment strategies on a national governmental level have been identified. This especially applies for Germany where public digital strategies on *Länder* level have been excluded for the sake of a meaningful comparable analysis of Danish and German eGovernment strategies against the backdrop of a transnational context. After the overview of Danish and German

strategies, the expressions *digitalisering* (*digitisation*) in Danish and *Digitalisierung* in German are the examined terms applied for understanding eGovernment in **appendix 1** and **5**. This is conducted in order to investigate the same expression when comparing the two countries' approaches where "digitisation" is regarded a concept that gets closest to cover the understanding of eGovernment in both countries.

Overview of Danish eGovernment Strategies

- **A) Strategy: 2001, June:** "IT, internettet og den offentlige sektor" ("IT, the internet and the public sector"), Finansministeriet (Ministry of Finance)
- **B) Strategy: 2002, January:** "På vej mod den digitale forvaltning – vision og strategi for den offentlige sektor" ("Towards digital administration - vision and strategy for the public sector"), Projekt Digital Forvaltning, Den Digitale Taskforce, Finansministeriet (Project eGovernment, The Digital Taskforce, Ministry of Finance)
- **C) Strategy: 2002, May:** "Digitalisering og effektivisering i staten" ("Digitisation and streamlining of the state"), Finansministeriet (Ministry of Finance)
- **D) Strategy: 2004, February:** "Strategi for digital forvaltning 2004-06" ("Strategy for digital administration 2004-06"), Projekt Digital Forvaltning, Den Digitale Taskforce, Finansministeriet (Project eGovernment, The Digital Taskforce, Ministry of Finance)
- **E) Strategy: 2007, June:** "STRATEGI FOR DIGITALISERING AF DEN OFFENTLIGE SEKTOR 2007-2010 MOD BEDRE DIGITAL SERVICE, ØGET EFFEKTIVISERING OG STÆRKERE SAMARBEJDE" ("STRATEGY FOR DIGITISATION OF THE PUBLIC SECTOR 2007-2010: TOWARDS BETTER DIGITAL SERVICE, INCREASED EFFICIENCY AND STRONGER COOPERATION"), Den Digitale Taskforce, Finansministeriet (The Digital Taskforce, Ministry of Finance)

- **F) Strategy: 2011, August:** “DEN DIGITALE VEJ TIL FREMTIDENS VELFÆRD: DEN FÆLLESOFFENTLIGE DIGITALISERINGSSTRATEGI 2011-2015” (“THE DIGITAL PATH TO FUTURE WELFARE: THE JOINT PUBLIC DIGITISATION STRATEGY 2011-2015”), Økonomistyrelsen, Finansministeriet (Agency for Financial Management and Administrative Affairs, Ministry of Finance)
- **G) Strategy: 2016, May:** “ET STÆRKERE OG MERE TRYGT DIGITALT SAMFUND: Den fællesoffentlige digitaliseringsstrategi 2016-2020” (“A STRONGER AND MORE SECURE DIGITAL DENMARK: The Joint Public Digitisation Strategy 2016-2020”), Digitaliseringsstyrelsen, Finansministeriet (Agency for Digitisation, Ministry of Finance)

Overview of German eGovernment Strategies

- **H) Strategy: 2001, November:** “BundOnline 2005: Umsetzungsplan für die eGovernment-Initiative”, Otto Schily, Bundesminister des Innern, Bundesministerium des Innern
- **I) Strategy: 2006, November:** “Zukunftsorientierte Verwaltung durch Innovationen – Regierungsprogramm”, Referat Verwaltungsmodernisierung, Verwaltungsorganisation, Bundesministerium des Innern
- **J) Strategy: 2006, November:** “E-Government 2.0 - Das Programm des Bundes”, IT-Stab, Bundesministerium des Innern
- **K) Strategy: 2010, September:** “Regierungsprogramm: Vernetzte und transparente Verwaltung”, die Bundesregierung
- **L) Strategy: 2010, September:** “Nationale E-Government-Strategie”, IT Planungsrat (steering committee of federal and state governments in Germany)

- **M) Strategy: 2010, November:** Innovationspolitik, Informationsgesellschaft, Telekommunikation: IKT-Strategie der Bundesregierung „Deutschland Digital 2015“, Bundesministerium für Wirtschaft und Technologie
- **N) Strategy: 2014, August:** “Digitale Agenda 2014 – 2017”, Bundesministerium für Wirtschaft und Energie, Bundesministerium des Innern und Bundesministerium für Verkehr und digitale Infrastruktur
- **O) Strategy: 2015, October:** “Nationale E-Government-Strategie: Fortschreibung 2015”, IT Planungsrat
- **P) Strategy: 2016, March:** “Digitale Strategie 2015”, Bundesministerium für Wirtschaft und Energie

Analysis of eGovernment in a Danish Context

When referring to a strategy in the footnotes, there will be referred to the letters above since the lists answer the questions of when, what, and by whom. The lists provide a diachronic overview to the development of Danish and German eGovernment strategies. In the Danish case, it shows that seven eGovernment strategies were published between 2001-2016.²²² The publishing speed was fastest at the beginning of the 21st century and has decreased in the following years. This development coincides with the boom in articles about *digital forvaltning* and *offentlig digitalisering* or eGovernment at *Bibliotek.dk* that was documented in the previous chapter. It indicates a synchronicity or connection between academia and practitioners of eGovernment but one has to look synchronic at the concept as well, in order to go beyond the numbers. In the titles of the strategies, eGovernment has been through a transition from being labelled digital administration (*digital forvaltning*) in January 2002 and February 2004 and towards being described as joint public digitisation (*fællesoffentlig digitalisering*) in August 2011 and May 2016. Hence, the expressions digital administration

²²² The strategy from May 2002 is not included in the list of official Danish eGovernment strategies published by the Agency of Digitisation. Yet, it is included in this thesis since it is understood as a strategy according to the definition of eGovernment strategies in the beginning of this chapter. F) Strategy: 2011, August: 8.

(*digital forvaltning*), public digitisation (*offentlig digitalisering*), and joint public digitisation (*fællesoffentlig digitalisering*) are the Danish synonyms of eGovernment. Yet, this section tries to go beyond these titles and synonyms in order to examine the meanings and understandings of Danish eGovernment against the backdrop of conceptual history and the theories on narrow vs. broad understandings of eGovernment.

The Quantitative Frequency Analysis of Danish eGovernment

1) All words and expressions that define the concept (*pragmatisches Beziehungsfeld*)

This is conducted by searching for “*digitalisering*” in the seven Danish strategies. The findings are labelled Danish versions of eGovernment. If an expression appears in a title, heading, statistic, or in the table of content it is not included in this list and it does not count as a mention. It needs to be part of a whole sentence. See **appendix 1** for the list of all words and expressions that define the concept of eGovernment in the Danish strategies. Making use of **appendix 1**, the following list is created. It shows the total mentions of Danish versions of eGovernment in each strategy and each strategy’s most used expression(s) (the top scorers):

A) Strategy: 2001, June

In total: 9 mentions of Danish versions of eGovernment.

Top scorers (2 mentions each): “Digitisation of the administration” and “digitisation of the public sector.”

B) Strategy: 2002, January

In total: 6 mentions of Danish versions of eGovernment.

Top scorer (3 mentions): “The digitisation of the public sector.”

C) Strategy: 2002, May

In total: 5 mentions of Danish versions of eGovernment.

Top scorer (2 mentions): “Digitisation of working procedures.”

D) Strategy: 2004, February

In total: 3 mentions of Danish versions of eGovernment.

Top scorer (2 mentions): “The digitisation of the public sector”

E) Strategy: 2007, June

In total: 4 mentions of Danish versions of eGovernment.

Top scorer (2 mentions): “Digitisation of the public sector.”

F) Strategy: 2011, August

In total: 5 mentions of Danish versions of eGovernment.

Top scorer (3 mentions): “The digitisation of the public sector.”

G) Strategy: 2016, May

In total: 3 mentions of Danish versions of eGovernment.

Top scorers (1 mention each): “Digitisation of Danish business community,” “The digitisation of the public sector,” and “The digitisation of the public service.”

“The digitisation of the public sector” is the overall top scorer with 10 mentions in total. That makes the expression the most prominent way of defining and describing the concept of eGovernment – or *digital forvaltning* and *offentlig digitalisering* – in a Danish context. The expression “The digitisation of the public sector” indicates that digitisation is largely an internal matter that primarily covers the public sector in Denmark – and no other parts of society such as civil society or the private sector. This coincides with the narrow understanding of eGovernment defined in the previous chapter on state of the art.

2) All connected words that give the concept substance (*syntagmatisches Beziehungsfeld*)

Connected words are understood as whole sentences in which the definitions of the concept appear. Only the annual top scorers from each year in 1) *pragmatisches Beziehungsfeld* are being listed in **appendix 2** at a maximum of three expressions from each annual top scorer. Choosing the annual top scorers secures both a structured overview and a certain degree of diversity to the understanding and meaning of

eGovernment. Key words for substantiating and categorising the understandings of eGovernment are marked with bold in **appendix 2**.

When investigating whole sentences in which the annual top scorers appear in **appendix 2**, eGovernment is generally regarded a narrow concept, too. In total, there are 10 narrow, 6 broad and 4 neutral understandings of eGovernment within the Danish strategies.²²³ This total amount covers a temporal trend going from a rather narrow to a broader understanding of eGovernment. Narrow examples are, for example: “Digitisation of the public sector also provides the opportunity to better examine the processes across the governmental sector” from June 2001 or “Thus, this publication is based on the current stage of development for the practical application of e-forms and EDM systems (...)”²²⁴ Yet, from 2007 onwards the focus shifts towards a broader understanding of eGovernment including “trust,” help to the private sector via public digitisation or “tangible value” of public service.²²⁵ This shows that the meaning of the concept eGovernment in a Danish context has started to transform around 2007. In other words, a travel of the concept’s meaning has begun. However, it does not mean that eGovernment is a complete broad concept yet – or that it will ever become an entirely broad concept in a Danish context. Instead it indicates a movement where eGovernment has shifted from mainly being a narrow concept to both having an inherent narrow and broad meaning. In this way, the *syntagmatisches Beziehungsfeld* elaborates on the findings in the *syntagmatisches Beziehungsfeld* and it adds a clearer picture to the travel of this specific concept. In this connection, it should be noted that 2007-2008 represents the beginning of the global financial crisis as well. However, this thesis will not postulate a connection between the crisis and a change in the Danish eGovernment strategies – it only states the coincidence. Yet, there is no doubt that this overlap in time could be a new potential topic of interest.

3) The systematic counter-concepts (*funktionale Antonyme*)

²²³ Appendix 2: Distribution.

²²⁴ Appendix 2: A) Strategy: 2001, June and C) Strategy: 2002, May.

²²⁵ Appendix 2: E) Strategy: 2007, June, F) Strategy: 2011, August, and G) Strategy: 2016, May.

Systematic counter-concepts are words, concepts or expressions that stand in opposition to the concept of eGovernment. The counter-concepts need to appear as part of a sentence to be included. See **appendix 3**.

As **appendix 3** reveals, “old” only appears as counter-concept in the first strategy from June 2001, whereas “paper,” “manual,” “routine,” and “traditional” are the most used counter-concepts of eGovernment in the Danish strategies in general. “Paper” is the overall top scorer with 58 mentions, “Manual” is mentioned 44 times, “routine” 25 times, and “traditional” 24 times in total. The numbers cover a transition from making use of numerous counter-concepts in the strategies until May 2002 and to a decrease in the use of counter-concepts from February 2004 and onwards. This could indicate that eGovernment already from the May 2002 strategy and onwards is taken for granted as an independent and implicit concept compared to the time before that strategy. “Manual,” “routine,” and “traditional” are also relatively harmless and neutral counter-concepts that describe the temporal development from earlier forms of society and until today. According to Dictionary.com “manual” is defined as “done, operated, worked, etc., by the hand or hands rather than by an electrical or electronic device.”²²⁶ In this way, eGovernment as a concept stands in opposition to a former world order, but not only that, the counter-concepts make eGovernment equate progress. In this way, the resistance to the concept is being eliminated by a seemingly apolitical presentation of both the concept and its counter-concepts. Therefore, the need for explaining what eGovernment is, has decreased relatively quickly in Denmark from 2004 and onwards. Furthermore, “paper” belongs to a tangible category of counter-concepts which visualises the opposition to eGovernment through the use of paper forms. Hence, paper embodies an earlier form of Danish administration that most people still can relate to.

4) The historical embodiment of a concept

²²⁶ “manual.” *Dictionary.com*. Website visited the 4th of January 2017: <http://www.dictionary.com/browse/manual>

Here the understandings and meanings of eGovernment in the Danish strategies are situated in a societal and political context.

The reasons for eGovernment shall often be found in the introductory chapters of the strategies where it is specified why a certain policy is vital. In the first strategy from 2001, the Ministry of Finance stated several reasons and lays out why eGovernment is important in a Danish context. It was written that there is “a legitimate expectation of very significant efficiency gains and budgetary improvement opportunities associated with the transition to eGovernment.” (“en berettiget forventning om meget betydelige effektiviseringsgevinster og budgetforbedringsmuligheder i forbindelse med omlægningen til digital forvaltning.”).²²⁷ The need for efficiency gains is caused by economic challenges where the demography does not contribute to more people engaged in active employment²²⁸ while at the same time there is an increasing demand for quality in the public service.²²⁹ So while the economy goes down, peoples’ expectations to the public sector go up. Despite citizens’ demands for improved services, it was stated in the strategy that “The profound changes and opportunities to free resources by using the internet is first and foremost internal organizational.” (De gennemgribende forandringer og muligheder for at frigøre ressourcer ved brug af internettet er således i første række internt organisatoriske).²³⁰ One often mentioned key word is in this regard “to automatize” processes.²³¹ This indicates that the public sector itself was the primary target for change in 2001. It corresponds well with the top scorer in section 1: “the digitisation of the public sector” and eGovernment as a narrow concept in section 2 of this chapter. Hence, eGovernment was merely a tool in 2001. Also, there did not exist a general overview of what IT and the internet meant for the public sector²³² – other than the hope for efficiency gains such as a concrete idea about closing down regional offices.²³³ Despite its narrow approach, the 2001-

²²⁷ A) Strategy: 2001, June: 5.

²²⁸ Ibid.: 7.

²²⁹ Ibid.: 8.

²³⁰ Ibid.: 10.

²³¹ Ibid.: 23.

²³² Ibid.: 57.

²³³ Ibid.: 75.

strategy also looks to other Western countries (Great Britain, Australia, Canada, Finland, Holland, and Sweden – but not Germany) for inspiration. While the strategy stated that there cannot be pointed to any other country where the development is so advanced as in Denmark,²³⁴ the process was also described to be steered by “fiery souls” (“ildsjæle”),²³⁵ which indicates that eGovernment was a narrow concept steered by the few.

The second strategy from January 2002 was written by The Digital Taskforce (*Den Digitale Taskforce*). It was a unit under the Ministry of Finance that referred to a board consisting of permanent secretaries from a variety of ministries, counties, and municipalities. In this strategy, the network society, an increasingly globalised world, and Denmark’s competitive position were being mentioned for the first time.²³⁶ The network society as a term was trending in academia at this point, partly due to Castells’ seminal work from 1996 and transcended Danish eGovernment policy, too. It situated the Danish eGovernment strategy in comparative relations to the rest of the world where winning the eGovernment race meant improving one’s position globally. The internal demographic changes were mentioned as well,²³⁷ while “trust” was referred to for the first time as crucial for citizens’ support of the public digital transformation.²³⁸ In fact, secure eGovernment got its own section for the first time, stressing its relevance in connection to eGovernment strategy.²³⁹ Despite the first links to globalisation, the strategy from January 2002 was called “Towards digital administration - vision and strategy for the public sector.” ‘Digital administration’ is the key concept, emphasising that eGovernment was – despite the outlook – still largely understood in narrow terms or as internal affairs, but including first signs of an awareness of certain global – economic – aspects, that again referred back to the Ministry of Finance.

In the third strategy from the Ministry of Finance in May 2002, it was explicitly stated that “(...) it is the efficiency aspect that this publication primarily focuses on

²³⁴ Ibid.: 53.

²³⁵ Ibid.: 57.

²³⁶ B) Strategy: 2002, January: 4.

²³⁷ Ibid.

²³⁸ Ibid.: 4, 17.

²³⁹ Ibid.: 16ff.

and seeks to make more specific.” (“Det er (...) effektiviseringsaspektet, som denne publikation først og fremmest fokuserer på og søger at konkretisere”).²⁴⁰ Also the name of the publication “Digitisation and streamlining of the state” shows that digitisation equalled efficiency goals within the public sector itself. While the strategy from January 2002 partly was reaching out globally, the strategy from May 2002 went into detail internally with especially EDM systems (Electronic Document Management systems). EDM systems were only mentioned three times each in the two previous strategies, whereas the systems were mentioned 135 times in the body text (excluding the figures) in May 2002. Secondary gains from EDM systems were assessed to be the elimination of physical archives for other purposes²⁴¹ which is also an internal gain. This internal view was backed up by the statement that “The introduction of EDM systems - is popularly said “80 percent organizational development and 20 percent technology”.” (“indførelse af ESDH-systemer – er populært sagt ”80 pct. organisationsudvikling og 20 pct. teknologi.”)²⁴² This reveals that eGovernment was still largely a narrow concept in the strategy from May 2002. It is only in the appendix to this strategy that it clearly appears why this strategy was important in external or societal and political terms: “The initiative will support the policy goals of better and more efficient services to citizens and businesses. Combined with expenditure pressures, among other things arising out of demographic changes, there is a need to move public resources from administrative tasks to service functions.” (“Initiativet skal understøtte de politiske mål om en bedre og mere effektiv betjening af borgere og virksomheder. Sammenholdt med et udgiftspres, der blandt andet udspringer af den demografiske udvikling, er der behov for at flytte offentlige ressourcer fra de administrative opgaver til servicefunktioner”).²⁴³ The aim was to replace administrative matters with service for citizens and businesses which points in a somewhat broader direction.

²⁴⁰ C) Strategy: 2002, May: 5.

²⁴¹ Ibid.: 16.

²⁴² Ibid.: 33.

²⁴³ Ibid.: 55.

The strategy from February 2004 was also written by The Digital Taskforce and claimed to be built on previous strategies.²⁴⁴ Globalisation was not part of the strategy's societal and political context anymore. It was replaced by "increasing internationalisation" ("stigende internationalisering") or "increased international competitiveness" ("øget international konkurrenceevne") as one out of five reasons for an eGovernment strategy.²⁴⁵ The four others were "more elderly people and fewer of working age" ("flere ældre og færre i den erhvervsaktive alder,") "limited resources" ("begrænsede ressourcer,") "increased expectations from citizens and businesses" ("øgede forventninger fra borgere og virksomheder,") and "demand for transparency and rapid response" ("krav om åbenhed og hurtig respons").²⁴⁶ In short, the demographic changes and peoples' increased expectations were the main reasons for eGovernment in this strategy. The continued focus on economic advantages of eGovernment is interesting, especially since it was written in the same strategy that the public sector had not achieved any great advantages from eGovernment yet.²⁴⁷

At the time of the strategy from 2007, Denmark had just undergone a societal and political change called the structural reform (*strukturereform*) or local government reform (*kommunalreform*) leading to bigger municipal units and a shift from counties to bigger regions as well.²⁴⁸ Including the strategy from 2007, all Danish strategies have so far been examples on New Public Management where reforms, efficiency improvements, and organisational changes have been the main incentives for eGovernment. That trend was also reflected in the name of the strategy from 2007 called "TOWARDS BETTER DIGITAL SERVICE, INCREASED EFFICIENCY AND STRONGER COOPERATION." The Danish global leading position was again part of the strategy²⁴⁹ but the biggest change was that eGovernment at this point was not primarily regarded internal or organisational affairs anymore. Danish eGovernment was at this point articulated as a tripartite division between better digital service, increased efficiency, and stronger cooperation where 'service' points towards

²⁴⁴ D) Strategy: 2004, February: 2.

²⁴⁵ Ibid.: 3.

²⁴⁶ Ibid.

²⁴⁷ Ibid.

²⁴⁸ E) Strategy: 2007, June: 7, 11.

²⁴⁹ Ibid.: 4-5, 7.

a broader approach.²⁵⁰ This is the first indication of a shift or transition from a rather narrow towards a broader understanding of eGovernment.

The strategy from 2011 had welfare technology as its main focus and backed up the shift from a narrow to a broader understanding of eGovernment. The demographic changes were replaced by the international financial crisis as the main reason for eGovernment.²⁵¹ The technological development of mobile phones was for the first time part of the digitisation strategy.²⁵² This meant the end for paper solutions in Denmark, however, with the exception of a few groups of the population.²⁵³ The strategy opened up for sharing public data with the private sector for the first time so that the public sector could support the development of private innovations.²⁵⁴ In this connection innovation was also for the first time mentioned as something that not only the private sector develops but that innovation can be an interaction between the private and the public sectors.²⁵⁵ This indicates that eGovernment was not merely understood as influencing the public sector anymore but also as a lever for improving the conditions in the private sector.

Both global²⁵⁶ and international²⁵⁷ are adjectives used to describe the societal conditions for the latest Danish digitisation strategy from May 2016. The words are used somewhat interchangeable compared to earlier strategies where either global or international were used as framework. Besides public expenditures, the refugee crisis and the climate changes are new reasons for speeding up the digitisation process in Denmark.²⁵⁸ Hence, in 2016, the strategy breaks with the silo thinking in the public sector.²⁵⁹ This is a clear sign on a broader approach towards the understanding of eGovernment. However, this does not mean that the narrow perspective has vanished totally. It simply means that there has happened a shift away from the narrow meaning towards a bipartite or divided understanding of Danish eGovernment. Also, the

²⁵⁰ Ibid.: 6.

²⁵¹ F) Strategy: 2011, August: 4.

²⁵² Ibid.: 3.

²⁵³ Ibid.: 5.

²⁵⁴ Ibid.: 19.

²⁵⁵ Ibid.: 4.

²⁵⁶ G) Strategy: 2016, May: 8.

²⁵⁷ Ibid.: 6.

²⁵⁸ Ibid.: 10-11.

²⁵⁹ Ibid.: 12.

strategy in 2016 is the only strategy where participative aspects of eGovernment are mentioned, however, only as ‘participation’ and not ‘democracy’ as such.²⁶⁰ One could argue that this contradicts Johansson’s point in the previous chapter about enhancing democracy as one pillar in the Danish IT strategy.

In sum, it is argued that the understanding of eGovernment in Denmark is largely a matter of efficiency goals within the public sector. Furthermore, the somewhat neutral counter-concepts reveal an apolitical way of framing eGovernment. eGovernment has merely been a tool for achieving economic goals. Though, from 2007 and onwards, eGovernment changes slightly in meaning and scope and starts to cover innovation improvements for citizens and the private sector as well as the refugee crisis and climate changes. Hence, eGovernment in Denmark turns into more than just a tool – eGovernment becomes part of a transnational solution. Nevertheless, these global purposes could still be argued to concern national financial matters since the refugee crisis and the climate changes put considerably high pressures on national economies, too. In the future, it will be interesting to examine whether the Danish scope will continue to broaden.

5) The agents

This part reveals the agents involved in eGovernment according to the strategies. Agents mentioned in the appendices have not been integrated, only agents mentioned in the body text are included. **Appendix 4** provides an overview of the number and kind of actors involved in each strategy.

The Danish strategy from 2001 was published by the Ministry of Finance²⁶¹ which means that the ministry of financial matters was the main public actor initiating the first Danish eGovernment strategy. The emphasis on efficiency gains in the first strategy corresponds well with the ministry’s focus and it strongly indicates that eGovernment equals finance. However, the strategy gives examples on eGovernment initiatives from a variety of other public and private actors meaning that eGovernment

²⁶⁰ Ibid.: 14.

²⁶¹ A) Strategy: 2001, June: 1.

– despite the strategy coming from only one ministry – is largely a decentral matter based on multiple divergent projects in 2001. This means that the actors were generally spread out on many different governmental levels. Especially banks and counselling firms were prominent in the strategy, again backing up the thesis that eGovernment was a financial matter in Denmark in 2001. The strategy from January 2002 was written by a new unit under the Ministry of Finance called The Digital Taskforce²⁶² which referred to a joint governmental board. This indicates that the ministry had loosen the grip a bit and outsourced the strategy, even though it was still under the same ministry's control. In May 2002, another strategy was published by the Ministry of Finance.²⁶³ In this strategy, it is mentioned that it should be read in combination with the previous strategy from January 2002 by The Digital Taskforce. The strategy from May 2002 is therefore an addition to the former strategy which shows that eGovernment is still crucial to the Ministry of Finance despite its newly established unit. In February 2004, the strategy was again published by The Digital Taskforce and the same applies for the strategy from 2007.²⁶⁴ Even though no specific private actors were mentioned in the 2007-strategy, the private market was described as an important collaborator for winning market shares at the global IT market.²⁶⁵ In August 2011, The Digital Taskforce was closed down and the strategy was published by the Agency for Financial Management and Administrative Affairs (*Økonomistyrelsen*) under the Ministry of Finance.²⁶⁶ This could be regarded an act of renewed centralisation of the strategy. Yet, in June 2016, the strategy was published by the Agency for Digitisation which was established in 2011²⁶⁷ when The Digital Taskforce was closed down. Until November 2016 the agency was a part of the Ministry of Finance. With the new Danish liberal-conservative government from the 28th of November 2016, the agency has become part of the newly established Ministry of Public Innovation, a sub-ministry within the Ministry of Finance.²⁶⁸ This indicates

²⁶² B) Strategy: 2002, January: 2.

²⁶³ C) Strategy: 2002, May: 2.

²⁶⁴ D) Strategy: 2004, 1, and E) Strategy: 2007, June: 2.

²⁶⁵ E) Strategy: 2007, June: 7.

²⁶⁶ F) Strategy: 2011, August: 2.

²⁶⁷ G) Strategy: 2016, May: 2.

²⁶⁸ “Minister for offentlig innovation Sophie Løhde.” *Finansministeriet*. Website visited the 6th of January 2017: <https://www.fm.dk/om-os/minister-for-offentlig-innovation-sophie-loehde>

that eGovernment has become an independent policy area in Danish politics, however, still partly connected to the Ministry of Finance that has been involved in all Danish eGovernment strategies so far. In general, **Appendix 4** reveals a trend going from referring to many different actors in the strategies towards mainly referring to agents with direct interest in IT and digitisation. This indicates a centralisation within the policy work of eGovernment. Yet, it could also indicate a wish for public consensus or de-politisation of the eGovernment strategy so that the main actor does not have to justify its visions. Due to limited space, this thesis will not go into detail with the actors but the overview in **appendix 4** gives an idea of the numbers of actors involved.

In total, it shows that there is mainly one key actor of eGovernment strategies in Denmark, namely the Ministry of Finance, which over the years has been outsourcing the task of creating a strategy to units under its supervision. This continuous centralisation of eGovernment strategies is partly the reason why eGovernment is regarded to be a concept of tradition (*Traditionsbegriff*) since the concept largely has stayed the same over time. However, Danish eGovernment is showing minor changes (*Wandel*) in recent years – but these changes can be argued to still mainly be connected to efficiency improvements in the public sector over the period from 2001-2016. Whether a genuine *Wandel* is taking place is therefore still a matter of future eGovernment strategies to determine. Yet, if one traces the concept of eGovernment back to the concept of ‘government’ one could argue that the expression covers a neologism since the ‘e’ in front has changed the concept significantly. Hence, the periodisation determines the nature of the concept.

Analysis of eGovernment in a German Context

The list at the beginning of the chapter shows that nine German eGovernment strategies have been published between 2001-2016. The publication volume was at its highest in 2010 and onwards. This German development coincides with table 1 in the chapter on state of the art, where more German publications have been published on eGovernment at *Deutsche Digitale Bibliothek* between the shorter period from 2010-2016 than between 2000-2009. It also indicates a synchronicity or connection between academia and practitioners of eGovernment in the German case – as it was the case between Danish strategies and Danish publications in

table 1 as well. In general, the English term ‘eGovernment’ is used in a German context. Yet, one has to investigate the German strategies synchronically, too.

The Quantitative Frequency Analysis of German eGovernment

1) All words and expressions that define the concept (*pragmatisches Beziehungsfeld*)

This is conducted by searching for “*Digitalisierung*” in the nine German strategies. The findings are labelled German versions of eGovernment. If an expression appears in a title, heading, statistic, or in the table of content it is not included in this list and it does not count as a mention. It needs to be part of a whole sentence. See **appendix 5** for the list of all words and expressions that define the concept of eGovernment in the German strategies. Making use of **appendix 5**, the following list is created. It shows the total mentions of German versions of eGovernment in each strategy and each strategy’s most used expression(s) (the top scorers):

H) Strategy: 2001, November

In total: 0

Top scorer (0 mentions): 0

I) Strategy: 2006, November

In total: 0

Top scorer (0 mentions): 0

J) Strategy: 2006, November

In total: 0

Top scorer (0 mentions): 0

K) Strategy: 2010, August

In total: 1

Top scorer (1 mention): “Diese Digitalisierung (des Privaten)”

L) Strategy: 2010, September

In total: 0

Top scorer (0 mentions): 0

M) Strategy: 2010, November

In total: 5

Top scorer (2 mentions): “Die Digitalisierung und Online-Verbreitung so genannter „verwaister Werke““

N) Strategy: 2014, August

In total: 51

Top scorer (12 mentions): “Die Chancen der Digitalisierung“

O) Strategy: 2015, October

In total: 1

Top scorer (1): “Mit der zunehmenden Digitalisierung der Gesellschaft“

P) Strategy: 2016, March

In total: 51

Top scorer (16): “Die Digitalisierung der Industrie“

The collection of data in this category is not as straight forward as in the Danish case. “*Digitalisierung der Industrie*” and varieties of this expression have been counted 16 times in P) Strategy: 2016, March and 3 times in N) Strategy: 2014, August when looking for the word “Wirtschaft” which is closely connected to the word “Industrie.” This way, the most used expression is “*Digitalisierung der Industrie*” and varieties of it, which points towards a connection between eGovernment and general business conditions in Germany. Equating digitisation with the industry reveals a rather broad understanding of eGovernment since it includes the private business of society into its public strategy.

Another expression, “*Die Chancen der Digitalisierung*” and varieties of it have been mentioned 12 times in strategy N) Strategy: 2014, August. “*Chancen*” appears 3

times in P) Strategy: 2016, March which makes 15 in total.²⁶⁹ “*Chancen*” is a quite future-oriented way of understanding eGovernment that in broad terms focuses on an unfulfilled potential of eGovernment. This could indicate that Germany is at the beginning of exploring what eGovernment means for the society in general.

2) All connected words that give the concept substance (*syntagmatisches Beziehungsfeld*)

Connected words are understood as whole sentences in which the definitions of the concept appear. Only the annual top scorers from each year in 1) *pragmatisches Beziehungsfeld* are being listed in **appendix 6** at a maximum of three expressions from each annual top scorer. Choosing the annual top scorers secures both a structured overview and a certain degree of diversity to the understanding and meaning of eGovernment. Key words for substantiating and categorising the understandings of eGovernment are marked with bold in **appendix 6**. Unlike the Danish case, the German data also contain clusters of expressions within the same field since the diversity of expressions are much larger than in the Danish case. See **appendix 6, N)** and **P)**.

With 7 broad, 2 narrow, and 1 neutral understanding of eGovernment, the German strategies generally provide a rather broad approach to eGovernment. Especially, eGovernment understood in connection to the industry – as in the latest strategy from 2016 – but the concept is also entangled with Germany’s competitive role internationally and the general dealing with one another. However, one should be more careful in drawing conclusions since there are only data on the term “*Digitalisierung*” in 5 out of 9 strategies.

3) The systematic counter-concepts (*funktionale Antonyme*)

²⁶⁹ Appendix 5.

Systematic counter-concepts are words, concepts or expressions that stand in opposition to the concept of eGovernment. The counter-concepts need to appear as part of a sentence to be included. See **appendix 7**.

Appendix 7 shows that “Papier” is the most used counter-concept with 16 mentions in total, whereas “traditionell” gets mentioned 13 times. Like in the Danish case, paper can be argued to embody a very tangible contrast to eGovernment whereas “traditionell” points towards a temporal understanding of what eGovernment stands in opposition to. While “old” (“gammel”) was mentioned one time in the first Danish strategy from 2001, “alt” in German is used only once in the latest strategy from 2016. In general, the diversity of counter-concepts is quite extensive compared to the Danish case, even though the German strategies contain fewer counter-concepts in total. This could indicate a less homogenous or more decentral execution or strategy behind the German eGovernment publications.

4) The historical embodiment of a concept

Here the understandings and meanings of eGovernment in the German strategies are situated in a societal and political context.

The German eGovernment strategies were initiated by the former social democratic Federal Chancellor Gerhard Schröder in 2000.²⁷⁰ In the strategy from 2001 it is written that: “Die Bundesregierung sorgt mit der eGovernment-Initiative BundOnline 2005 dafür, dass Bürger, Wirtschaft und andere Verwaltungen die Dienstleistungen der Bundesverwaltung einfacher, schneller und kostengünstiger in Anspruch nehmen können.”²⁷¹ This statement does not reveal the motive for the first eGovernment strategy, only that the initiative will make the administration easier, faster and cheaper. In fact, there is only one passage in the whole strategy that briefly explains the background for the strategy: “Mit der Umsetzung der Initiative schafft die Bundesregierung die Infrastruktur für eine bürgerfreundlichere sowie effizientere

²⁷⁰ H) Strategy: 2001, November: 3

²⁷¹ Ibid.

Bundesverwaltung und sichert darüber hinaus nachhaltig eine wettbewerbsfähige Position für Deutschland in der Informationsgesellschaft des 21. Jahrhunderts.”²⁷² It is the citizen-friendly approach combined with Germany’s international competitiveness in the information society that are the reasons for the strategy. The whole strategy is very keen on going into detail with the transformation of services from paper solutions to electronic answers and the key word seems to be *Dienstleistungen* that gets mentioned 110 times in the strategy alone. Considering eGovernment mainly as a service is a one-sided but still broad understanding and the international competitiveness points towards a broader approach, too.

In “Zukunftsorientierte Verwaltung durch Innovationen” from 2006, the demographic changes and the difficult situation of the public budget are mentioned as reasons for eGovernment.²⁷³ This resembles the Danish situation – and one might say, a European challenge in general. Yet, internal affairs do not stand alone, also Germany’s top ranking in Europe is mentioned, like in the previous strategy.²⁷⁴ The strategy calls for an orientation towards the private sector in order to extend the scope of eGovernment.²⁷⁵ Also, this is the first strategy where democracy is mentioned as the foundation for eGovernment: “Handeln und Struktur der Verwaltung sind an das verfassungsmäßige Demokratie-, Bundesstaats und Sozialstaatsprinzip gebunden.”²⁷⁶ In general, this strategy provides a quite broad approach.

The strategy “E-Government 2.0 – das Programm des Bundes” from the same year resembles at many points the previous strategy. For instance, it emphasises the relationship between the public and the private sector, too, by stating that “Die größten Effizienzpotenziale bestehen an der Schnittstelle zwischen Wirtschaft und Verwaltung.”²⁷⁷ This second strategy from 2006 also underlines Germany’s international ranking “im Mittelfeld”.²⁷⁸ Obtaining a better international position is therefore still a part of the eGovernment strategy in 2006. The second strategy in 2006

²⁷² Ibid.: 7.

²⁷³ I) Strategy: 2006, November: 4.

²⁷⁴ Ibid.: 5.

²⁷⁵ Ibid.: 10.

²⁷⁶ Ibid.: 8.

²⁷⁷ J) Strategy: 2006, November: 12.

²⁷⁸ Ibid.: 8.

puts emphasis on eGovernment's democratic potential as well: "Der Bund nutzt E-Government weiterhin, um die Beteiligung an der politischen Gestaltung zu verbessern (E-Participation) und die Teilhabe der Bürgerinnen und Bürger zu sichern (E-Inclusion)."²⁷⁹ In this light, the strategy must mainly be regarded a broad approach to eGovernment. Yet, one major difference between the two strategies from 2006 is that the second strategy questions the efficiency of eGovernment by declaring that: "Gleichzeitig entspricht es den internationalen Erfahrungen, dass sich durch die bloße Einführung IT-basierter Kommunikation oder elektronischer Verfahren die Effizienzpotenziale nur unzureichend erzielen lassen."²⁸⁰

In "Regierungsprogramm - Vernetzte und transparente Verwaltung" from September 2010, the German reunification is mentioned as reason for large administrative challenges due to the fusion of administrative procedures.²⁸¹ This is largely a narrow way of describing the challenges for eGovernment since it concerns internal affairs. Also, the financial crisis, like in the Danish strategies after 2008, the demographic changes and the efficiency potential are mentioned as well.²⁸² The strategy contains broader elements regarding the European process of integration²⁸³ and the free and democratic order and values.²⁸⁴ Yet, this strategy is an indication of a shift from a broader to a slightly narrower understanding of eGovernment due to the focus on internal administrative challenges.

The "Nationale E-Government-Strategie" from September 2010 was written by IT-Planungsrat – and not by the ministry of interior. Despite that the strategy mentions demographic changes, globalisation, and climate changes,²⁸⁵ the strategy's main focus is on the technological changes of the public sector like internal IT competences, digitisation of processes ²⁸⁶ or XML standards.²⁸⁷ This makes the IT-Planungsrat's approach to eGovernment more narrow than broad. However, the strategy also

²⁷⁹ Ibid.: 12.

²⁸⁰ Ibid.: 4.

²⁸¹ K) Strategy: 2010, September: 4.

²⁸² Ibid.: 5-6, 11.

²⁸³ Ibid.: 6.

²⁸⁴ Ibid.: 7.

²⁸⁵ L) Strategy: 2010, September: 3.

²⁸⁶ Ibid.: 10.

²⁸⁷ Ibid.: 11.

contains some international and broader elements, such as the accession to the Malmö Ministerial Declaration of 2009 regarding eGovernment in the EU²⁸⁸ and an aim to reach a European top position in 2015.²⁸⁹

The strategy from November 2010 puts emphasis on the connection between the industry and eGovernment again: “IKT sind der Schlüssel für Produktivität in allen Branchen (...) Es kommt darauf an, die großen Potenziale der IKT für Wachstum und Beschäftigung in Deutschland besser zu erschließen.”²⁹⁰ ePartizipation which is a variation of digital democracy does also get mentioned once.²⁹¹ The strategy is mainly broad due to its focus on the private sector as well as the focus on the EU, other international institutions, and eParticipation.

In 2014, the strategy “Digitale Agenda 2014 – 2017” claims that “Der digitale Wandel bietet große Chancen, unseren Wohlstand und die Lebensqualität zu steigern und Deutschlands Zukunftsfähigkeit zu sichern.”²⁹² Three areas are mentioned as vital in connection to the digitisation in Germany: “Wachstum und Beschäftigung,” “Zugang und Teilhabe,” and “Vertrauen und Sicherheit.”²⁹³ Again Germany’s role in the EU is mentioned together with the private sector as well as highlighting democracy six times.²⁹⁴ These themes point towards a broad, societal-oriented understanding of eGovernment.

In the strategy from 2015, it is argued that the global competition, the economic scarcity, the demographic change, the growing need for skilled workers, the European integration process, the technological change, the protection of critical e-government infrastructures, and the trust in eGovernment offers²⁹⁵ are all challenges that eGovernment can make a vital contribution to solving. These are all broad reasons for eGovernment, however, the strategy itself contains many narrow scopes such as changed expectations to the administration.²⁹⁶

²⁸⁸ Ibid.: 6.

²⁸⁹ Ibid.: 7.

²⁹⁰ M) Strategy: 2010, November: 4.

²⁹¹ Ibid.: 17.

²⁹² N) Strategy: 2014, August: 2.

²⁹³ Ibid.: 2-3.

²⁹⁴ Ibid.: 2, 4.

²⁹⁵ O) Strategy: 2015, October: 4-5.

²⁹⁶ Ibid.: 4.

The strategy from 2016 is mainly focused on the digitisation of the private sector and how the public sector can support its development. The initiative “Industrie 4.0.” is one tool and it is written that “Die bilaterale Zusammenarbeit mit China im Bereich von Industrie 4.0 kann beispielsweise die Position deutscher Unternehmen auf dem chinesischen Markt stärken.”²⁹⁷ It is the first time that a place outside Europe or the EU is mentioned. Democracy still plays a role by stating that “Datensicherheit und Datensouveränität sind wichtige Grundpfeiler unserer Demokratie und zugleich Voraussetzung für die Akzeptanz und den Erfolg einer datengetriebenen Ökonomie.”²⁹⁸ In this context, the strategy from 2016 is regarded rather broad, however, with a specific emphasis on the German industry.

In sum, it is argued that the understanding of eGovernment in Germany is over time generally more broad than narrow in its scope. However, in recent years there has been a few attempts to narrow down the strategies. International competition, good conditions for the private sector, and democracy are some of the main aspects of German eGovernment.

5) The agents

This part reveals the agents involved in eGovernment according to the strategies. Agents mentioned in the appendices have not been integrated, only agents mentioned in the body text are included. **Appendix 8** provides an overview of the number and kind of actors involved in each strategy.

In 2001, the first German eGovernment strategy was written by the then social democratic minister of the interior, Otto Schily.²⁹⁹ In 2006, the strategy “Zukunftsorientierte Verwaltung durch Innovationen” was written by the same ministry, only not coming directly from the minister but from the department “Referat Verwaltungsmodernisierung, Verwaltungsorganisation.”³⁰⁰ “E-Government 2.0 – Das Programm des Bundes” from the same year was also written by the ministry of

²⁹⁷ P) Strategy: 2016, March: 43.

²⁹⁸ Ibid.: 33.

²⁹⁹ H) Strategy: 2001, November: 3.

³⁰⁰ I) Strategy: 2006, November: 2.

interior.³⁰¹ In 2010, three strategies were published. “Regierungsprogramm - Vernetzte und transparente Verwaltung” from September was written by the whole government but published by the ministry of interior.³⁰² Having the government as the overall sender signals the importance of eGovernment in 2010. The second strategy in 2010 was published by the IT-Planungsrat,³⁰³ which is the IT Planning Council of the federal and state governments in Germany.³⁰⁴ This indicates a decentralisation of the strategy behind eGovernment in Germany. The third strategy in 2010 was written by the federal ministry for economics and technology,³⁰⁵ which implies that these areas are vital in relation to eGovernment and that the power of the ministry of interior might have been weakened a bit. The strategy “Digitale Agenda 2014 – 2017” was written by three ministries in total: Bundesministerium für Wirtschaft und Energie, Bundesministerium des Innern and Bundesministerium für Verkehr und digitale Infrastruktur.³⁰⁶ This shows that eGovernment is a cross-ministerial topic that not covers only one field. It also implies that more than one ministry has influence on the development of the future digital strategy. The strategy from 2015 was written by the IT-Planungsrat.³⁰⁷ It is a follow-up from its earlier strategy from 2010. This demonstrates that the IT-Planungsrat still plays a key role in German eGovernment. The latest strategy from 2016 was published by the Bundesministerium für Wirtschaft und Energie (BMWi)³⁰⁸ which proves that eGovernment is largely a matter of supporting the German industry. This way, the German eGovernment strategies have shifted from being a general domestic policy area towards a decentral distribution of power where especially public agents dealing with business or technology get influence on the direction. However, in opposition to the Danish case, the German Ministry of Finance is not directly involved with eGovernment.

³⁰¹ J) Strategy: 2006, November: 2.

³⁰² K) Strategy: 2010: September: 27.

³⁰³ L) Strategy: 2010: September: 1.

³⁰⁴ “IT-Staatsvertrag.” *IT-Planungsrat*. Website visited the 7th of January 2017: http://www.it-planungsrat.de/DE/ITPlanungsrat/RechtlicheGrundlagen/rechtliche_grundlagen_node.html

³⁰⁵ M) Strategy: 2010, November: 1.

³⁰⁶ N) Strategy: 2014, August: Impressum.

³⁰⁷ O) Strategy: 2015, October: 1.

³⁰⁸ P) Strategy: 2016, March: 59.

In line with the Danish case, German eGovernment as a concept is in contemporary history a concept of tradition (*Traditionsbegriff*), which shows preliminary indications of travel (*Wandel*). In a larger historic context, it could be argued that the concept – similar to the Danish case – is a neologism since the concept has its roots in the classic concept of ‘government.’

Similarities and Differences

In the previous chapter, it was revealed that eGovernment or related national terms peaked at different times in Denmark and Germany. Whereas the Danish eGovernment strategies peaked in the beginning of the 21st century, the German strategies peaked a bit later, between 2010-2016. This indicates that eGovernment was prevalent in Denmark at an earlier point in time compared to Germany. Whether this means that Denmark is ahead of Germany when it comes to eGovernment can be discussed since it depends on the categories or measurements. Nonetheless, Denmark is one of the leading countries in eGovernment rankings compared to Germany.³⁰⁹ The investigation in this chapter shows that the Danish eGovernment strategies begin with rather narrow ways of understanding eGovernment, whereas the German eGovernment strategies begin with broader applications. This is the result of a split between the two approaches. The Danish starting point has been the specific technologies and the transformation of the public sector itself combined with economic challenges in society. From this point, Denmark has slightly broadened its scope since 2007. Germany seems to have had the opposite strategy, starting from the societal transition in general combined with an almost constant focus on the private sector, Germany’s position globally, and eParticipation – and at some points even democracy. The point on democracy is particular interesting because in the previous chapter on eGovernment literature, it was a German scholar who pointed out that German strategies lacked focus on democracy whereas the Danish scholar claimed that Danish IT policy was about enhancing democracy, too. Yet, this thesis comes to the opposite conclusion. This reveals a fundamental difference in how to apply and understand the meaning of eGovernment in Denmark and Germany over time. However, in recent years

³⁰⁹ Denmark ranks no. 1 whereas Germany ranks no. 9 out of 28 member states at the DESI index by the European Commission: “The Digital Economy & Society Index (DESI).” *European Commission*. Website visited the 7th of January 2017: <https://ec.europa.eu/digital-single-market/en/desi>

Denmark's approach has begun to broaden while Germany's approach has begun to grow narrower. One explanation for this divergence between the two approaches can be found by examining the actors involved. In Denmark, the Ministry of Finance is the main actor, while firstly the minister of the interior and later business-related ministries have taken the lead on German eGovernment strategies. The choice of ministries has resulted in Danish strategies focusing on efficiency goals within the public sector and the German strategies focusing on the public interplay with the private sector. Yet, even though the two starting points contrast with each other, "paper" is the most used counter-concept in both cases. The use of "paper" reveals that the opposite of eGovernment is identical in Denmark and Germany even though, the understanding of eGovernment differs radically. Moreover, the use of counter-concepts in the German strategies has been quite modest compared to the Danish strategies. With these findings in mind, the Danish and German strategies will be investigated against the backdrop of EU's approach to eGovernment.

The eGovernment Approach within the EU

Between 2000-2016, five eGovernment action plans have been conducted by the EU:

- Q) Strategy: 2000, June:** "The E-Europe 2002 Action Plan," the Council and the European Commission
- R) Strategy: 2002, May:** "The e-Europe 2005 Action Plan," the European Commission
- S) Strategy: 2006, April:** "The i2010 E-Government Action Plan," the European Commission
- T) Strategy: 2010, December:** "European eGovernment Action Plan 2011-2015" (a part of Digital Agenda 2020), the European Commission
- U) Strategy: 2016, April:** "European eGovernment Action Plan 2016-2020," the European Commission

This section will briefly highlight each strategy's focus point(s) in order to situate Danish and German understandings of the concept 'eGovernment' in a transnational perspective.

The E-Europe 2002 Action Plan was the first real eGovernment plan on EU level. The overall priority was “the objective to bring Europe on-line.”³¹⁰ In the strategy it is described as: “A cheaper, faster, secure Internet.”³¹¹ This coincides mostly with the narrow Danish understanding of eGovernment in the beginning of the 21st century. However, the strategy also puts emphasis on making the EU competitive globally,³¹² which is similar to one of Germany’s focus points.

The objectives in the e-Europe 2005 Action Plan was “stimulating services, applications and content that create new markets and reduce costs and eventually increase productivity throughout the economy.”³¹³ Creating new markets could be argued to point towards the German approach while reducing costs coincides with the Danish approach. Moreover, the objective “to give everyone the opportunity to participate in the global information society”³¹⁴ matches more with the German strategies than the Danish.

In The i2010 E-Government Action Plan, the focus was on inclusion, efficiency, high-impact key services, key enablers, and “strengthening participation and democratic decision-making.”³¹⁵ Besides the efficiency agenda, most of the other points are closer to the German approach than the Danish, especially the eParticipation agenda.

The European eGovernment Action Plan 2011-2015 was part of the plan Digital Agenda 2020. This action plan was also inspired by the Malmö Declaration that presented four political priorities for the member states. These were: user-friendly eGovernment services, reinforcement of the mobility in the Single Market by eGovernment, efficiency and reducing costs through eGovernment, and implementation of policies through key enablers.³¹⁶ While reducing costs is in line with especially the Danish approach, mobility in the Single Market points towards a German approach. User-friendly eGovernment services are largely found in both approaches.

The objective of the latest strategy European eGovernment Action Plan 2016-2020 is twofold: One the one hand to “reduce administrative burden on businesses and

³¹⁰ Q) Strategy: 2000, June: 1.

³¹¹ Ibid.: 2.

³¹² Ibid.: 1.

³¹³ R) Strategy: 2002, May: 6.

³¹⁴ Ibid.: 2.

³¹⁵ S) Strategy: 2006, April: 4.

³¹⁶ T) Strategy: 2010, December: 3.

citizens by making their interactions with public administrations faster and efficient” and on the other hand to stress the “the digital transformation of government” as “key element to the success of the Single Market.”³¹⁷ This divide shows the difference between the Danish and the German ways in an exemplary manner since Denmark puts emphasis on reducing costs and Germany on the framework conditions for the private market. In general, the approach of the EU is not leaning towards either the Danish or the German approach. Instead, it is the two member countries that each stress one – or more aspects – of the EU approach more than others. In this case, while Denmark and the EU are aligned when it comes to cost reductions of the public administration, Germany and the EU are aligned concerning the possible gains of eGovernment for the private sector. In this way, the EU as institution embraces both a narrow and a broad approach to eGovernment which might be satisfactory for member states that despite some kind of convergence still have unique, national ways of doing and understanding the concept of eGovernment.

Conclusion and Perspective

‘eGovernment’ is a relatively new concept compared to ‘government’ which roots can be dated back to the Ancient Greek language. Despite its short life span, eGovernment is already a contested concept with multiple understandings. One way to investigate these semantic varieties of the understandings is to make use of conceptual history or *Begriffsgeschichte* since it allows for studying a concept in its national and transnational social and political contexts. Koselleck and Reichardt’s interpretations have been the main methodological foundation for this thesis which has sought to answer which understandings of the term ‘eGovernment’ are and have been prominent in the eGovernment strategies from Denmark and Germany between 2001 to 2016, and how these Danish and German understandings of ‘eGovernment’ can be situated in a transnational perspective. The starting point for the preceding concept of ‘government’ is already different between Denmark and Germany, where Denmark has a rather central governmental structure and Germany a rather decentral. This is also reflected in the understandings of eGovernment where Danish eGovernment strategies have had a rather narrow approach to eGovernment. Danish eGovernment strategies

³¹⁷ U) Strategy: 2016, April: 2.

have mainly focused on the technological side of eGovernment as a lever to reducing public expenditures. In contrast to Denmark, German eGovernment strategies seem to have had the opposite understanding of eGovernment starting from a quite broad focus on the private sector, Germany's position globally, and eParticipation. However, since 2007 Denmark has made some developments in a broader direction and Germany in a narrower direction. This convergence is also reflected on a supranational level where the EU seems to be able to both embrace narrow and broad understandings of eGovernment. Hence, at this point one cannot estimate whether the EU leans more towards the Danish or the German way of understanding eGovernment. Both countries seem to be at a point in time where the concept of eGovernment has started to develop from being a concept of tradition (*Traditionsbegriff*) to a concept of travel (*Wandel*). However, only time can tell if it will turn out one way or another.

This thesis is only one modest attempt to go beyond a concept that has experienced increasing interest during since the beginning of the 21st century. Whether the concept will change in meaning or even disappear in the future is not for this thesis to judge. Yet, one area of further investigation could be to investigate eGovernment in relations to democracy since the research of this thesis has shown preliminary findings of interest in this field. Especially interesting is that the German Fühles-Ubach has criticised German strategies for not including democracy while Danish Johansson has claimed that Danish IT policy is about enhancing democracy, too. However, this thesis reveals that the opposite applies for the analysed eGovernment strategies of Denmark and Germany. Hence, the prevalence of the concept of 'democracy' in Danish and German eGovernment strategies could be another way to proceed with this topic in the future.

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- **L) Strategy: 2010, September:** “Nationale E-Government-Strategie”, IT Planungsrat (steering committee of federal and state governments in Germany)
- **M) Strategy: 2010, November:** Innovationspolitik, Informationsgesellschaft, Telekommunikation: IKT-Strategie der Bundesregierung „Deutschland Digital 2015“, Bundesministerium für Wirtschaft und Technologie
- **N) Strategy: 2014, August:** “Digitale Agenda 2014 – 2017”, Bundesministerium für Wirtschaft und Energie, Bundesministerium des Innern und Bundesministerium für Verkehr und digitale Infrastruktur
- **O) Strategy: 2015, October:** “Nationale E-Government-Strategie: Fortschreibung 2015”, IT Planungsrat
- **P) Strategy: 2016, March:** “Digitale Strategie 2015”, Bundesministerium für Wirtschaft und Energie
- **Q) Strategy: 2000, June:** “The E-Europe 2002 Action Plan,” the Council and the European Commission
- **R) Strategy: 2002, May:** “The e-Europe 2005 Action Plan,” the European Commission
- **S) Strategy: 2006, April:** “The i2010 E-Government Action Plan,” the European Commission
- **T) Strategy: 2010, December:** “European eGovernment Action Plan 2011-2015” (a part of Digital Agenda 2020), the European Commission
- **U) Strategy: 2016, April:** “European eGovernment Action Plan 2016-2020,” the European Commission

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Appendix 1

- 1) **Digitalisering:** All words and expressions that define the concept (*pragmatisches Beziehungsfeld*)

A) Strategy: 2001, June

Word/expression	Translation	Mentions
Digitalisering af bankernes funktioner	Digitisation of the banks' functions	1
Digitalisering af de interne processer	Digitisation of the internal processes	1
Digitalisering af den offentlige sektor	Digitisation of the public sector	2
Digitalisering af forvaltningen	Digitisation of the administration	2
Digitalisering af regnskabsbilag	Digitisation of accounting records	1
Digitalisering af sagsgange, sagsforberedelse, håndtering mv.	Digitisation of workflows, case preparation, handling, etc.	1
En digitalisering af de bagvedliggende arbejds-gange	A digitisation of the underlying working procedures	1

B) Strategy: 2002, January

Word/expression	Translation	Mentions
Digitalisering af den offentlige sektor	Digitisation of the public sector	1
Digitalisering af samfundet	Digitisation of society	1
Digitaliseringen af den offentlige sektor	The digitisation of the public sector	3

Appendix 1

Digitaliseringen af indberetninger, ansøgninger og serviceydelser.	The digitisation of reports, applications, and services	1
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C) Strategy: 2002, May

Word/expression	Translation	Mentions
Digitalisering af arbejdsgangene	Digitisation of working procedures	2
Digitalisering af forvaltningen	Digitisation of the administration	1
Digitaliseringen af forvaltningen	The digitisation of the administration	1
Digitaliseringen af den offentlige sektor	The digitisation of the public sector	1

D) Strategy: 2004, February

Word/expression	Translation	Mentions
Digitalisering af sygedagpenge	Digitisation of sickness benefits	1
Digitaliseringen af den offentlige sektor	The digitisation of the public sector	2

E) Strategy: 2007, June

Word/expression	Translation	Mentions
Den igangværende, gennemgribende digitalisering af det danske velfærdssamfund	The current extensive digitisation of the Danish welfare society	1
Digitalisering af den offentlige sektor	Digitisation of the public sector	2
Digitalisering af kontakten med den offentlige sektor	Digitisation of the contact with the public sector	1

Appendix 1

F) Strategy: 2011, August

Word/expression	Translation	Mentions
Digitalisering af den offentlige sektor	Digitisation of the public sector	1
Digitaliseringen af den offentlige sektor	The digitisation of the public sector	3
Digitaliseringen af den skriftlige kommunikation	The digitisation of the written communication	1

G) Strategy: 2016, May

Word/expression	Translation	Mentions
Digitalisering af dansk erhvervsliv	Digitisation of Danish business community	1
Digitaliseringen af den offentlige sektor	The digitisation of the public sector	1
Digitaliseringen af den offentlige service	The digitisation of the public service	1

Top scorer(s)

10 mentions: “The digitisation of the public sector” found in 5 out of 7 strategies in total. (January 2002, May 2002, February 2004, August 2011, and May 2016).

Appendix 2

2) All connected words that give the concept substance (*syntagmatisches Beziehungsfeld*)

The different page numbers refer to the specific pages in each of the strategies listed at the beginning of the chapter on the analysis. Under “Translation” it is also stated whether the quote is regarded a narrow, broad or neutral understanding of eGovernment. Neutral both covers neutrality and the fact that some quotes do not take any stand regarding the understanding and meaning of the concept of eGovernment.

A) Strategy: 2001, June

Word/expression	Whole sentence in Danish	Translation
Digitisation of the administration	I denne rapport begrundes nærmere hvorfor en digitalisering af forvaltningen i de kommende år vil kunne bidrage til at frigøre ressourcer i betydeligt omfang. (p. 5)	This report gives further explanations to why a digitisation of the administration will help to release resources significantly in the coming years. Broad
Digitisation of the administration	Udvalget behandlede blandt andet spørgsmålet om udbredelsen af digital signatur i forhold til digitalisering af forvaltningen. (p. 36)	The committee considered, among other things, the question of the spread of digital signature in relation to the digitisation of the administration. Narrow
Digitisation of the public sector	Denne situation er langt fra optimal og giver ikke det rigtige grundlag for digitalisering af den offentlige sektor. (p. 57)	This situation is far from ideal and does not provide the right basis for digitisation of the public sector. Neutral

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Digitisation of the public sector	Digitalisering af den offentlige sektor giver også mulighed for i højere grad at betragte processerne på tværs af den statslige sektor. (p. 74)	Digitisation of the public sector also provides the opportunity to better examine the processes across the governmental sector. Narrow
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B) Strategy: 2002, January

Word/expression	Whole sentence in Danish	Translation
The digitisation of the public sector	Bestyrelsen ser det som sin rolle at understøtte disse processer og sikre, at de nødvendige beslutninger træffes undervejs i digitaliseringen af den offentlige sektor. (p. 5)	The board sees it as its role to support these processes and ensure that the necessary decisions are made during the digitisation of the public sector. Neutral
The digitisation of the public sector	Den tværoffentlige bestyrelse, som er nedsat for at fremme digitaliseringen af den offentlige sektor, vil løbende følge udviklingen for at sikre, at der til stadighed sker en udmøntning under de enkelte indsatsområder. (p. 8)	The joint government board, set up to promote digitalisation of the public sector, will continue to monitor developments to ensure that there constantly occurs an implementation under the individual areas. Neutral
The digitisation of the public sector	Digitaliseringen af den offentlige sektor åbner mulighed for at etablere	The digitisation of the public sector makes it possible to establish service

Appendix 2

	servicefællesskaber mellem offentlige myndigheder. (p. 9-10)	communities between public authorities. Narrow
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C) Strategy: 2002, May

Word/expression	Whole sentence in Danish	Translation
Digitisation of working procedures	Denne publikation tager således udgangspunkt i det aktuelle udviklingsstadium for den praktiske anvendelse af e-formularer og ESDH-systemer, og søger at belyse de muligheder for effektivisering, som kan forventes opnået i den nuværende sagsbehandling gennem en elementær digitalisering af arbejdsgangene. (p. 7)	Thus, this publication is based on the current stage of development for the practical application of e-forms and EDM systems and seeks to highlight the opportunities for efficiency improvements that can be expected in the current case processing through an elementary digitisation of working procedures. Narrow
Digitisation of working procedures	En elementær digitalisering af arbejdsgangene forstås her som indførelsen af e-formularer på de respektive hjemmesider koblet til institutionernes ESDH-systemer (...) (p. 7)	An elementary digitisation of working procedures is here understood as the introduction of e-forms on the respective websites linked to the institutions' EDM systems (...) Narrow

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D) Strategy: 2004, February

Word/expression	Whole sentence in Danish	Translation
Digitisation project(s)	Digitaliseringsprojekter skal derfor omsætte sig enten i øget kvalitet i den offentlige service i form af bedre produkter, hurtigere sagsbehandlingstid, færre fejl m.v., og/eller i at den samme service kan leveres ved brug af færre ressourcer. (p. 5)	Digitisation projects must be transferable either in increased quality in the public service in the form of better products, faster processing time, fewer errors, etc. , and / or that the same service can be delivered by using fewer resources . Broad
Digitisation project(s)	Digitaliseringsprojekter stiller ofte nye krav til personaleledelse, kommunikation og forandringsvillighed. (p. 12)	Digitisation projects often place new demands on personnel, communication and willingness to change . Narrow
Digitisation project(s)	Finansiering og mangel på medarbejdere til projekterne angives hos over halvdelen af de offentlige myndigheder som barrierer for digitaliseringsprojekter. (p. 14)	Funding and lack of staff to the projects are mentioned by more than half of the public authorities as barriers to digitisation projects. Narrow

E) Strategy: 2007, June

Word/expression	Whole sentence in Danish	Translation
Digitisation of the public sector	Strategien understøtter en langsigtet udvikling mod en sammenhængende og	The strategy supports a long-term development towards a coherent and effective

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	effektiv digitalisering af den offentlige sektor. (p. 4)	digitisation of the public sector. Narrow
Digitisation of the public sector	Det er afgørende, at denne tillid opretholdes og udbygges i forbindelse med den igangværende, gennemgribende digitalisering af det danske velfærdssamfund. (p. 12)	It is vital that this trust is maintained and enhanced in the current extensive digitisation of the Danish welfare state. Broad

F) Strategy: 2011, August

Word/expression	Whole sentence in Danish	Translation
The digitisation of the public sector	Digitaliseringen af den offentlige sektor hjælper også de private virksomheder til vækst. (p. 4)	The digitisation of the public sector also helps the private sector to growth. Broad
The digitisation of the public sector	Digitaliseringsstrategiens målsætninger kan nås, hvis vi samtidig arbejder for at håndtere de største udfordringer for at komme videre med digitaliseringen af den offentlige sektor: (p. 4)	The digitisation strategy's objectives can be met if we are also working to tackle the biggest challenges to move forward with the digitisation of the public sector: Neutral
The digitisation of the public sector	Danmark er i front med digitaliseringen af den offentlige sektor og ligger i toppen af alle internationale	Denmark is at the forefront of digitisation of the public sector and is at the top of all international studies in this area.

Appendix 2

	undersøgelser på området. (p. 8)	Narrow
--	-------------------------------------	---------------

G) Strategy: 2016, May

Word/expression	Whole sentence in Danish	Translation
Digitisation of Danish business community	Regeringens erhvervs- og vækstpolitik skal skabe gode rammevilkår for erhvervslivet, der kan medvirke til at sikre et Danmark i Vækst gennem digitalisering af dansk erhvervsliv, fremme af iværksætteri og ved at skabe grundlag for, at danske virksomheder også fremover kan være konkurrencedygtige i den globale økonomi. (p. 8)	The government's business and growth policy must create favourable conditions for the business community that can help to ensure a Denmark in Growth through digitisation of Danish business, fostering entrepreneurship and creating the foundation so that Danish companies can continue to be competitive in the global economy. Broad
The digitisation of the public sector	Siden 2001 har digitaliseringen af den offentlige sektor været drevet af et tæt og forpligtende samarbejde mellem kommuner, regioner og staten. (p. 12)	Since 2001, the digitisation of the public sector has been driven by a close and binding cooperation between municipalities, regions and the state. Narrow
The digitisation of the public service	Borgere og virksomheder skal opleve, at digitaliseringen af den offentlige service giver	Citizens and businesses must experience that the digitisation of public service provides tangible

Appendix 2

	konkret værdi i deres hverdag. (p. 21)	value in their everyday lives. Broad
--	---	--

Distribution

- 10** narrow understandings of eGovernment
- 6** broad understandings of eGovernment
- 4** neutral understandings of eGovernment

Appendix 3

3) The systematic counter-concepts (*funktionale Antonyme*)

A) Strategy: 2001, June

Word/expression	Translation	Mentions
Gammel	Old	1
Manuel	Manual	24
Papir	Paper	17
Rutine	Routine	9
Silopdeling	Silo division	1
Traditionel	Traditional	13

B) Strategy 2002, January

Word/expression	Translation	Mentions
Manuel	Manual	1
Papir	Paper	5
Rutine	Routine	2
Traditionel	Traditional	2

C) Strategy: 2002, May

Word/expression	Translation	Mentions
Manuel	Manual	16
Papir	Paper	17
Rutine	Routine	11
Traditionel	Traditional	3

D) Strategy: 2004, February

Word/expression	Translation	Mentions
Papir	Paper	2
Traditionel	Traditional	2

E) Strategy: 2007, June

Appendix 3

Word/expression	Translation	Mentions
Analoge kommunikationsformer	analogue forms of communication	1
Ikke-digitale kanaler	Non-digital channels	1
Rutine	Routine	1

F) Strategy: 2011, August

Word/expression	Translation	Mentions
Papir	Paper	14
Rutine	Routine	2
Slut med...	No more...	1
Traditionel	Traditional	4

G) Strategy: 2016, May

Word/expression	Translation	Mentions
Manuel	Manual	3
Papir	Paper	3
Silotænkning	Silo thinking	1

Top scorer(s)

58 mentions: Paper

44 mentions: Manual

25 mentions: Routine

24 mentions: Traditional

Appendix 4

List of agents

Agents are understood as actors, not as mere sources for e.g. statistics. They need to be actively mentioned in the body texts. Danish agents are not being translated into English since the thesis is not going into detail with every single actor. Yet, the categories are being written in English to get a comprehensive overview. Only specific actors are being mentioned, not e.g. municipalities in general. The Danish government (*regeringen*) is not counted as an actor since it is implicit that the government is taking part in eGovernment and appendices are also not included as source material.

Denmark

A) Strategy: 2001, June

Ministries (5)

Erhvervsministeriet

Finansministeriet

IT- og Forskningsministeriet

Kirkeministeriet

Skatteministeriet

Public agencies (6)

Arbejdsskadestyrelsens Kundecenter

Erhvervs- og Selskabstyrelsen

Finansstyrelsen

Forbrugerstyrelsen

SU-Styrelsen

Søfartsstyrelsen

Municipalities (8)

Ballerup Kommune

Juelsminde Kommune

Kommunebibliotekerne

Kommune Data

Kommunernes Landsforening

Københavns Kommune

Munkebo Kommune

Rødekro Kommune

Other public institutions (12)

Arbejdsdirektoratet

Arbejdsmarkedets klagenævn

Civilretsdirektoratet

Direktoratet for FødevarerErhverv

El-sparefonden

Forsvarskommandoen

Politiet

Redningsberedskabet

Statens Bilinspektion

Statens Information

Udvalget om digital forvaltning

Vejle/Give Sygehus

Private actors (5)

Cap Gemini

Danske Bank

Appendix 4

Jyske Bank

KPMG

PLS Rambøll

International actors (1)

OECD

B) Strategy: 2002, January

Ministries (1)

Videnskabsministeriet

Other public institutions (2)

Den tværoffentlige bestyrelse

Den Digitale Taskforce

Public agencies (0)

Private actors (0)

Municipalities (0)

International actors (0)

C) Strategy: 2002, May

Ministries (3)

Finansministeriet

Ministeriet for Videnskab, Teknologi og
Udvikling

Trafikministeriet

Other public institutions (13)

Arbejdsdirektoratet

Arbejdsmarkedets Klagenævn

Civilretsdirektoratet

Datatilsynet

Den Digitale Taskforce

Direktoratet for FødevarerErhverv

El-sparefonden

Forsvarskommandoen

Politiet

Projekt Digital Forvaltning

Redningsberedskabet

Rigsarkivet

Danmarks Statistik

Public agencies (5)

Arbejdsskadestyrelsen

Den Sociale Ankestyrelse

Søfartsstyrelsen

Told&Skat

Økonomistyrelsen

Municipalities (0)

Appendix 4

Private actors (1)

PLS Rambøll

International actors (0)

D) Strategy: 2004, February

Ministries (7)

Finansministeriet

Indenrigs- og Sundhedsministeriet

Justitsministeriet

Skatteministeriet

Socialministeriet

Videnskabsministeriet

Økonomi- og Erhvervsministeriet

Kommunernes Landsforening

Københavns Kommune

Other public institutions (8)

Amtsrådsforeningen

De Digitale Amter

Den Digitale Taskforce

Det Kommunale Digitaliseringsråd

Det Koordinerende Informationsudvalg

Lægemiddelstyrelsen

Statens IT-forum

Statens IT-råd

Public agencies (3)

Erhvervs- og Boligstyrelsen

Erhvervs- og Selskabsstyrelsen

Told og Skat

Private actors (0)

Municipalities (3)

Frederiksberg Kommune

International actors (0)

E) Strategy: 2007, June

Ministries (4)

Finansministeriet

Indenrigs- og Sundhedsministeriet

Ministeriet for Videnskab, Teknologi og
Udvikling

Økonomi- og Erhvervsministeriet

Public agencies (0)

Municipalities (1)

Kommunernes Landsforening

Appendix 4

Other public institutions (6)

Danske Regioner

Den Digitale Taskforce

Folketinget

Servicefællesskabet for Geodata

Sundhedsområdets EPJ-bestyrelse

Styregruppen for Tværoffentlige Samarbejder

Private actors (0)

International actors (2)

EU

OECD

F) Strategy: 2011, August

Ministries (0)

Regionernes Sundheds-it

KOMBIT

Public agencies (0)

Private actors (1)

Municipalities (1)

KMD

Kommunernes Landsforening

International actors (2)

Other public institutions (3)

EU

Danske Regioner

OECD

G) Strategy: 2016, May

Ministries (0)

Other public institutions (5)

Public agencies (2)

Danske Regioner

Digitaliseringsstyrelsen

KOMBIT

Erhvervsstyrelsen

Open Data DK

Regionernes Sundheds-it

Municipalities (1)

Statens IT-projektråd

Kommunernes Landsforening

Appendix 4

Private actors (1)

KMD

International actors (1)

EU

Appendix 5

- 1) **Digitalisierung:** All words and expressions that define the concept (*pragmatisches Beziehungsfeld*) The findings in this appendix are not translated into English.

H) Strategy: 2001, November

Word/expression	Mentions
-	-

I) Strategy: 2006, November

Word/expression	Mentions
-	-

J) Strategy: 2006, November

Word/expression	Mentions
-	-

K) Strategy: 2010, September

Word/expression	Mentions
Diese Digitalisierung (des Privaten)	1

L) Strategy: 2010, September

Word/expression	Mentions
-	-

M) Strategy: 2010, November

Word/expression	Mentions
Die Digitalisierung im Medienbereich	1
Die Digitalisierung und Online-Verbreitung so genannter „verwaister Werke“	2
Die mit der Digitalisierung einhergehende Abkehr von der überkommenen Papierakte	1

Appendix 5

Digitalisierungs-, Aufbereitungs- und Suchtechnologien	1
--	---

N) Strategy: 2014, August

Word/expression	Mentions
Gleichzeitig führt die Digitalisierung zu neuen Herausforderungen / An die Anforderungen der Digitalisierung / von der Digitalisierung betroffenen Berufsbilder wo erforderlich – u. a. in den IT-Berufen – an die neuen Anforderungen / Um auf die zentralen Herausforderungen der Arbeitswelt in der Digitalisierung	4
Bei der konsequenten, sozialverträglichen, vertrauenswürdigen und sicheren Digitalisierung von Leben, Lernen, Arbeiten und Wirtschaften / Umgang mit der Digitalisierung bei und vermittelt Werte für die Ausgestaltung des sozialen Miteinanders /	2
Durch fortschrittliche IT-Sicherheit und Datenschutz Vorbild für die Digitalisierung in Deutschland sein / Mit der Digitalisierung einhergehende gesellschaftliche Diskussion zum Schutz der Privatsphäre und der Persönlichkeitsrechte, Selbstbestimmung und Transparenz / Sicherheit der Systeme und Schutz der Daten sind die zentralen Querschnittsthemen der Digitalisierung	3
Den größtmöglichen Nutzen aus der Digitalisierung ziehen können / Den größtmöglichen Nutzen aus der Digitalisierung zu ziehen	2
Die Unterstützung der Digitalisierung des Bauens	1
Die Chancen der Digitalisierung / An den Chancen der Digitalisierung / Die Digitalisierung bietet große Potenziale / Ohne die Chancen der Digitalisierung für uns alle zu schmälern / eröffnet die Digitalisierung allen die Möglichkeit / die großen Chancen von Internet und Digitalisierung / Um die Potenziale der Digitalisierung / Die Digitalisierung eröffnet auch hier neue	12

Appendix 5

Möglichkeiten / Durch die Digitalisierung geschaffenen neuen Gestaltungs- und Teilhabemöglichkeiten zu nutzen / Die Chancen der Digitalisierung / Von Chancen und Risiken zukünftiger Entwicklungen der Digitalisierung / Die Digitalisierung ihr volles Potenzial für Gesellschaft und Wirtschaft	
Die Digitalisierung des Energiebereichs	1
Die Digitalisierung innovativer öffentlicher Dienstleistungen und Prozesse	1
Die positive Wirkung der Digitalisierung / Bei all den positiven Auswirkungen der Digitalisierung / Die Vorteile der Digitalisierung / Auch sind mögliche Auswirkungen der Digitalisierung	4
Die Digitalisierung in wichtigen Zukunftsmärkten und -bereichen / Die fortschreitende Digitalisierung	2
Digitalisierung als wichtigen Baustein für die Entwicklungszusammenarbeit / Digitalisierung zunehmend als Querschnittsthema der deutschen Entwicklungszusammenarbeit / Digitalisierung im Governance-Bereich als Mittel transparenter, effizienter Regierungsführung und Verwaltung in den Partnerländern der deutschen Entwicklungszusammenarbeit	3
Digitalisierung erleichtert die medizinische Versorgung	1
Digitalisierung von Kulturgütern / Kino- und Filmdigitalisierung / Digitalisierung und Konvergenz der Medien	3
Digitalisierung und Vernetzung	1
Mit der Digitalisierung und der damit verbundenen Internationalisierung	1
Wirtschaftlichen und partizipativen Aspekte von Internet und Digitalisierung	1

Appendix 5

Auch die Vereinbarkeit von Familie und Beruf wird durch die zunehmende Digitalisierung erleichtert / Die Digitalisierung verschafft dem Leben vielmehr eine zusätzliche Dimension / Mit Hilfe der Digitalisierung können wir bereits heute Arbeitsleben, Familienleben und Freizeit flexibler /	3
Deshalb wird sich die deutsche Politik auch in Bezug auf die Digitalisierung	1
Die Beschaffung von Informationen, verlieren angesichts der Digitalisierung immer schneller an Wert	1
Eine Diskussion zu gesellschaftlichen Fragen der Digitalisierung	1
Die Wissenschaft muss die Digitalisierung selbst stärker zum Gegenstand der Forschung machen / Das Hochschulforum Digitalisierung / die Forschung zur Digitalisierung in der Medizin	3

O) Strategy: 2015, October

Word/expression	Mentions
Mit der zunehmenden Digitalisierung der Gesellschaft	1

P) Strategy: 2016, March

Word/expression	Mentions
Basis und Treiber der Digitalisierung (Breitbandnetze)	1
Den nationalen Rechtsrahmen mit Blick auf die Digitalisierung überprüfen / Die Förderung der Digitalisierung in der Gesellschaft durch Schaffung eines innovationsfreundlichen rechtlichen Rahmens / Gesetz zur Digitalisierung der Energiewende, E-Health-Gesetz	3

Appendix 5

Die Digitalisierung	5
Die Digitalisierung der Industrie / Um die Innovationskraft von Start-ups noch besser für die Digitalisierung in allen Wirtschaftsbereichen zu nutzen / Die Digitalisierung ihrer Geschäfte / Unsere mittelständische Wirtschaft sich der Digitalisierung aktiv stellt / die Digitalisierung derzeit (noch) nicht Bestandteil der Geschäftsstrategie / mit einer „Digitalisierungsoffensive Mittelstand“ / unserer Digitalisierungsoffensive für KMU / unser Beratungsangebot durch sogenannte Digitalisierungslotsen (KMU) / in Berlin ein „Haus der Digitalisierung“ für den Mittelstand mit deutschlandweiter und europäischer Ausstrahlung für den Mittelstand / den Digitalisierungsprozess durch Matching von etablierten Unternehmen mit Start-up-Unternehmen und Forschungseinrichtungen und durch Best-Practice-Beispiele / die Einrichtung einer Task Force „Digitalisierung des Mittelstands“ und einer One-Stop-Agency / eines von fünf Unternehmen sein Geschäftsmodell an die Möglichkeiten der Digitalisierung / eigene Digitalisierungsstrategien und neue Geschäftsmodelle / die Förderung von FuE für die Digitalisierung der Wirtschaft / Digitalisierung im Unternehmen / Um Wettbewerbs-, Markt- und Verbraucherfragen der Digitalisierung / Analyse, Marktbeobachtung und Berichtswesen zur Digitalisierung	16
Die Digitalisierung verändert die Arbeit / mit der Digitalisierung erhebliche Beschäftigungschancen / die überbetrieblichen Berufsbildungszentren Weiterbildungen zur Digitalisierung / Digitalisierung auch an den Hochschulen	4
Die Einrichtung von Modellregionen vom Wert der Digitalisierung und Vernetzung / Ein bundesweites Programm „Bündnisse für Digitalisierung“ / Die Bündnisse für	4

Appendix 5

Digitalisierung / Konkrete Maßnahmen zur Digitalisierung im regionalen Kontext	
Die immer schneller voranschreitende Digitalisierung / Die fortschreitende Digitalisierung von Wirtschaft und Gesellschaft in der EU / Die zunehmende Digitalisierung der Verwaltung	3
Die Potenziale der Digitalisierung / Um die mit der Digitalisierung verbundenen Chancen im vollen Umfang nutzen zu können / bei der Nutzung von Digitalisierungspotenzialen / Eine umfassende und systematische Nutzung der Digitalisierungspotenziale in wesentlichen Infrastrukturbereichen wie dem Energie-, dem Verkehrs-, dem Gesundheits-, dem Bildungsbereich und der öffentlichen Verwaltung	4
Digitalisierung	1
Durch bessere Information von Bürgerinnen und Bürgern, Unternehmen und Verwaltung vor Ort zu den Chancen der Digitalisierung / ein nutzerfreundliches Portal zur Digitalisierung	2
Ein unabhängiges Kompetenzzentrum für alle Fragen der Digitalisierung / Bei der Digitalisierung durch die Einrichtung von Mittelstand 4.0-Kompetenzzentren / nachhaltiger Aufbau von Digitalisierungskompetenz	4
Eine Herausforderung der Digitalisierung	1
Keine generischen Digitalisierungsaufgaben	1
um einem „Silodenken“ bei der Lösung von Zielkonflikten in der Digitalisierung	1
Unter dem Einfluss der Digitalisierung	1

Top scorer(s)

20 mentions: “Die Digitalisierung” found in 2 out of 9 strategies (August 2014 and March 2016).

16 mentions: “Die Digitalisierung der Industrie” found in 1 out of 9 strategies (March 2016).

Appendix 6

2) All connected words that give the concept substance (*syntagmatisches Beziehungsfeld*)

The different page numbers refer to the specific pages in each of the strategies listed at the beginning of the chapter on the analysis. Under “Whole sentence in German” it is also stated whether the quote is regarded a narrow, broad or neutral understanding of eGovernment. Neutral both covers neutrality and the fact that some quotes do not take any stand regarding the understanding and meaning of the concept of eGovernment. The findings in this appendix are not translated into English.

H) Strategy: 2001, November

Word/expression	Whole sentence in German
-	-

I) Strategy: 2006, November

Word/expression	Whole sentence in German
-	-

J) Strategy: 2006, November

Word/expression	Whole sentence in German
-	-

K) Strategy: 2010, September

Word/expression	Whole sentence in German
Diese Digitalisierung (des Privaten)	Diese Digitalisierung und die zunehmende Durchdringung aller privaten und beruflichen Lebensbereiche mit IKT werden nicht nur die Prozesse, sondern besonders auch den Umgang miteinander weiter verändern. (p.8) (Broad)

Appendix 6

L) Strategy: 2010, September

Word/expression	Whole sentence in German
-	-

M) Strategy: 2010, November

Word/expression	Whole sentence in German
Die Digitalisierung und Online-Verbreitung so genannter „verwaister Werke“	Schaffung von Rahmenbedingungen für die Digitalisierung und Online-Verbreitung so genannter „ verwaister Werke “. (p.21) (Broad)
Die Digitalisierung und Online-Verbreitung so genannter „verwaister Werke“	Schaffung von Rahmenbedingungen für die Digitalisierung und Online-Verbreitung so genannter „ verwaister Werke “. (p.34) (Broad)

N) Strategy: 2014, August

Word/expression	Whole sentence in German
An den Chancen der Digitalisierung	(Breitbandnetze) Sie sind die Voraussetzung für gleichwertige Lebensverhältnisse und eine umfassende Teilhabe an den Chancen der Digitalisierung, die neue Handlungs-, Gestaltungs- und Qualifizierungsmöglichkeiten für alle Menschen eröffnet. (p.3) (Narrow)
Die Chancen der Digitalisierung	Mit der Umsetzung der Digitalen Agenda wollen wir die Chancen der Digitalisierung nutzen, um Deutschlands Rolle als innovative und leistungsstarke Volkswirtschaft in der Europäischen Union und der Welt auszubauen. (p.2) (Broad)
Die Digitalisierung bietet große Potenziale	“Die Digitalisierung bietet große Potenziale und ermöglicht Synergien.” (p.4) (Neutral)

Appendix 6

O) Strategy: 2015, October

Word/expression	Whole sentence in German
Mit der zunehmenden Digitalisierung der Gesellschaft	Mit der zunehmenden Digitalisierung der Gesellschaft durch die immer neuen Möglichkeiten der Informationstechnologien (IT) ändern sich auch die Erwartungen der Bürgerinnen und Bürger sowie der Unternehmen an die Verwaltung. (p.4) (Narrow)

P) Strategy: 2016, March

Word/expression	Whole sentence in German
Die Digitalisierung der Industrie	Die Digitalisierung der Industrie eröffnet allein für Deutschland bis 2025 ein zusätzliches kumuliertes Wertschöpfungspotenzial von 425 Milliarden Euro. (p.41) (Broad)
Die Digitalisierung ihrer Geschäfte	Ohne Datensicherheit können wir insbesondere unsere kleinen und mittelständischen Unternehmen nur schwer davon überzeugen, dass die Digitalisierung ihrer Geschäfte ein guter Weg in die Zukunft ist. (p.33) (Broad)
<i>Digitalisierung im Unternehmen</i>	<i>So wie Digitalisierung im Unternehmen nicht mehr nur Thema der IT-Abteilung und gesamtwirtschaftlich nicht mehr nur Thema der IT-Branche ist, muss Digitalisierung auch an den Hochschulen die Grenzen der Fachbereiche überwinden;</i> (p.52) (Broad)

Distribution

2 narrow understandings of eGovernment

7 broad understandings of eGovernment

1 neutral understandings of eGovernment

Appendix 7

3) The systematic counter-concepts (*funktionale Antonyme*)

H) Strategy: 2001, November

Word/expression	Mentions
Nicht onlinefähig	3
Offline	1
Papier	9
Statisch	3
Traditionell	3

I) Strategy 2006, November

Word/expression	Mentions
(zu) aufwändigen Abstimmungsprozessen	1
(zu) Doppelarbeiten	1
(zu) Überregulierung	1
(zu) unnötigen Hierarchien	1
(zu) Unverständnis	1
Bei gleich bleibenden Strukturen, Kompetenzen und Technologien	1
Inputorientiert	1
Papier	1
Traditionell	4

J) Strategy: 2006, November

Word/expression	Mentions
Papier	1

K) Strategy: 2010, September

Word/expression	Mentions
Traditionell	1

Appendix 7

Papier	2
--------	---

L) Strategy: 2010, September

Word/expression	Mentions
Papier	1

M) Strategy: 2010, November

Word/expression	Mentions
Papier	1
Traditionell	1

N) Strategy: 2014, August

Word/expression	Mentions
Traditionell	2

O) Strategy: 2015, October

Word/expression	Mentions
Papier	1

P) Strategy: 2016, March

Word/expression	Mentions
Alte Technologien	1
Einst generationsübergreifende Vorgänge	1
Im Rückblick	1
Traditionell	2

Top scorer(s)

16 mentions: Papier

13 mentions: Traditionell

List of agents

Agents are understood as actors, not as mere sources for e.g. statistics. They need to be actively mentioned in the body texts. German agents are not being translated into English since the thesis is not going into detail with every single actor. Yet, the categories are being written in English to get a comprehensive overview. Only specific actors are being mentioned, not e.g. municipalities in general. The *Bundesregierung* is not counted as an actor since it is implicit that the government is taking part in eGovernment and appendices are also not included as source material.

Germany

H) Strategy: 2001, November

Ministries (4)

Bundesministerium der Finanzen

Bundesminister des Innern, Otto Schily

Bundesministerium für Wirtschaft und
Technologie

Ehemaliger Bundeskanzler, Gerhard Schröder

Federal states and municipalities (0)

Other public institutions (1)

Die Projektgruppe „BundOnline 2005“

Private actors (0)

Public agencies (2)

Bundesamt für Finanzen

Regulierungsbehörde für Telekommunikation
und Post (RegTP)

International actors (0)

I) Strategy: 2006, November

Ministries (1)

Bundesministerium des Innern, BMI

Federal states and municipalities (0)

Public agencies (1)

Referat Verwaltungsmodernisierung,
Verwaltungsorganisation (BMI)

Other public institutions (0)

Private actors (0)

Appendix 8

International actors (3)

Die OECD

Die EU

EUPAN - European Public Administration

Network

J) Strategy: 2006, November

Ministries (1)

E-Government-Kompetenzzentrum

Bundesministerium des Innern

Private actors (0)

Public agencies (0)

International actors (3)

Federal states and municipalities (0)

Europäische Kommission

Großbritannien

Other public institutions (1)

Österreich

K) Strategy: 2010, September

Ministries (3)

Bundesministerium für Arbeit und Soziales

Bundesministerium des Innern

Bundesministerium für Familie, Senioren,
Frauen und Jugend

Federal states and municipalities (1)

Metropolregion Rhein-Neckar

Other public institutions (0)

Private actors (0)

Public agencies (2)

IT-Dienstleistungszentren des Bundes (DLZ-
IT) (unter BMI)

IT Planungsrat

International actors (3)

Die EU

Die USA

Großbritannien

Appendix 8

L) Strategy: 2010, September

Ministries (0)

Other public institutions (6)

Public agencies (1)

Private actors (0)

IT Planungsrat

International actors (1)

Federal states and municipalities (0)

Die EU

M) Strategy: 2010, November

Ministries (2)

Private actors (0)

Bundesministerium des Innern (BMI)

Bundesministerium für Wirtschaft und
Technologie

International actors (8)

Die EU

Die OECD

Public agencies (0)

Europäische Kommission

Europäisches Parlament

Federal states and municipalities (0)

International Telecommunication Union (ITU)

Internet Corporation for Assigned Names and
Numbers (ICANN)

Other public institutions (1)

Fraunhofer ISI Institut (also private funding)

Irland

US-Handelsministerium

N) Strategy: 2014, August

Ministries (3)

Bundesministerium des Innern

Bundesministerium für Verkehr und digitale
Infrastruktur

Bundesministerium für Wirtschaft und Energie

Appendix 8

Public agencies (2)

Bundesamt für Sicherheit in der
Informationstechnik (BSI)
IT-Planungsrat

Federal states and municipalities (0)

Other public institutions (5)

Allianz für Cybersicherheit (Bundesamt für
Sicherheit in der Informationstechnik)
Der Bundestag
Deutschland sicher im Netz (BMI)
Die Netzallianz Digitales Deutschland (BMVI)
IT-Sicherheit in der Wirtschaft (BMWi)

Private actors (0)

International actors (7)

Der Europol-Cybercrime-Center
Die EU
Die Europäische IT-Sicherheitsagentur
ENISA
Die International Aid Transparency Initiative
(IATI),
Die OECD
International Telecommunication Union (ITU)
Internet Corporation for Assigned Names and
Numbers (ICANN)

O) Strategy: 2015, October

Ministries (0)

Public agencies (1)

IT-Planungsrat

Federal states and municipalities (0)

Other public institutions (0)

Private actors (0)

International actors (1)

Die EU

P) Strategy: 2016, March

Ministries (2)

Bundesministerium für Wirtschaft und Energie
(BMWi)

Prof. Dieter Gorny, Beauftragter für Kreative
und Digitale Ökonomie des BMWi,
Vorstandsvorsitzender des BVMI

Appendix 8

Public agencies (3)

Prof. Dr. Christoph Meinel, Hasso-Plattner-Institut, Potsdam

Prof. Dr. Gesche Joost, Professorin für Designforschung an der UdK Berlin, Internetbotschafterin der Bundesregierung für die Europäische Kommission

Prof. Dr.-Ing. Ulrike Meyer, Professorin für IT-Sicherheit, RWTH Aachen

Federal states and municipalities (3)

Berlin

Hamburg

München (Landeshauptstadt des Freistaates Bayern)

Other institutions (non-public) (2)

Dr. Reinhold Festge, Präsident des Verbandes Deutscher Maschinen- und Anlagenbau (VDMA)

Holger Schwannecke, Generalsekretär des Zentralverbandes des Deutschen Handwerks (ZDH)

Private actors (5)

Anke Felbor, Geschäftsführerin von LearnNow.de und ehemalige Leiterin der ZEIT Akademie

Coparion-Fond

Oliver Samwer, CEO der Rocket Internet SE, Berlin

Prof. Dr. Siegfried Russwurm, Chief Technology Officer und Mitglied des Vorstands der Siemens AG

Ralph Dommermuth, CEO der United Internet AG

International actors (13)

Boston

China

Die EU

die Europäische Kommission

die USA

Israel

Japan

London

New York

Paris

Silicon Valley

Stockholm

Südkorea