2. The CVR case analysis part 1 and methodology.

This chapter first presents two case studies that generally introduce the issues of information sharing in government, as well as a presentation of a study of technology policy with a focus on processes in government. This is followed by the first part of the CVR case analysis. Finally, methodological considerations follow. The concept of double hermeneutics and methodological situationalism is introduced, followed by a presentation of process and structural analysis as two methodological approaches that will be used in the analysis of the CVR decision-making process.

1.1 SHARING INFORMATION IN THE ADMINISTRATION.

The presentation of the two cases below illustrates the financial and departmental problems that arise when sharing information between different administrative units. The first case concerns a dispute between the Ministry of Taxation and the Ministry of Justice about the provision of information to the Legal Information Database in the Ministry of Justice. Based on an interpretation of the rules for tax guidance, the Danish Customs and Tax Agency would not provide information to the Ministry of Justice. As a result, the Legal Information Database was not updated with the latest tax policy tax guidance. Head of Office KH Ludolph, Ministry of Taxation states: “The Ministry of Taxation makes money by providing information to private publishers. The cooperation with Legal Information, on the other hand, has been a pure expense.”18

The second process concerns the dispute between Statistics Denmark and the Danish Environmental Protection Agency over waste information. The Danish Environmental Protection Agency demanded approval of how Statistics Denmark uses information on waste from the so-called ISAG database (Information System for Waste and Recycling). Statistics Denmark was to use these figures in the input and output tables of the national accounts. The Danish Environmental Protection Agency thus demanded in a letter of 27 March 1995 to Statistics Denmark that the result of the project in question “must be submitted to the Danish Environmental Protection Agency’s Industrial Waste Office for approval before publication”19 The matter was brought up in the Danish Parliament’s Environment Committee, where the Conservative People’s Party’s environmental spokesman demanded that environmental statistics be moved from the Danish Environmental Protection Agency to Statistics Denmark:

> “Environmental statistics will be key figures in the coming years (...) therefore we cannot have the Danish Environmental Protection Agency and the Ministry of Environment and Energy sitting around collecting the figures and deciding when it is appropriate to make environmental statistics available to the public. This task rightfully belongs to Statistics Denmark. (...) It is not reassuring for the people's government that the foxes not only collect the geese, but also decide how much goose liver they want”20

[18] Weekend newspaper, September 20-26, 1996.
[19] Weekendavisen, October 27 to November 3, 1995.
[20] Ibid.

The case illustrates how information helps set the environmental policy agenda.
It is further illustrated how environmental analyses depend on which administration is responsible for environmental information.

The two cases seem at first glance different, but they highlight two central issues related to sharing information across administrative boundaries. In relation to the issue in this thesis, the question is how the control of information and thus any economic and political gains are shaped through administrative policy processes.

As an example of a scientific study in relation to this issue, associate professor Peter Munk Christiansen's analysis of Danish technology policy from 1970 to 1987 can be mentioned.21 As a starting point for the analysis, governance is problematized in relation to the design of technology policy: “Technology policy is often associated with governance. It makes no sense to ask the question of governance as such. The relevant governance question is under what political and administrative conditions can specific societal objectives be realized through technological means?”
22

The interesting result of the study is that neither the industry's use of technology nor the structural problems associated with the use of technology have changed in the analyzed period. On the other hand, technology policy has. Thus, it can be stated that a large number of technology policy initiatives have not had the desired effect. Christiansen attributes this lack of effect to political-institutional factors.23

The table captures:

The two above-mentioned cases and the analysis of the design of technology policy in the 1970s and 1980s seen in the context of the CVR are examples of how the administrative organization of integrated information systems should receive greater political and research attention.
I see the problem as particularly pronounced in relation to the establishment of large information systems, as both the technical infrastructure - building databases, establishing networks, etc. - but also the power infrastructure associated with the technical infrastructure is not something that can be changed “overnight”. Once an information system has been established, it is difficult to negotiate and change the information technology infrastructure. In addition, investments in equipment and knowledge in integrated information sy[2]s[4]tems are very large.

1.2 CVR CASE ANALYSIS PART 1

This section first presents actors and some general definitions established by the CVR Act.
Next, five different perceptions of CVR as an integrated information system are presented.
A stylized version of the figures in Appendix 1 will be presented. Finally, an analysis of the decision-making process follows using the concept of “critical incident”.

Presentation of general definitions and actors.

The general definitions are taken from the CVR Act. These definitions will later be included in the presentation of actors.

Section 2 of Act No. L 417 of 22 May 1996 on the Central Business Register states the purpose of the CVR:

[21] Christiansen, 1988.
[22] Christiansen, 1988, p. 29.
[23] Christiansen, 1988, p. 208.
[24] This problem is described by Bijker and Law, 1992, pp. 3ff.

"§ 2. The purpose of the Central Business Register is to:
1) Contain basic data on legal entities, cf. Section 3, that are traders or employers, and the associated production units, cf. Section 4,
2) Provide a clear numbering of the legal entities and production units included in the register, cf. sections 5 and 6"[25]

The legal entity is defined as:

"§ 3. In this Act, a legal entity means:
1) A natural person in his capacity as an employer or self-employed person. 2) A legal person or a branch of a foreign legal person. 3) A state administrative unit 4) A county municipality 5) A municipality or 6) A municipal association."
26

The core of the register will in practice be VAT-registered companies corresponding to Section 3, subsections 1 and 2. In addition, public activities are included, as these perform "tasks of general interest for society or the local area".27 In relation to ministerial areas, Statistics Denmark under the Ministry of Economic Affairs, the Danish Customs and Tax Agency under the Ministry of Taxation and the Danish Commerce and Companies Agency under the Ministry of Business and Industry will be suppliers of information on legal entities.

Production units are defined as:

"§ 4. In this Act, production unit means: 1) The main activity carried out by a legal entity that has only one main activity and where all activity takes place at or from the same geographical address as the legal entity's address.
2) The individual main activity, if a legal entity has several main activities carried out at or from one geographical address
3) The individual activity, if a legal entity has activities carried out at or from multiple geographical addresses"

Production unit is the name for the individual workplace. For registration purposes, the term main activity expresses the industry within which the workplace is located. With regard to production units, this will primarily be Statistics Denmark under the Ministry of Economic Affairs and the Ministry of Labour's work areas, which will be involved in the integration of information on production units.

In the following, the four ministerial areas will be presented based on Figure 1.1.
In addition, the tasks of each area will be briefly described in relation to the above concepts in the CVR Act. Methodologically, a context diagram has been used here, which is defined as:

"A context chart is a network, mapping in graphic form the interrelationship among the roles and groups (and if appropriate), that go to make up the context of individual behavior (...) Such network ought to reflect the core characteristics of organizations : authority/hierarchy and division of labor"28

With the written formal communication as the object of analysis, the central point in relation to the quote is to illustrate how this proceeds in relation to authority relations and division of labour. In Figure 2.1, the boxes do not therefore express the traditional perception of organisations as physical entities with entrance and exit doors. The diagram should be seen as a presentation of context for both the communication and the actors involved in the CVR case. Here I will operate with both collective actors and individual actors. Thus, the ministries generally act as collective actors. Within each ministry, a number of collective and

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[25] Act on the Central Business Register. Section 2.
[26] Act on the Central Business Register. Section 3.
[27] The Information Society Year 2000, 1994, Appendix 7, CVR number for companies.
[28] Miles and Huberman, 1994, p. 102.

individual actors. According to the quote above, behavior should also be illustrated. Miles and Huberman thus suggest marking “channels of influence”.29 However, I have chosen to omit these illustrations in Figure 2.1. In the analysis of the CVR case in Chapter 7, the issue of influence will be addressed explicitly.

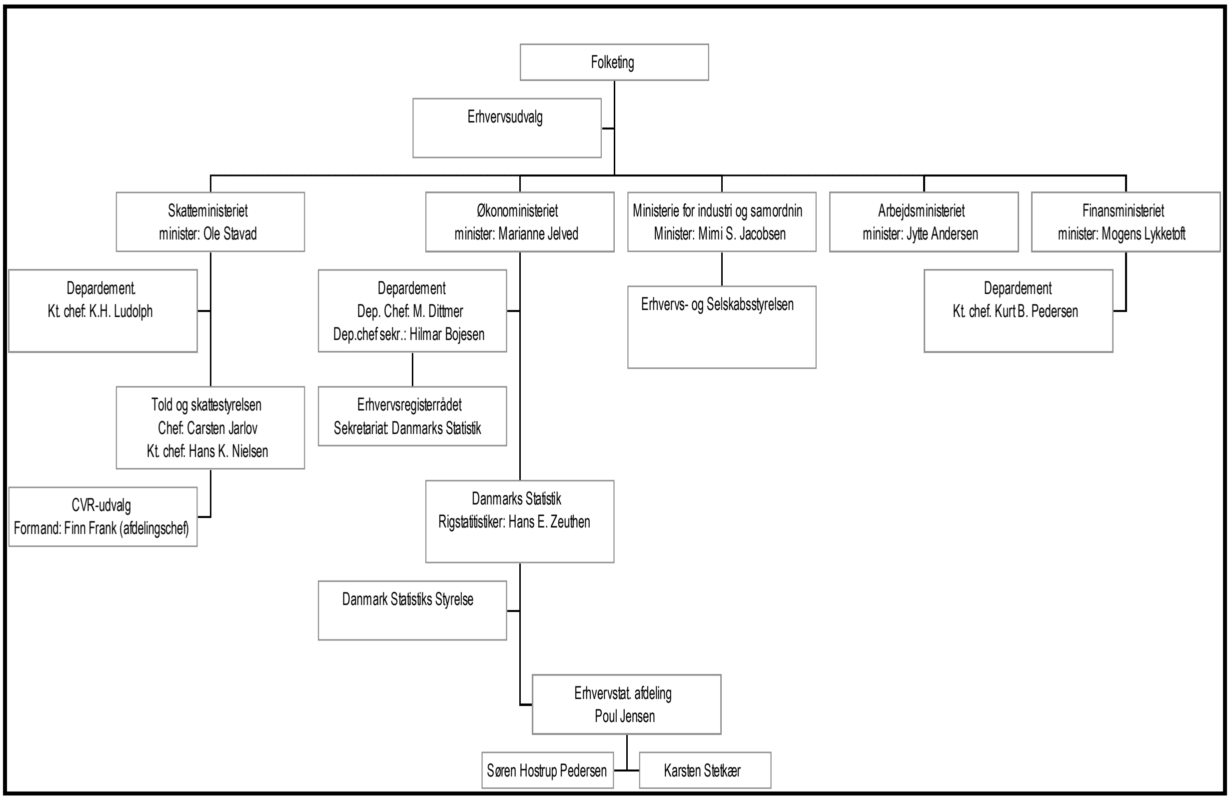

Figure **2-** Diagram illustrating the context for communication and actors in the CVR case in force in the spring of 1994.

The overall context is the Danish Parliament. A business committee has been established under it with representatives from the parties in the Parliament. This committee deals with general issues concerning the business community. Thus, the establishment of the CVR is also brought up in this committee.

Below the parliamentary and government levels are five ministries. These are all organized with a minister at the top and subordinate departments, agencies, directorates, councils and committees. In the following, the Ministry of Taxation, Economics, Business and Labour will be presented. Later in chapter seven, the Ministry of Finance will also be involved.

Ministry of Taxation

The Danish Customs and Tax Agency has been established under the Ministry of Taxation with the primary tasks of collecting customs and taxes. The Danish Customs and Tax Agency includes the CVR Committee in Figure 2.1, which was established on the basis of a decision to establish the CVR in 1992. In addition to the four ministries mentioned, the Committee also included the Ministries of Finance, Fisheries, Agriculture and Health, as well as the Danish Association of Local Authorities. The Committee operated from 1992 to the summer of 1994.

[29] Ibid.

The results of the committee's work were reflected in the report "General requirements for CVR" of June 1994, cf. Appendix 2.

In relation to the definitions above, the concept of legal entity has its roots back to the introduction of withholding tax. At that time, it was operationalized for the purpose of tax collection. A report from June 1994 states:

> “The business registration constitutes a basic registration of businesses for use in Customs & Tax's tasks regarding collection, goods transport, control, service, headcount formation and calculation. (...) The register includes, among other things, information on ownership, address, liability, industry, authority affiliation and a number of administrative information”30

Ministry of Labor

The concept of production unit has its historical roots primarily in the Ministry of Labor.
The registration of workplaces has mainly been based on labour market policy measures. In the Ministry of Labour, there has been an intensification of supervisory, dissemination and service tasks (Labour Market Authority, Danish Labour Inspectorate, etc.) over the last 20 to 30 years, which has led to an accumulation of various types of data in a number of different agencies.

Ministry of Industry and Trade

Under the Ministry of Business, the Danish Commerce and Companies Agency is tasked with registering companies that are not sole proprietorships, and the legal basis has been various company laws:

> “The Danish Commerce and Companies Agency registers all public and private companies, financial companies and commercial foundations in accordance with the Companies Act. As a result of EC harmonisation, partnerships and limited partnerships will also be included in the Agency's registration”31

The Danish Commerce and Companies Agency thus uses the concept of legal entity as in the Ministry of Taxation. As a result of the legal basis, a number of additional information has been registered about, among other things, the companies' purpose, board members and management, ownership, capital situation and accounts.

Ministry of Economic Affairs

The Ministry of Economic Affairs is represented by the Business Register Council, which was established in connection with the adoption of the Act on the Central Business Register in 1975. At that time, the Central Business Register was placed with Statistics Denmark, and with the establishment of the Act on the CVR, this will replace the Act on the Central Business Register.

Statistics Denmark's main task is, of course, the production of statistics. Some of these tasks are stipulated by law, while others Statistics Denmark, as an institution, can choose to carry out.
The latter is becoming increasingly important with the modernization program, as financing via revenue-based activities is increasingly being required by the Ministry of Finance. Responsibility for the daily management lies with the Statistician. The overall decisions are made by Statistics Denmark's board. This board is composed of representatives from business, interest groups, etc. The Statistician is chairman.

Presentation of five different models.

In summary, the decision process can be described graphically via the models in Figure 2-Error! Unknown argument for parameter..

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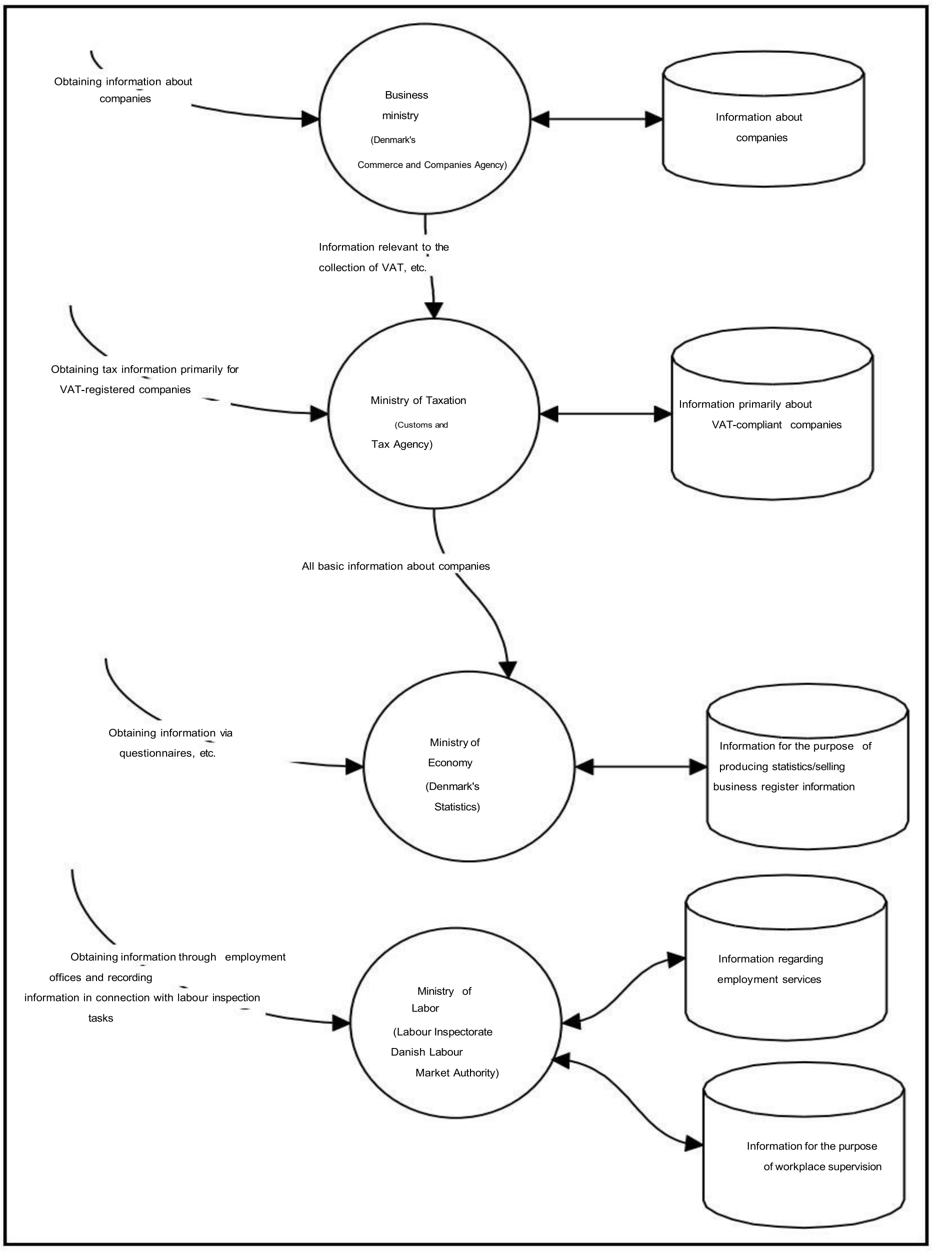
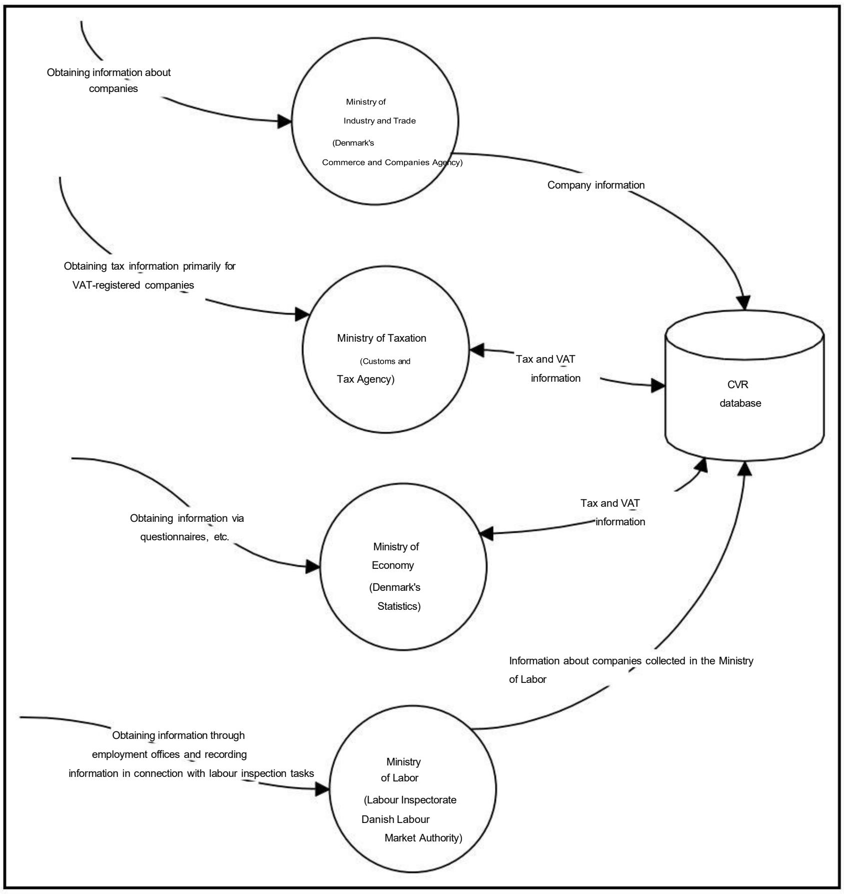
[30] Report from the CVR Committee, 1994, p. 81.

[31] Report from the CVR Committee, 1994, p. 80.

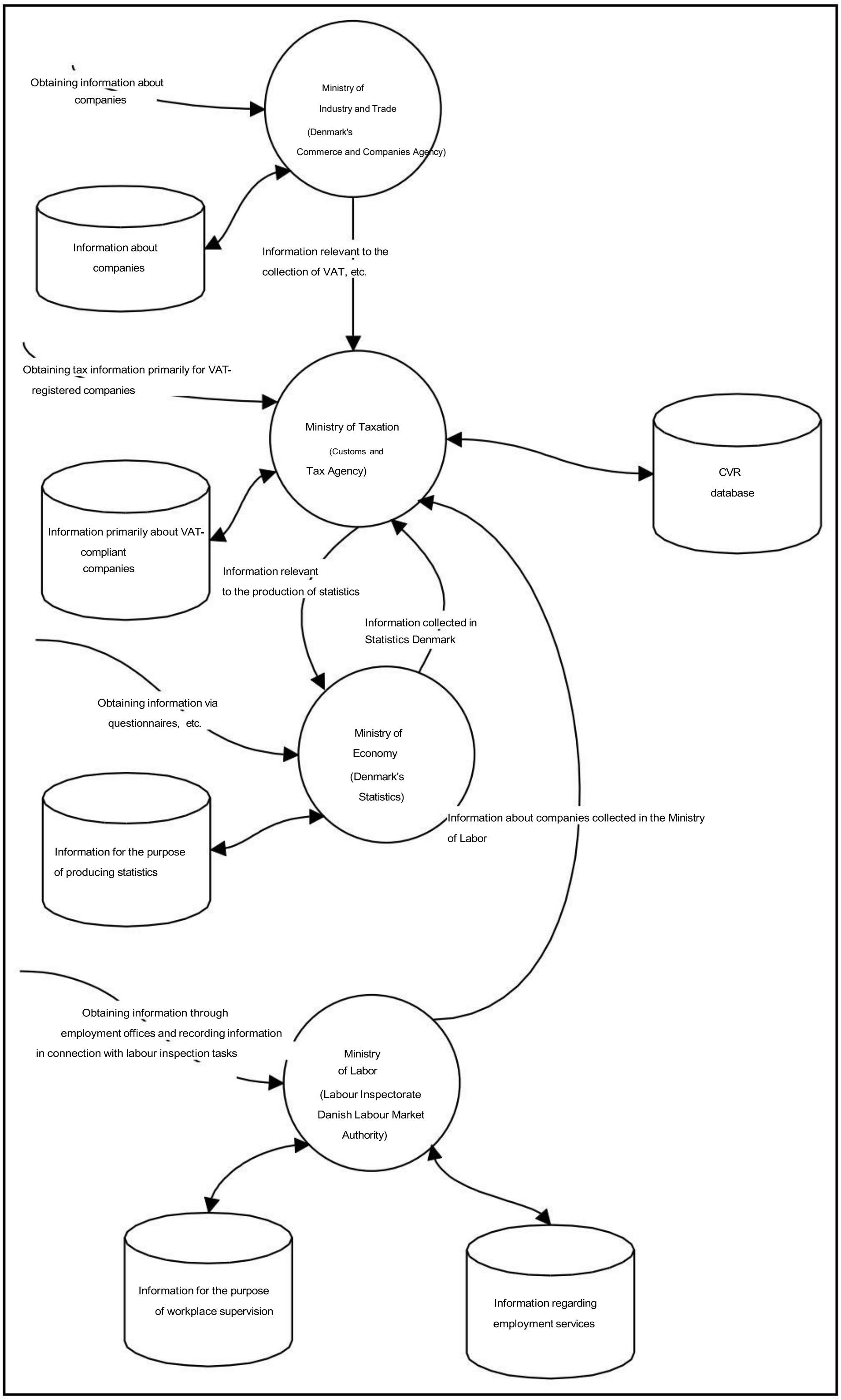
Model 0, Data flow before CVR



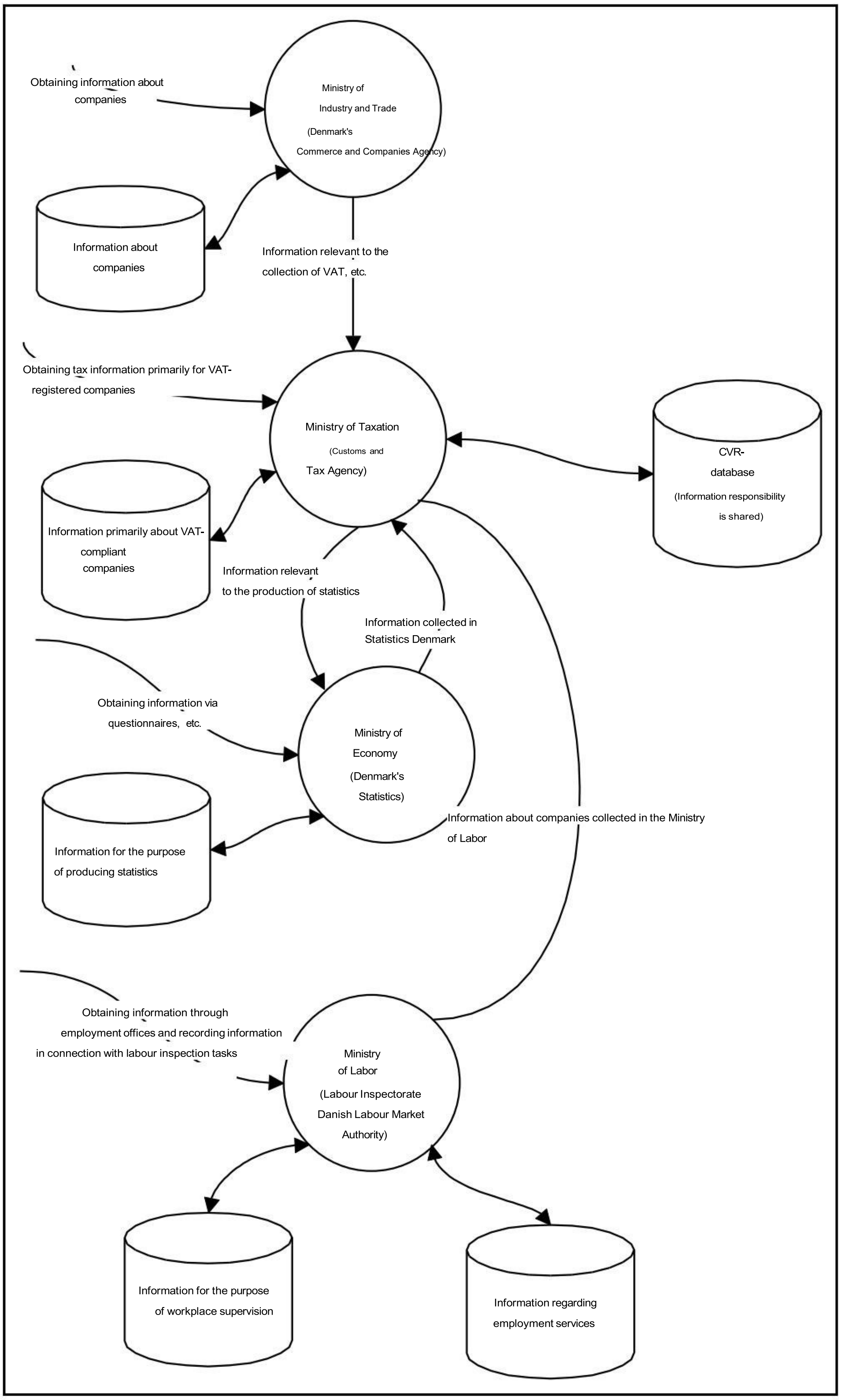
Model 1. Data flows according to the ideal of the integrated information system.



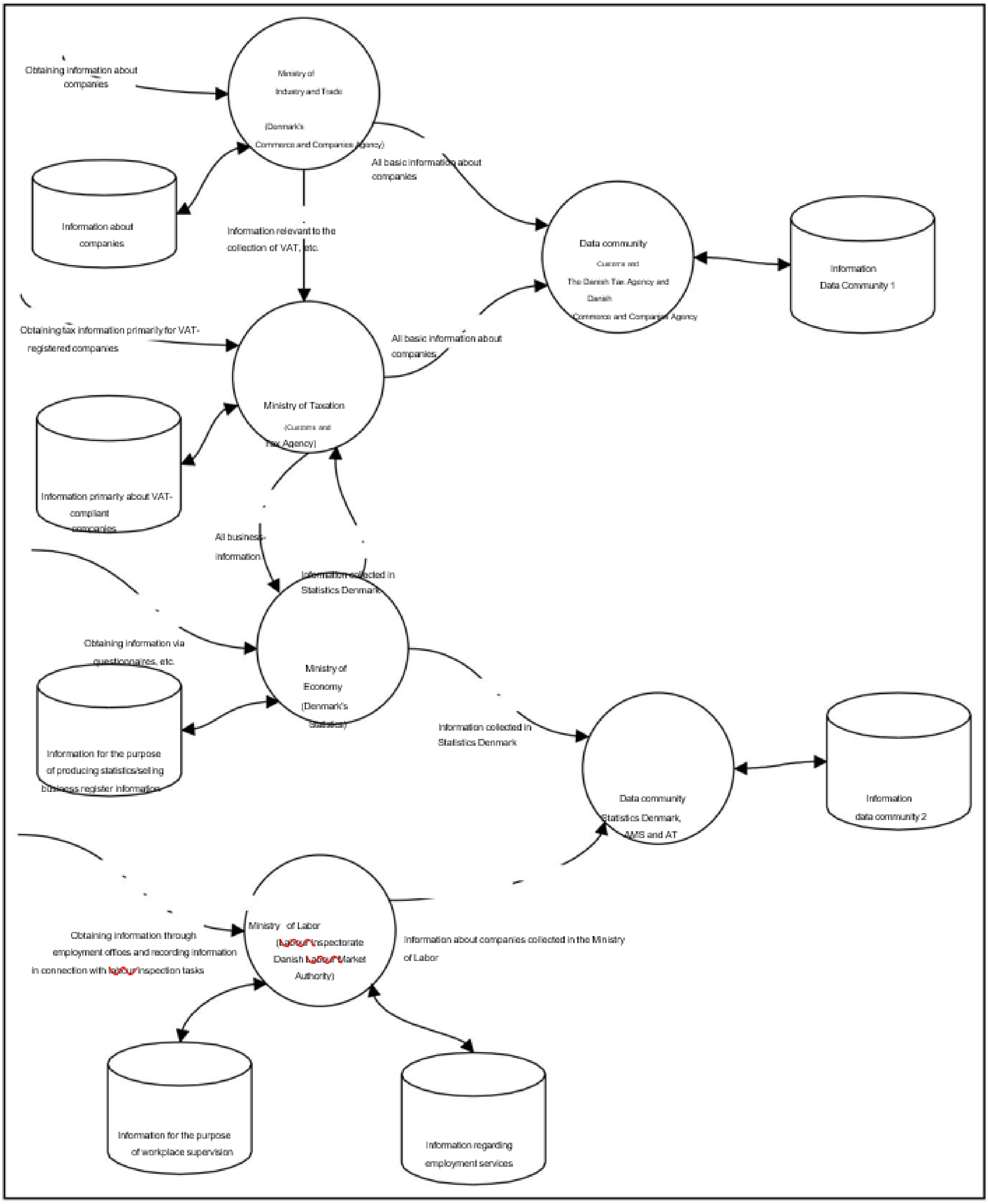
Model 2. Data flows as proposed in the decision-in-principle of the Ministry of Finance 1992.



Model 3 Model in the draft report on CVR. This model corresponds to model 2, except that it is possible for institutions that provide data to be given responsibility for a portion of the data.



Model 4. Proposal for data sharing between the Ministry of Labour/Statistics Denmark and the Danish Commerce and Companies Agency/Customs and Tax Agency.



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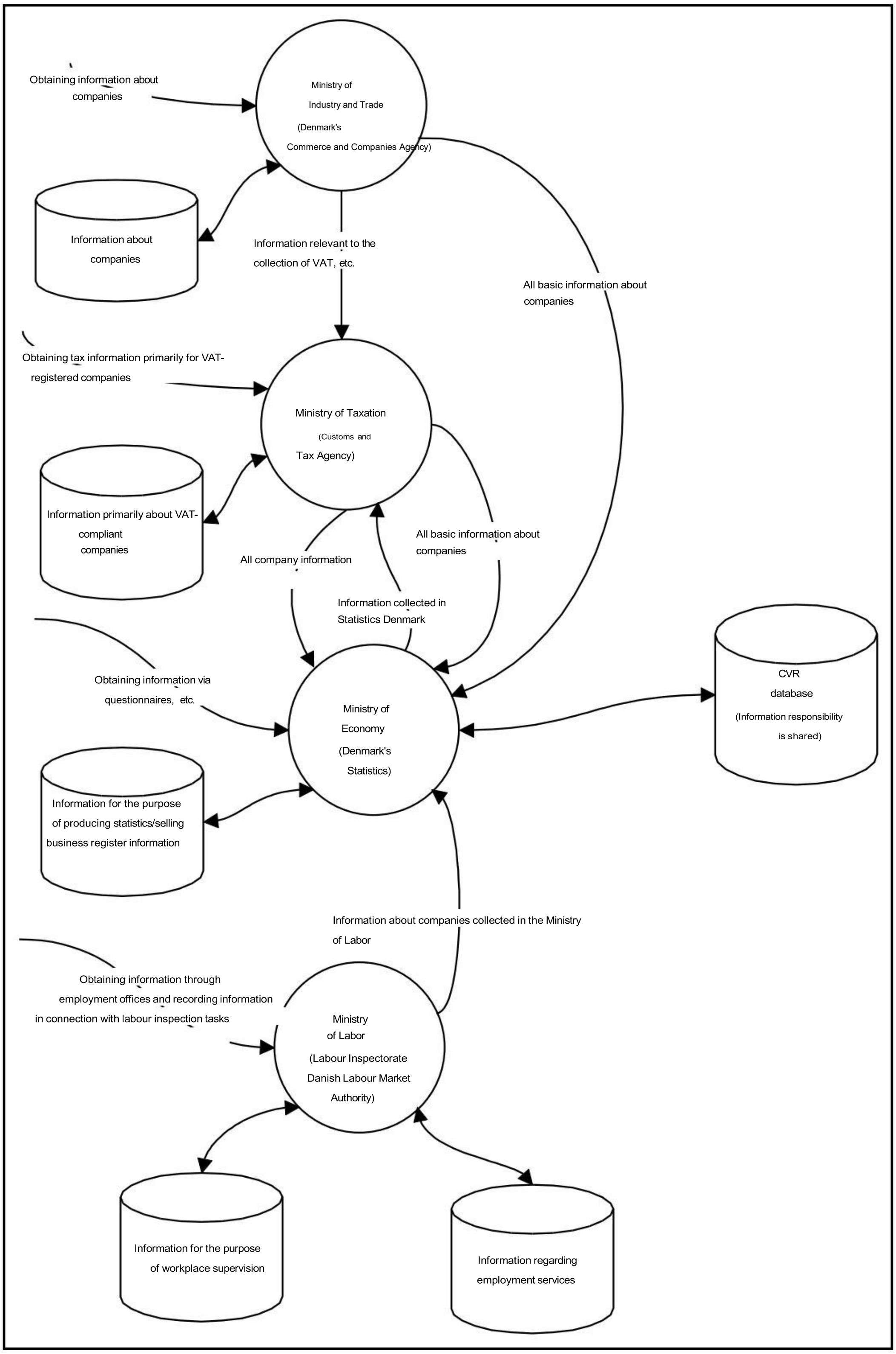
Model 5. Data flows that resulted after changing the decision.



Model 0 presents the interpretation of the CVR as it was before the actual integration. This interpretation is part of the decision-making process in December 1994. Model 1 presents the interpretation of the CVR as an ideal concept. Considered in continuation of the section on integrated information systems as a policy phenomenon, the central point of this interpretation is that the storage of information and applications is centralised, whereby information collected in one administrative unit can be used by other administrative units. Model 2 presents the interpretation of the CVR as proposed by a decision in principle in the Ministry of Finance in 1992. Compared to the ideal model, it can be stated that this interpretation is far from ideal. The central difference is that the individual administrative units retain existing registers. However, it should be noted that the register at Statistics Denmark only contains information for statistical purposes.

Information for sales and other administrative use is transferred to the Danish Customs and Tax Agency with the interpretation in model 2. In model 3 it is marked that information responsibility is split in relation to model 2. This interpretation is included in the decision-making process in January 1994. In model 4

There is a new interpretation where the CVR is built as so-called data communities. When establishing data communities, two or more administrative units join together on information responsibility and departmental responsibility. The model shows that the Ministry of Economic Affairs and the Ministry of Labour join together in a data community on production units and the Ministry of Taxation and the Ministry of Business and Industry join together in a data community on legal units. In model 5

The interpretation that resulted from the negotiations is available. A characteristic of this model compared to model 3 is that technically it is only a change in data flows from the Ministry of Taxation to the Ministry of Economic Affairs.

Analysis of decision-making processes with critical incidents.

In order to classify the course into relevant periods, the descriptive method used is the listing of events, which can be defined as: "An event listing is a matrix that arranges a series of concrete events by chronological time periods, sorting them into several categories"32

In the material that forms the basis of the case study, not all communication or all incidents are equally central to the elucidation of the overall issue being investigated in this context. In order to structure the material, I will methodologically focus on "critical incidents".
Critical incidents are considered as single events where "actors experience a provocation of their organizational interpretive systems, that is, radical breaches of their understanding and expectations of organizational relations".33 In a more precise formulation, Shein defines a critical incident as "... any major event, (...) that causes reexamination or reformulation of goals and working methods, or that involves questions of membership and admission".34 This choice of method is justified by the application of a dynamic conflict perspective to public organizations. Critical incidents will be analyzed in this context with a focus on selected documents in the CVR process. Which documents trigger which breaches of existing interpretive frameworks? Nine critical incidents have been identified in the case.

The desire to establish a CVR was first concretely implemented in the Ministry of Finance's report *Effective EDB in the State35* from 1989. This formulated a desire that the registration of information about business enterprises should be collected in an integrated information system. In the spring of 1992, the Ministry of Finance made a decision in principle to establish a CVR. Information about

[32] Miles and Huberman, 1994, p. 111.
[33] Morsing, 1995, p. 88.
[34] Schein, 1986, p. 125.
[35] Ministry of Finance, 1989.

commercial enterprises from the Ministry of Economic Affairs, the Ministry of Labour, the Ministry of Business and Industry and the Ministry of Taxation, respectively, as well as information registered under municipal law, must be collected in one information system.

The first critical incident is the decision in principle in the Ministry of Finance in 1992. In terms of department, the Danish Customs and Tax Agency is assigned responsibility for the CVR. Financially, the CVR is assumed to be financed by user fees. Technically, it is decided here to establish the CVR in relation to registers in the Danish Customs and Tax Agency. With regard to information responsibility, the Danish Customs and Tax Agency is assigned responsibility for information in the CVR. The Central Business Register in Statistics Denmark is to be closed down. This solution appears as model 2 in figure 2.3. above. The memo of 6 April 1992 regarding the decision in principle states:

> "Today, there are three different, general business registers: the SE register at the Danish Customs and Tax Agency, the Central Business Register at Statistics Denmark, and the Danish Commerce and Companies Agency's register. In addition, there are additional registers in the Ministry of Labour and in the municipalities ... The Danish Customs & Tax Agency's SE register is being changed to a central business register (CVR) ... The basic registration in the CVR register must also include information on industry, local location, etc., so that the Central Business Register in Statistics Denmark can be closed down as the overarching register"36

To ensure consistency, only one authority, the Danish Customs and Tax Agency, should be responsible for assigning the new CVR numbers. It was therefore decided that the Danish Customs and Tax Agency under the Ministry of Taxation would be responsible for the task:

> "The Danish Customs and Tax Agency is responsible for the establishment and maintenance of a Central Business Register (CVR) ... The information to be registered and maintained in the CVR must be sufficient to meet the needs of all public authorities and private individuals for basic information about individual businesses"37

The main consequence of establishing this comprehensive integration of data is that only the Danish Customs and Tax Agency will have to store basic data regarding business enterprises. The memorandum thus highlights that the Central Business Register at Statistics Denmark will be closed down:

> "The Central Business Register in Statistics Denmark will be closed down as an administrative register and the current legislation on this will be adapted to the establishment of the CVR"38

Regarding the economic organization, the memorandum emphasizes that all public authorities must only obtain information from the CVR register and not through direct contact with the companies. With this as a starting point, a committee was set up in the Danish Customs and Tax Agency with all the parties involved. In 1994, this committee submitted a report containing requirements for a future CVR register. This report was completed in draft form on 31 January 1994, and from this date I will follow the decision-making process until the summer of 1995.

The second critical incident is dated January 1994. At that time, a draft report on general requirements for the CVR was issued.39 Compared to 1992, there has been a change such that Statistics Denmark and the Danish Commerce and Companies Agency are responsible for information originating from these administrations. This solution appears as model 3 above.

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[36] "Memorandum on simplification of business registration. Ministry of Finance, Budget Department, April 6, 1992", p. 1. Reprinted in *General requirements for a Central Business Register,* Danish Customs and Tax Agency 1994.

[37] "Memorandum on simplification of business registration. Ministry of Finance, Budget Department, 6 April 1992". Reprinted in *General requirements for a Central Business Register,* Danish Customs and Tax Agency 1994.

[38] "Memorandum on simplification of business registration. Ministry of Finance, Budget Department, 6 April 1992". Reprinted in "Overall requirements for a Central Business Register", Customs and Tax Agency, 1994.

39 "Draft report on general requirements for a Central Business Register CVR", January 31, 1994, CVR Committee.

The third critical incident dates back to March 28, 1994. The proposed solution here triggered a strong reaction from Statistics Denmark. The then National Statistician Hans E.
Zeuthen sends two memoranda40 dated 28 March 1996 to Minister of Economic Affairs Marianne Jelved, which state that the decision in principle made in 1992 is inappropriate. Statistics Denmark and thus the Ministry of Economic Affairs41 will suffer a serious financial loss from the proposed scheme.
Income from the sale of business addresses would be removed from Statistics Denmark. In addition, a number of problems are formulated in connection with the proposed division of responsibilities, but also criticisms are made. of the proposed technical solution for integrating information. A structure is proposed where information responsibility and departmental responsibility are divided into two. This solution is presented as model 4 above.

The fourth critical incident is the issuance of the final report on CVR in June 1994.42
I have assessed this as a critical incident, as the issuance of this report will result in a final determination of the CVR solution as described in the draft report from January 1994. This report establishes model 3 above.

The fifth critical incident is an internal document in Statistics Denmark dated 16 November 1994.43 In terms of department, a solution is proposed here where Statistics Denmark is given responsibility for the development of the CVR. In terms of finance, a solution is proposed where the CVR is financed via an account in the Finance Act. With regard to the technical solution, it is proposed that data flows go from the other administrations to Statistics Denmark. With regard to information responsibility, there will be no significant changes, as the CVR is developed in connection with existing registers. This solution appears as model 5 above.

The sixth critical incident is an internal document in Statistics Denmark dated 7 December 1994.44 The financing via the Finance Act, which was put forward in a document of 16 November, could not be approved by the Ministry of Economic Affairs. In light of this financing problem, a solution has been formulated in a memorandum of 7 December, which reverts to the status quo. According to the memorandum, it is up to the data-providing administrations themselves whether they want to improve the data. In terms of financial organisation, the innovation is that the distribution of income from the business register service in Statistics Denmark is only shared with other administrations if they are able to deliver data of the required quality to Statistics Denmark.

The seventh critical incident is a document dated 14 December 1994.45 This returns to an interpretation of the CVR structure dated 16 November 1994. The key point in this incident, however, is the requirement that the CVR be financed via a loan financing scheme, so that the financing does not occur via payments from the administrations involved.
The financing problem has thus been solved, and a financial organization has been established.

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40 “Regarding the committee report on general requirements for a central business register” and “Memoir on business register issues”, 28 March 1994, Statistics Denmark.

[41] Statistics Denmark is an independent agency under the Ministry of Economic Affairs.
[42] *General requirements for a Central Business Register ,* June, 1994, CVR Committee, Danish Customs and Tax Agency.
[43] “An alternative proposal for solving the CVR problems”. Internal memo of 16 November 1994 in Statistics Denmark.
[44] “Orientation on the Central Business Register. Presentation for use at the meeting between the Minister of Taxation and the Minister of Economic Affairs with corrections.” Fax of 7 December 1994 from the Ministry of Economic Affairs department with attached internal memo in Statistics Denmark.
[45] “Orientation on the Central Business Register”. Presentation for use at the upcoming meeting between the Minister of Taxation and the Minister of Economic Affairs sent from the Ministry of Economic Affairs' department to Statistics Denmark. Corrections have been inserted in this document so that the CVR is financed via a loan financing scheme.

The eighth critical incident concerns documents[46] drawn up for a meeting between the Ministry of Taxation and the Ministry of Economic Affairs. With regard to the location in terms of responsibility, these documents argue that Statistics Denmark is by law assigned the task of registering business enterprises. It is emphasized that there is a discrepancy between this and the decision in principle made in 1992. With regard to finances, it is mentioned that the establishment will amount to DKK 20 million. With regard to the technical solution, criticism is directed at model 2, which was determined by decision in principle in 1992. According to the memorandum, this is not really a merger but instead a change in data flows. With this view, there are no good reasons why the CVR should be placed with the Danish Customs and Tax Agency simply because this agency is the largest user.

The ninth critical incident concerns documents sent to the Ministry of Finance.[47] With regard to the allocation of responsibility by department, this is fixed. The financial organization of CVR is determined with the involvement of the Ministry of Finance.

It can be concluded that from 1992 until the spring of 1995, the ideas about CVR as an integrated information system underwent a number of significant changes through negotiations, coalition formations, etc. There are significant changes in relation to the ideal of an integrated information system. It can be noted that technical design, economic organization, departmental responsibility and responsibility for information all underwent changes during this period. Changes that are made are far from being just technically justified. I will generally deal with information and technology in the following chapter. But before that, the methodological problem is addressed.

1.3 METHOD

This section first addresses the general problem of a case analysis and the application of theory. Next, methodological situationalism and non-reductionist explanations are presented as overall methodological requirements. Finally, the process and structure approaches are presented.

The case study and the theory problem

Case studies can be classified according to various research criteria. If CVR is considered as historical material, the traditional question between theory and case studies can be expressed as follows: "How can I develop or test a theory using historical material?"[48]
This is based on an accentuation of the nomothetic scientific character of political science and can be characterized as a deductive approach to the case study. Another approach focuses on prioritizing work with historical cases, as the exploration of historical documents is of significant importance for a general understanding of phenomena of a similar nature. Theory development and testing of theory are given a subordinate character in relation to understanding a given phenomenon. This approach is an attempt to compensate for the basis of the inductive approach by changing the perspective from theory development to "understanding".
With this as a starting point, I will initially use Mogens Pedersen's classification of case studies. He uses the following five categories:[49]
1. a-theoretical case studies: the phenomenon studied is not related to the theory of the subject. These case studies are considered worthless and are referred to as "contradictio in adjecto".[50]

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[46] "A proposal for a solution to the CVR problems under the auspices of Statistics Denmark" and "Statistics Denmark as responsible for the basic business registration", 18 January 1995. Notes of 18 January 1995 from Statistics Denmark to the Ministry of Economic Affairs' department.
[47] "The work on establishing the CVR.", June 19, 1995, Ministry of Economic Affairs and Ministry of Taxation.
[48] Pedersen, 1977, p. 235.
[49] Ibid. p. 244.
[50] Ibid.

2. interpretive case studies: the phenomenon studied is “understood” or interpreted using an existing theory.
3. theory-testing case studies: the purpose is to find support for or falsify a known theoretical statement, the validity of which is considered given.
4. Deviant or critical case studies: the purpose is to test, refine or modify theories where these do not apply in particular critical situations. 5. theory- or hypothesis-driven case studies: a unique phenomenon is studied with a view to identifying possible empirical relationships. These can form the basis for further generalizations.

If the task in this thesis is considered, it can be understood overall as an interpretation of the CVR case corresponding to point two and a theory-generating case study corresponding to point five.
The general problem in relation to this distinction between an interpretive approach and a theorizing approach is that theory is difficult to keep separate from empiricism. This sharp separation is characteristic of the positivist paradigm. In this paradigm, theory is viewed as “external” in relation to studies of social phenomena. In the criticism of this view, it has been argued that social science theories themselves are based on an interpretation of social phenomena. Furthermore, social science theories tend to be included in the practice being analyzed. In other words, the problem with a sharp separation between theory and empiricism is the role of theory itself. The starting point of this task will be that social and political processes cannot be explained by empirical laws or by identifying an “effective cause”, after which the theory can comment on these “mechanisms” in other similar contexts.

A fundamental assumption in the thesis is that actors shape social and political practice through ongoing interpretative processes. These interpretative processes can be both simple and complex.
Thus, the application of theory in the present context will also be considered an interpretative process.

Considering the models above, it could be observed that there is not only one interpretation of an integrated information system. A number of competing interpretations were observed. These interpretations include both theoretical elements and practical knowledge. Considering theory and practical knowledge, there are thus no watertight partitions between them. Theoretical and practical knowledge cannot be considered as two separate areas. Meaning frames in research contexts cannot be separated from meaning frames associated with the analyzed object. Against this background, I would like to emphasize that both in the development of theory and in the analysis of the case, there are interpretations that are based on already interpreted material.

This issue raises a general problem in the study of social and political phenomena. The problem is that both the object of analysis and the researcher are within the horizon of society's meaning. The researcher is thus forced to consider his own activity in the research. This conflict, which has become a classic in sociological social research, has been attacked from many fronts. This phenomenon has been called the "double hermeneutics":

> "The intersection of two frames of meaning as a logically necessary part of social science, the meaningful social world as constituted by lay actors and the metalanguages invented by the social scientists; there is a constant 'slippage' from one to the other involved in the practice of the social sciences”[51]

Habermas views the problem as two different kinds of language. He discusses it partly as the opposition between natural and social sciences, but also in relation to the latter as two different languages, namely the scientific language determined by theory-specific concepts, and the language with which the members of the concrete “lifeworld” themselves attribute their actions.

[51] Giddens, 1984, p. 374.

"meaning".: "The social scientist encounters symbolically pre-structured objects"52 (1984, p. 107)

In a more specific formulation, Miles and Huberman say:

> "there aren't really two compartments - "theory" and "data". Rather there are first-order concepts, the so-called 'facts', – which never speak for themselves – and second-order concepts – the notions used by the researcher to explain the patterning of the first order concepts. So we have to acknowledge (...) that the "facts", we discover are already the product of many interpretations; that facts are events to which we have given meaning"53

In continuation of these views, both the process and structural perspectives used in the analysis of the case will be considered as both interpretative and explanatory approaches. In other words, this paper distances itself from the traditional division of social science theories into a hermeneutic perspective based on an interpretative approach and a structural perspective based on an explanatory approach. The concept of explanation used is formulated by Miles and Huberman:

> "Explanation (...) means making complicated things understandable by showing how their component parts fit together according to some rules - that is *theory"54*

The methodological ambition with explanations in the present work can thus be said to be limited.

Methodological situationism and non-reductionist explanations

In relation to the CVR case, the key point, based on the above, is to show how changed political conditions are perceived and attributed meaning by key political actors, and how they consciously choose to act or refrain from acting in order to change the political conditions. Therefore, it becomes important to examine the actors' own arguments to see how they reason, argue and make decisions in light of existing institutional conditions. I have chosen to call this methodological situationalism, which is an attempt to abolish the opposition between methodological individualism and methodological collectivism. With this methodological starting point, the prerequisite is that any change from one structural situation to another is described and explained at the theoretical level based on how different actors perceive the situation and act in it. With this overall starting point, the requirement for applied theories both in relation to technology and administration is that they use concepts that are based on a perception of both technology and processes in administration as contextual phenomena.55

Methodological situationalism is based on a view that action is contextual and situational. Here I am not claiming anything about reflexive validity, which may well be context-transversal, as Jürgen Habermas claims. According to discourse ethics, validity of claims about the world is context-transversal, despite the claims' actual origin in a local social context:56

> "The ideal moment of unconditionality is deeply ingrained in factual processes of communication, because validity claims are Janus-faced: as claims, they overshoot every context; at the same time, they must be both raised and accepted here and now if they are to support an agreement effective for coordination"
> 57

[52] Habermas, 1984, p.107.
[53] Miles & Huberman, 1994, p. 145.
[54] Miles and Huberman, 1994, p. 90.
[55] Andersen, Christensen, Friis, Hoff, & Melander, p. 2.
[56] Habermas 1993, pp. 55,59; 1996, pp. 4, **15.Error! Bookmark is not defined.**
[57] Habermas 1996, p.20.

What I am claiming is simply that action is a situational activity.

In addition to methodological situationalism, an implicit requirement for theory building would be, firstly, that the concepts used, with which phenomena in reality are observed, are not reductionist. And secondly, that the phenomena of reality must be considered with concepts, where not only one but several determinants are included. A relevant concept to describe this position is Bob Jessop's "contingent necessity":

> "Contingency is as logical concept and concerned with theoretical indeterminability, "necessity" is an ontological concept and refers to determinacy in the real world" [58]

The key point with Jessop is that he removes the concept of determination from the theoretical field and makes it a question of determination in the real world. Jessop thus gives primacy to ontology. Since he has not determined a priori in a theoretical analysis that specific structural conditions determine a particular direction of development, the use of the concept thus becomes non-reductionist.

In relation to the process perspective, this means that explanations can only be contingent-historical: "... since the necessity of an actual event is indeterminable (contingent) relative to any one theoretical schema, explanations for it must be historical (or genealogical);" the structural perspective is the requirement for [59] IN the theory that it includes multiple determinants.

In other words, in relation to the topic of this thesis, it is abandoned to formulate theories in the strict sense of technology introduction. That is, a theory that is able to predict the outcome of implementing a given technology in an arbitrary given context.

The methodological situationalism and the requirement for non-reductionist explanations can be said to constitute an overall methodological requirement in the task and will apply in both the process and structural perspectives as described below. With the application of the extended institutional perspective, developed in chapter six, the CVR case will be methodologically analyzed in a process and structural perspective, respectively. [60]

The process perspective

As mentioned in the introduction, the purpose of the theoretical analysis in the technology and information part and the administration part is to develop an expanded institutional perspective, where processes in public administration will be considered as a matter of dynamic conflict management.

In continuation of this perspective on administration, the process perspective focuses on institutionalization as a process, which examines how conditions in relation to the CVR case are perceived and attributed meaning by central political actors. The starting point for the process perspective will be a sociological understanding of institutionalization as the process in which meaning, habits and norms become rules with relative stability, so that they can function as a background for collective action. However, in the expanded institutional perspective, institutionalization will not be anchored in norms, habits and behavior as in the sociological model of knowledge, but instead in communication.

Traditionally, communication is considered neutral, which corresponds to Ferdinand de Saussure's concept of language as convention. conventionally [61] In contrast, I would consider language not only as a

given means of "transmission of words" but also a social meaning- or

[58] Jessop, 1990, p. 12.
[59] Jessop, 1990, p. 12.
[60] The two perspectives are defined in Scott 1995, p. 65 and in Miles and Huberman, 1994, p. 103.
[61] Saussure 1983, p. 73.

system of meaning, where actors not only describe but also "create" the world. This thematizes the social forces behind language, which Saussure also had an eye for. If the concept of communication is considered in organizational theory, this can be placed in two historical organizational theoretical paradigms - the organic and the mechanical.62 In the mechanical paradigm, organizations are perceived "from the outside", and the focus in this trend is the construction of organizations via abstract-theoretical determination of management, competence, group sizes, etc. The meaning aspect of communication is abstracted. A positivist view of communication is often used, where communication is simply considered as a neutral symbol system that is taken for granted. This perspective is rejected in the organic trend, where the focus has been on the actual informal patterns of behavior and interaction. Communication is often understood here with concepts taken from classical hermeneutics, where the focus is on subjectively experienced meaning.

Access to meaning in the analysis of the case will be carried out by analysing which themes are specifically expressed in reports, notes, faxes, letters, etc. A central element of the case is thus an examination of the central political actors' own arguments to see how they reason and make decisions in light of existing institutional conditions. When considering the concept of meaning, a hermeneutic and a phenomenological perspective can be adopted in continuation of the above. With regard to access to meaning in qualitative studies, the classical hermeneutic approach focuses on subjectively experienced meaning. A phenomenological [63] In it approach can provide access to meaning via the separation of themes ("discerning of themes - commonalities and uniqueness")64 in text material.

A phenomenological approach has been used in the analysis of CVR. Here and in the following, I will understand the term phenomenon as: "The study of all possible appearances of human experience, during which consideration of objective reality and subjective response are temporarily left out of account".65 In other words, the focus is directed towards collective opinion formation. This methodological approach is justified by the fact that the object of analysis in relation to the CVR case is communication. Thus, the uncovered technical, economic and political aspects will be considered as collective opinion formation in the administration. By collective opinion formation in relation to the CVR case, I will thus understand the formal communication in faxes, letters, notes, reports, etc.

In other words, with the process perspective, it will be possible to show that the establishment of CVR does not concern only a technical issue, but is the result of a negotiation process in which CVR is constructed and given meaning through language. The concept of information system is thus no longer technically neutral. As a linguistic concept, this is placed in the administrative discourse66 on an equal footing with the problem of departmental responsibility and economic organization.
I find the concept of negotiation particularly applicable in relation to the CVR negotiations, as there is no pre-given hierarchical authority structure in cross-departmental cooperation relations between administrations. The influence of individual ministries is particularly conditioned by whether they can formulate alternative solutions consisting of a complex composite pattern of technical, economic and departmental aspects.
In general, the process perspective focuses on historical-genetic explanations and interpretations of how a particular solution emerged from the negotiations. Emphasis is placed on a

[62] Bogason, 1988, pp. 50ff, Weick, 1987, p. 100. A frequently used and similar distinction can be observed in Scott, where a distinction is made between organizations as rational and natural systems (Scott, 1981, pp. 27ff).

[63] Miles and Huberman, 1994, p. 7. 64 Ibid. p. 7

[65] Principia cybernetica. 'http://coombs.anu.edu.au'

66 By discourse I mean "an ensemble of ideas, concepts, and categories through which meaning is given to phenomena" Hajer, 1993, p. 45.

interpretation and explanation of communication as institutionalization processes. The analysis will show how changed information responsibility, technological, economic and departmental conditions are perceived and attributed meaning by central political actors, and how they consciously choose to act or not to act to change the political conditions.

The structural perspective

In the structural perspective, I will focus on information responsibility, technical design, departmental responsibility and economic organization as produced and reproduced structural properties of the administration. With this perspective, it becomes possible to understand why the administration or society for that matter does not change radically from one day to the next. It is a question of existing structural conditions being reproduced.

Compared to process analysis, structural analysis places less emphasis on the temporal aspect. Where process analysis aims at historical-genetic explanations of the CVR process, structural analysis will aim to explain the process based on an understanding of the production and reproduction of structural conditions. As in process analysis, communication is also a central element in structural analysis.

Under the name "linguistic turn"67, there has been a general turn towards language in the social sciences in the last 20-30 years. In analyses of politics this has led to a general focus on the political role of the concept of meaning as an articulation of interests.68 The focus is neither on subjective experience of meaning nor on structural regularities, but instead on meaning contexts. In this understanding of social phenomena, these can neither be explained by determinate structures nor as a product of the free will of individual individuals:

> "The starting point is (...) that reality cannot be explained solely on the basis of human will or with reference to structural laws, but that reality is a historical construction that comes into being as a result of a complex interaction of "the already established" (institutions, laws, etc.) and ideas about the "new" change."69

As mentioned in the quote, reality is thus seen as historical social constructions, the emergence of which comes about through interaction between "the already existing" and then notions of change. Social reality is shaped in communication and becomes a negotiated social construction. It is this dynamic that the structural approach must capture. Specifically, the following question is asked: How are information responsibility, departmental responsibility, technical design and financing produced and reproduced as structural properties in communication between involved actors. In answering this question, I will use Anthony Giddens' structuration theory.

Methodologically, the concept of structure used will be defined as rules and resources produced and reproduced in communication. Structural properties are considered here as produced and reproduced in communication. The key point is that the concept of structure is defined in contrast to a traditional view of structure. The concepts of formal and informal structures are often used as something an organization "has". In structuration theory, structures are considered as something an organization "does". Structures only appear by virtue of being produced and reproduced in communication. Viewed from this perspective, the concepts of resource organization, interpretive frameworks and legitimation will be considered as overall structural properties of administration as a social system.

Resources are understood as technical design, economic organization, departmental responsibility and responsibility for information. Rules are defined as the production of interpretive frameworks and the legitimization of desired interpretive frameworks. The analysis of CVR will show how the resources

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[67] Habermas 1993, p. 194.
[68] Bob Jessop, 1990 p. 11, Jens Peter Frølund Thomsen, 1989, p. 37.
[69] Højbjerg and Marcher, 1995, p. 13.

Certain solutions of CVR emerge from the above-mentioned resources, which are included in both interpretative frameworks and in the legitimization of certain interpretative frameworks. The focus will also be on how resources are used to influence the construction of CVR.