

From Paper to Platform: The Danish Success with Electronic Case and Document Management



Across the world, governments are investing heavily in digital transformation and Electronic Case and Document Management (ECDM) systems that digitize administrative workflows and records. While the goals are clear – improved efficiency, transparency, and compliance – many countries have discovered that implementation is far more complex than expected.

Denmark achieved a breakthrough by reversing the traditional logic: instead of starting with archiving and compliance, the Danish approach began with users and productivity. By supporting how public employees actually work – and automating compliance as a natural by-product – Denmark created a model where digital government drives both efficiency and quality.

The results are remarkable: in Denmark, a complete digital platform for a new ministry can be configured and ready to go live within just 3 weeks. Recently, the Danish ministerial model was replicated and adapted for the Kenyan Ministry of ICT in only 10 weeks.

The Danish cBrain F2° platform has been deployed by government organizations in 5 continents, including the Emirates, Germany, Ghana, Guyana, Kenya, Romania, UK, and USA. This demonstrates that governments around the world operate according to the same fundamental principles of bureaucracy, and it proves that digital government best practices can be successfully reused and adapted internationally.

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Introduction

Across Europe, governments are investing heavily in digital transformation. A central part of this modernization is the shift from paperbased administration to **Electronic Case and Document** Management (ECDM) systems, digital platforms that organize cases, decisions, and records.

Several countries have played a pioneering role in this field. Germany, for example, developed the e-Akte concept and introduced formal frameworks such as DOMEA and DOMEA Neu, which helped establish structured national standards for digital administration. These efforts have inspired modernization programs across Europe and beyond.

Denmark was among the first countries to face the same challenges. Early ECDM systems were highly compliant but had the unintended effect of reducing productivity and lowering user acceptance.

The breakthrough came when Denmark fundamentally changed its approach — shifting from systems designed for archiving to solutions designed for users and managers, with compliance automated in the background.

This turning point led to the development of the Danish model for digital bureaucracy, built on three key principles:

- User-Centric Foundation Denmark's modernization began with the recognition, articulated by the Ministry of Social Affairs as early as 2007, that digital systems must record work "almost automatically as a by-product of daily activity." If registration became an extra task, it would be neglected - undermining both efficiency and compliance. This insight established the foundation for Denmark's userfirst approach.
- **Communication-Centric Model** Recognizing that all government work is built on communication, Denmark made both formal and informal collaboration the centerpiece

of its digital platform. By integrating communication directly into daily workflows - not as a separate function - digital administration became both efficient and compliant.

Integrated Platform over Siloed Components – While other frameworks define interoperable components, Denmark implemented the same principles through a single, integrated platform. By combining processes, communication, and compliance within one architecture, the Danish model avoids the fragmentation that often limits adoption.

This evolution led to the creation of cBrain F2, today used by all Danish ministries and more than 50 government agencies. It represents a new generation of Electronic Case and Document Management – uniting productivity, compliance, security, and digital sovereignty in a single standard solution.

The Danish experience shows that successful digital transformation is not a technology project, but an organizational evolution built on user engagement, best-practice reuse, and shared standards.

The lessons are universal: when governments build digital systems that support how people actually work, the result is not only compliance – it's better management, faster decision-making, and a more modern public sector. This principle applies globally, as the Danish F2 platform has now been adopted by government users across 5 continents.

Digital transformation is fundamental to build efficient, transparent, and accountable government organizations. It is thereby a key driver to boost GDP and shape a more equal and prosperous future in **African region**. Working with partners like UNDP and aligning with the UNDP Digital Offer for Africa strategy, cBrain aims to help build a fast track and highly scalable roadmap for government digital transformation in Africa.

The Danish Model for Electronic Case and Document Management – A User-Centric Approach to Digital Government

When Denmark introduced early Electronic Case and Document Management systems many years ago, the intention was to improve efficiency and transparency. However, productivity initially dropped — the same challenge that many countries, like Germany with its e-Akte initiatives, are now facing.

The reason was simple: those early systems were designed primarily for archiving and compliance. They focused on records management and legal preservation rather than on supporting day-to-day work. As a result, users saw the systems as bureaucratic burdens rather than tools that helped them perform better.

The turning point came when the Danish government changed perspective — instead of starting with compliance, they began by understanding how employees actually work and designed systems to support them.

Compliance was then automated in the background. This shift led to the F2 project. Today, all Danish ministries and more than 50 government agencies use cBrain F2 as their unified digital platform.

F2 goes far beyond archiving and compliance. It functions as a government production system that

delivers measurable gains in productivity, work quality, and process control, while maintaining full security and legal compliance.

Importantly, the structure of F2 is not accidental. It is based on a formal model for digital bureaucracy, developed jointly by several Danish ministries together with cBrain. This model provided the theoretical foundation for combining compliance and productivity, thereby demonstrating that legal control and user efficiency are not opposites, but can reinforce one another when designed together.

The F2 model is built on three layers and five core elements:

- The Compliance Layer supporting digital cases and formal communication.
- The Efficient/Smart Layer supporting informal collaboration and core government processes such as approvals and task management.
- The Mobile Layer providing fully secure access for virtual and distributed organizations.

Digital Transformation and IT Modernization

Beyond being a digital platform, F2 became a true transformation tool for the Danish government. With F2, top executives and senior managers began to use the system themselves – a breakthrough in digital government.

Traditionally, senior government leaders have not used case or document management systems personally; such tools were intended for administrative staff. F2 changed that paradigm. As a highly efficient production platform that directly supports core government workflows – decisions, approvals, coordination, and communication – it provides real productivity gains for top executives.

This changed the dynamics of digitalization in Denmark. For the first time, it was the top leadership who became the first adopters, setting an example and demonstrating **digital leadership** in practice.

Their engagement sent a clear signal throughout the ministries: digital work is not only about compliance - it is about better management, faster execution, and higher transparency.

The transformation also showed measurable impact among employees from the very beginning.

In 2010, the Danish Ministry of Transport was among the first to introduce the new F2 platform. Just a few months after golive, the ministry conducted a user satisfaction survey, revealing remarkably high user acceptance and efficiency gains compared. According to the survey:

- 81% of users were now satisfied or very satisfied with knowledge sharing – up from just 7% before.
- **96% of users** reported that work transparency was better or much better.
- 37% of users said that their overall job satisfaction had increased.

This type strong user responses helped establishing the success. It was not only a technical solution, but a system that improved how people worked and felt about their work. The ministry's Permanent Secretary, Jacob Heinsen, summarized the results memorably:

> "You would think it was a lie... but employees say they are actually happier at work now after the introduction of F2. This may be the first time in world history that a large number of employees are happier at work two months after the introduction of a new IT system."

In September 2012, the Danish business newspaper Børsen published an article about Martin Lidegaard, then Minister for Climate, Energy, and Buildings. The story featured a photograph of him with his iPad and the headline that he now worked fully digitally. Lidegaard explained:

> "I have all my approvals and documents on my iPad – it saves me three to ten hours every week."

In May 2014, Margrethe Vestager, then **Minister** for Economic Affairs and the Interior, shared a photo of her iPad running F2 on her Twitter account. Her caption read:

> "First digitalized Council of State - not a video meeting, but all the meeting papers on my iPad."

With this simple message, the minister demonstrated that digital work had reached the very highest level of Danish government - the formal Statsråd, the Council of State meeting between the government and the monarch.

These public examples sent a powerful message across the entire civil service: digital work was not just for support staff or clerks. It had become a leadership tool, embraced by ministers, executives, and employees alike.

As a result, F2 became not just an IT system but a strategic instrument for organizational transformation, driving cultural and operational change across the government.

Fast Implementation and Cost Efficiency

A key strength of F2 platform is its ability to be implemented rapidly and cost-effectively. Because F2 is true standard software (COTS – Commercial Off-The-Shelf), technical installation can be completed within just a few hours.

System configuration for a specific government organization is handled directly through the administrator menu and is based on **best practices** that are already built into the product.

Likewise, user training and organizational onboarding follow standardized best-practice methods developed and refined across the Danish government.

As a result, the last three new ministries established in Denmark were all configured,

implemented, and ready to go live within only 3 weeks from project start.

Being able to digitize and launch a fully operational ministry in just three weeks is exceptional within the government IT industry. This demonstrates the power of the COTS approach for government: standard software designed and built specifically for the public sector, rather than rewritten for it.

As a Danish government officer noticed with a smile:

"Acquiring and preparing complete digital platform a Danish ministry, is almost as easy as ordering a pizza"

International Implementation – The Kenyan Example

The Danish model has also proven its scalability and adaptability internationally. The Kenyan Ministry of ICT has successfully replicated and localized the Danish setup, implementing the Danish F2 platform, ready for go live, **in just 10 weeks**.

The project was structured into three phases: Alpha, Beta, and Final.

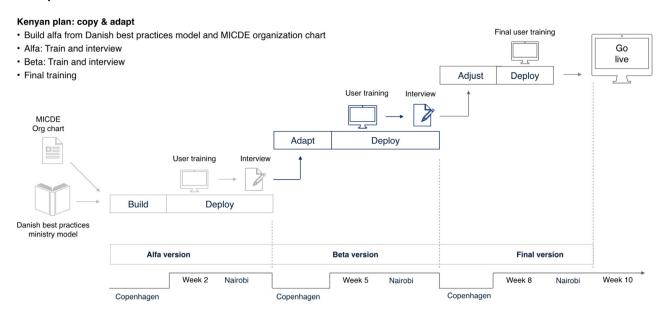
- Alpha Phase: The Danish ICT Ministry's setup was reused as a starting point. F2 was installed and configured based on Danish standards, and a group of Kenyan users received a threeday training course.
- Beta Phase: Based on feedback from Alpha, the configuration was adapted to fit Kenyan workflows and local administrative standards

 resulting in a customized "African-adapted" version of F2. In parallel, a revised training model was developed with three layers and five steps:

- 1. Compliance Layer supporting digital cases and formal communication.
- 2. Smart Layer supporting informal collaboration and approval workflows.
- 3. *Mobile Layer* enabling secure access via smartphones and tablets, supporting virtual organizations.
- Final Phase: The updated system was tested again with the original users and new participants. The feedback was overwhelmingly positive, leading to the final configuration and go-live within ten weeks.

The project demonstrates the huge opportunity for government to build and reuse standards. The Danish government model and best practices were successfully copied and adapted for Kenya and Africa, demonstrating the universality of Denmark's user-centric approach to ECDM.

10-week project plan for the Kenyan Ministry of ICT, leveraging Danish Ministry of Digital Affairs best practises



Digital Sovereignty

The architecture of cBrain F2 also directly supports digital sovereignty - the right and freedom of governments to control their data and choose their tools independently.

F2 supports all major document formats and is designed around an open architecture, ensuring full interoperability with other systems and tools. Documents and editing tools are completely separated, giving users the flexibility to choose the editors they prefer without affecting data integrity or workflow functionality.

Currently, the Danish Ministry of ICT is running a pilot project using Microsoft Office in parallel with Collabora Online. Because the F2 platform separates documents from editors, users can switch freely - even on the fly - between Microsoft and Collabora while maintaining full security and compliance.

The same open and flexible approach applies to communication tools. In Denmark, the government uses Microsoft Outlook as its external email client, whereas in Kenya, the Ministry of ICT uses an open-source email platform, which F2 seamlessly integrates with.

This interoperability – made possible by F2's open architecture – ensures that each government can independently choose the tools that best suit their policies, budgets, and sovereignty goals.

This approach demonstrates why open standards are essential: they form the foundation for true interoperability and digital independence.

With open standards governments can operate securely and efficiently while maintaining complete control over their data, systems, and technology choices - the essence of sovereign digital government.

Collaboration and Continuous Innovation – The F2 User Club

Another key element behind the Danish success is the strong collaboration between government organizations using the same digital platform. Because all Danish ministries and agencies run on a common F2 standard, they share upgrades, innovations, and best practices.

Each organization typically upgrades once a year, and because the system is a true standard platform, upgrades are fully automated and fast – often completed within normal working hours, without disruption to daily operations.

The shared platform also enables **continuous improvement**. New features are regularly developed based on input from the user organizations through the F2 User Club – a formal cooperation network that connects all ministries and agencies.

The user community helps prioritize enhancements, share ideas, and ensure that new developments support real government needs.

A recent example is the **F2 Al Assistant**, an integrated Al component built specifically for government use. It operates as an on-premise **Al**

module, trained exclusively on government data and fully integrated into F2 workflows.

The F2 Al Assistant has been released as a standard component available to all organizations using F2 – they can simply activate and deploy it.

Importantly, the F2 AI Assistant is **fully compliant with GDPR and government security requirements**, as it runs locally within each ministry's own infrastructure.

The F2 AI Assistant is built on open-source AI technologies such as Mistral and Llama 3, which can be combined, replaced, or extended like LEGO® bricks depending on specific requirements or national preferences.

This collaborative model ensures that Danish government organizations continuously benefit from new digital capabilities while maintaining full control, security, and independence. It illustrates how a shared standard can become a powerful foundation for innovation – delivering new technology rapidly, safely, and at minimal cost to the entire public sector.

Expanding to Local Government

The Danish F2 project was originally focused on the **national ministries**, where it was introduced as a digital platform to support core government processes.

The success has attracted attention from other parts of the public sector — largely driven by documented user satisfaction experiences and fast implementation. The user-centric approach not only increased productivity, but also satisfied the strict requirements of the compliance and archiving community.

Following the ministries, the state agencies began to adopt the same standard platform. Today, more

than **50 Danish government agencies** use F2 as their digital backbone, sharing common processes, workflows, and best practices across departments.

In recent years, **local government** has also begun to embrace the Danish F2 standard.

The City of Copenhagen now operates F2 with more than 3,000 users, and the country's second-largest city, Aarhus, is implementing F2 as its standard digital platform across the entire municipality. The implementation starts with approximately 5,000 users, with plans to expand to over 20,000 users as the platform is rolled out across departments and institutions.

Working with Aarhus as the lead municipality, the Danish F2 platform is now being extended to support the specific needs of local government, including "light users" in schools, childcare institutions, and other citizen-facing services.

This evolution demonstrates that the F2 model built on a user-centric, standard software platform can scale seamlessly from central ministries to local authorities. It creates a foundation for a unified digital public sector, where all levels of government share the same modern platform, best practices, and compliance standards, while maintaining the flexibility to meet their unique operational needs.

Building and Reusing Standards – The Foundation for Digital Government

Across modern public administration, one of the key success factors for digital transformation is the development and reuse of standards.

Standards make it possible to build once and use many times — ensuring interoperability, transparency, and efficiency across ministries, agencies, and local authorities. When digital systems are designed around shared principles and reusable components, governments can achieve faster implementation, lower costs, and greater consistency in compliance and security.

Many countries have followed this path. For example, Germany has defined a structured model for digital administration built around a set of building blocks (Bausteine), including electronic file management (E-Akte), process handling, collaboration, and specialist system integration.

These frameworks show how modular standardization can provide a solid foundation for digital administration — ensuring that each new implementation builds on proven, reusable components.

The Danish Model for Digital Bureaucracy

In Denmark, the same philosophy of standardization became the foundation for a national model of digital bureaucracy, developed jointly by several ministries and cBrain.

The initiative was led by the **Ministry of Social** Affairs, the Ministry of Transport, the Ministry of Church Affairs, and the Ministry of Climate, who together set out to describe how a digital administration should be organized to deliver both productivity and compliance.

This collaboration resulted in a conceptual model with seven elements, or building blocks, which together form the backbone of Denmark's digital government architecture:

Terminology – a shared conceptual language for cases, documents, and tasks.

- 2. **Architecture** an open, modular structure that enables scalability and integration.
- 3. Data and Compliance ensuring legal validity, traceability, and data integrity.
- 4. Organization and Control embedding accountability and management processes.
- 5. **Communication** supporting both formal and informal collaboration.
- 6. Workflows and Processes structuring administrative routines for consistency and efficiency.
- 7. Interoperability enabling seamless exchange of data and processes across systems and authorities.

These seven elements became the foundation for the F2 model for digital bureaucracy, now used across the Danish central administration.

Communication – Connecting Users and Compliance

One of the core elements of this model is **communication** — the element that bridges user efficiency with compliance.

Through the joint work of the ministries, it became clear that successful digital administration depends on understanding how people actually work. Government work is built on communication: both formal (official cases, decisions, correspondence) and informal (drafts, coordination, and internal discussions).

Traditional ECDM systems focused primarily on the formal dimension, requiring users to manually register and file information afterwards. This made the systems feel bureaucratic and slowed down daily work.

The Danish model changed this dynamic. By integrating formal and informal communication into a single platform, Denmark achieved a model where collaboration and compliance reinforce each other.

This principle was clearly expressed in 2007 by the Ministry of Social Affairs, one of the early pioneers of the F2 project:

> "For digital administration to succeed, documentation and

registration must happen almost automatically as a by-product of daily work. If registration is treated as an extra task, it becomes a burden – and in busy moments, it simply won't happen.

But when registration happens as part of the work itself, and the system provides an immediate overview, the gains are substantial: less routine work, higher quality, and much stronger management insight."

This principle became the design foundation for the collaboration layer in F2.

Within F2, all communication - formal and informal - is integrated into the same digital workspace. Documents, messages, and decisions are automatically recorded and organized as part of normal work, rather than as an extra step.

The result is a system that is both efficient and compliant, delivering high-quality filing automatically while improving productivity and user satisfaction.

Alignment of European Approaches

It is interesting to note how closely the Danish model aligns with other European frameworks, such as the German Bausteine.

Both approaches define modular components that together cover the full spectrum of digital administration - from compliance and workflows to collaboration and specialist systems. The difference lies mainly in how the standards were implemented.

Where the German model defines the architecture at a conceptual level, Denmark realized the same

structure inpractice through the F2 platform, which unites all elements in one coherent system.

By integrating communication, processes, and compliance in a single architecture, F2 eliminates silos and automates much of the recordkeeping that traditionally burdened employees.

This integration has proven essential for achieving high productivity, user acceptance, and strong compliance - turning standardization from a technical principle into a practical enabler of better government.

Accelerating and Scaling Digital Transformation with Standard Software

A fundamental lesson from the Danish experience is that standard software - or Commercial Off-The-Shelf (COTS) solutions - can be a powerful accelerator for digital transformation in government. The key to success lies in combining a user-centric approach with a deep understanding of the unique environment and compliance requirements of the public sector.

In many countries, COTS solutions have failed to deliver because they were not originally designed for government.

Systems written for private companies are often adapted or rewritten to fit public-sector processes, but this approach rarely succeeds. Government operates under a fundamentally different set of principles - accountability, transparency, and legal compliance - which cannot simply be "added on" later.

The Danish F2 platform demonstrates how COTS can succeed when built for government from the ground up. It integrates compliance and security by design, while keeping the focus on user productivity and real work processes. This combination has enabled Denmark to achieve digital transformation faster, more efficiently, and at lower cost than traditional bespoke IT projects.

Today, the Danish F2 model has been deployed with government users across five continents, illustrating its adaptability and maturity. Examples include:

- Deutsche Rentenversicherung in Germany, where more than 5,000 users now work on the F2 platform.
- The Ministry of Finance in the United Arab **Emirates**, where F2 supports five major systems and hundreds of users.

Shared Lessons in Digital Transformation – From Archiving to Productivity

Across Europe, the introduction of electronic case and document management has often begun with a focus on archiving and compliance, and later evolved toward productivity and user support.

In this sense, the German e-Akte program reflects many of the same ambitions and early challenges that Denmark encountered during its first attempts at digital administration.

Germany has taken a leading role in defining national standards — particularly through the DOMEA and DOMEA Neu frameworks — which describe digital administration through a structured set of building blocks (Bausteine).

These include core elements such as file management, process control, collaboration, and integration with specialist systems, and have provided a valuable foundation for modernizing public administration.

However, as seen in several implementation reports and public analyses, the rollout of the e-Akte in Germany has faced delays, high complexity, and limited user acceptance.

In many organizations, systems have been perceived primarily as archiving tools, introducing extra registration steps rather than simplifying daily work. These are precisely the kinds of challenges Denmark faced in the early 2000s, when its first generation of document management systems focused heavily on compliance rather than on user efficiency.

Denmark learned from these experiences that user acceptance is essential and that digital administration cannot succeed if it is designed primarily for control. The systems must start with the users — helping them perform their work more efficiently while ensuring that compliance is handled automatically in the background.

This shift from an archiving-first to a user-centric mindset marked the turning point that led to Denmark's success with the F2 platform.

When comparing the German Bausteine model to the Danish digital bureaucracy model, the similarities are striking. Both aim to establish clear standards and ensure consistency, traceability, and interoperability across government. For example, the German "Collaboration Baustein" – designed to support communication and shared workspaces - fits closely with the Danish "Communication" element, which unites both formal and informal communication within a single platform.

Yet the Danish model evolved along a slightly different path:

User-Centric Foundation

Denmark's modernization began with the recognition, expressed by the Ministry of Social Affairs as early as 2007, that digital systems must record work "almost automatically as a by-product of daily activity." If registration were treated as an additional task, it would be neglected - undermining efficiency and compliance alike.

This insight became the basis for Denmark's user-first approach.

Communication-Centric Model

Understanding that all government work is built on communication, Denmark made formal and informal collaboration the centerpiece of its digital platform.

This approach, while similar in principle to Germany's collaboration Baustein, was operationalized by embedding communication directly into the daily workflow, not as a separate module.

Integrated Platform over Siloed Components While the German model defines interoperable components, Denmark implemented the same principles as a fully integrated platform. By combining processes, communication, and compliance in a single architecture, the Danish model avoids the complexity and fragmentation that can limit adoption.

This integrated approach has proven decisive for user acceptance, transparency, and productivity. Employees experience the system as a single, intuitive workspace that simplifies their tasks rather than adding to them - and by integrating compliance functionality as an automated bi-effect, compliance happens naturally, at high quality and without being an extra burden to users.

In essence, both Germany and Denmark share the same vision for digital administration: structured, compliant, and collaborative. The Danish success lies in the user-centric approach. Denmark's experience shows that starting with the user and communication and realizing these ideas through an integrated platform – can transform compliance systems into true enablers of productivity and better governance.

UNDP and cBrain Join Forces to Accelerate Africa's Digital Transformation

Digital transformation is fundamental to build efficient, transparent, and accountable government organizations. It is thereby a key driver to boost GDP, while bridging divides and empowering millions to shape a more equal and prosperous future in African region.

In November 2024, UNDP and cBrain signed a Memorandum of Understanding (MoU). By leveraging and aligning Danish government experiences with the UNDP Digital Offer for Africa strategy, the partnership aims to accelerate digital transformation of governments and their citizens in the African region.

Creating impact through paperless eGovernment and process libraries. The partnership was initiated by a number of workshops in Nairobi. Leveraging Danish government best practices and the F2 platform offers UNDP RHA a proven and scalable roadmap to government digital transformation at scale.

Aligning with the UNDP Digital Offer for Africa **strategy**, this identified two strategic projects with substantial regional impact and outcomes: regional government transformation into paperless eGovernment and reusing process libraries to enable fast track IT modernization of services for the benefit of citizens and the modern society.



More than 75 Danish Ministries and government organizations use the same platform

Danish Ministries

Danish Ministries
Prime Minister's Office
Ministry of Business

Ministry of Children and Education Ministry of Climate, Energy and Utilities

Ministry of Culture

Ministry of Digital Government and Gender Equality

Ministry of Ecclesiastical Affairs Ministry of Economic Affairs Ministry of Education and Research

Ministry of Elderly Ministry of Employment Ministry of Environment Ministry of Finance

Ministry of Food, Agriculture and Fisheries

Ministry of Green tripartite

Ministry of Immigration and Integration Ministry of Resilience and Preparedness

Ministry of Social Affairs, Housing and Senior Citizens

Ministry of Taxation

Ministry of the Interior and Health Ministry of the Interior and Housing

Ministry of Transport

Government of Greenland

All ministries within one instantiation

Danish authorities and local government

Accident Investigation Board Accreditation Institution Agency for Digital Government

Agency for Governmental Administration Agency for Higher Education and Science

Agency for International Recruitment and Integration

Agency for IT Services

Agency for Public Finance and Management

Agency for Rural and Urban Areas

Agency of Family Law

Agency of Railroads

Authority of Social Services and Housing

The Business Authority
The Climate Council
The Climate Forest Fund

The Council of Working Environment The Danish Meteorological Institute

The Disability Council
The Economic Councils

The Employee and Competence Center

The Energy Agency
The Environmental Portal

The Environmental Protection Agency
The Housing and Planning Agency

The Immigration Service
The IT Inspection Authority
The Maritime Authority
The Labour Court
The National ID Centre

The Research Institute for Economic Analysis and

Modelling

The Return Agency

The Secretariat for Competence Development

The Tax Agency

The Working Environment Authority

The Geological Survey of Denmark and Greenland

The High Commissioner of Greenland
The High Commissioner of the Faroe Islands

The IT and Development Agency of the Danish Ministry of

Taxation

Innovation Fund Denmark IT University of Copenhagen

Roskilde University

The Evangelical Lutheran Church in Denmark

Copenhagen City Municipality of Gentofte Municipality of Aarhus Vestforsyning Utilities

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