

# Abstracts

Temannummer: Udenrigsministeriets 250 års jubilæum

## **The Ministry of Foreign Affairs year 2020**

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The modern Danish Ministry of Foreign Affairs is an open, inclusive and communicating organization. It is also a very complex and dynamic organization. In all fields of diplomatic activity, the diplomatic praxis is being challenged from its international context. At the same time, the stakeholders of the Ministry have skyrocketing expectations to what the ministry can do to deliver services on demand. However, it is not the challenging international context which constitutes the primary challenge for the diplomats in the Foreign Service. After all, the Ministry of Foreign Affairs has accumulated 250 years of experience with that kind of work. The most serious problem for diplomats occurs if they are not provided with the necessary logistic and financial resources that allow them to act as professional diplomats for Denmark.

## **Strategic Management in the Foreign Service – the Art of Predicting the Unpredictable Without Losing Sight of our Strategic Goals**

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As we look into the future, a premise for the work of the Ministry of Foreign Affairs (MFA) will be a constantly evolving and increasingly unpredictable international environment. Thus, we are faced with the fundamental task of rethinking

how to pursue Danish interests in a very different context – defined by everything from great power rivalry to global challenges of climate change and migration, while at the same time juggling changing patterns of cooperation and alliances. These developments – and the speed and unpredictability with which they happen – require entirely new approaches to the strategic management of the MFA.

In recent years, we have implemented a number of changes that are vital if we are to maintain a foreign service that is ready for the future. We have streamlined the decision-making hierarchy, created new professional hubs aimed at using our resources and competencies more flexibly and efficiently, and realigned our organisational structure. We have implemented a number of initiatives aimed at strengthening our professional competencies at all levels. And we have a continued focus on strengthening the collaboration across the ministry as a whole. To this end, the missions abroad have an imperative role – they are at the frontline in pursuing Danish interests and delivering results for Denmark, and they have the first-hand knowledge of global dynamics and country specific experience that is crucial to successfully deliver on the Danish Governments goals and ambitions.

The bottom line is that we have to create an ever more agile organisation that is able to anticipate and continuously adapt to an ever more unpredictable international environment without losing sight of our long-term strategic goals – succeeding in this is the key mission for MFA management going into the future.

## Diplomacy as a profession

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Diplomacy has been a particular profession for centuries. Also today, where any foreign service engage in assisting other governmental departments, businesses and its citizens, the 'art of diplomacy' in safeguarding national interests remains the glue that keeps it all together. The old diplomatic saying: »Fearless in advice, loyal in implementation« remains valid. A diplomat abroad must have the credibility and the competencies to ensure that her or his advice and perspectives from the post are given serious consideration in decision-making. In diplomacy and not least in multilateral negotiations, to loyally implement the mandates and aspirations of one's government, and to be effective in negotiations, is only possible if a diplomat is professionally trained and experienced.

## Protocol and Etiquette: Important tools for Danish diplomats during 250 years. Do they remain relevant in the 21st Century?

*Michael Zilmer-Johns, Head of Protocol, Ministry of Foreign Affairs, miczil@um.dk*

Mastering protocol and etiquette has been essential for diplomats since antiquity. Protocol is a range of universally accepted rules and unwritten guidelines that based on the Vienna Convention regulate diplomats' behavior in their relations with other diplomatic representatives and their interactions with the authorities of their country of residence. Etiquette, on the other hand, is the code of practice for acceptable behavior within a specific cultural framework. Protocol practice and convention are not static and are changing gradually, but are to a high degree still based on the social conventions of nobility and upper classes of Europe from where diplomats were recruited until World War II. Hence, protocol may

seem a bit stiff and old-fashioned, but for diplomats, protocol is a tool that ensures security and predictability. Equal treatment of diplomats regardless of their country is a crucial principle of protocol. During history, protocol missteps have led to wars and grave crises. In the 21st century, diplomacy will still be in demand, and protocol and etiquette will remain crucial instruments in the diplomatic toolbox despite disruption, social media and artificial intelligence.

## Hardshipdiplomacy – change as routine

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The tasks and framework conditions of diplomacy have changed dramatically during the 250 years' history of the Ministry of Foreign Affairs. In a world where power is distributed among several opinion makers and formers, formal decision makers of other countries are no longer the only dialogue partners for diplomats. Though security and safety have always been a factor for diplomats, the terror attack against the Danish embassy in Islamabad on 2 June 2008 was a violent »wakeup call« and resulted in comprehensive changes in the handling of security in the Ministry of Foreign Affairs. Professional security advisors were employed, and before taking up a post diplomats are now trained more intensively in handling terror and other threats. It takes staff with the right knowledge and professional skills, but also the right type of personality. There is quite a difference between handling stress in a busy, but predictable work environment in Brussels and in an unpredictable work environment with a very high threat level in Kabul. It is very

costly to run embassies in countries with a high threat level. That raises several dilemmas. Firstly, whether it is realistic to eliminate all threats and – if not – to what extent the Ministry of Foreign Affairs is willing to accept the remaining risks. Secondly, it is problematic if financial costs become a decisive factor in the choice of location for Denmark's diplomatic missions. Today, it is a basic condition for staff who begin a career in the Ministry of Foreign Affairs that they are more likely to be posted to countries with a high threat level than before. Furthermore, many new tasks have presented themselves besides the classic diplomatic work. For example economic diplomacy, handling of media and support to Danes abroad in a time where the changed threat level has resulted in some very difficult consular cases. On top of that, there is much higher demands for handling security for the embassy and for the individual staff member today. Regardless of the future development, Danish diplomats will undoubtedly have to continue to demonstrate great flexibility, adaptability and robustness under substantial mental pressure.

### **New Public diplomacy**

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The article defines external public diplomacy as diplomats' attempt to exercise influence on non-state actors in foreign countries in order to promote their country's interests in specific cases. These non-state players have, themselves, since the 1990'es gained influence at the expense of the official actors mainly because of SoMe. The purpose of external nation branding is on a permanent basis to enhance a country's reputation through the promotion of tourism, foreign and internal political decisions, its business environment, culture and sports and through the behaviour of its citizens abroad. The internal aspects of PD cover the efforts by diplomats to enter into a closer dialogue with the citizens of the home

country and to make diplomats more visible in national media. Internal nation branding covers governments' attempts to through targeted campaigns enhance the feeling of citizens' pride and support of their country. Evaluation of the exact value of PD as well of nationbranding has proven difficult, hence, PD-departments have not become part of the structure of all foreign services.

### **The Challenge of Security Politics and the Role of the Danish Ministry of Foreign Affairs**

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This article analyzes the role of the Danish Ministry of Foreign Affairs in Danish security policy. The article makes the argument that Danish security policy is formed and enacted by a network of actors sharing expertise and responsibility wherein the Ministry of Foreign Affairs is a central actor – but only one amongst many. The role and position of the Ministry of Foreign Affairs in this network is challenged and changed by three security policy tendencies: Continued militarization of Danish foreign policy, differentiation of security policy from traditional foreign policy and increased intertwining of internal and external security. In conjunction, these three tendencies indicate continued and increased governance challenges in Danish security policy.

### **Where did Danida go? The change in Danish development cooperation's administration 1995-2020**

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How much does the aid administration by the Ministry of Foreign Affairs influence Danish development cooperation? The international conditions

for development cooperation as well as Danish domestic politics have changed substantially the last 25 years and so have developing countries. But what about the aid administration? Does it just implement neutrally what changing governments dictate? The article presents a quick overview of Danish development cooperation the last couple of decades and discusses on that basis the implications of the changing aid administration. The Ministry of Foreign Affairs has been through significant organizational changes in this period where specialist knowledge on development processes has been downplayed significantly and focus on domestic politics has been strengthened. The article concludes that the changes of the aid administration constitute an independent factor in the explanation of the changing development cooperation and that, overall, the changes have reduced the quality of Danish development assistance in relation to its legally defined purpose of eradicating poverty.

### The Trade Council and Economic Diplomacy

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The establishment of the Danish Trade Council, as an integral part of the Danish Ministry of Foreign Affairs in 2000, was due to a number of circumstances. Mainly an early professionalization of the export promotion work inside the ministry, a clear understanding and ambition in the top management to stay relevant in the wider Danish society and last but not least a strong wish from the industry to have a one-stop-shop for export promotion in the Ministry of Foreign Affairs, which also gave access to the classical diplomacy and the ambassadors. From 2005 the positive development of the Trade Council was fueled by a strong political awareness on the forces of globalisation and its impact on the small open economy of Denmark. After the financial crisis the renewed focus on Den-

mark's competitiveness and dependence on trade was the backdrop of the first official Strategy for Economic Diplomacy in 2014, which focused on integrating economic and trade related work broadly in the ministry as a whole. The question is, if the increased and widespread focus on the interest of the industry and economic diplomacy has ousted other parts of diplomacy – especially the classical diplomacy – leading to a weakening of Denmark's general capability for gaining influence in a broader sense? It is difficult to give a clearcut answer. It is, however, certain that the Danish Foreign Service in terms of resources has shrunk in the same period, where economic diplomacy has been built up. From an industry perspective, the focus on economic diplomacy has been a success, but it cannot stand alone. With more pressing geopolitical and crosscutting issues on the international agenda, there is more than ever a need for a strong and multifaceted Danish Foreign Service that can build the necessary alliances and give Denmark influence in the EU and the world at large.

### The Danish EU Coordination System

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Since Denmark became member of the EC in 1973, the Danish System of EU Coordination has been a cornerstone in the formation of Denmark's European policy. In a strong way, the unique Danish set-up combines democratic legitimacy with efficient promotion of Danish national interests in the EU. The system has served shifting governments and parliaments well. Whereas the key elements in the Danish EU Coordination System have remained stable, specific elements have been adapted and added dynamically since 1973 as new political demands and developments in Denmark and in the EU have required so. The Ministry of Foreign Affairs is servicing the Parliament's European Affairs Committee and has the coordinating role internally in the Government, including ensuring a horizontal European policy

approach on the specific cases. The line ministries have built up strong EU capacities in Copenhagen and in Brussels as well as strong links to counterparts in the EU capitals. The Danish EU Coordination System has managed to enable a concerted use of all relevant competencies and instruments in the promotion of Danish interests.

### The Citizens' Foreign Service

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Delivering consular services to ordinary citizens has been an important task for the Danish Foreign Service since the very beginning 250 years ago. One of the early key tasks was to assist Danish sailors taken hostage by pirates in the Mediterranean. It is however only within the last decades that it has been acknowledged that citizens are just as crucial as stakeholders and customers for the foreign service as the state organs. In a Danish context the 2004 Tsunami in South-east Asia and the subsequent critical evaluation of the crisis response became a crucial turning point. Traditionally the consular field had been a relatively low-profile part of the foreign service, in line with the classical description of the consular service as the »Cinderella service«. In the aftermath of the 2004 Tsunami the Consular Services department and the broader Foreign Service developed into an effective, globally operating emergency response organization with a strong focus on crisis management, communication and robust external partnerships. This was demonstrated during the successful evacuation of almost 6000 Danish nationals from Lebanon in July 2006. The consular crisis management of the Danish Foreign Service has been operating on that basis ever since. Thought this development, the consular service delivery has become an important part of the »Working for Denmark« narrative of the modern Foreign Service and the Foreign Service has truly become the foreign service of the citizens. The consular field has gained more visibility and political attention. Today it is

generally recognized by all stakeholders, that a major failure in the consular field will have important negative consequences, not only for the citizens involved, but also at the political level and for the Foreign Service as an organization. At the same time, the delivery of consular services is increasingly affecting other policy areas, like immigration-policy, legal policy and security policy. These new developments have also led to the Consular Services department developing a new organizational identity characterized by operational emergency management, an emphasis on customer delivery, open and active communication, and strong partnerships with public and private stakeholders. This has helped to broaden the public perception of the Foreign Service's work, rendering Danish diplomacy more diverse.

### TechPlomacy

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Emerging technologies are changing societal structures as well as Denmark's position in the world. Additionally, multinational tech-companies have obtained a degree of influence that challenge traditional governance structures and are increasingly behaving as global, de facto foreign policy, actors. The development carries big opportunities, but also challenges. A small, open economy and highly digitized country as Denmark, in particular, has a lot at stake. In 2017, Denmark was the first country to recognize the need for a foreign policy response by launching a technological diplomacy initiative. The TechPlomacy initiative was born. Three years after the appointment of the world's first tech-ambassador, this article shares insights about how Denmark has promoted national interests in the dialogue with tech-companies and how Denmark is working to promote democratic values and norms in the multilateral arena. In short: The technologi-

cal agenda has become a foreign- and geopolitical matter and a global battleground over values. And Denmark is among the global frontrunners working to shape the development.

### **Boundary-Spanner – on the Ministry of Foreign Affairs' Position within the Danish Central Administration**

*Louise Riis Andersen, senior researcher, Danish Institute for International Studies, lan@diis.dk*

Within the Danish central administration, the Danish Ministry of Foreign Affairs is weak – perhaps weaker than ever. The article sheds light on how and why the Foreign Ministry's function and placement in the domestic political system has changed in the past 20-30 years. It takes its starting point in the relatively new role of the Ministry of Foreign Affairs as 'boundary spanner': as the one charged with establishing an overview over and coherence in Denmark's official relations abroad. For many years, the slow internationalization of the other branches of the Danish central administration was a source of increased influence for the Ministry of Foreign Affairs. Since 2001, however, the tides turned and now the ministry's specialized competence to span across the entire central administration while looking out for Denmark's overall and long-term foreign policy interests has been diluted. Today, the Ministry lacks both the professional and the political impact needed to establish itself as a driving force in the policy development and priority discussions of consecutive governments.

### **Popular movements under pressure**

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The relationship between the Danish foreign development policy and the Danish NGOs has not

changed significantly during the past 75 years. The cooperation is still characterized by a fairly closed and predictable partnership model. However, this will come under significant pressure in the future and the model will and must change. The pressure comes from the need for statebuilding and local engagement in recipient countries, and it comes from the increased use of commercial models and engagement of private companies. The article predicts significant changes in the relationship between foreign policy and the civil society in the coming decades.

### **The Danish Parliament and the Ministry of Foreign Affairs**

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According to the Danish constitution, foreign policy is a prerogative for the government. But the parliament has succeeded in getting more influence. Although there has been resistance from the Ministry of Foreign Affairs the development has been unavoidable. Today, cooperation between the two institutions is working smoothly. It can still be improved, however. Particularly so in areas where there government finds it difficult to operate. This could be in areas such as support for Human Rights. In such an area the Ministry of Foreign Affairs could more proactively involve Parliament.

### **The Ministry of Foreign Affairs and Medialisation**

*Steffen Gram, International Correspondent, DR-News and anchor at »The World According to Gram!«*

The Ministry of Foreign Affairs and the media are embraced in a constant dance. Once it was the waltz. Today it more like hip-hop. The Ministry moved from a quiet life in its own bubble to become an institution in the public sphere, inte-

grated into the society by the media. The coexistence with the media has developed over time. The process has been difficult. Does the media today influence the foreign policy itself? Hardly. Did the media force the ministry to communicate its policies and its mosaic of functions and duties in ways which have created public debate? Definitely! The Ministry has streamlined its commu-

nication. Spin-doctors and media-staff service the media. The Minister must be presented in the proper way, the right stories must be communicated to the medias and the public. For the medias the question is how to produce the relevant, important and personal story to the audiences. That interaction will hardly develop without igniting sparks.