Values in airport passport controls
- what regimes of value claim a stake and what values are co-created?

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Abstract: As a part of the ongoing political debate regarding the borders within the European Union this paper aims at contributing to the knowledge around value creation within the specific service environment of passport controls in airports, characterized as being highly political. More specifically this paper, being part of the social constructivist framework, investigates what value regimes that claim a stake within the service environment of passport controls adopting Appadurai's concept from 1986, and what values are co-created/co-destructed in this context, using Vargo and Lusch's Service Dominant Logic. The passport control of Copenhagen Airport constitutes the case within this paper. The case is investigated using a mixed method approach including both a qualitative documentary analysis, walking interviews, in-depth interviews and an observation, allowing for an examination of all the actors within the passport control. It is concluded that the actors that claim a stake all value different aspects within the passport control. Furthermore, it is shown how the airport and the police specifically belong to two different value regimes within the service provision, which is closely linked to the political dimension of the passport control. The paper also implies that collaboration between actors belonging to different value regimes is possible despite disagreements. Finally, the use of Vargo and Lusch's SDL is evaluated within the highly political environment of airport passport controls, proposing further research combining Vargo and Lusch's theory with Appadurai's concept of value regimes.

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1.0 Introduction

In a highly global world where fast infrastructure is of essence, life without air transport is hard to imagine. Even though airports today constitute a big part of our social existence, not much research has been done within the context of airports. This might be due to the difficulties for researchers getting access to the airport environment often being highly secured and protected because of safety measures. However, for this paper this has been overcome, making it possible to investigate a specific environment within airports; the passport control.

There is no doubt that the external and internal passport controls within Europe has been a widely discussed subject in recent years, both due the large number of refugees coming to Europe but also due to the constant terror threat (Baczynska, 2017). Everyone has been forced to consider their own position in the debate. Often the outcome has been an understanding that there is a need to strengthen the borders. EU did exactly that in 2017, reinforcing the external Schengen borders, so that European citizens can no longer enter or leave Europe without having their passports scanned (European Council, 2017). This makes it possible to stop people if they are not allowed to leave or enter the country, they have unresolved issues, etc. But the debate does not stop there. Some EU-member countries have even reinstalled internal border control and just this month Denmark decided to prolong their internal border control with another 6 months (EU-Oplysningen, 2018). All of this shows how hot a political subject the borders within Europe are, concerning both the internal and the external borders, including the Schengen borders in European airports. Now that all these new measures are put into place, what exactly is happening at the external borders in passport controls? The airport environment is not uncomplicated. There are a lot of actors involved that wants to claim a stake in the passport controls; the airports themselves of course but also the police often handling the actual passport check, the government having the executive power, the European Union claiming a stake depending on which country the passport control is placed in, and last but not least, the passengers in the airports going through the passport checks. All of these actors can be expected to have different perceptions and understandings of the passport control. Regardless, they are all dependent on each other as they all contribute to different parts of the service provision, being the passport control. As a result of this, passport controls have high political complexity - an issue later discussed. However, to start this discussion off, this paper examines the concept of values within passport controls employing Copenhagen Airport as the case. To do this Vargo and Lusch's Service Dominant Logic (SDL) will be applied empirically, looking into the value co-creation/co-destruction process. This will be combined with Appadurai's concept of value regimes, enabling the paper to investigate whether the different actors in the passport control follow different socially created agreements about what should be considered valuable.

By adopting the SDL as the theoretical framework in investigating this specific topic, this paper will add to the existing literature within this school of thought. Since Vargo and Lusch see all economies as being service economies (2006: 17) - thereby claiming that the SDL is a theory of society - the SDL has been applied to various contexts besides commercial exchange. Thus, this paper can be seen as a continuation of what is already happening within the SDL literature, adopting the SDL to yet another context, passport controls, being characterized as a highly complex context containing many different stakeholders. Also, Appadurai's concept of value regimes has only recently been

introduced to service studies by Corvellec and Hultman looking into waste management in 2014. This paper on passport controls is a further contribution to what was started by these two scholars, integrating value regimes within the discipline. All in all, the paper therefore answers to a theoretical gap within service studies, contributing to the theoretical knowledge within this issue. The motivation for doing this paper is highly related to this, wondering what the result could be of adopting these concepts to this complex and political environment of passport controls in airports. Hence, this paper aims at empirically examine and illustrate different value regimes and values in service provisions in an environment highly regulated by national and international law. More specifically, the research question that this paper follows is:

> What regimes of value claim a stake among actors in the passport control in Copenhagen Airport and what values are co-created/co-destructed in this context?

Hence this paper will focus on what all of these actors see as valuable aspects within the passport control as well as how these perceptions of value are created employing Copenhagen Airport as the case. The conclusions of this paper shall not be seen as an attempt to make predictions about value in general. Rather it should be regarded as a contribution to the understanding of the specific environment within passports controls in airports.

The main reason why Copenhagen Airport has been chosen specifically as the empirical environment for this paper is, that the new EU Schengen regulation have challenged this airport remarkably. Already before the regulation they were challenged by the existing capacity within the space surrounding the actual passport checks (Copenhagen Airports, 2017a). The regulation forced them to further reconsider the passport control and spend a lot of time developing this area in the last year.

To be able to investigate the research question a mixed method approach has been applied combining a qualitative documentary analysis, walking interviews, in-depth interviews and an observation. The reason why this mixed method approach has been chosen is that it enables an investigation into the different actors within the passport control of Copenhagen Airport. Furthermore, the paper adopts a social constructivist approach, looking into the social constructions within the passport control, focusing on which meaning the different actors connect to this environment.

The paper is structured as follows. First, the theoretical framework will be described focusing on Vargo and Lusch's SDL and Appadurai's concept of value regimes. Second, the four different methods constituting the empirical material will be described as well as the philosophy of science approach adopted in this paper. Third, an analysis will follow, starting by presenting four themes elicited from the empirical data. From these four themes it will be analyzed which values are co-created/co-destructed by the different actors within the passport control in Copenhagen Airport. The final part of the analysis identifies which value regimes are evident within the passport control, focusing on the police and the airport, as these two actors are seen as the main contributors in the development of the passport control in Copenhagen Airport. Fourth, it will be discussed why the

airport and police belong to different value regimes looking into the passport control and what consequences this could have for the collaboration. Finally, a conclusion will follow presenting the most important findings in the paper.

2.0 Theory: Value co-creation and Value Regimes

The following sections will describe the analytical framework consisting of Vargo and Lusch's Service Dominant Logic (SDL) and Appadurai's concept of value regimes. This will be followed by an explanation of how the two theories are seen to fit together. Finally, the section will show how these theories can be applied to the context of the passport control in Copenhagen Airport.

2.1 The Service Dominant Logic

The SDL has been chosen in this paper as the theory contributes to the understanding of value creation within the passport control. In contrary to many other theories this theory is able to encompass more parties within the value creation process.

According to Vargo and Lusch the focus within marketing has shifted from the producer to the customer (2004: 15). Hence there has been a shift in what is fundamental to economic exchange. It is no longer the goods but the service provision that is paramount (Vargo & Lusch, 2004: 1; Payne et al., 2008: 83). According to Vargo and Lusch service is defined as: *the application of specialized competences (operant resources—knowledge and skills), through deeds, processes, and performances for the benefit of another entity or the entity itself* (2008a: 26). The dominant logic within marketing can be said to have changed according to Vargo and Lusch, and they hereby begin to develop what they call the Service Dominant Logic (SDL) (Vargo & Lusch, 2004: 1f; Lusch & Vargo, 2006: 4). Lusch & Vargo argues, that services are not just a part of the economy: *All economies are service economies* (2006: 17), and that you cannot talk about economics without mentioning service provisions. This development is not new according to Lusch and Vargo. This has always been the case, as the operant resources - in contrary to operand resources - have always characterized the essence of economic activity (2006: 17). Operand resources are described as operations or acts that is performed to produce an effect. An example of an operand resource could be raw material used to produce a product. Operant resources on the other hand are resources that produces effects. As a result, operant resources are employed to act on operand resources and are therefore seen as the primary resource within the SDL. An example of an operant resource could be knowledge within a company. Unlike the operand resources the operant resources are often invisible and intangible and thereby hard to identify (Edvardsson et al., 2011: 328f). Vargo and Lusch often describe operant resources as core competences that are dynamic and infinite as opposed to static and finite. As these resources are able to produce effects it enables them to both multiply value and to create additional operant resources (Vargo and Lusch, 2004: 2f).

Vargo and Lusch believe that the SDL has the potential to replace the old paradigm within marketing theory called the Goods Dominant Logic, as the focus is no longer on exchange of tangible goods, but rather on exchange of the operant resources being intangible, specialized skills and knowledge (2004: 1f). All of this implies a change in how companies should see their customers. In the Goods Dominant Logic the aim is to separate the consumer from the production

process and hereby see value as something only performed by the company. This is not the case for the SDL, that argues one rather needs to involve the customer in a value co-creation process where actors interact, exchange and integrate resources. Value therefore becomes value-in-use as opposed to value-in-exchange (Vargo & Lusch, 2008a: 31ff; Lusch & Vargo, 2006: 10; Frow & Payne, 2011: 234; Kowalkowski, 2011: 278). This is related to what Ballantyne emphasizes, saying that dialogue enhances the mutual value between actors. The reason for this is, that dialogue helps develop trust between actors, which facilitates learning, making it possible to generate knowledge that can benefit all parties (Ballantyne, 2004: 114). Described differently by Payne et al., the different actors have the opportunity to create value through 'customized' co-created offerings as the company can identify the customer's needs and desires (2008: 84).

However, even though Vargo and Lusch have proposed the SDL they are not the first to identify a shift in marketing theory. They build their theories on other scholars (Ballantyne et al., 2011: 202). For example, Grönroos who in 1994 as part of the Nordic School, directly described how a shift in the perception of the fundamentals of marketing was happening, thereby recognizing that a paradigm shift was under way (p. 4, 9). Compared to the old paradigm, Grönroos identifies relationship marketing as highly important and believes that: *Marketing is to establish, maintain, and enhance relationships with customers and other partners, as a profit, so that the objectives of the parties involved are met* (1994: 9). There are certain similarities between what Grönroos suggests here and what is described within the SDL. However, the SDL extends this focus on relationships and develops the concept of value co-creation, which is seen as one of the crucial elements within the SDL (Vargo & Lusch, 2008b: 8).

In the SDL the customers are seen as active players within the value co-creation process, making their perceptions clear in the relationship with the firm, thereby affecting the final outcome; the service provision (Payne et al., 2008: 86). Thus, the company cannot determine value solely. They can only propose it. The customer has to determine and participate in the co-creation process in order to create value (Lusch & Vargo, 2006: 20; Ballantyne et al., 2011: 204). Ballantyne et al. agree that value can only be proposed but argue that the concept of value propositions within the SDL has not been clarified in a sufficient manner by Vargo and Lusch (2011: 205). Within the old dominant logic, a value proposition is defined as: *the marketing offer or value promise formulated and communicated by a seller, with the intent that it be accepted by a buyer* (Ballantyne et al., 2011: 203). According to Ballantyne et al. this makes sense within the Goods Dominant Logic but is not a sufficient within the SDL, as the communication within the SDL should be reciprocal rather than unidirectional (2011: 203). With reciprocal value propositions it is not only the company that proposes value but an all-inclusive reckoning where dialogue is highly important. Thus, negotiations are seen as the path by which participants share in the creation of value, thereby enhancing the value outcome. Furthermore, Ballantyne et al. describes how value propositions should not be limited to customers. The needs of other stakeholders should be considered as well. By this they are saying that value propositions can also be addressed to suppliers, shareholders, etc. (Ballantyne et al., 2011: 204).

Furthermore, Echeverri and Skålén criticizes the SDL for being too focused on the positive outcomes of the co-creation process. In their perspective co-creation cannot be described as only positive. There is a downside that needs to be accounted for as well (2011: 252, 355). Consequently, they employ the concept of value co-destruction and explains: *While co-creation refers to the process whereby providers and customers collaboratively create value, codestruction refers to the collaborative destruction, or diminishment, of value by providers and customers* (2011: 355). Hence, to investigate the value created within a context one should not only focus on the positive outcome but also look at the negatives related to value (Echeverrri & Skålén, 2011: 352; Grönroos & Voima: 2013: 145). One of the examples that Echeverri and Skålén use in their paper shows how offering help in public transportation could create co-destruction rather than co-creation. A bus driver explains how finding space for prams on buses can often present a problem. To resolve this the bus driver sometimes refers the customer to the next bus as this is often less full and a better option for both parties. However, the customers often misinterpret this information or refuse to embrace it, which turns the value creation process around going from value co-creation towards value co-destruction (2011: 363). On these grounds this paper investigates both value co-creation and value co-destruction.

Since the first paper describing the SDL was published by Vargo and Lusch in 2004 the SDL has been further consolidated, extended and elaborated by countless scholars (Vargo & Lusch, 2016: 5). One of the aspects debated is Vargo and Lusch's focus on micro-level. Among others, the Nordic School with Gummesson have criticized this, saying that a 'Many-to-Many' approach is more appropriate than solely focusing on the customer-and-supplier relationship, as networks should be considered the core variable within marketing (2006: 349). This is similar to what was just described with Ballantyne et al., emphasizing that value propositions should not be limited to customers. Vargo and Lusch have continuously tried to answer to this critique (e.g. Vargo & Lusch, 2011; Chandler & Vargo, 2011) and in 2016 they definitively recognized how their focus in their earlier texts from 2004 and 2006 somehow stayed on the mainstream marketing track focusing solely on micro-level (i.e. firm and customer) and the managerial perspective. Thus, they move away from this dyadic orientation towards a network orientation. The consequence of this is that value co-creation/co-destruction is seen in a wider and more comprehensive perspective (Vargo & Lusch, 2016: 5f). They are hereby saying that:

> Value creation does not just take place through the activities of a single actor (customer or otherwise) or between a firm and its customers but among a whole host of actors. That is, at least in specialized, human systems (and arguably in all species), value is not completely individually, or even dyadically, created but, rather it is created through the integration of resources, provided by many sources, including a full range of market-facing, private and public actors (2016: 9).

This means that Vargo and Lusch now see networks instead of single actors as fundamental facilitators of value co-creation/co-destruction (2016: 6). This enables the theory to not only encompass the customer-and-company-relationship but the entire configuration of people, technologies and other resources all interacting to create value (Vargo & Lusch, 2016: 11). Furthermore, Vargo and Lusch describe how this change in perspective facilitates a better

understanding of cooperation and coordination among the different parties within the value co-creation/co-destruction process (2016: 5). This links to Ford and Mouzas paper from 2013 looking into networks in services. They describe how the different actors within the network can become interdependent. In their case looking into the IMP Group they observed how operations of growers, food producers and logistics companies became increasingly interdependent the more they worked together (p. 10f).

In Vargo and Lusch's way of looking at value co-creation/co-destruction within networks, institutions are given a major role, as these institutions are seen to constrain and coordinate networks. Institutional rules, norms, meanings, symbols and practices therefore become apparent within the co-creation/co-destruction process (2016: 6). Value co-creation/co-destruction is according to Vargo and Lusch thereby coordinated through actor-generated institutions and institutional arrangements (2016: 18). This means that the value created by the network is highly dependent on the socially created agreements within each institution.
Vargo and Lusch also describe how the different actors as part of a network are often faced with diverse institutions (2016: 20), i.e. different viewpoints and interests. This relates to Appadurai's concept of value regimes explained in the next section. To start off however, there will be an explanation of how networks and value regimes are connected using Corvellec and Hultman's text from 2014.

2.2 Regimes of Value

A bit like Vargo and Lusch, Corvellec and Hultman describe how they believe that value propositions can only take place within interactive networks. However, they also claim that the stakeholders within these networks handle different parts within the service delivery process and therefore represents very diverse ideas about what is considered valuable. This is where Corvellec and Hultman introduce Appadurai's concept of value regimes, which is originally developed within anthropology, into the service perspective (Corvellec & Hultman, 2014: 356).

Appadurai defines the concept of value regimes as: *...a broad set of agreements concerning what is desirable, what a reasonable "exchange of sacrifices" comprises, and who is permitted to exercise what kind of effective demand in what circumstances* (1986: 57). By this he accentuates that each regime of value has its own understanding of what is desirable, reasonable and allowed. As a consequence, the different regimes of value do not naturally attribute value to the same things. They might even look at value completely different. Hence, regimes of value become institutionalized ways of assessing what is valuable (Corvellec & Hultman, 2014: 359). Corvellec and Hultman adds to this, saying that these regimes of value are: *coherent and socially situated ways to establish value* (2014: 359). Value is therefore seen as being socially created within these regimes of value. This is elaborated further as Appadurai explains how value regimes are where desire and demand, reciprocal sacrifice and power interact in the creation of value within a specific social situation (1986: 4). Appadurai explains that not all parties necessarily share the same interests within each regime of value and a certain amount of struggle will be evident. As a consequence, there is always a political element to consider due to the constant tension between existing and new frameworks

within these value regimes (Appadurai, 1986: 57). Appadurai calls these struggles, determining value within the socially constructed institutions, 'tournaments'. The participants in these tournaments of value are likely to be those in power within each regime of value (Appadurai, 1986: 21f). Looking into the power dynamic within these value regimes therefore becomes important.

Acknowledging the power dynamics within the value regimes makes one realize that regimes of value do allow for disagreement. Frow, who adopts Appadurai's theory in 1995, describes how a certain amount of disagreement within the value regime is possible as long as there are basic agreements on rules and norms (p. 151). Not all parties need to agree on everything within the value regime, as long as they share a common understanding, they can still represent a specific regime of value. According to Frow it is likely that members of one value regime would also belong to another (1995: 154). Another distinction of the dynamics within value regimes is found in Appadurai's work, emphasizing that value coherence is highly variable within these regimes and can therefore also vary from situation to situation (1986: 14f). This indicates that a certain value regime might be evident looking into one situation but might be non-existing looking into another.

It is therefore not only different regimes of value that compete about what is valuable. This struggle also appears within each regime of value and in some cases even for each and every single situation. In order to get the full picture of value co-creation/co-destruction the concept of value regimes should be investigated dynamically looking into all the different interests and perceptions represented among the different actors. This leads on to the next section explaining how the two theories of the SDL and value regimes will be linked in this paper.

2.3 Linking the service dominant logic with regimes of value

As earlier described, the SDL proposed by Vargo and Lusch - and Echeverri and Skålén's additional remark about negative outcomes in value creation - explains how value is co-created/co-destructed involving multiple actors; actors that can all be said to be a part of a network within this value co-creation/co-destruction process. Value regimes adds to the SDL by demonstrating how the value co-creation/co-destruction process is political in the way that these values are determined and exercised within value regimes. The actors being a part of the value co-creation/co-destruction process might have a different understanding of value and thereby different interests within the value co-creation/co-destruction process. Appadurai's concept shows how this determination of value during the value co-creation/co-destruction process first proposed by Vargo and Lusch is an endless struggle both among the different value regimes and the value regimes themselves. Linking these two theories shows how networks becomes the scope of the entire value co-creation/co-destruction process, as these are highly affected by the different regimes of value present among the actors within the specific network. Appadurai's theory can therefore be said to add a dimension into the value co-creation/co-destruction process as he describes how the way people look at value can be different depending on which regime of value they belong to.

Applying both the SDL and the concept of value regimes makes it possible to not only investigate which values are proposed within a network but also how the different actors within the value co-creation/co-destruction process might derive from different value regimes that possibly affects the

values proposed within the network. The following section will clarify how these theories can be used in the case of the passport control in Copenhagen Airport.

2.4 The case of the passport control within the analytical framework

Many different actors are involved in the passport control in Copenhagen Airport. Especially the airport, the passengers, the police, the Danish government and EU can be said to claim a stake within the passport control. The different actors all represents different roles and therefore handles different aspects of the process. For example, the police can be said to handle everything happening within the boxes – the actual control. Whereas, the airport is said to handle everything around the boxes, which could be wayfinding, signs, queue setup, etc. As described in section 2.1 value cannot be determined solely by one single actor. For the passport control in Copenhagen Airport this means that value cannot be proposed solely by either the police or the airport. According to the SDL value is something that is created during the service provision process in cooperation with all actors, including the airport, the police, the passengers, etc. With that in mind all actors involved within the passport control should be seen as either co-creators or co-destructors of value depending on the outcome. In this process the dialogue between the different actors become important.

According to Vargo and Lusch all of these actors represented in the case of the passport control can be said to be a part of a network determining value. However, Appadurai's theory points out that due to the fact that actors like the airport, the police, the passengers, etc. serve different aspects of the process, they are likely to look upon the passport control in different ways, hence potentially belonging to different value regimes. In other words, each actor might represent different institutionalized thoughts about what is valuable. This is complicated even further by the notion that these regimes of value within the passport control might be very dynamic. For example, it might be that opinions differ regarding what is valuable within the value regimes themselves (provided they exist). Investigating value within the case of the passport control adopting both the SDL and the concept of value regimes would therefore also require an investigation of the different interests within the environment.

3.0 Research design and methods

This chapter describes the research design and methods applied in the paper. This will be followed by an explanation of the philosophy of science approach; social constructivism, adopted in this paper.

A mixed method approach was chosen to investigate the research question: first, a qualitative documentary analysis was conducted, looking into both the legal framework around the passport control as well as examples of how the different stakeholders publicly present the issues around the passport control. Second, walking interviews were carried out in order to get an understanding of how the passengers perceive the passport control. Thirdly, semi-structured in-depth interviews with different stakeholders from both Copenhagen Airport and the Danish police were added. The in-depth interviews were included to enable an investigation of how these actors perceive value in relation to the passport control. Fourth, and finally, an observation of the monthly meeting between

Copenhagen Airport and the Danish police department from Copenhagen Airport was carried out. This method was selected to get a better understanding of the collaboration between the two parties.

An abductive approach has been adopted writing this paper, as this way of reasoning allows explanations of puzzling observations, which the case of the passport control in Copenhagen Airport could be said to represent. Hence, this paper will reason from evidence to explanation in order to grasp the material gained from the different methods (Aliseda, 2006: 28). The difference between abduction and induction is that abduction is reasoning from a single observation to its abductive explanations, whereas induction is enumerative induction from samples generating statements. This means that a) while induction explains a set of observations, abduction only explains a single observation, b) while induction makes predictions, abduction does not account for later observations, and c) while induction needs no background theory, abduction does, as it relies on background theory to construct and test its explanations (Aliseda, 2006: 35). The analysis of this paper therefore relies on pre-understandings related to theory, enabling an explanation of the meaning related to the values in the passport control. The results deriving from this analysis shall not be seen as an attempt to make predictions about values in other contexts. Rather it should be regarded as a contribution to the understanding of the specific environment within passports controls in airports.

A part of the qualitative approach of this paper has been to access different informants enabling a sample of interviewees, observation and texts. Getting access to all this material has been possible due to my own professional position within Copenhagen Airport. Silverman describes how being able to draw upon already existing contacts might prevent one from time-consuming negotiations (2013: 215). However, knowing one's participants (except in the case of the walking interviews) can have both positive and negative consequences. On one hand, it could be said to be a problem that I have a certain pre-understanding of the passport control, which could potentially influence the investigation. On the other hand, one could argue that knowing the environment and the people being interviewed or observed allows for a deeper investigation into the case of the passport control, as I already know about the basic concerns. This affects my investigation in two ways: 1) I already know what to ask about and 2) I do not have to concentrate on gathering the basic information, hence allowing me to ask more directly about the different subjects. It should be added that after carrying out the different interviews I got the impression that the interviewees felt a comfort in knowing me personally, thereby allowing me to ask more controversial questions. This experience is supported by May, saying that: *… the development of a mutual trust between the parties that enables an interview to flow more freely* (2011: 143).

The paper adopts a mixed method approach. The benefit of using this approach is that it allows for investigation into the different actors involved in the value creation process. However, it is also acknowledged that the different methods and their outcome cannot be compared (Silverman, 2013: 136ff), and will therefore rather be used to answer different aspects of the research aim. All four methods will add to the understanding of values within the passport control in Copenhagen Airport and will not be analyzed separately but together structured by different analytical themes.

Regarding the order of these four research methods, initiated by the qualitative documentary analysis, it was decided to conduct the walking interviews before the in-depth interviews, as these could uncover knowledge about the passenger's perception of the passport control, which could be used in the interviews with the professionals later on. The semi-structured observation of the business meeting was conducted simultaneously as the in-depth interview. Already knowing some of the critical points of value creation within the passport control, the focus points used during the observation, were constructed around some of the questions that presented themselves during the in-depth interviews - questions which were difficult to ask the interviewees about, e.g. actions.

The qualitative documentary analysis, which in many ways could be said to be an add-on enabling a certain amount of knowledge of the topic, were both conducted prior to and after the two types of applied interviews. The reason for this was that this method allows the researcher to be familiar with the topic, which is favorable especially during the interviews with the professionals (Kvale, 2007: 70), and it adds context to the subject being analyzed in the further parts of the paper.

The methods just presented will be discussed separately focusing first on why these particular methods have been chosen, then the research design will be laid out and finally some ethical considerations as well as limitations will be discussed.

3.1 Qualitative documentary analysis
To get a better understanding of the political context around the passport control a qualitative documentary analysis is conducted adding to the knowledge gained from the two interview types as well as the observation.

3.1.1 Why qualitative documentary analysis?
As earlier mentioned the qualitative documentary analysis in this paper is two-folded and hence can be explained from two different angles. First, the qualitative documentary analysis is meant to give the researcher the necessary knowledge to encounter the topic. Second, it will add some crucial considerations in the analysis in relation to regulations, political statements, etc. which cannot be ignored in the investigation of this highly political subject, the passport control.

3.1.2 Research design of qualitative documentary analysis
When first looking into the regulations around the passport control in Copenhagen Airport several texts regarding the passport control appeared on the airport's official homepage. However, many of these texts were secondary. A snowball method was therefore used to identify the first-hand sources. One document led to another as the different texts referred to additional sources. An example of this could be the press release that was handed over during an interview as one of the interviewees mentioned it (Bryman, 2012: 424). Finally, a qualitative sample method was conducted to actually choose the documents used in the thesis. Here it was important to focus on relating the documents to the aim of the paper making sure that all texts were relevant.

The chosen documents can be divided into three different types of texts: 1) EU legislation regarding the Schengen Area, 2) a press release issued by the Danish Government and 3) two webpages: the

European Commission Migration and Home Affairs official home page and Copenhagen Airports official home page (CPH.dk), explaining the passport check in general and the new amendment regarding the Schengen regulation on passport controls that came into force the 7th October 2017. As all the documents originate from well-known and recognized institutions there is no reason to doubt authenticity, credibility and representativeness emphasized by Scott working with documentary analysis (May, 2011: 206ff).

3.1.3 Limitations of the qualitative documentary analysis

According to May, 2011, the analysis of such a qualitative documentary analysis will always be dependent on the researcher's interpretation and social understanding. Thus, it is important to acknowledge that the analysis deriving from these documents will somehow be affected by one's own understanding of the passport control in Copenhagen Airport. This could be seen as a limitation for this paper. Due to my work relationship this might even be more evident. Thus, it is according to May important to stay self-conscious when addressing such material (2011: 211ff). Additionally, as this qualitative documentary analysis is meant to give the researcher a basic understanding before approaching the case, these documents will become a part of a pre-understanding and it can thereby not be avoided that these will somehow steer the paper.

3.2 Walking interviews

Walking interviews relates to a method suggested by Kusenbach in 2003 that she called go-alongs. It has shown itself to be very difficult to find a concrete separation between walking interviews and go-alongs, especially as scholars developing both of these methods refer to each other interchangeably (e.g. Evan & Jones, 2011; Carpiano, 2009; Bergeron et al., 2014). However, from a thorough reading it seems that walking interviews compared to go-alongs follow more of a structured approach, whereas go-alongs seem to be somewhat more controlled by the participants (Jones et al., 2008: 3f). The term walking interview has been chosen in this paper as the main focus is on the participants accounts of the passport control rather than on the participant's possibility to co-create and decide the interview situation. As the considerations concerning these methods are seen as very similar, this paper will be referring to texts from both sides.

3.2.1 Why walking interviews?

The reason for choosing this approach investigating the passenger's perception of the passport control in Copenhagen Airport has been manifolded. First, as the interviews are conducted on site it is seen as a great way to get more context-close information about the subject (Jones et al., 2008: 3; Anderson, 2004: 260). Had traditional interviews been chosen, there would be a great likelihood that the interviewees would not be able to remember all environmental aspect of the passport control (Kusenbach, 2003: 455). Second, the method allows the researcher to ask questions directly related to the environment, for example by pointing or in other ways referring to the specific objects, which enables the participants to tell the researcher exactly what comes to mind in the specific experience (Jones et al., 2008: 2). Third, it is possible for the researcher to note people's behavior in the natural setting. For example, observe how the participants look at the signs in front of the passport control. This is one of the aspects that this method adopts from observations. However, the advantage of walking interviews compared to observations is that it is possible to ask

about people's thoughts as well (Carpiano, 2009: 265f). All in all, this method is seen as highly advantageous investigating people's perception of value in an environmental setting, which is the aim of this part of the paper. This is also emphasized directly in Bergeron et al.'s text from 2014, where go-alongs are chosen to express and contextualize values. In this article the researcher's use the method to get access to place-based narratives and reveal landscape values, as the locals get a chance to express their perceptions in the real context (p. 108f).

3.2.2 Research design of walking interviews
In total 10 walking interviews were conducted all lasting between five and ten minutes. Five interviews were held the 12th of February 2018, being a fairly calm day in Copenhagen Airport, and five were held the 16th of February 2018, being a bit busier because of the school break. However, in none of the cases were the queues in front of the passport control entirely full. In most cases there were no queue at all. An overview of the 10 interviews can be found in table 1.

Table 1: Overview of walking interviews with passengers in Copenhagen Airport

CODE:	INTERVIEW DATE:	NOTE:
INTERVIEWEE 1	12th of February 2018	- Man - Went through manual check
INTERVIEWEE 2	12th of February 2018	- Couple (man and woman) - Went through manual check
INTERVIEWEE 3	12th of February 2018	- Couple (man and woman) - Went through E-gates - Had been there the day before as well
INTERVIEWEE 4	12th of February 2018	- Woman - Went through E-gates
INTERVIEWEE 5	12th of February 2018	- Woman - Went through manual check
INTERVIEWEE 6	16th of February 2018	- Woman - Went through manual check - Not recorded
INTERVIEWEE 7	16th of February 2018	- Man - Went through E-gates
INTERVIEWEE 8	16th of February 2018	- Man - Went through manual check
INTERVIEWEE 9	16th of February 2018	- Man - Went through E-gates - Had been there the day before as well
INTERVIEWEE 10	16th of February 2018	- Couple (man and woman) - Went through manual check

In addition to using the interviews from the 12th of February analytically, these walking interviews were also utilized as pilot-tests, making it possible to take into consideration some of the experiences encountered going forward (Silverman, 2013: 207). As it was not only attempted to get an in-situ experience of passenger's perception in the actual passport control, but also the wayfinding and the queue setup on the way, the starting point of the walking interviews were

decided to be the information desk localized just after the security check. This enabled the researcher getting a hold of passengers going towards the passport control, as they are naturally sorted by questions in the information desk. For example, if a person asked for a particular gate of a flight going to a country out of the Schengen area, people were asked if they wanted to participate in the interview. Out of a total of 16 people only 6 either declined participation or were deliberately not asked because of either heavy language barriers or because of risk of missing the flight if participating. This is of course a limitation to the sampling method, which is also touched upon in Evans and Jones Article from 2011, saying that the method of walking interviews does exclude some people. For example, people who have difficulties walking cannot participate and hence their perceptions will not be included in the sample (p. 849). However, the sample did present a high level of social diversity both including a wide range of cultural backgrounds, an almost equal number of men and women, different age groups and groups and non-groups. It can therefore be argued that the sample is quite representable of the population that it is aiming to be a generalization of, i.e. the passengers travelling through Copenhagen Airport (May, 2011: 98).

One of the main considerations conducting walking interviews is whether you should allow the participants to plan the route or not (Evans & Jones, 2011: 850). In this case however, the route was not given any special attention as it was of no importance. The only point of interest in this matter was the passenger's perception of the signposting throughout the airport. The participants were therefore allowed to decide their own route towards the passport control.

The aim was to conduct as open-ended interviews as possible, only providing very little direction regarding what to discuss and/or only occasionally pointing to nearby contextual settings (Carpiano, 2009: 265). Only a few questions, that was meant to be used in cases where the conversation stopped completely, were prepared beforehand. In some cases, it was felt that the participants had to be encouraged to talk much more than anticipated. This could be due to language barriers (Silverman, 2013: 58) or possibly the environment. In these cases, I improvised using the pre-prepared questions, which made these interviews more semi-structured and thereby more conversational in character (Carpiano, 2009: 265). Furthermore, it should be noted, that some passengers seemed to relax better when talking about ordinary subjects. For example, where they were going, whether it was their first time in Copenhagen Airport, etc. It could be argued that this kind of chit chat was favorable in some cases as it allowed for a more relaxed environment, hence strengthening the trust between interviewer and interviewee. This is also touched upon by Anderson, 2004 (p. 258).

All except for one of the walking interviews were recorded, as this is recommended by almost all the scholars working with walking interviews because it makes the interviews easier to work with afterwards (e.g. Evans & Jones, 2011; Jones et al., 2008). One interview was not recorded as the passenger felt too shy. However, it was chosen not to exclude this interview, as it gave an interesting insight into the feelings around the passport control. In this interview I took notes, which was somewhat disturbing for both interviewer and interviewee but still allowed for some kind of record of the interview. Additionally, notes were taken after all the interviews as an attempt to record the parts of the walking interviews not captured by sound such as route, body language,

socio-demographics, etc. The interviews which was not conducted in English was translated afterwards.

The actual passport control is divided in two parts; one being manual check and one being self-service check, which is only available for passengers holding a passport of either a Schengen country or the European Union and aged above 18 years. Of course, there is a difference between the experiences deriving from these two types of checks. However, the aim of this study is not to compare these two checks and it will not be given any mentionable focus in the analysis. The passengers were allowed to choose whatever check they liked.

As I was not allowed to be present during the actual passport check because of discretion, all the participants were asked to meet me on the other side of the passport check. All agreed and were asked a few follow-up questions.

3.2.3 Ethical considerations and further limitations of the walking interviews
As earlier mentioned none of the interviews took place while there was any mentionable queue in the passport control. This might affect the data collected, as a queue can affect the experience of a given situation (Swanson, 2015). However, it was noted that some of the participants commented on the importance of the lack of queue in the passport control, which makes it possible to employ this element in the further analysis anyway.

A full briefing before every interview was planned. Yet, one of the acknowledgements from the pilot tests was that the participants did not seem to have the time listening to this briefing (probably related to the environment of an airport where people often find themselves to be rather stressed). Thus, although having ethical consequences, it was decided to shorten it considerably (Kvale, 2007: 27f). A minimum of information was given (reason for interview) and some questions were asked in order to ensure consent and recording, which according to Kvale are the most important elements in a briefing (2007: 55). Furthermore, all participants were debriefed, being asked if they wanted anything excluded from the interview. This was not the case in any of the interviews.

3.3 In-depth interviews with professionals
After the walking interviews were conducted a total of 9 in-depth semi-structured interviews were set up with representatives from both Copenhagen Airport and the Danish police.

3.3.1 Why these in-depth interviews?
The interviews with the professionals were conducted to get a better understanding of the different stakeholder's perception of the passport control in Copenhagen Airport. It was especially important that these interviews could reveal some knowledge about the value regimes that claims a stake. As these value regimes can be said to be socially constructed, the interviews are meant to investigate how the different stakeholders talk about the passport control and thereby give it meaning. The critique that interviews often get as a research method, only being able to reveal peoples subjective narratives on a given subject (Silverman, 2013: 87), can be seen as an advantage in this case, as this is the intention of the investigation.

3.3.2 Research design of in-depth interviews

The 9 interviews all lasting between 35 minutes to 1,5 hours were conducted between the 20th of February 2018 and the 26th of March 2018. Table 2 shows an overview of all the in-depth interviews as well as interviewee codes, which will later be used in the analysis. Prior to each interview an interview guide was created, following Silverman's recommendations (2013: 204). Some of the questions were repeated throughout all the interviews, whereas others were specific for each interviewee. Although this carry some limits to the later comparison, this approach has been chosen as most of the interviewees hold powerful positions within their field and cannot, according to Kvale, be expected to spend time answering irrelevant questions (2007: 70).

Table 2: Overview of in-depth interviews with professionals

CODE:	INTERVIEW DATE:	EMPLOYED BY:	POSITION:
CPH1	22nd of February 2018	Copenhagen Airports	Coordinating Manager in Passenger & Customer Service
CPH2	23rd of February 2018	Copenhagen Airports	Head of Airport Optimization
CPH3	27th of February 2018	Copenhagen Airports	Head of Passenger and Customer Service
CPH4	28th of February 2018	Copenhagen Airports	Duty Manager in Passenger & Customer Service
CPH5	2nd of March 2018	Copenhagen Airports	Passenger Planning Specialist in Operations Concepts & Passenger Solutions
CPH6	19th of March 2018	Copenhagen Airports	Head of Passenger and Terminal Services
POL1	2nd of March 2018	The Danish police	Superintendent in the Passport Control of Copenhagen Airports
POL2	26th of March 2018	The Danish police	Border controller in Copenhagen Airport
POL3	26th of March 2018	The Danish police	Coordinator for border controllers in Copenhagen Airport

The advantage of using the semi-structured approach was that I was able to delve into certain answers and ask follow-up questions if it seemed beneficiary. This allows for a more in-depth experience as the interviewee is able to talk about the subject in their own way. Finally, compared to a completely unstructured interview, this interview form allows for a certain amount of comparability, which is beneficial in the later analysis (May, 2011: 134ff).

Creating questions trying to get qualitative information from interviewees require an operationalization process. This is the process where the theoretical clarification of the theme is investigated thereby enabling specific questions (Kvale, 2007: 37). In this case the interview

questions were created using Bryman's method for formulating questions for an interview guide (2012: 476). First step was to find the general research area, which in this case is value creation in a regulated environment. Second step is to find the specific research question, which in relation to these interviews are two folded: one being which regime of value claim a stake and one being which values are then co-created/co-destructed. This leads to the third step: creation of interview topics being vision, collaboration, interest, power and value amongst others. Finally, the last step was to come up with some interview questions from the different topics. One example is: *How would you describe the collaboration?* [translated].

Furthermore, in designing the interview questions an attempt was made to create as many open-ended questions as possible, as this was expected to encourage the professionals to reflect more freely. However, it is also acknowledged that this is not suitable for all situations, such as when interviewing 'up' (in hierarchy), which is the case for most of these interviews. The reason for this is that they are not always willing to 'open up' (Silverman, 2013: 206). As this form of 'opening up' is the aim of this method, given that the paper wants to investigate the perceptions of these individuals, the interviews do try to include as many as these open questions as possible.

Finally, a briefing as well as a de-briefing were included in all the interviews as recommended by Kvale, mainly to give the participants a better understanding of the purpose of the interviews as well as ensuring their consent, etc. (2007: 55f). It is important to note, that the interviewees were informed that some questions could appear ignorant taken the interviewers insider status into consideration and that they were encouraged to answer these questions as full as possible anyhow as it could produce important learning. After conducting the interviews, it was evident that this problem was only present in the first part of the interviews. When the interviewees got used to the interview situation they seemed to answer more in depth. All the interviews were transcribed, making it easier to dig into the data collected, and then later on translated from Danish to English.

The sampling method of this paper could be said to be purposive, as the sampling is conducted with the purpose of the paper in mind (Bryman, 2012: 418). Hence, the participants have not been chosen randomly but from their position as stakeholders within the passport control. To secure a certain amount of variety in the sample, only one person from each position/organizational level were interviewed. Accessibility was no problem as I am an employee of Copenhagen Airport. However, the snowball method described by May (2011: 145) was used in the case of the police; contact was made with one of the police superiors in the passport control, which later on allowed access to more interviewees.

It should be noted that one of the interviews became a telephone interview because of time issues. An interview was scheduled three weeks ahead but had to be cancelled in the last minute. Since the interviewee is quite high positioned in the airport it was not easy to reschedule. A compromise of a telephone interview was made making the interview possible even though the person was situated in Brussel at the time. There is no doubt that this interview form has its limitations. For example, it was not possible to look into body language as I had done with the other interviews. However, Bryman does believe that this way of interviewing can be benefitting for research. Especially when this is the only possible way to collect the material needed (2012: 488).

3.3.3 Limitations of in-depth interviews

As with many other research methods the researcher does affect the research situation and hence also the results (May, 2011: 140). In this case this might have been enhanced by the fact that I did know all the participants and might have pre-determined understandings of these individuals, which could have impacted the interview situation itself but also the pre-made questions. However, this said, the interviews would not have taken place was it not for my network. In this respect, knowing your interviewees and research topic well, could be seen as both an advantage and dis-advantage (Silverman, 2013: 24, 36). Another limitation for these interviews was that only one researcher was present during the interviews, which made it difficult to hold track of all the questions, observing body language, etc.

3.4 Observation

A monthly meeting between stakeholders from Copenhagen Airport and the Danish police from the airport department was observed. The observation took place the 13th of March 2018 in Copenhagen Airport and 5 people representing both the police and airport were present: 3 from Copenhagen Airport and 2 from the Danish police in Copenhagen Airport.

3.4.1 Why observe?

In one of the interviews with a representative of Copenhagen Airport a possibility to observe the next scheduled meeting with the police department from Copenhagen Airport came up. After getting the permission from the police it was decided, that this possibility of doing an observation would benefit the paper. The reason for this was that it made it possible to get a real insight in how the two parties collaborate, as it allows behavior to be observed directly (Bryman, 2012: 270) in contrast to asking people about their behavior as done in the interviews. In that way the observation could be said to add to the understanding deriving from the interviews and the two methods therefore corroborate each other, as proposed by Silverman (2013: 136).

3.4.2 Research design of observation

The observation conducted in this paper would be situated somewhere between 'participant as observer' and 'observer as participant'. The reason for it being close to the 'participant as observer' role is that the observer adopted an overt role, meaning that the presence and intentions were known by the participants. Furthermore, the aim was to be able to understand and know more about the people in this specific setting (May, 2011: 172). However, the participation was limited to this meeting only and not continued over multiple sessions (May, 2011: 173). Thus, no real relationship was established, which somehow characterizes the observer's role as being 'observer as participant'. May do criticize observations that do not have the possibility to dig deeper into the understanding of the participants over a longer period of time (2011: 173). However, as this observation has been conducted alongside the interviews, this limitation could be seen as less critical.

During the observation the observer stayed silent, having a passive role, trying not to affect the interaction between the two parties as proposed by Bryman (2012: 446). However, as participants are aware of being observed it can never be avoided that the situation will somehow be affected by the presence of the observer. For example, some of the participants might not be interested in

having an observer analyzing their actions and will therefore restrain themselves from regular behavior (Bryman, 2012: 433, 439). After conducting the observation this was not felt to be the case. After a brief introduction it seemed like all participants forgot about the research situation.

Because of the vulnerability of the situation, being a business meeting with different interests among stakeholders, it was decided not to record the meeting even though this could, according to Silverman, have benefitted the analytical writing (2013: 220). Alternatively, the researcher took notes both during and after the observation, trying to record as much information as possible.

An observation schedule was made before the observation, thereby giving the observation a structured element (Bryman, 2012: 275). As the observation was conducted whilst the interview process was running, the focus points used in the observation schedule was related to some of the unanswered elements from the interviews. In other words, these focus points have been created, making it possible trying to investigate some of the puzzlements deriving from the interviews. The elements focused upon in the observation schedule were:

- How is the atmosphere?
- What subjects do each party bring up?
- Do they agree or disagree?
  - what do they disagree about?
- Do their arguments differ?
- How easy do they reach agreement?
- How do each party perceive the passport control?
  - Any difference?

As this protocol was only meant to inspire the observer taking notes during the observation, not steering the whole observation, it is argued that the observation could be characterized as being semi-structured as was the case of the interviews.

3.4.3 Ethical considerations and limitations of observation
Always when observing it is important to consider ethics to make sure that the research does not cause harm. In this case it was therefore decided to approach the participants by overt access in a 'closed' setting. All of them knew that they were being observed and that the things being said and done could potentially be part of a paper. This is in line with Silverman's thoughts about overt/covert access, as he points out that: *Covert access, particularly to 'closed' settings, raises difficult ethical isssues…* (2013: 214).

However, doing an observation there is always a great likelihood that just your presence will affect the situation. Also, the researcher cannot avoid analyzing the data no matter what, as just writing down what is seen, is affected by the researchers pre-understanding (Silverman, 2013: 220f), thereby also the literature read for this paper.

3.5 Qualitative content analysis: how the four methods will be analyzed
All the data deriving from the four methods will be analyzed using a qualitative content analysis. For the analysis and discussion this means that the contribution from this material will not be

factual but focused on the meanings behind statements identified in the data. This will be explained further in section 3.6 explaining the philosophy of science approach. Analyzing the material using a qualitative content analysis, different themes has been identified. During the analytical process these themes are constantly revised both adding and excluding themes trying to stay true to the meaning deriving from the material (Bryman, 2012: 557). More specifically the process proposed by Altheide, 2004, to look into documents (Bryman, 2012: 559) has been used as an inspiration working with the data. Two of the first in-depth interviews being transcribed were used as a starting point getting familiar with the material. From these two transcriptions preliminary themes were generated guiding the rest of the data collection. These themes were tested and revised continually during both the data collection process and the analysis looking into the meaning of the material gathered. The final analysis presented in this paper is then the outcome of this dynamic process working with the data material continuously during the entire research process.

3.6 Philosophy of science approach

The paper follows a social constructivist approach aiming to gain insights into the social structures related to the passport control as a way to get a better understanding of potential value regimes and the value co-creation/co-destruction process. More specifically, adopting social constructivism within this paper allows me to add meaning to things discovered in the data and to identify factors that would have been difficult to consider within other methodologies, for example a quantitative approach (Bisman & Highfield, 2012: 6). This section will start by explaining social constructivism in relation to both positivism and critical realism including an outline of the ontology and epistemology related to social constructivism. This will be followed by a section explaining how social constructivism is then adopted as an analytical tool looking into value co-creation/co-destruction and value regimes.

3.6.1 Social constructivism

Comparing social constructivism to positivism and critical realism one quickly realizes how much these diverge. However, a common denominator is the focus on reality, albeit their realities differ. An explanation of this distinction will follow.

Starting by looking into positivism, this scientific philosophy approach is all about gaining real facts about the world, which should eventually allow for generalization. Critical realism also emphasizes generalization but rather than looking into predictable patterns as positivist do, critical realists try to identify deeper underlying mechanisms that generates empirical phenomena. For critical realists the interest in reality is all about the objective 'big' world. In their view the factual world is put up against the social world and within these two stands the real, deep reality. According to critical realism reality does not only consist of material objects but also ideas and discourses. This focus on ideas and discourses is evident within social constructivism as well. But where critical realism embraces the factual, social constructivism solely focuses on the social reality (Alvesson & Sköldberg, 2009: 40f, 49).

Social constructivism, positivism and critical realism maintain very different understandings of how to gain knowledge (Moses & Knutsen, 2012: 169). Positivism would argue that there is direct access to data, and the task for the researcher is only to gather and systemize this data (Alvesson &

Sköldberg, 2009: 17). Critical realism partly agrees with this mindset but they also believe that there is more to it than that. For critical realism scientific work respectively consists of investigating both relationships and non-relationships between what we experience, what actual happens and the underlying mechanisms that produce outcomes in reality (Alvesson & Sköldberg, 2009: 40). Social constructivists on the other hand believe that the human mind imposes its own patterns on nature and the real world. As a consequence, the real world can never be approached directly and in an objective manner. Social constructivism disagrees with the focus on investigating facts that is evident within positivism and critical realism. Social constructivism would claim that the only thing we, as human beings, can observe is our own perceptions of the world (Moses & Knutsen, 2012: 176f). Ontologically, meaning therefore becomes socially constructed and as human beings we are all part of this construction (Moses & Knutsen, 2012: 199). Accordingly, the aim of the research becomes to explore how these social constructions arise (Alvesson & Sköldberg, 2009: 17). Epistemologically, social constructivism emphasizes that in order to gain knowledge about the social world we need to understand how the parts relate to one another in the context of the whole. Knowledge is thereby socially situated and has social consequences (Moses & Knutsen, 2012: 200f). For the sake of this paper this acknowledgement means that the paper cannot break free from the social understandings encompassing the paper. For the reader this means, that the paper cannot be grasped fully without encountering the social reality that this paper has been written within.

3.6.2 Social constructivism as an analytical tool

Investigating value co-creation/co-destruction and the concept of value regimes within the passport control of Copenhagen Airport, social constructivism will be adopted allowing an investigation of the social structures and meanings within these regimes. Thus, the paper will explore how the different actors make sense of a given situation. In social constructivism this is often done by focusing on meanings embedded in textual and verbal accounts (Bisman & Highfield, 2012: 6). The tool to achieve this in this paper will be a qualitative content analysis.

As already mentioned this paper employ four different methods; in-depth interviews, walking interviews, observation and qualitative documentary analysis, which can all be said to be either textual or verbal. Each and every one of these methods will be used to perform qualitative content analysis. This will enable the paper to discuss the meaning of what is done and said within the interpretive understanding of value. It does not solely allow for a consideration of the ways in which meaning is constructed - it also enables a consideration of how new meanings are developed and employed. To do this, the material will be 'read' in terms of its meaning, trying to understand the context of what is being said and done (May, 2011: 209ff).

4.0 Analysis

In this section the data will be analyzed using the theory described in section 2.0 of this paper. Four different analytical themes have been elicited from the empirical material: 'Quality vs. Waiting Time', 'Queue Setup, 'Innovation' and 'Service'. These four themes will be defined. This will be followed by an analysis of each of the different themes looking into the values co-created/co-destructed by the actors within the passport control. Finally, the results from each of these analyses

will be gathered trying to identify the value regimes that claim a stake among the stakeholders within the passport control.

4.1 Presentation of the four themes

The four different themes presented have all been created and developed from the data collected, meaning that the definitions do not rely on any theories developed outside of this paper but is a result of my own interpretation of the material.

4.1.1 Quality vs. Waiting Time

Looking through the data it became clear that there was a substantial difference in what was emphasized in talking about the passport control. For some waiting time was the predominant issue. Others did not even mention waiting time and only focused on the part of the process happening inside the boxes, the actual control. Finally, some data emphasized both waiting time and the quality of the control. This led to a theme that I have chosen to call 'Quality vs. Waiting Time' trying to display from which angle the different stakeholders look at the passport control. In identifying these differences in perception, the full material will be analyzed looking into 1) whether the quality of the control is emphasized the most, meaning that the stakeholders value the safety perspective describing the passport control, or 2) whether waiting time is emphasized the most, meaning that the stakeholders mostly focus on the queues attached to the passport control, thereby valuing as little waiting time as possible. It should be acknowledged that some stakeholders might indicate that they value both quality and waiting time. However, in most cases it is possible to identify a prioritization of focus in the way they talk about the passport control, which will then become the basis of this analysis.

4.1.2 Queue setup

In relation to the new EU Schengen regulations, that had to be adopted by the 7th of October 2017, the different stakeholders within the passport control in Copenhagen Airport collaborated in order to avoid long queues as a result of the new systematic control of European citizens. One of the initiatives made by the airport was a new queue setup in front of the emigrating passport control in the C-area. As seen in figure 1, the area is surrounded by many colors and signs. This area can somehow be said to be the main area of the passport control in the airport as it is most definitely the largest. Furthermore, this area of emigration also constituted the environment during the walking interviews. Hence, it has been decided to look into the perceptions and understandings of this area specifically.

Figure 1: The emigration passport control in the C-area of Copenhagen Airport

Source: Own photo

It will be examined how the different stakeholders perceive the new queue setup - whether they like it or not, whether they think it benefits positively or negatively, etc. This theme could be connected to the theme of 'Innovation' as the queue setup could be seen as an innovative project. However, as this setup has shown to be prominent in people's perception of the current passport control in Copenhagen Airport, it has been decided to look at this theme separately.

4.1.3 Innovation

In an airport like Copenhagen Airport, who has the ambition to expand and accommodate more passengers than ever (Copenhagen Airports, 2017b), competing against surrounding airports is part of the game. New technology is a high priority for these airports. This of course includes passport controls, as these are considered one of the important passenger processes within airports. Analyzing the material from the four different methods, it has been clear how differently the stakeholders envision the future. To grasp these envisions it has been decided to create a theme called 'Innovation'.

Using OECD's definition of innovation, it will be investigated how the different stakeholders in the airport values: *the development or introduction of any new or significantly improved activity* (Hall & Baird, 2014: 250). As this is a very broad definition of innovation it allows for an analysis looking into the understandings of different types of innovations, including new technological advancements. Thus, in analyzing the statements from the different stakeholders, it will be noticed how they perceive the future as well as current new technological developments (the E-gates as

shown in figure 2) installed in the passport control. For example, do they highlight new technological developments talking about the future? The stakeholders that show a positive attitude towards innovation will in the analysis be considered as having an innovative mindset, whereas the stakeholders that do not highlight this at all, are considered less or not at all innovative depending on the situation.
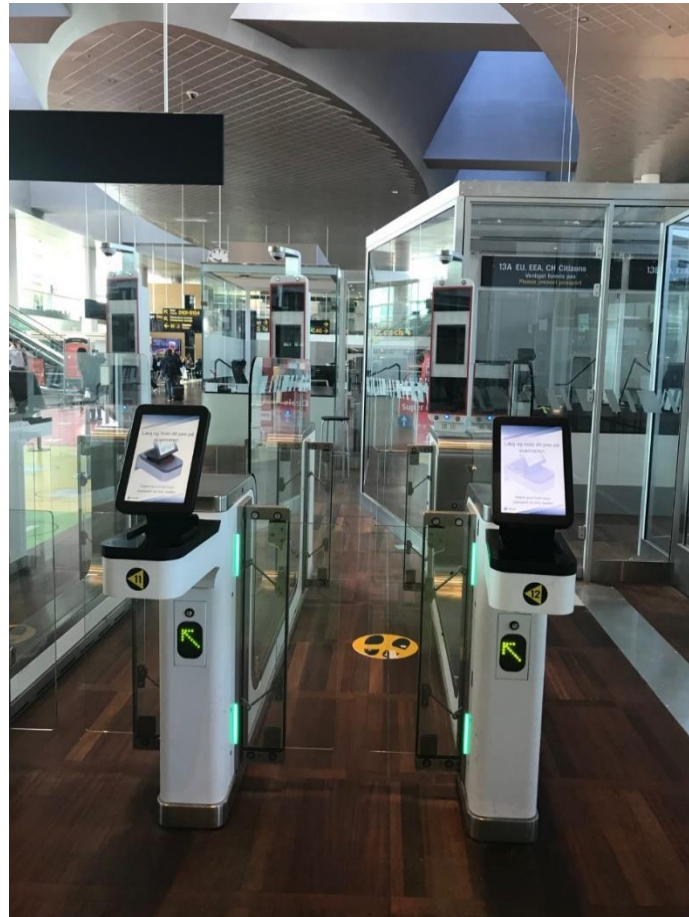
Figure 2: The E-gates in Copenhagen Airport

Source: Own Photo

4.1.4 Service

During the analytical process it has also become evident how some stakeholders emphasize the importance of a great passenger experience. More specifically they consider service as a crucial part of the passport control. To look into this, the final theme of the analysis will investigate 'Service' focusing on how the different actors apply meaning to service in the passport control.

Even though making sure that there is no queue in the passport control could be seen as a service provision this will not be the focus of this theme as it will be dealt with in the first theme, 'Quality vs. Waiting Time'. The theme 'Service' will focus particularly on the human part of service and examine whether the different actors perceive human interaction as valuable and as an element to be prioritized within the passport control.

4.2 Values in the passport control

In this section an analysis of each theme will follow looking into value co-creation and co-destruction in the passport control of Copenhagen Airport.

4.2.1 Quality vs. Waiting time

Starting by looking into the documents, two of them attracts immediate attention when analyzing 'Quality vs. Waiting Time'. One of them is the actual EU regulation tagged 2017/458 issued by the European Parliament and the Council reinforcing checks against relevant databases at external borders (appendix 1). The other one is the press release issued by the Danish Government regarding the new EU Schengen regulation from 2017 (appendix 2). These documents can each be said to represent EU's and Denmark's attitude towards the external borders. To be able to understand this analysis a brief description of EU's Schengen regulation reinforcing the external border from 2017 is needed.

The basics of EU's Schengen regulation from 2017 can be described by the following quote found in section 3 in the legislative act:

> The travel documents of persons enjoying the right of free movement under union law should therefore be checked systematically, on entry and on exit from the territory of Member States, against relevant databases for stolen, misappropriated, lost and invalidated travel documents in order to ensure that such persons do not hide their real identity (appendix 1).

This statement means that border controls at external borders can no longer just check European passports without scanning them in different databases as it was possible before. This reinforcement by the EU will, no matter how you look at it, affect the process time for passport checks at external borders. The border in Copenhagen Airport for non-Schengen flights would be one of these external borders. However, as the state of Denmark enjoys special conditions in their EU-membership, Denmark is according to the legislative act by EU: *...not taking part in the adoption of this Regulation and is not bound by it or subject to its application* (section 18 in appendix 1). The Danish government therefore had to decide whether to adopt this regulation or not. The press release by the Danish government from 2017 regarding EU's Schengen regulation did reveal Denmark's decision, which was to follow the rest of the Member States reinforcing the external border control. This EU regulation therefore did, and still does, affect the passport control in Copenhagen Airport.

Starting by looking into the EU Schengen regulation it is clear that the safety aspect is highly valued in this document. Just looking into the heading of the EU Schengen regulation from 2017 the quality of the border controls is highly emphasized using the word 'reinforcement'. Furthermore, throughout the whole first page everything described is linked to the safety of the European citizens, thereby ensuring quality of the border controls. In section 1 it is written that: *One of the purposes of such checks is to prevent any threat to the internal security...* (appendix 1). This is followed by section 2 saying that: *The phenomenon of foreign terrorist fighters, many of whom are Union citizens, demonstrates the need to reinforce checks at external borders with regard to persons enjoying the right of free movement under Union law* (appendix 1). As the two quotes show, EU emphasizes the internal security and uses the threat of terrorism to justify the restriction that they

acknowledge will affect European citizen's freedom of movement. This could be linked to the latest right-wing political movement in Europe, emphasizing restrictions on immigrants and a safeguard of Europe (Joffe, 2017). However, EU also emphasizes the importance of infrastructure within Europe in the legislative act, which they seem to be afraid can be jeopardized by these extra checks. For example, it is written in section 8 that: *...Member States should deploy appropriate staff and resources in sufficient numbers to carry out systematic checks in order to prevent such checks from causing disproportionate waiting time and hindering of flow of traffic at external borders* (appendix 1). The quote shows that EU is aware of the problem of queues in passport controls, thereby also emphasizing waiting time. They even add a section (section 11) saying that if this systematic check against databases has a disproportionate impact on the flow of traffic, the Member States can for shorter periods of time neglect the rules if they feel it is not a risk towards safety. However, this is only granted in very specific and critical instances and should be reported to EU immediately. Thus, it could be argued that even though EU's Schengen regulation from 2017 holds a quality focus, they also value a smooth infrastructure within Europe, thereby indicating that less waiting time in these borders is valuable as well. According to the SDL, EU can therefore be said to express multiple value propositions when it comes to quality and waiting time (Ballantyne et al., 2011: 204). However, looking into the general meaning of this regulation the safety aspect and thereby quality of the border controls is emphasized the most. It can therefore be argued that quality is valued the most by EU.

This tendency towards emphasizing quality is very similar to the press release issued by the Danish government regarding EU's decision to strengthen the external borders. The Danish government also refers to the terror threat and spends a lot of time explaining how the decision strengthening these borders are in line with their own policy against terrorism and foreign fighters. An example of this is illustrated in the following quote:

> It is of outmost importance that we obtain the control of the external borders in the Schengen area. That is why EU has tightened the regulations surrounding the border control at external borders. This decision has been supported by both the government and the parliament (appendix 2).

The quote clearly shows that the issue around these borders is considered highly important and that they agree completely with EU regarding the new Schengen regulation. The press release also shows how the Danish government presents this issue as extremely alarming. The way they write about the borders make one feel that this problem presents a serious threat every day. For example, they refer directly to 'IS' in the press release and explains how some people crossing the border might be: *...radicalized and ready to use violence* (appendix 2). Hence, there is no doubt that the government emphasizes the security of their nation, thereby arguably valuing quality as the most important aspect within the passport control.

To be able to understand why the Danish government has such a strong emphasis on strengthening the border control, one need to look into the current political situation in Denmark. As many other European countries Denmark has witnessed a recent right-wing movement within politics. Many would argue that Denmark is even one of the leading countries in this movement (Erlanger, 2015), currently having 'Dansk Folkeparti' as a supportive party for the government. Dansk Folkeparti

presents themselves as a party that takes care of Denmark using the slogan '*Our Denmark*' [translated] seen in figure 3. One of their key focuses is the Danish immigration policy as they want to decrease the number of refugees coming to Denmark. They have been emphasizing the need for strengthening the borders in Denmark for a long time (Dansk Folkeparti, 2018a). Thus, the press release issued by the Danish government could be said to be in line with Dansk Folkeparti's policy, which might be an indicator of the party's influence on the current government. Using Vargo and Lusch's theory, emphasizing institutionalization within value co-creation/co-destruction, it might be that the government and Dansk Folkeparti over time have developed a shared institutionalized agreement about what should be considered valuable (2016: 18). However, a further investigation would be needed to be able to validate this notion.

Figure 3: Dansk Folkeparti's commercial

Source: (Dansk Folkeparti, 2018b)

In the press release the Danish government briefly acknowledge how the new EU Schengen regulation will affect the border control in Copenhagen Airport. They explain how EU made it possible to prolong the transition period for up to 18 months. However, the Danish government describes that they made the decision not to apply for this extension, thereby requiring that this reinforcement had to take place at the latest of the 7th October 2017. The decision to prioritize safety more than the infrastructure within the airport indicates a strong tendency towards valuing quality in the passport checks more than a minimum of waiting time. However, as Vargo and Lusch would argue, the stakeholders within the passport control can only provide value propositions (2006: 20). In this situation it means that even though EU and the government sees the regulation as creating value, emphasizing quality within the passport control, it is not certain that the other stakeholders agree on that notion. All in all, this shows how the border control is a very hot political subject. Everybody has an opinion and will try and affect the daily operations of the passport control in Copenhagen Airport, as just recently experienced with the EU Schengen regulations

reinforcing the external borders. This leads to the analysis of the in-depth interviews with the police in the airport, the representatives of Copenhagen Airport and the walking interviews with passengers.

The in-depth interviews with the police in the airport and representatives from Copenhagen Airport working with the passport control reveal different tendencies looking into the theme 'Quality vs. Waiting Time'. The interviewees from the police consisting of one superintendent, one passport controller and one border control coordinator all showed a clear emphasis on quality within the passport control. Looking into the meaning of their statements it is clear, when applying Vargo and Lusch's theory (2016: 18), that they work within an institutionalized environment developed within their organization, focusing on the safety aspect of the passport control. A quote from interviewee POL1 representing the police describes the goal of the passport control as: *that the passport control has a great quality, that we catch as many as possible not having the correct papers and that […] we have the necessary authority to do so…* A similar statement is found in the interview with interviewee POL2 talking about what makes a day special: *It tops my day if I catch something* referring to spotting a person with incomplete papers. Both of these quotes show how they perceive their main job; securing the borders making sure that nobody exits or enters the country if they are not allowed to. POL1 further describes that what they do is all about: *Making sure that when they stamp the passports of people getting in or out, that they are certain they believe in their story or at least as close as they can get.* It is very clear from this statement that they take their job, securing these borders, very seriously, emphasizing the great work put into investigating people's papers and stories in order to make sure that nobody gets through the borders who are not supposed to. From these interviews with the police one could argue that the police value quality within the passport control in Copenhagen Airport the most which is similar to both the EU and the Danish government. Applying Vargo and Lusch's theory, this might indicate that the police, the EU and the Danish government share the same norms and rules regarding the passport control, thereby belonging to the same institutionalized mindset (2016: 6).

However, the interviewees representing the police also mentioned queues within the passport control. For example, talking about the process of checking passports, interviewee POL2 mentions how time is very important: *those 10 seconds. That is something that matters in the long run…* This quote indicates that the police are aware of the waiting time in the passport control in Copenhagen Airport. However, a quote from interviewee POL1 shows that waiting time is not the main focus for the police - the quality in the checks is much more important:

> … we do not look at waiting times, because things take time and sometimes we need to investigate a passport and if we have to spend the time necessary we will do that and then it will take the time it takes.

This quote is similar to a statement found in the interview with interviewee POL3 saying that: *This is not where our focus is. The focus is on the control,* referring to the importance of control rather than waiting time or service. Waiting time can therefore not be seen as something the police value unconditionally. It might be that they are aware of it but it is not their first priority.

The representatives from the airport working with the passport control do not necessarily disagree with the police regarding the emphasis on quality in the passport control. All of the representatives mention the quality aspect at least once in the interviews. Multiple examples could be found of this. However, two examples from the interviews where the interviewees try to describe the passport control in general will be presented: 1) interviewee CPH1: *It is not a service company […] it is a control company* and 2) interviewee CPH6:

> In the passport control they offer… yes, a kind of national security is produced. That the primary goal is to secure the Danish border. It is to contribute to the fact that Denmark takes part in the ambition to secure a strengthened Schengen border, an external Schengen border.

The two quotes show that the representatives from Copenhagen Airport is highly aware of the overall goal of the passport control ensuring the safety of the external borders. However, reading through the interviews it becomes clear that the representatives from the airport believe that ensuring less waiting time and quality simultaneously is possible. In other words, they are not satisfied settling on having long queues in the passport control. This might indicate that a different understanding of the passport control has been socially created among the employees in Copenhagen Airport with an added focus on waiting time. Hence, they do not share the same norms and rules as the police, EU and the Danish government, thereby not sharing the same institutionalized mindset, referring to the theory of Vargo and Lusch (2016: 6). An example of this could be found in an interview with interviewee CPH6, saying that: *… that would be my dream scenario, to say that we have a high quality without the passengers needing to stand and wait*. In this quote it is obvious that the interviewee emphasizes a need to ensure both quality and less waiting time. Another example is found in an interview with interview CPH5 describing how the police and the airport look at the passport control:

> The police look at quality. We look at process times. And if we can have a collaboration where the police are happy and feel that they have the necessary quality in their work and that there is a really good flow at the same time… we have good process times in the passport control, which means that the passengers get quickly through - then I am happy.

Both of these statements show how the employees of Copenhagen Airport value both aspects within the passport control. Quote two also shows how the interviewee believes that both quality and less waiting time can be achieved if the airport and the police collaborate.

But some of the interviews with the representatives from the airport even indicate a stronger emphasis on waiting time than quality, meaning that they value less waiting time more than they value quality. As already mentioned all of them are aware of quality being the official aim, but this is not what they put emphasis on personally. When these representatives talk about their work and how they deal with situations regarding the passport control, a strong emphasis on waiting time and queues is evident. An example can be found talking to interviewee CPH1 saying that a part of the job is to:

> …keep an eye on their performance [talking about the police] so it doesn't change. And if it does then talk with them about what is happening, what they want to do about it and what we can do to make it better.

It is clear that this person is extremely focused on keeping the waiting time to a minimum in the passport control. Another interviewee, CPH4, explains that what they are doing is to:

> … secure that the passengers get through the airport the best way possible. And now I am saying the best way possible. What does this mean? It means that they walk smoothly through the passport control and aren't stressed…

The meaning deriving from this quote is the importance of securing a great passenger experience, which in this situation is related to getting smoothly through the passport control without having to stand in line for longer periods of time. Again, this strongly indicates a tendency in how the employees from the airport talk about the passport control. A tendency leaning towards a strong consciousness of time. This statement, that Copenhagen Airport is very focused on time in their work, is supported by a quote from the interview with interviewee CPH3: *…but the most important part is that we have data that we can show them and use in a confrontation when they do not deliver what has been agreed i.e. the KPI's, the opening patterns and these maximum waiting times.* This quote shows how the airport is not afraid to maintain their focus on waiting times in the passport control. Not even if it means approaching the police with requirements, which might not be welcomed as the police do not value a minimum of waiting time in the same respect as the airport. According to what has been proposed by Echeverri and Skålén, this could develop into value co-destruction within the passport control as the two actors do not share the same understanding of how to act (2011: 356).

Nevertheless, three of the interviewees (one from the police and two from the airport) explain that waiting time and quality might not be as contradictory as formerly described. Interviewee POL3 describes how having queue affects the quality of the passport control:

> So, the situation where every time they look up and all they see is a sea of people, it gives them [talking about the passport controllers] the feeling of never finishing, and increasing the pace can change that, and actually they are not meant to be stressed in this way or meant to feel stressed. They have to focus on what they are here to do [talking about the passport checks].

Similar quotes are found in the interviews with interviewee CPH1 and interviewee CPH5. This is a clear indication that waiting time should be emphasized if wanting to secure the quality of the passport control. Valuing only waiting time is not sufficient. The quote from the interview with interviewee POL3 shows that the police are already aware of this, but even so they do not value waiting time as equally important as quality. Looking at these statements the argument could be that less waiting time and quality cannot be looked at separately.

Having investigated how the EU, the Danish Government, the police in the airport and the airport employees look at the theme 'Quality vs. Waiting Time' it will now be analyzed how the customers (in this case the passengers of Copenhagen Airport), which according to Vargo and Lusch should be the focus within the SDL (2004: 12), value quality and waiting time within the passport control in Copenhagen Airport.

Most of the passengers interviewed somehow emphasized waiting time as an important factor when it comes to value. They mentioned how they did not want to stand in line for too long. Waiting is

therefore not considered valuable. For example, in interview 8 the interviewee said when approaching the passport control: *I am happy that there is no line.* Others simply implied the importance of waiting time, e.g. from interview 3 the interviewee said: *It is always exciting to see how many people there are at the passport control*, meaning that they did not perceive waiting in the passport control as valuable. During the interview I could sense how the interviewees felt a bit anxious walking towards the passport control, not knowing how long the queue was. Some of them even asked me if I knew how long time it would take going through. Turning around the corner, seeing that there was no queue, immediately made the interviewees more relaxed indicated by a more relaxed body language and capability to focus more on the interview situation. From their vocal expressions and body language it could therefore be argued that the passengers have a strong awareness of queues in airports. They know that it is likely that there will be queue and when they discover this is not the case they have a sudden feel of relief. Waiting in a line is not associated with something nice. In the airport this could be related to the fear of missing a plane. Hence, less waiting time becomes important. This means that had there been a queue in the passport control, which was not the case the days the interviews took place, the passengers would most probably consider the queue as value co-destructing, applying Echeverri and Skålén's thoughts on value creation (2011: 355). It seems like the passengers share the same understanding as the representatives from the airport, seeing queues in front of the passport control as a problem. Since, value co-creation/co-destruction is coordinated through actor-generated institutions, according to the theory of Vargo and Lusch, it might be argued, that the passengers and the airport share the same institutional understanding considering 'Quality vs. Waiting Time' (2016: 18).

However, a couple of the passengers emphasized the importance of quality in the passport control as being the most important element for them. Thus, quality is also seen as a value by the passengers. An example of this can be found in interview 10: *I think about it as safety. That it is good safety. That is what is the most important.* This quote shows how the interviewee only cares about the safety element of the passport control, appreciating the passport controller's job. In one of these cases waiting time was not even mentioned. This demonstrates an understanding of the passport control as being solely connected to safety, which strongly breaks with the understanding that most of the passengers had about the passport control, just being an inconvenient but necessary process.

Anyhow, it is important according to the SDL that the other stakeholders become aware of how the passenger's value quality and waiting time in the passport control, as the only way to create value is by involving the passengers in a value co-creation process (Vargo & Lusch, 2008a: 31ff). For example, if the police solely focus on quality and not waiting time at all, which is shown to be an important element for the passengers, it might end up in co-destruction rather than co-creation of value according to the SDL, as the passengers feels neglected by the police (Grönroos & Voima, 2013: 145). Hence, it is important according to the SDL that the police listen to the passengers embracing this interaction, intended to be the whole foundation of the value co-creation process. If the police actually interacted with the passengers, they would know what the passengers would value, e.g. less waiting time, and thereby also have the chance to focus more on it, creating a better service proposition (Ballantyne et al. 2011: 204). This shows that being aware of what the other

stakeholders emphasize in the passport control is crucial. However, it does not seem to be the case, that the police interact with passengers in the passport control. Deriving from the in-depth interview with interviewee POL3, where it was asked whether the police include the passenger perspective, the answer was a clear 'No'.

4.2.2 Queue setup

Using the method of walking interviews showed to be highly beneficial looking into how the passengers perceived the queue setup in front of the passport control in Copenhagen Airport, as the method allowed for interviews, listening to passengers giving their vocal account, as well as simultaneously observing their reactions to the queue setup.

From the walking interviews there is no doubt that the passengers noticed the queue setup. For example, in interview 1 the respondent talking about the queue length suddenly noticed the colors, stopped and exclaimed: *Uh, it is a lot brighter than it was before.* The use of 'Uh' indicating a bit of surprise, clearly shows how the respondent noticed the queue setup instantly, which was quickly followed by an immediate reaction towards the setup. In this case the reaction was quite positive, meaning that this passenger valued the queue setup. However, it should be noticed that this individual was a regular traveler in the airport, which means that his reaction might be related to his previous visits where he mentioned how he had been waiting in line for the passport control for quite some time. Here it is assumed that waiting in line was not perceived as a pleasant experience for the passenger, which in the previous section has also been shown to be the general case investigating waiting time. This could mean that this person's reaction was more related to the experience of not seeing a queue rather than the actual queue setup, which as a result means that the positive attitude towards the setup might not be the same if it had not been for the previous experience.

The other passengers that were interviewed seemed to be more negative towards the queue setup. Many of them walked a bit back and forwards, trying to figure out which queue they belonged to. As seen in figure 4 there is quite a lot of signs in front of the passport control meant to direct the passengers depending on their nationality. Some of the interviewees even expressed their confusion about the signs and the queue setup vocally. For example, interview 1: *Hmm, no, I am a citizen… This one? No. This one?* trying to figure out exactly what queue he belonged to. Not to mention the respondents that even gave up and decided to ask me instead, even though I had told them that I would not be able to help them. This observation clearly indicates that the queue setup is not perceived as making the passport control simpler for the passengers. Rather it shows that the passengers do not understand the setup and therefore do not consider it valuable. Using Vargo and Lusch's theory, the reason for this could be, that the passengers do not share the norms necessary to understand the queue setup (2016: 6). This might indicate that the airport, who has developed this queue setup, do not share the same understanding as the passengers do in regard to making a simple queue setup.

Figure 4: The front of the passport control in the C-area in Copenhagen Airport

Source: Own photo

The observation, that the passengers do not value the current queue setup, is further enhanced looking into how the interviewees from the walking interviews describe it. A lot of the interviewees expressed their dislikes directly. An example is found in interview 8 where the interviewee is trying to explain the problem: *It is just hard to know where is the EU passports and all other passports and because there is like 6 different lines, you know?* and interview 7 where the interviewee is trying to describe what meets him walking towards the passport control: *Yes, immediately I become a bit confused. There is a lot of colors and a lot of signs*. Hence, from the walking interviews with the passengers in Copenhagen Airport it is clear that the passengers feel negative about the queue setup, developed by the airport to get people faster through the passport control. According to the SDL, what has been proposed by the airport to create value for the passengers, the queue setup, can be said to be rejected by the passengers (Ballantyne et al., 2011: 205). The queue setup does not seem to be accepted by the customers and thus value is not created. The reason for this is, that value propositions within the SDL need to be reciprocal rather than unidirectional, which means that the airport cannot propose value solely from their own believes but has to engage in a value co-creation process negotiating with all the actors (Ballantyne et al., 2011: 203f). Rather it could be argued, according to the SDL, that the passengers experience value co-destruction as opposed to value co-creation walking through this queue setup, simply because the airport has not been capable of communicating the signage sufficiently, hence making the passengers confused (Echeverri & Skålén, 2011: 363; Payne et al., 2008: 84).

The in-depth interview with the representatives from the airport who have developed this queue setup shows a much more positive attitude towards it. Especially one interviewee who has been

directly involved in the creation of the queue setup shows real satisfaction towards the solution. Talking about what has been done, interviewee CPH5 says:

> We are using what is called waiting time to prepare people for what will be meeting them approaching the actual passport control, and this we are doing because we could see, that a lot of the passengers did not exploit the waiting time. They were just standing, waiting and when it was their turn they were asked to do all these things that we are now asking them to do beforehand.

There is no doubt that this interviewee is very proud of the achievement and believes that what has been created makes a difference. However, this interviewee is not the only one from Copenhagen Airport that believes that the queue setup has a positive effect on the passport control. Interviewee CPH4 says: *I would like to say that the last couple of months have been much better after we got this new thing in the floor [talking about the color scheme in the floor]*. As well as interviewee CPH5 this interviewee believes that the queue setup put into place the 7th of October 2017 gives great value to the passport control, as the passengers are more prepared when approaching the actual passport control. This is in direct contrast to what was experienced during the walking interviews with the passengers. However, interviewee CPH6 has similar believes as CPH5 and CPH4, but is somewhat more hesitant about it and quickly states, after he had mentioned that he thinks it works, that it is at least what he has heard. This last comment could indicate that the interviewee himself is not quite sure about the effect but trusts his co-workers and therefore shows support towards them in the interview situation. Even though the rest of the interviewees from the airport do express some positive arguments towards the queue setup it is also obvious that not all of them is completely satisfied with it. They mention how they think the whole area is very confusing. For example, interviewee CPH3 says:

> Hopefully they [talking about the passengers] notice it and get prepared for what is about to meet them. That they have to find their passport and now is about to go through the passport control. That is at least what we have tried to work on. I also believe that they are met by all sorts of signs and colors and confusion, and yeah…

The respondent expresses this ambivalence towards the new queue setup very clearly. On one side it is supposed to offer more clarity for the passengers but it does not seem like the interviewee is sure about the actual effect. In the end it is also mentioned directly that the whole area is a bit confusing. Using Vargo and Lusch's thoughts on institutionalization, the reason why these interviewees are hesitant towards expressing a clear dislike towards the queue setup could be caused by a social understanding within the airport, emphasizing that it is an appropriate behavior to support your colleges (2016: 6). However, these interviewees are not the only ones expressing that the new queue setup is less ideal. Interviewee CPH1 has no qualms expressing her thoughts about the queue setup: *I would like to remove the foil on the floor and then I would make a few signs*. All of this shows that there are very different perceptions about the new queue setup among the representatives from the airport. Some agree with the passengers, arguing that it is more value co-destructing than value co-creating using the SDL (Grönroos & Voima, 2013: 145). Others think it is great and that it has a good effect on the flow of passengers in the area.

The representatives from the police, on the other hand, show very strong indications that they do not like the queue setup at all. They believe the area is too confusing and has no positive effect. Using Echeverri and Skålén's thoughts on value creation, the representatives from the police emphasize value co-destruction, as the queue setup is more of an obstacle rather than a help to the passengers (2011: 355). An example from the interview with interviewee POL1 shows this very clearly:

> …after the foil on the floor has been applied and all these things. I think that we have reached a point where we have to think about what to remove and still have a good effect all considering. And I actually think that we would experience, that if people had to think for themselves, then I actually believe that there would be a lot of benefits, because wow. There is a lot of signs.

This quote shows how the police thinks the queue setup has more negative than positive effects. They would prefer the queue setup to be much simpler. This is supported by interviewee POL2:

> Well, I think that the floor should go back to how it was before. Of course, it is nice to have a few signs but overall… before we had this forest of signs out there, people had no problem going through the passport control, right. So, I don't think we have become more stupid since then.

This quote shows how this interviewee from the police emphasize simplicity. She does not believe that this queue setup has any positive effect on the passenger's behavior. Two of the interviewees are even so dissatisfied with the whole area that they would prefer for the passport control to be redone completely, changing the entire layout. Interviewee POL2 says:

> My dream scenario is to remove everything out there [referring to the entire passport control] and then you could make two levels and then you would say; okay, upstairs we have inbound and downstairs we have outbound – or the other way around.

Interviewee POL3 expresses the same, explaining how it would be great to divide inbound and outbound flights, which would mean a complete reconstruction: *Well, I would like to, for example to have the outbound passport control in a completely different place than were we have the inbound. And not as it is now where we have both directions going towards each other*. It is clear that the police have a very strong opinion about the passport control facilities provided by the airport. Using Vargo and Lusch's theory on institutionalization it seems like the police have created a joint understanding of this queue setup within their organization, agreeing that it is not suitable for an efficient passport control (2016: 6).

The observation of the monthly meeting between the airport and the police support this finding. The two representatives from the police present during the meeting did not express any positive attitude towards the queue setup. Rather it was quite opposite. It was clear that they do not think that this queue setup is valuable. One of them even said directly that it had no effect, even though the person knew that one of the airport representatives that was present, had been directly involved in the creation of the setup. The whole situation was perceived a bit provoking and it even seemed like the police thought it was a waste of time trying to improve it, as the whole area were perceived as problematic. The representative from the airport did not react to the negative comments from the police at all. This might indicate that the airport already knew at this point that the police have very strong opinions about the queue setup. Applying the SDL, co-creation of value did therefore not

seem to be likely regarding this issue, as no evidence of collaboration was evident (Vargo & Lusch, 2016: 5; Echeverri & Skålén, 2011: 355). According to what Ballantyne emphasizes, more communication regarding the queue setup is needed in order to create mutual trust between the police and the airport. This is important, as trust facilitates learning between actors, making it possible to generate knowledge that can benefit both parties, instead of focusing on individual desires, potentially changing the collaboration in a positive manner developing new setups (Ballantyne, 2004: 114).

To sum it up, it is clear that out of the three actors involved, the representatives from the airport are the only ones who was partly positive about the queue setup and its value-creating capability. However, according to the SDL it is not enough that the company believes its product is valuable. The airport can only propose value and has to engage in a negotiation process in order to enhance the value outcome for all parties (Ballantyne et al., 2011: 204). Thus, the whole network of actors involved in the passport control has to be involved in the value co-creation process in order for it to be successful. According to the SDL the airport therefore has to ensure acceptance from both the police and the passengers to create value (Vargo & Lusch, 2016: 9). This cannot be said to be happening here. The outcome of this is, according to the Echeverri and Skålén's thoughts on value creation, that it ends up in co-destruction because the airport continues ignoring the comments from both the police and the passengers (2011: 355). Using Grönroos's theory, which Vargo and Lusch can be said to be inspired by, it is a problem that the airport does not acknowledge the relationship with the other parties. When no interaction takes place, the airport has no way of knowing what the police and the passengers emphasize within the passport control. The outcome of this is that there is no mutual exchange, which means that it is only the airport benefitting (Grönroos, 1994: 9, 12).

4.2.3 Innovation

Starting by looking into the passenger perspective most of the interviewees from the walking interviews were very positive towards the self-service solution in the passport control. Some even walked directly towards the E-gates not even considering the manual gates. It was clear that these interviewees preferred the E-gates over the manual boxes. They emphasized how they thought it was easier and faster. An example of this could be found in interview 3, saying that: *It makes it so much easier. And it is faster too*. The self-service possibility in the C-area of the passport control therefore seem to be valued by the passengers. This indicates that the passengers perceive this kind of innovation as meaningful within the passport control. Value can therefore be said to be co-created from this innovation. In consequence the police and the airport should consider this, exploiting the operant resource of knowledge provided by the passengers (Edvardsson et al., 2011: 328f), which in this case is a demand for self-service solutions. However, according to the SDL this requires that the police and the airport actually interact with the passengers allowing for a better understanding of the passenger's demands (Payne et al., 2008: 84).

Looking into the in-depth interview with the airport representatives there are indications that the airport is aware of the passenger's preference towards self-service solutions, which means that the airport might already be in dialogue with the passengers regarding their requirements. For example, during the interview with CPH4 it was said about the E-gates: *…The passengers like the products*

up there. I even think they would like the automatic border controls to be open more than they are now. Another representative from the airport, interviewee CPH5, spoke about it directly: *I hope that they are willing to invest in some of the digital solutions, because that is what our passengers call for*. From these quotes it is clear that the airport is aware of the passenger's demands for innovations. However, it also seems like the airport moves the responsibility away from themselves, indicating that their hands are tied. Instead they believe it is the police who have to act on this by investing in these solutions. This is in contrast to what Vargo and Lusch emphasize about creating value within networks. According to them, all actors within the network have to take part, as value can only be created integrating multiple resources provided by different actors (Vargo & Lusch, 2016: 9).

What the passengers also expressed was that these self-service machines could easily turn away from value co-creation to value co-destruction, if they were not working probably, using the Echeverri and Skålén's thoughts on value creation (2011: 355). In interview 9 the interviewee kept talking about how he tried the self-service solution the day before and it was extremely slow. A similar situation was evident in interview 7 where it was mentioned, after the interviewee had gone through the E-gates: *It took a while for my passport to be scanned, I think. I was a bit in doubt whether it was able to read my passport*. As these respondents link the machines directly with waiting time - mentioning that scanning the passport in the E-gate took longer than expected and using words like 'slow'- applying Vargo and Luschs's theory it seems like the passengers had a shared, social understanding of these innovations as being more effective than manual checks (2016: 6). If the machines do not meet this expectation it seems like the passenger's perception of these innovations shift from positive to negative. Hence, the innovative settings in the passport control turns into elements of value co-destruction rather than value co-creation as otherwise experienced with the other interviewees. Referring to the thoughts of Echeverri and Skålén it is therefore paramount that these machines live up to the passengers' expectations (2011: 360).

From the in-depth interviews with the representatives from the airport it is clear that they value innovations in the passport control just as much as the passengers and that they would like to have more of these solutions emphasizing effective, new technology. All the interviewees from the airport indicate an innovative mindset in their interview and some even answer to the problem with the slow scan of passports directly. For example, interviewee CPH3: *I would like to have more self-service products like the E-gates, and that this process could become faster and smoother*. Another interviewee from the airport says regarding the E-gates (CPH4): *I would like, but this is me personally, I would like to have a shorter process time*. It seems like the representatives from the airport are very aware of the benefits that these innovations could have for the passport control. And like with the passengers it seems as if they connect the time aspect directly to these innovations. An example of this is found in the interview with interviewee CPH4: *I absolutely think that we should… there is so many technological solutions, that could help us in our daily operations, and especially out here in the airport, where everything has to go extremely fast*. This quote clearly shows how the interviewee believes that the need for high velocity can be met by the use of these new technological developments. According to the SDL, value can therefore be said to be co-created from these innovations, creating value-in-use, being a faster experience going through the

passport control (Frow & Payne, 2011: 234f). This indicates that the representatives from the airport share the same social understanding as was evident for some of the passengers, believing that technological innovations can make processes more effective. Thus, the passengers and the airport seem to be part of the same institutionalized mindset within this aspect, applying Vargo and Lusch's theory on institutions (2016: 6).

But the representatives from the airport do not only emphasize already existing innovations in the passport control. They continue talking about the future, coming up will all kinds of new ideas. Interviewee CPH6 is one of the interviewees that thinks ahead:

> The other thing I could imagine that we had much more of is self-service capacity […]. Geometry the whole way from check-in to security and through the passport control […] already from home you scan your iris, so that you don't need to take the passport out of your pocket all the time. That is kind of the long-term vision.

As this quote shows this interviewee from the airport is unquestionably interested in these innovations and during the interview these new ways of doing things were talked about with excitement and joy. When the interviewees from the airport talked about the manual boxes the same excitement was not evident. One interviewee even said (CPH5):

> It is a bit old fashioned that there has to be a passport controller that has to look you in the eyes and scan your passport and then stamp it. That is a bit old fashioned, when we have fantastic electronic solutions that just works...

Using words like 'old fashioned' twice shows how the interviewee dislikes these old solutions and would rather like to see more of the innovative ones.

This way of looking at new technological solutions as being effective is similar to what EU emphasizes in the Schengen regulation from 2017 meant to reinforce the external borders. In this law document new technology is mentioned several times (section 10, 13 and 14) as a mean to lessen the impact on waiting time due to the reinforcement. In this document we see the same social understanding of these innovations as being more effective, arguably being a part of the same institutionalized mindset as the airport representatives and the passengers, applying Vargo and Lusch's theory on institutions (2016: 6). It is even written how automatic border control gates could be relevant in this context:

> Technological developments have made it possible, in principle, to consult relevant databases in such a way as to have a limited effect on the duration of border crossings, as the checks for both documents and persons can be carried out in parallel. Automatic border control gates could be relevant in that context. […] It is therefore possible to strengthen checks at external borders, without having a disproportionate negative effect on persons travelling…

Thus, it could be argued that EU puts emphasis on innovation and encourage Member States to have an innovative mindset dealing with the new regulation. For the EU, innovations in the passport control can therefore be said to be valued, creating value-in-use (Frow & Payne, 2011: 234f) for the passengers, decreasing the waiting time in the passport control. This is linked to what was discussed

earlier in section 4.2.1 of this paper about EU focusing on reducing waiting time, not wanting the new regulations to create unnecessary queues at the border controls in Europe.

However, reading the press release from the Danish government, which was published as a reaction to EU's Schengen regulation, no innovative solutions are mentioned. The press release does not even mention this part of EU's legislative act even though almost everything else from the document is described. This could indicate that the Danish government does not agree with EU regarding innovations in the passport control. No value is therefore co-created according to the SDL, as the Danish government denies EU's propositions (Ballantyne et al., 2011: 204). The reason why the Danish government ignores EU regarding these technological solutions could be due to economic rationalizations. According to some of the interviewees in the in-depth interviews this is one of the common constraints developing the passport control as it often relies on public funding. In other words, the politicians have to prioritize the passport control in the public budget if new initiatives have to be made. One of the representatives from the police (POL1) demonstrates this very clearly when asked about why there is no more self-service solutions in the passport control today: *It is money… more than anything else*. Another interviewee (CPH5), representing the airport, is also aware of the economic issues for the police regarding these new initiatives: *They do not have a big bag of money that is earmarked exciting, innovative projects, so that is typically what is limiting*. This quote shows that the airport is aware of the police's position regarding innovations, but it also shows a bit of disappointment that money is what hinders the development. In a way, these economic constrains end up being value co-destructive using the SDL (Grönroos & Voima, 2013: 145), as it makes the airport feel the politicians are not listening. According to Ballantyne, dialogue is paramount as it fosters understanding, making value co-creation possible (2004: 114). However, when the Danish government declines spending money on developing the passport control in Copenhagen Airport it shows a lack of communication between the airport and the government. The two parties will therefore not succeed in learning each other's preferences, thereby not being able to reach a shared understanding, making value co-creation doubtful.

Looking further into the in-depth interviews with the representatives from the police, innovations are almost non-evident within their speaking. For example, interviewee POL1 does not speak about the self-service solution at any point during the interview and when it comes to developing the passport control a sense of reluctance is found, mentioning more reasons for not doing so rather than actually emphasizing improvements:

> …the system can do a lot of things. Both younger [passengers can be included]... and it is also possible to put in finger prints and so on, so it is possible, but the problem… it might be that it comes. […] I think the criteria's have just been made. That this is what we are sure about and is acceptable.

From this quote it is clear that quality is paramount for the police as already mentioned in section 4.2.1 of this paper. Innovations on the other hand do not seem to be of the same importance to them as it is for the airport representatives.

This consideration is also found in the observation of the monthly meeting between the police and the airport. During the meeting one of the representatives from the airport asks how to improve an

area. The police do not seem interested at all and do not react to the question. As the airport representative continues, trying to explain how coming up with new ideas could actually improve the situation for the passport controllers, the representatives from the police still have no reaction. Finally, one of the representatives from the police says something, but only to say that they have no ideas on how to improve. It does not seem like the police think much about the future. Rather they tend to be more interested in the current problems without any intention to solve the problems themselves. According to the theory of Vargo and Lusch, this might indicate that a socially accepted expectation regarding the collaboration with the airport has been created among the representatives from the police (2016: 6). It has become the norm, that the airport should be the ones pushing innovation - not the police - and the airport should therefore also be the ones that do the actual improvements if necessary.

During the observation the police also referred to some of the existing innovative initiatives in a very negative tone. They argued that these initiatives were not helpful at all, rather being co-destructive using Echeverri and Skålén's thoughts on value co-creation (2011: 363), meaning that it was a waste of time trying to improve the passport control. As a result, the police do not seem to put emphasis on innovation in their work with the passport control. According to the SDL this could be a big problem for the development of the passport control if the police do not want to interact with the airport regarding improvements (Vargo & Lusch, 2004: 11f). The reason for this is that the value co-creation process does not take place through the activities of a single actor. It has to be co-created. Thus, all actors have to be a part of the value co-creation process integrating all resources in order to benefit all (Vargo & Lusch, 2016: 9). Using Vargo and Lusch's theory it should come as no surprise that the police do not seem to think highly of the innovative initiatives made by the airport. Simply because the police did not participate in the value co-creation process themselves (2008a: 31ff). Their knowledge about the passport control - here seen as the primary operant resource - can therefore not come into use, according to the SDL (Edvardsson et al., 2011: 328f). However, it could of course be that the two individuals representing the police during this meeting do not share the same perception of innovation as their colleges. It is difficult to say if all actors within the police look at innovations the same way, but as the results from the observation are similar to the in-depth interviews with the police representatives, it is quite likely.

Yet, it should be mentioned that one of the representatives from the police (POL3) does indicate a somewhat innovative mindset when talking about the self-service solution. This interviewee would actually like to have more self-service solutions within the passport control:

> Well, I think we should do as they do it in England; have much more of them [talking about the E-gates] and eh in England you are allowed to pass all the way down to 12 years. I know that this is a political decision so it is probably not anything we can change…

As this quote shows this person does share the same innovative mindset as the airport representatives, but it is also clear from this that the police are very focused on red tape, referring to the political dimension of the passport control. In general, this reluctance towards innovations found within the police could be directly related to the reluctance in the Danish government to invest, thereby constraining the value co-creation process regarding innovations in the passport control.

The police are, as already mentioned, 'employed' by the government and are therefore also sensitive towards the current political opinion. This means, that what the government expresses as important will also affect the police in the airport, thereby creating a shared social understanding among the officials (politicians and the police) of what should be prioritized within the passport control – not being innovations but rather quality as mentioned in section 4.2.1. Hence, the government sees the co-creation of quality rather than innovations as a value. However, as earlier mentioned value can only be proposed. It has to be accepted by the other actors within the network in order to be considered as a value in the passport control (Ballantyne et al., 2011: 204). This shows how political the passport control is, being very dependent on political opinions.

4.2.4 Service

A lot of the passengers that were interviewed unconsciously commented on the human factor going through the passport control and some even directly emphasized the value connected to a smile or a greeting from the passport controller. For example, interviewee 1 says: *...plus she smiled* sounding amazed and interviewee 2 explains: *They were very friendly. She said: 'danke' [all laughing]*. It seems like these greetings make people feel welcome and creates an understanding of the passport control as being a pleasant place rather than a formal check point. Thus, human service can be argued to be valuable for the passengers. However, as with any other value according to the SDL it has to be co-created (Kowalkowski, 2011: 277). This means that the police will have to interact with the passengers in order to create this value, which is exactly what happened for the two passengers, all happy about their experience with the passport controllers.

This observation regarding interaction becomes even clearer looking into the cases where the respondents did not feel greeted pleasantly. In two cases (interview 6 and 8) the interviewees commented on the staff not being friendly and emphasized this as being negative in their perception of the passport control. From these statements it would appear that the police did not want to interact with the passengers, denying any possible learning process, which according to the SDL would have allowed the police to get a better understanding of the passenger's needs (Payne et al., 2008: 84). Due to the lack of interaction, what happened can be described using Echeverri and Skålén's concept of co-destruction. The passengers did not feel well-treated and the service experience thereby got a negative outcome, going from value co-creation to value co-destruction (2011: 363). Looking into how the police and the airport perceive service within the passport control could therefore be beneficial.

Similar to the case of 'Quality vs. Waiting Time' it is clear from the in-depth interviews that the representatives from the airport would like service to be emphasized on equal terms with quality within the passport control. They see service as valuable, but they also know that being able to give the passengers this service experience is dependent on the attitude within the police - whether the police feel that a service-mindset can co-exist with a quality focused mindset. The airport representatives do not see a problem with the co-existence of different mindsets. However, adopting Vargo and Lusch' theory the whole network of actors needs to engage creating a service experience within the passport control in order to create a valuable outcome (2016: 9). For example, the police

in the airport have to agree upon service being important if the airport representatives should succeed in developing service as a value within the passport control.

From the interviews with the airport representatives it is clear that they do not believe that having a service-mindset jeopardizes the quality of the passport checks, thereby emphasizing the importance of being aware of the customer experience. There are multiple examples of this. Interviewee CPH3 says: *Of course, they have to solve an authoritative job and be really good at… what can you say, master it, but this can easily be combined with a good experience for the passengers…* and interviewee CPH4 says*:*

> It has to be 100 % secure and this counts everywhere. It has to be 100 % secure. […] That we can do this offering good service and we can do it with a smile and make it as smooth as possible that would be the overriding goal.

From these interviews with the representatives from the airport it sounds like the airport is not really satisfied with the level of service the passengers receive going through the passport control today. Just looking into the last quote from interviewee CPH4 it is seen how service is talked about as a goal, which indicates that this service goal has not been achieved completely yet. As it is now, service as a value is not considered by the airport representatives as being co-created because it has not been fully accepted by the police. In other words, the value has only been proposed. According to the theory of Vargo and Lusch this is important, as all actors within the passport control need to be a part of the value co-creation process (2016: 6). Interviewee CPH1 explains how some people from the police do not really consider service within the passport control as important: *The police are just the police. There is still a lot of old police officers who have not really taken this in yet. I still meet them, but not at all in the same degree as before.* As it is seen in this quote this interviewee is not completely satisfied with the service level but still acknowledge a noticeable development within the police over the last few years.

When talking to the police during these in-depth interviews the picture turns completely. As just described, the representatives from the airport talked about the police as they were not emphasizing service in the passport control. However, two of the three representatives from the police mention service as an important part of their job. Thus, service is seen as being valued by the police just as much as it is for the airport representatives.
Interviewee POL2, who is in charge of the education of the passport controllers, says*: It should be so that when people go through the passport control, and even though we are an authority, they should still get a feeling that we are both friendly and smiling and things like that…* It is clear from this quote that this interviewee does not see any problem in emphasizing service. Rather, service should be a part of everyday life within the passport control. This is supported by interviewee POL2 saying that:

> I think it is much more fun to sit in a manual passport box, where I have this contact with people, right. […] Well, it gives me something in my daily life – I feel that I make a difference.

It is clear that this contact with people, which is paramount in creating a service experience, is something that she believes identifies her job, being a passport controller.

From this it seems that the airport has a very different picture of the police in comparison to what the police think of themselves. The airport does not view the police as service-minded within the passport control. The two representatives from the police do not agree with this. They share the same understanding as the airport representatives and believe that service and quality can go hand in hand. As a result, it would seem likely, according to the SDL, that service can be co-created as a value in the passport control, since the two parties agree (Echeverri & Skålén, 2011: 360). However, in order to reach the goal; creating service as a value, there is, according to the SDL, a need for interaction between all the actors within the network of the passport control in Copenhagen Airport (Vargo & Lusch, 2016: 6). Applying the theory of Ballantyne, this is only possible if the actors communicate, thereby gaining knowledge about each other's preferences (2004: 114). At present, the two parties do not seem to understand each other's preferences and do not give the impression of being in dialogue regarding this subject, hence the goal of creating service as a value seem distant.

However, the last representative from the police (POL3) share a similar understanding of the police as the airport representatives, explaining that the general focus within the police is not on service, but rather on quality:

> You could say that the police in general is a service job, but for the passport control specifically, service is down on a third, fourth place. It is not where the focus is. The focus is on the control.

Still, it is emphasized that the police do focus on service but not as a first priority. It could be argued that there is an inconsistence in the deeper understanding of what working in the passport control encompass internally within the police. According to Echeverri and Skålén's thoughts on value creation, this could become a problem since co-creation of value requires congruent elements of practices, meaning that the police need to agree upon the practices they use (2011: 370). This is interesting as the same issue seem to appear among the airport representatives in relation to service. Two of the airport representatives did not even mention the service perspective during the interview, indicating that they do not consider it important within the framework of the passport control. Instead they seemed to be focused on waiting time, which of course could also be said to be a part of the service experience, but as already mentioned is not the focus point within this theme. This might indicate that there is a certain amount of discrepancy among the airport employees when it comes to service within the passport control. It does not seem like they share the same understanding of what is important within the passport control, which has earlier been mentioned as a problem for the value co-creation process according to the SDL (Echeverri & Skålén, 2011: 370).

Going back to the walking interviews with the passengers it was clear that human contact is considered value co-creating within the passport control. From an SDL perspective it could be argued that the police and the airport should align the contribution to the service experience within the passport control as it seems to be important to the passengers (Lusch & Vargo, 2006: 20). If the contribution is not aligned it could, according to Echeverri and Skålén thoughts on value creation, turn into value co-destruction as was the case for two of the interviewed passengers (2011: 363).

4.3 Value regimes within the passport control

In this section the different value regimes claiming a stake within the passport control in Copenhagen Airport will be explored. In the investigation of these value regimes focus will be placed on the airport and the police as collaborative partners. The political stakeholders and the passengers will not be included in this part. The reason for this is, that the police in Copenhagen Airport and the airport themselves are seen as the two main actors that can actively create a strategy working with value co-creation in the passport control. Also, these two actors are known to have collaborated before. For example, in relation to the project of 7th of October 2017. Hence, investigating how these two parties interpret the passport control of Copenhagen Airport would be relevant.

What the above analysis has shown is that there are some differences between how the police and the airport value the passport control. Applying Appadurai's theory these two actors have created different social agreements about what they find desirable regarding the passport control, thereby also being a part of two different value regimes (1986: 57). Exactly which value regimes that are connected to the police and the airport respectively will be the subject of this further investigation.

4.3.1 The airport and the police: which value regimes?

From section 4.2.1 of this paper it is clear how the police emphasize quality as the main focus within the passport control. For example, when talking about their jobs they refer to the situations where they 'catch something' being very proud that they are a part of securing the external borders. In other words, they refer directly to the safety aspect within the passport control. The airport on the other hand does not emphasize quality the same way talking about the passport control. For the airport representatives, reducing waiting time is as important as emphasizing the need for quality within the passport control. They do not consider it a problem focusing on both quality and waiting time simultaneously. Hence, the police's and the airport's idea of what should be valued and thereby considered desirable differs partly; The police will not compromise on quality in the passport control under any circumstances and therefore choose only to emphasize quality. According to the police waiting time is not something that should be prioritized compared to the quality of the passport control. This shows, using the article of Corvellec and Hultman, that the airport and the police belong to two different value regimes considering how differently they look at the importance of quality and waiting time (2014: 359). Trying to distinguish these characteristics of the two value regimes in a more abstract way the airport representatives could be said to show indicators of belonging to a regime of value emphasizing quantity, as the airport seem to be very aware of how many passengers that go through the passport control. The representatives from the police on the other hand seem to belong to a value regime emphasizing safety, as the most important thing for the police is to make sure that the quality of the passport control is flawless, thereby securing the external borders comprehensively.

However, as the airport also emphasizes the safety aspect quite considerably it could be argued that the value regimes of the police and the airport overlap, as the airport does share some of the same social understandings of the passport control as the police do, emphasizing the quality of the passport control. The airport can therefore be said to belong to a value regime that sees both quality

and waiting time as important focus points. This is in line with what Frow explains, saying that it is possible for actors to be a part of multiple value regimes emphasizing different aspects (1995: 151).

This is somewhat similar to what is found looking into how the two actors value the current queue setup in front of the passport control in the C-area of the airport. The police are not in favor of it. They consider the queue setup to be more value co-destructing than value co-creating. The same could be said to be the case for some of the airport representatives. They do not value the queue setup either. Applying Appadurai's theory, the representatives from the police and some of the representatives from the airport thereby share the same social understanding of what is desirable when it comes to the queue setup (1986: 57). However, some of the other representatives from the airport believe that the queue setup should be considered valuable referring to it as having a great effect on passengers. From an SDL perspective, these representatives from the airport therefore believe that value co-creation from this queue setup is possible (Vargo & Lusch, 2006: 10). In this case these particular representatives from the airport do not share the same social understanding as the police.

If one looks into the perception of the queue setup the airport and the police belong to two different value regimes referring to the theory of Appadurai (Corvellec & Hultman, 2014: 359): one value regime that values the queue setup and one value regime that does not value the queue setup. In an attempt to name the characteristics of these value regimes in a more comprehensive way, the representatives valuing the queue setup could be said to belong to a more adventurous value regime as this queue setup is certainly different. Whereas the representatives that would rather see the queue setup in a more minimalistic way, could be argued to be a part of a more conservative value regime. However, which regime of value the representatives from the police and the airport belong to in this case do not seem to be determined by their professional belonging. This is interesting as it has just been pointed out how the police and the airport can be said to be divided into two different value regimes when it comes to safety and quantity. On the other hand, this could be related to what is emphasized by Frow (1995: 151), implying that some element of disagreement about the passport control might be allowed within the value regimes as long as the representatives possess some basic agreements on the norms and rules. Another possibility is that a certain value regime is evident looking into one specific situation, for example 'Quality vs. Waiting Time', and another value regime is evident for some representatives looking into the 'Queue setup'. Explained in another way, the regimes of value are dependent on the specific situation, which is described by Appadurai as plausible investigating value regimes (1986: 14f).

Looking into the theme of 'Innovation' in the previous section, it is clear that the airport and the police value innovations differently in the passport control. The airport seemed very keen towards the already existing innovative installments within the passport control and also showed signs of a certain eagerness to develop the passport control even further. The police on the other hand were more reserved, not really emphasizing innovations at all. This was both evident from the interviews and the observation. Thus, the representatives from the airport and the police can, according to the theory of Appadurai, be said to belong to two different value regimes when it comes to innovation, as they do not share the same vision of what should be considered important within the passport

control (1986: 57). The police and the airport do simply not have the same socially created understanding of innovation; the police do not seem to show any emphasis on the development within the passport control, whereas the airport seems to reflect a lot on how to develop the passport control. Trying to distinguish this difference in a more abstract way, the airport can therefore be said to belong to a development-keen value regime, whereas the police can be said to belong to a development-reluctant value regime. As was the case with safety and quantity the police and the airport seem to be divided by organizations valuing the passport control as well.

What is compelling, looking into the actors' perception of service, is that even though the airport and the police do not agree on how much each of them emphasizes service as shown in section 4.2.4 of this paper, both parties tend to perceive the human contact within the passport control as relatively important. The police do not consider service as their first priority (quality is) but they seem to be aware of how they meet the passengers, thereby focusing on creating a good experience for the passengers going through the passport control. The representatives from the airport seem to agree with this. They want to make sure that no compromises are made securing the service element within the passport control. In other words, they believe that service can go hand in hand with quality. According to the theory of Appadurai, the representatives from the airport and the police therefore seem to be a part of the same value regime when it comes to service, as both actors share the same understanding of human contact being valuable within the passport control (1986: 57). This characteristic, connected to the value regime in regard to the human factor, could in a more abstract way be characterized as service-minded. Both the airport and the police belong to this value regime, being service-minded.

All in all, it could be argued that there is a difference between which value regime the police belong to and which value regime the airport belongs to. However, this has been shown to be very dependent on the specific situation, which Appadurai also emphasizes himself in his book from 1986. The reason for this is that value coherence can be variable within value regimes. In some cases, the representatives might share the same social understanding and in other cases they do not (Appadurai, 1986: 14f). For example, this has been apparent looking into how the airport representatives value the queue setup in the passport control. As already mentioned, this should not be considered a problem, since a certain amount of disagreement is possible within these regimes of value (Frow, 1995: 151). Looking into the value regimes connected to both the police and the airport a certain level of debate exists. It might be that the representatives within each regime of value disagree on some elements, e.g. the queue setup, but they agree on the major concerns, for example whether to emphasize safety and/or quality, which in the end is what connects them, creating these regimes of value referring to Appadurai's theory (1986: 58). This is related to what Appadurai also claims, saying that value regimes are highly political, meaning that a constant struggle about what should be considered valuable is a natural part of value regimes (1986: 57). Figure 5 below illustrates the complex picture of value regimes present among the airport and the police within the passport control of Copenhagen Airport.
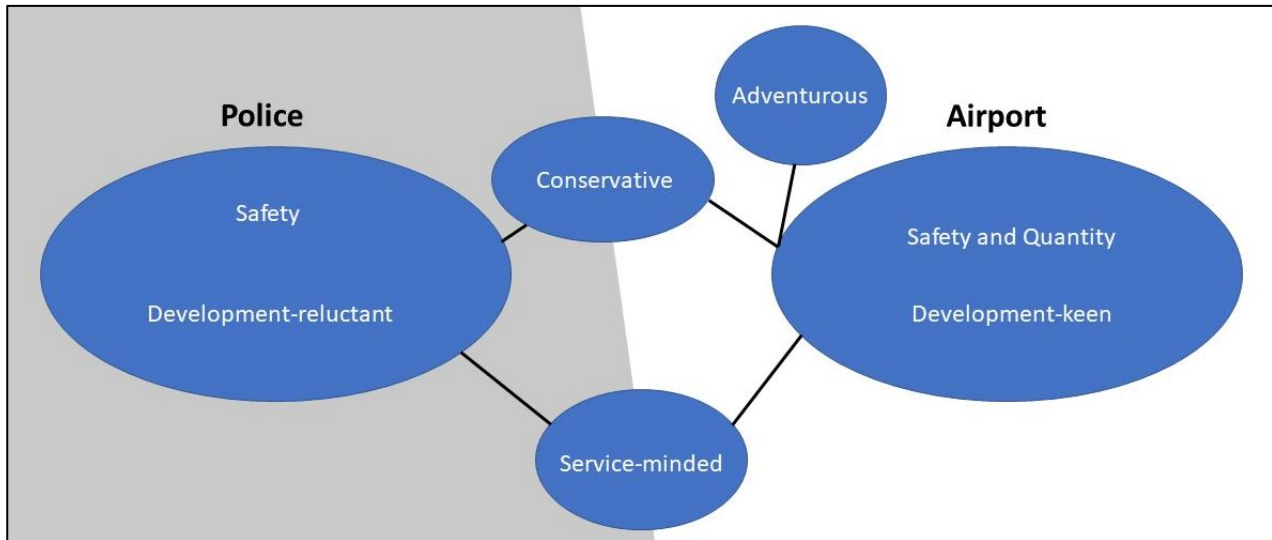
Figure 5: Characteristics of the value regimes present among the airport and the police within the passport control in Copenhagen Airport

As figure 5 shows the airport and the police belong to two different value regimes as indicated by the background shade. This is very clear looking into how they perceive safety, quantity and development. However, when it comes to valuing the queue setup an interesting constellation appears among the representatives. The police can in general be said to belong to the value regime characterized as being conservative, whereas the airport representatives are split, some being characterized as conservative and others being characterized as adventurous. Furthermore, the figure shows how the police and the airport actually share the same values when it comes to being service-minded. Both of them emphasize service within the value regimes. In figure 5 this is shown by connecting both the airport and the police to the characteristic of being service-minded.

However, the value regimes that the airport and the police belong to, as just presented, can according to Appadurai, only be treated as a snapshot of the current situation. Value regimes are not static and are exposed to change all the time. According to Appadurai, the reason for this is that these value regimes are highly political. A constant tension between the existing framework is evident, since not all parties within the value regimes share the exact same interests (1986: 57). The tensions observed regarding the service-mindset among the representatives from the police and the tension regarding the perception of the queue setup among the representatives from the airport could indicate that such a struggle is apparent within both value regimes. Zooming in on the airport it is clear how some of the representatives being directly involved in the creation of the queue setup were very positive towards it. In this case these representatives could be considered as being top of the society working with the passport control in the airport, as they are directly involved in the development. Hence, these individuals could have an interest in trying to direct the rest of the representatives within the value regime, thereby changing the current understanding of the queue setup. In other words, this struggle regarding the perception of the queue setup within the value regime could eventually, according to the theory of Appadurai, lead to new paths, deciding on other desires and compromises within the value regime connected to the airport (1986: 57).

5.0 Discussion

As the analysis shows the airport and the police belong to two different value regimes. This section will discuss why there is a difference in value regimes for the airport and the police and will be followed by a discussion reflecting upon how these two actors, belonging to two different value regimes, work together.

5.1 Why different value regimes?

As already described the police and the airport handle two different parts of the service delivery process in the passport control; the police handle the control itself limited to everything happening inside the passport check boxes, and the airport handles everything around the passport boxes, i.e. queue system, various facilities, wayfinding. According to Corvellec and Hultman this is an important observation to make in looking into why these two stakeholders belong to two different value regimes. The reason for this is that working with certain parts of the service delivery process will also give you a certain perspective on what should be valued (Corvellec & Hultman, 2014: 356). In this case it means that what the police perceive as desirable and thereby value creating will not be the same as what the airport perceives as desirable.

Continuing using Corvellec and Hultman's perspective on value regimes, the police and the airport can therefore be said to be a part of two different institutions. One being the entire police organization and the other one being the organization around the airport. From this it could be argued that actors within these organizations over time have created different institutionalized understandings of what should be considered valuable (Corvellec & Hultman, 2014: 359). For example, in the case of the police they believe safety is the most important aspect within the passport control, whereas the airport sees both safety and quantity as important aspects, making sure the process is handled correctly and effectively at the same time.

However, considering the cases where the police and the airport agree, Corvellec and Hultman's use of the concept becomes insufficient. One of these cases is their perception of 'Service'. Even though the airport and the police do not consider each other as equally service-minded both of them seem to emphasize it in the passport control. This means that even though the police and the airport handle two different parts of the service delivery process and are a part of two different organizations they still share the same perspective when it comes to valuing service. In other words, the two regimes of value overlap in the case of 'Service' as earlier pointed out in the analysis.

However, there is one perspective, which could be argued to represent one of the main differences between their institutionalized mindsets, that seem to divide the two stakeholders; and that is how these two different actors perceive the political influence on the passport control. From the in-depth interviews with the representatives from the airport and the police it is clear that there is a difference in how the two stakeholders talk about the political influence. It seems that the airport representatives find it more difficult accepting the political impediments than the police have. For example, from the interview with interviewee CPH3 it is clear that the interviewee perceives the political system as a problem, as it affects the police's ability to act: *It is just the pace in the police, which in my opinion is incredibly slow*. This is considered a problem for the airport representative, as time is of the essence working with developments. Exactly the same problem is emphasized by

interviewee CPH6, saying that: *I would like to, if I could change anything, that the police board would be a bit more concrete and a bit more… faster to come across decisions*. Again, it is clear how the pace of the police is considered problematic for the passport control. But it is not only the pace that is a problem when politics is involved. The airport representatives also talk about how sudden political decisions can have a big influence on the passport control. Interviewee CPH4 says: *When something like that comes from above or from the outside, like regulations, then it is… then it can become a big problem*. The way that this interviewee is talking about the political influence it sounds like these regulations are almost feared, as they change the entire preconditions for the passport control. This eventually means that the airport has to adapt their procedures in the passport control in order to adhere to the regulations.

Talking with the police the tone changes, being much more accepting when it comes to new regulations and the daily restrictions. For example, interviewee POL1 explains when asked about how easy it is to get funding for new passport controllers: *…it is politically determined whether it has to be police officers or civilians, or what we are talking about. And then it is also about… mmh. It is a business when it comes to running the police*. The way this interviewee talks about the political influence affecting their operation makes it clear how the police just see it as a part of the game. They don't think too much about it. They just accept it as a part of their job. The same tendency is found in the interview with interviewee POL2, talking about the daily restrictions: *Well, I feel fine having to live with the restrictions which are just a natural part of the job, and that you just have to comply with*. The interviewee clearly shows how the political influence is not a problem for her. She even emphasizes how she thinks others should accept it as a part of the job working with the passport control as well.

Altogether, it is clear that the airport and the police have very different institutionalized ways of looking at the political influence in the passport control. This could be caused by the difference in whom the police and the airport refer to; the police being directly employed by the government and the airport being recognized as a private company. The airport representatives and the police in the airport can therefore be said to be run by two completely different institutions, coordinated through different value regimes using Appadurai's theory. These institutions therefore have different opinions about what is proper behavior, which of course affect how the airport representatives and the police act within each of their organizations (1986: 57). The government and the airport management have different interests. Seeing it from an overall perspective the government wants to make sure that the whole of Denmark functions in the best possible way, maintaining the state budget. The airports overall interest is much more small scale, but still important in trying to understand why the police and the airport representatives belong to two different value regimes; as a private company the airport focuses on gaining profit, which in this case means running the airport as effectively as possible and at the same time being able to attract customers.

These different interests related to the government and the airport management create different social understandings of what is valuable and will eventually also impact the passport control referring to Corvellec and Hultman's article (2014: 359). The government will in the case of the passport control see it as valuable not having to spend too much money on operating this

checkpoint. The airport on the other hand wants to make sure that the passengers can get through the passport control as quickly as possible, maintaining the passenger satisfactions and making sure that the flights are not getting delayed because of having to wait for passengers standing in line in the passport control. However, in order to ensure short waiting time, there has to be enough staff in the passport check boxes. This costs money for the government, as it is solely the police department that can provide staff for the passport control. The interests of the government and the airport can therefore be said to stand in contrast when it comes to the passport control. Going back to the small-scale level of the airport representatives and the representatives from the police in the airport this can be said to be the reason why they value waiting time so differently, applying Corvellec and Hultman's thoughts on the concept of value regimes, being a part of these very different socially situated ways of establishing value (2014: 359).

However, all of the above mentioned, seeing the airport and the government as having very different interests, all depend on how you look at the ownership of the airport. In the above section the airport was viewed as a private company, acting to gain profit. However, it can be discussed whether the airport should be considered a private company. The reason for this is that 39,2 percent of the airport stocks are owned by the Danish government (Copenhagen Airports, 2018). Furthermore, ATP, a labor market pension fund, has recently bought a large number of shares in the airport (Christensen, 2017). This is of importance, as ATP has direct ties to the state budget, being established by law and the current administrator of multiple government disbursements funds (ATP, 2018). ATP's ownership can therefore be said to be related to the government, which might indicate that ATP is a part of a very similar value regime as the one of the government. It is therefore likely that ATP and the Danish government share some of the same understandings of what is a reasonable 'exchange of sacrifice' applying Appadurai's theory, having somehow the same attitude towards the airport (1986: 57). Looking at the airport as a public-and-private company their interests change. They might not be focusing at profit as much as earlier described and might therefore share more institutionalized thoughts with the Danish government than first assumed. In other words, the value regimes of the airport and the government might not be so different, which eventually could affect how the employees working for the government, e.g. the police, and the airport value the passport control.

However, in the analysis it was clear that there is a difference in value regimes for the airport representatives and the police in the airport. This indicates that looking at whom the airport and the police refer to does not necessarily decide which value regime they belong to. Applying Corvellec and Hultman's thoughts on the concept of value regimes, the airport representatives and the police representatives could have created their own social understandings of what is desirable within their small organizations working with the passport control (2014: 359). On the other hand, the analysis also showed how some of the representatives from both the police and the airport did agree on some of the aspects within the airport, indicating that they share some of the same understandings of what is considered valuable. Seeing the airport as a public-and-private company this would further support the notion that the ownership of the stakeholders might matter in how they perceive and act within the passport control.

The ownership-perspective does however not seem to be able to grasp the whole constellation of differences in value regimes. It might be that it is better to view the differences between the police and the airport from how they each acquire funds. In simple terms the airport makes money from their customers; the passengers. The police on the other hand are, as earlier mentioned, depended on the politicians. As the analysis showed, these two stakeholders, politicians and passengers in the airport, have very different perspectives on the passport control. For example, the government (being politicians) emphasized quality within the passport control as a value. The passengers on the other hand emphasized less waiting time as valuable. Adopting Appadurai's concept it seems like there is a difference in which regime of value the passengers belong to and which regime of value the government belongs to when it comes to the passport control (1986: 4). This might be of importance looking into why there is a difference between the value regimes among the police and the airport. If the police listen to the politicians, who clearly emphasizes safety, and the airport listens to the passengers, emphasizing quantity within the passport control, the two different actors would be expected to behave differently, being a part of two different value regimes. The reason for this is, according to the theory of Appadurai, that the airport and the police in this case have very different desires to act upon (1986: 57). The result of this would according to the SDL be, that the airport and the police propose very different values within the passport control, as they each concentrate on different stakeholders within the value co-creation process (Vargo & Lusch, 2006: 10, 20). This explanation seems fitting, considering that the police and the airport was found to propose different values within the passport control.

But maybe there is not such a big difference between referring to politicians or the passengers in Copenhagen Airport. Eventually, the politicians have to gain votes in order to be elected, thereby being representatives of the public. For the Danish passengers in the airport this means that the government should be representing the passenger's preferences.
It could be that the government is trying to gain votes by promising to strengthen the borders. This would be equivalent to what has been found in this paper. However, if this is the case, that the politicians and the passengers are representing the same interests, the previous explanation does not make sense. The reason for this is that it was provided that the airport and the police referred to two different stakeholders. On the other hand, as earlier mentioned, it does not seem like the government and the passengers have the same interests when it comes to the passport control. Thus, the former argument regarding whom the airport and the police refer to might be beneficial anyway. It could be that the connection between the passengers and the politicians is just too distant in order for it to make any difference when it comes to the passport control. The government is of course chosen by the public, but as it is only Danes that can vote it makes it difficult to see the connection between passengers in the airport, being from many different countries, and the Danish politicians.

Another relevant observation within this framework is the political cycle. In Denmark there is a new election every 4th year (Økonomi og Indenrigsministeriet, 2018). Potentially changing the government each time, a shift in interests is inevitable, making it likely that the perception of the passport control within the government changes on a regular basis. No matter how you look at it, this observation can be expected to affect the police, as they are completely dependent on the public budget apportioned by the government. The airport however does not seem to be affected directly

by this political cycle. Especially not if you look at the airport as a private company. This might make a difference in the police's and the airport's possibility to act, as the police suffer under this uncertainty, not being sure about the future. The airport on the other hand, has no problem making strategies over a longer period of time (providing that the new constellation in ownership with ATP does not affect the current situation too much). Using Appadurai's theory this might cause a difference in how the airport and the police perceive what is a reasonable 'exchange of sacrifice', as they do not work under the same preconditions (Appadurai, 1986: 57). Going back to the analysis it was shown how the police and the airport had very different ideas of innovations within the airport. It was clear that the value regime connected to the airport was much more development-keen than the value regime connected to the police. This is likely to be connected to the difference in how long time the police and the airport can plan ahead. If the police can only plan the next 4 years because of the political dimension they will probably not see much benefit in spending a lot of resources investing in new technology that can take decades paying off. The airport, on the other hand, does not have the same restrictions making it much easier for them to look past 4 years of planning. The differences in how the airport and the police value innovations could therefore be said to be affected by this political cycle.

All in all, this shows how complex the environment around the passport control is, affecting how the police and the airport value different aspects within the passport control. It is clear that the organizations encompassing the police and the airport do affect which value regimes the stakeholders act within. It seems that whoever is seen as "pulling the strings" will affect the values proposed within the passport control. This is related to what Appadurai emphasizes in his book saying that: *Demand can be manipulated by direct political appeals* (1986: 33), potentially meaning that the whole constellation around the passport control is affected by the political dimension that exist within it.

5.2 Collaboration between value regimes

By now it is clear that the airport and the police are faced with different value regimes in general. The question remaining is how these two stakeholders can be expected to collaborate having different desires and understandings of what is acceptable within the passport control?

The analysis clearly showed how they each consider value differently within the passport control. Nevertheless, the two parties seem to be capable of working together. Both the police and the airport were asked during the in-depth interviews how they saw the collaboration between them. Of course, they had their differences but in the wide perspective they seemed to be very satisfied with the collaboration. For example, interviewee CPH4 says: *A great partnership. Plenty of good suggestions and a lot of great feedback.* The same appreciation is found talking with POL3: *I feel satisfied with the collaboration and also very comfortable with it in a way. We give each other a lot of good information.* This positive attitude towards the collaboration is not only visible talking with the representatives from airport and the police respectively. The two parties even publicly express having a great partnership. In 2017 when the new Schengen regulation was taken into force the police and the airport presented themselves as partners symbolized by red hearts on posters and brochures in the airport. This is seen in figure 6 and figure 7.

Figure 6: Posters referring to the new EU Schengen regulations in 2017 in the baggage claim of Copenhagen Airport

Source: Own photo

Figure 7: Brochure handed out in the airport to passengers referring to the new EU Schengen regulation in 2017

Source: Own photos

It is clear from these photos and the statements from the representatives from both the police and the airport that the collaboration among the two parties seem to be very good. How can this be explained considering the differences within value regimes?

Like Appadurai, Vargo and Lusch do also recognize that stakeholders within a network are often faced with diverse institutions, thereby having different interests and perceptions (2016: 20). Nevertheless, they consider value co-creation within these networks as possible. They believe that value is created through the integration of resources deriving from different actors within the network (Vargo & Lusch, 2016: 9). As Vargo and Lusch would see these networks as the fundamental facilitators of value co-creation, the value co-creation process can be said to be dependent on the coordination and collaboration among the different stakeholders within the passport control (2016: 5f).

Considering the actors within the passport control as being a part of one big network makes it clear how Vargo and Lusch see these actors as connected. It might be that all the different actors handle different aspects of the passport control but they are all a part of a bigger system (2016: 9). This could explain why the police and the airport work so well together. According to Ford and Mouzas, different actors within networks often become interdependent (2013: 10). This might be the case for the airport and the police. One of the interviewees (POL2) from the police did mention how the airport's employees would be hard to live without, as they help guiding the passengers in the correct queues. This interdependence between the two actors might affect how they treat each other, as it makes them realize that they have an interest in working together.

What could also be the case, according to the theory of Vargo and Lusch, is that the police and the airport have developed socially created agreements about how to collaborate enabling them to look past their differences (2016: 6, 18). It seems like the two actors have created some shared norms deciding how to behave within the collaboration. At least in the in-depth interviews there are indications of this being true. Both the representatives from the police and the airport describe how they have become aware of their partner's interests, which in some way makes it easier to collaborate knowing each other's preferences. This is in line with what Ballantyne suggests, saying that through dialogue comes trust and understanding (2004: 114). For example, interviewee POL1 describes:

> The good thing is that we understand that we have different tasks that needs to be solved. And that we look upon it in different ways. And that we understand that there is a need [for the airport] to make money and that it means something, the thing with the waiting times being long and all those things. But as long as the collaboration works as it does today, then I don't think we have any challenges.

As the quote shows the police do not consider it a problem that the airport has different preferences when it comes to the passport control. It is even indicated that the police are willing to look past it as long as the collaboration works. This shows how highly the police value the collaboration with the airport. Similar to what the police express, one of the airport representatives (CPH3) shows how much the airport really emphasizes a good partnership, talking about her wishes: …*a continued, good cooperation, where we notwithstanding our own agendas as an airport or as an authoritative*

body, are able to find common goals and collaboration areas where we can succeed together. From this quote it sounds like the airport is aware of the differences between them, but like the police they are willing to look past them. It therefore seems like Vargo and Lusch's theory on institutionalization can explain the collaboration among the two parties, as they have somehow created this shared understanding that it is acceptable to be different as long as they can work together (2016: 18). This is related to what Vargo and Lusch describe as well, saying that value has to be created within networks. Stakeholders therefore have to see past their differences in order to create value (2016: 9).

However, looking deeper into the in-depth interviews and the observation of the monthly meeting it is evident that not all representatives from the airport and the police agree that the collaboration works well. During the meeting it was clear that the airport took the leading role, which made it feel like the dialogue between the two parties was stalled. This is a problem according to the SDL, since interaction is seen as a prerequisite for value co-creation (Vargo & Lusch, 2008a: 30). This observation indicates that the airport and the police are having trouble working together. Also, some of the representatives from the police and the airport hinted this much in the in-depth interviews. One representative (POL3) from the police even indicated, that there is no collaboration among the two: *Sometimes I am in doubt whether there is any collaboration at all.* From this it could be argued that the police and the airport are not able to look past each other's differences after all, which is related to the notion that they belong to two different value regimes. From this it does not seem to be the case that collaboration is possible between actors that connect values so differently.

Notwithstanding, it seems that some level of collaboration is present, which indicates that it is possible for two stakeholders belonging to two different value regimes to work together anyhow. Though, this notion depends on how exactly you look on the constellation of the value regimes related to the police and the airport. One of the findings from the analysis shows how the airport and the police do share at least some of the same values related to the passport control, thereby arguably being part of the same value regime. This was the case looking into the theme of 'Service'. Hence, when it comes to certain aspects of the passport control, the police and the airport are not as far apart as first indicated, which might influence their willingness to collaborate in a positive way.

6.0 Conclusion

Looking into what regimes of value that claim a stake among actors in the passport control in Copenhagen Airport and what values are co-created/co-constructed in this context a social constructivist approach has been applied. Combining Appadurai's concept of value regimes with Vargo and Lusch's recent social dominant logic has made it possible to not only investigate which values are proposed within the network of the passport control, but also how the different actors within the value co-creation/co-destruction process might derive from different value regimes that possibly affects the values proposed within the network. Furthermore, this paper exemplifies how these two theoretical concepts can be used empirically within service studies.

A mixed method approach has been applied including qualitative documentary analysis, walking interviews, in-depth interviews and observation. From the empirical material deriving from the

different methods, four different analytical themes were appointed in the value co-creation/co-destruction process: 'Quality vs. Waiting Time, 'Queue Setup, 'Innovation' and 'Service'. The different actors claiming a stake within the passport control; the police, the airport, the passengers, the Danish government and EU, thereby seen as constituting the network within the airport, were all more or less discovered to value these themes differently.

In relation to the theme of 'Quality vs. Waiting Time' the analysis made it clear that the government, EU and the police all valued the safety aspect the most, thereby arguing for quality being the most important aspect of the passport control. The airport and the passengers did not agree to this completely. They were also focused on the queues, thereby valuing less waiting time as much, if not more, than the quality aspect within the passport control. Furthermore, looking into the theme of the 'Queue Setup' it was clear that the police and the airport did not agree on this either. The police saw no value in the current queue setup emphasizing value co-destruction rather than value co-creation. The airport representatives were more divided. Some agreed with the police leaning towards value co-destruction. Others were more positive seeing great value in the current queue setup. Finally, the passengers seemed to perceive the queue setup as quite confusing, thereby agreeing with the police, finding it difficult to see any value in the setup. Also, when it came to the theme of 'Innovation' the airport and the police seemed to be far apart. The police did not show much enthusiasm towards developing the passport control in the airport. This might be related to the governments lack of support when it comes to new technology within the passport control. The airport, the passengers and the EU were more positive towards innovations, seeing great value in new technology. Especially the airport representatives emphasized a certain eagerness when it came to developing the passport control. However, looking into the theme of 'Service' the airport and the police seemed to value this aspect equally. They might not consider the other part as emphasizing service, but each of them showed indications of wanting to prioritize service within the passport control. The passengers agreed to this expressing gratitude towards the pleasant human contact that some of the interviewees experienced walking through the passport control.
All in all, this part of the analysis show, how different the actors within the passport control perceive aspects and thereby propose values. Adopting the SDL have made it clear, how this can be a problem in a potential value creation process as all the actors seem to be divided in how they understand and act within the passport control.

Moving on, focusing on the airport and the police as the main actors within the passport control, adopting Appadurai's concept, the analysis showed how the two parties belonged to two different value regimes. Whereas the value regime related to the police were found to be very safety-oriented, the value regime related to the airport emphasized both safety and quantity, thereby not wanting to compromise efficiency within the passport control. Furthermore, the value regime that the airport belonged to was more development-keen than the police were, relating the police to a more development-reluctant value regime. This is somehow related to the notion, that the police seemed to be more conservative towards new setups than the representatives from the airport. Some of the representatives from the airport shared viewpoints with the police being more conservative, whereas others were part of a more adventurous value regime. Finally, the value regimes related to

the two actors were found to overlap looking into service, as both parties seemed to be service-minded.

It was no surprise, applying Corvellec and Hultman's text from 2014, that the airport and the police were found to belong to two different value regimes. The reason for this is that the two actors handle two different parts of the service delivery process, thereby emphasizing different aspects of the passport control. Hence, it is also expected that other actors claiming a stake in other passport controls around the world will reveal the same tendencies, being parts of different value regimes. However, as all airports differ from each other, having different organizational setups, further research is needed in order to gain a fuller picture of value co-creation/co-destruction and value regimes within passport controls in general. Also, as this paper has definitely been affected by my own understanding of the passport control, being written within a social constructivist epistemology, looking into the specific social setting of the research situation within each applied method, it could be interesting to investigate passport controls using other methods and another philosophy of science approach.

In the discussion the paper looks further into why there is a difference between value regimes related to the airport and the police. It was evident how political the whole environment around the passport control is. The airport and the police can be seen to refer to different actors and depending on whom these actors are seen to be, it will affect which value regimes they act within. It is thereby argued that these regimes of value within the passport control environment are seen to be affected by whoever is seen to be "pulling the strings" in the upper layer of the pyramid. This is of no surprise looking into the applied theory, as Appadurai also emphasizes the political aspect considerably in his book from 1986. Thus, Appadurai's concept of value regimes has been useful investigating the case of the passport control, indicating how various actors within this environment all have different interests and understandings which create a game of power. Whereas Vargo and Lusch's theory has been more or less limited to identifying different value propositions within this social setting, Appadurai's concept of value regimes has made it possible to go beyond this classification, enabling a deeper discussion.

Furthermore, it was discussed whether collaboration among value regimes were even possible. In the case of the passport control in Copenhagen Airport where the police and the airport, being parts of a network, are identified as belonging to two different value regimes, it does not seem to be a problem to collaborate; when problems arise, they work together to solve them. Of course, there are diverse opinions about exactly how successful the collaboration is, but overall the two parties seem to be getting along. This indicates that collaboration among actors within a network, belonging to different value regimes, are capable of looking past their differences and work together. Using Vargo and Lusch' theory this is an important observation, as they believe that value can only be co-created within networks, meaning that more actors, being a part of different value regimes, all need to participate in the process. However, in Appadurai's book it is also made clear how collaboration will be affected by different interests and perceptions among value regimes. Negotiations thereby become a big part of the collaboration process. In other words, the different value regimes will continuously fight their own case. This makes one wonder, what the outcome of this could be, as

Appadurai indicates that only one value regime can dominate, making value co-creation between different value regimes seem less as a collaborating process and more as a political game, where the strongest party wins. Following this way of reasoning some of the elements within Vargo and Lusch's theory can be criticized when used within highly political environments such as passport controls, as the process they propose seem more complicated and complex than they initially suggest. It seems like Vargo and Lusch are too focused on consensus with their use of the concept value co-creation and thereby overlook the complexity of reaching agreement within value creation processes. It could be argued that Appadurai's concept of value regimes answers to this shortcoming within the SDL, dealing directly with the different interests and perceptions among actors, which should be recognized in a value creation process. Further research needs to be done in order to confirm this apprehension. It is therefore proposed to investigate other empirical settings - which are likewise characterized as being highly complex or even political - combining the SDL and the concept of value regimes in order to learn more on how these two theories can supplement each other. As for this paper, combining these two theories, have shown beneficial in answering some of the research gaps within service studies.

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Appendix 1: Regulation (EU) 2017/458 or the European Parliament and of the Council regarding the reinforcement of checks against relevant databases at external borders

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I

(Legislative acts)

REGULATIONS

REGULATION (EU) 2017/458 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

of 15 March 2017

amending Regulation (EU) 2016/399 as regards the reinforcement of checks against relevant databases at external borders

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular point (b) of Article 77(2) thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Acting in accordance with the ordinary legislative procedure ([1]),

Whereas:

(1)   The carrying-out of checks at the external borders remains one of the main safeguards of the area without internal border control and significantly contributes to guaranteeing the long-term security of the Union and its citizens. Such checks are carried out in the interest of all Member States. One of the purposes of such checks is to prevent any threat to the internal security and public policy of the Member States, irrespective of the origin of such threat, including where such a threat derives from Union citizens.

(2)   Minimum checks based on a rapid and straightforward verification of the validity of the travel document for crossing the border are currently the rule for persons enjoying the right of free movement under Union law. The phenomenon of foreign terrorist fighters, many of whom are Union citizens, demonstrates the need to reinforce checks at external borders with regard to persons enjoying the right of free movement under Union law.

(3)   The travel documents of persons enjoying the right of free movement under Union law should therefore be checked systematically, on entry into and on exit from the territory of Member States, against relevant databases for stolen, misappropriated, lost and invalidated travel documents in order to ensure that such persons do not hide their real identity.

(4)   Member States are obliged to check systematically third-country nationals against all relevant databases on entry. It should be ensured that such checks are also carried out systematically on exit.

(5)   Border guards should also systematically check persons enjoying the right of free movement under Union law against the Schengen Information System (SIS) and other relevant Union databases. This should be without prejudice to the consultation of national and Interpol databases.

(6)   To that end, the Member States should ensure that their border guards have access at external border crossing points to the relevant national and Union databases, including the SIS and Interpol's Stolen and Lost Travel Documents ('SLTD') database in order to ensure full implementation of this Regulation.

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[1]   Position of the European Parliament of 16 February 2017 (not yet published in the Official Journal) and decision of the Council of 7 March 2017.

(7)   Such systematic checks should be carried out in full compliance with relevant Union law, including the Charter of Fundamental Rights of the European Union ('the Charter'), in accordance with Article 4 of Regulation (EU) 2016/399 of the European Parliament and of the Council ([1]) and should fully respect human dignity, in accordance with Article 7 of that Regulation.

(8)   In accordance with Article 15 of Regulation (EU) 2016/399, the Member States should deploy appropriate staff and resources in sufficient numbers to carry out systematic checks in order to prevent such checks from causing disproportionate waiting times and hindering the flow of traffic at external borders.

(9)   The obligation to carry out systematic checks on entry and on exit applies to the external borders of the Member States. It also applies, both on entry and on exit, to the internal borders of the Member States for which the verification in accordance with the applicable Schengen evaluation procedures has already been successfully completed, but for which the decision on the lifting of controls on their internal borders pursuant to the relevant provisions of the relevant Acts of Accession has not yet been taken. In order to avoid subjecting persons enjoying the right of free movement under Union law to those checks twice when crossing the internal borders of those Member States by land, on exit it should be possible to subject them to those checks on a non-systematic basis, based on a risk assessment.

(10)   Technological developments have made it possible, in principle, to consult relevant databases in such a way as to have a limited effect on the duration of border crossings, as the checks for both documents and persons can be carried out in parallel. Automatic border control gates could be relevant in that context. The use of passenger data received in accordance with Council Directive 2004/82/EC ([2]), or in accordance with other Union or national law, could also contribute to speeding up the process of carrying out the required checks during the border-crossing process. It is therefore possible to strengthen checks at external borders, without having a disproportionate negative effect on persons travelling in good faith, in order to better identify those persons who intend to hide their real identity or who are the subject of a relevant alert for security reasons or for arrest. Systematic checks should be carried out at all external borders.

(11)   However, where the carrying-out of systematic checks against databases at the borders has a disproportionate impact on the flow of traffic at the border, Member States should be allowed not to carry out those systematic checks if, on the basis of a risk assessment, it is determined that such a relaxation would not lead to a security risk. Such a risk assessment should be transmitted to the European Border and Coast Guard Agency ('the Agency'), established by Regulation (EU) 2016/1624 of the European Parliament and the Council ([3]), and be the subject of regular reporting both to the Commission and to the Agency. The possibility not to carry out those systematic checks should, however, only apply for a limited transitional period with regard to air borders. At the border crossing points where those systematic checks are not carried out, the identity of persons enjoying the right of free movement under Union law should be established on the basis of the production or presentation of an authentic travel document which is valid for crossing the border. For that purpose, those persons should be subject to a rapid and straightforward verification of the validity of the travel document for crossing the border, and of the presence of signs of falsification or counterfeiting, where appropriate by using technical devices, and, in cases where there are doubts about the travel document or where there are indications that such a person could represent a threat to the public policy, internal security, public health or international relations of the Member States, the border guard should consult all relevant databases in accordance with this Regulation.

(12)   Where a Member State intends to carry out checks against relevant databases on a targeted basis regarding persons enjoying the right of free movement under Union law, it should notify the other Member States, the Agency and the Commission without delay. A procedure for such notification should be developed by the Commission, in cooperation with the Member States, in accordance with the Practical Handbook for Border Guards (Schengen Handbook).

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[1]   Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code) (OJ L 77, 23.3.2016, p. 1).
[2]   Council Directive 2004/82/EC of 29 April 2004 on the obligation of carriers to communicate passenger data (OJ L 261, 6.8.2004, p. 24).
[3]   Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC (OJ L 251, 16.9.2016, p. 1).

(13)   By means of Council Regulation (EC) No 2252/2004 ([1]), the Union introduced the biometric identifiers of the facial image and fingerprints as a security feature in passports and travel documents issued by the Member States. Those security features were introduced in order to render passports and travel documents more secure and to establish a reliable link between the holder and the passport or travel document. Member States should therefore verify at least one of those biometric identifiers in cases of doubt as to the authenticity of the travel document for crossing the border or the identity of its holder. The same approach should apply to checks on third-country nationals, where possible.

(14)   In order to facilitate systematic checks against databases, Member States should phase out travel documents without machine-readable zones.

(15)   This Regulation is without prejudice to the application of Directive 2004/38/EC of the European Parliament and of the Council ([2]).

(16)   Member States should, in their own interest and in the interests of other Member States, enter data into the Union databases. They should also ensure that the data are accurate and up-to-date and that they are obtained and entered lawfully.

(17)   Since the objective of this Regulation, namely reinforcing the checks against databases at external borders in response, in particular, to the increased threat of terrorism, concerns one of the safeguards of the area without internal border control and, therefore, the proper functioning of the Schengen area, it cannot be sufficiently achieved by the Member States individually, but can rather be better achieved at Union level. The Union may therefore adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty on European Union. In accordance with the principle of proportionality, as set out in that Article, this Regulation does not go beyond what is necessary in order to achieve that objective.

(18)   In accordance with Articles 1 and 2 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Denmark is not taking part in the adoption of this Regulation and is not bound by it or subject to its application. Given that this Regulation builds upon the Schengen *acquis*, Denmark shall, in accordance with Article 4 of that Protocol, decide within a period of six months after the Council has decided on this Regulation whether it will implement it in its national law.

(19)   This Regulation constitutes a development of the provisions of the Schengen *acquis* in which the United Kingdom does not take part, in accordance with Council Decision 2000/365/EC ([3]); the United Kingdom is therefore not taking part in the adoption of this Regulation and is not bound by it or subject to its application.

(20)   This Regulation constitutes a development of the provisions of the Schengen *acquis* in which Ireland does not take part, in accordance with Council Decision 2002/192/EC ([4]); Ireland is therefore not taking part in the adoption of this Regulation and is not bound by it or subject to its application.

(21)   As regards Iceland and Norway, this Regulation constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the latters' association with the implementation, application and development of the Schengen *acquis* ([5]) which fall within the area referred to in Article 1, point A, of Council Decision 1999/437/EC ([6]).

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[1]   Council Regulation (EC) No 2252/2004 of 13 December 2004 on standards for security features and biometrics in passports and travel documents issued by Member States (OJ L 385, 29.12.2004, p. 1).

[2]   Directive 2004/38/EC of the European Parliament and of the Council of 29 April 2004 on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States amending Regulation (EEC) No 1612/68 and repealing Directives 64/221/EEC, 68/360/EEC, 72/194/EEC, 73/148/EEC, 75/34/EEC, 75/35/EEC, 90/364/EEC, 90/365/EEC and 93/96/EEC (OJ L 158, 30.4.2004, p. 77).

[3]   Council Decision 2000/365/EC of 29 May 2000 concerning the request of the United Kingdom of Great Britain and Northern Ireland to take part in some of the provisions of the Schengen *acquis* (OJ L 131, 1.6.2000, p. 43).

[4]   Council Decision 2002/192/EC of 28 February 2002 concerning Ireland's request to take part in some of the provisions of the Schengen *acquis* (OJ L 64, 7.3.2002, p. 20).

[5]   OJ L 176, 10.7.1999, p. 36.

[6]   Council Decision 1999/437/EC of 17 May 1999 on certain arrangements for the application of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the association of those two States with the implementation, application and development of the Schengen *acquis* (OJ L 176, 10.7.1999, p. 31).

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(22) As regards Switzerland, this Regulation constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* ([1]) which fall within the area referred to in Article 1, point A, of Decision 1999/437/EC read in conjunction with Article 3 of Council Decision 2008/146/EC ([2]).

(23) As regards Liechtenstein, this Regulation constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* ([3]) which fall within the area referred to in Article 1, point A, of Decision 1999/437/EC read in conjunction with Article 3 of Council Decision 2011/350/EU ([4]).

(24) As far as the use of the SIS is concerned, this Regulation constitutes an act building upon, or otherwise relating to, the Schengen *acquis* within, respectively, the meaning of Article 3(2) of the 2003 Act of Accession, Article 4(2) of the 2005 Act of Accession and Article 4(2) of the 2011 Act of Accession. The results of queries in the SIS should be without prejudice to Article 1(4) of Council Decision 2010/365/EU ([5]).

(25) This Regulation respects the fundamental rights and observes the principles recognised, in particular, by the Charter.

(26) Regulation (EU) 2016/399 should therefore be amended accordingly,

HAVE ADOPTED THIS REGULATION:

Article 1

Article 8 of Regulation (EU) 2016/399 is amended as follows:

(1) paragraph 2 is replaced by the following:

'2. On entry and on exit, persons enjoying the right of free movement under Union law shall be subject to the following checks:

(a) verification of the identity and the nationality of the person and of the authenticity and validity of the travel document for crossing the border, including by consulting the relevant databases, in particular:

(1) the SIS;

(2) Interpol's Stolen and Lost Travel Documents (SLTD) database;

(3) national databases containing information on stolen, misappropriated, lost and invalidated travel documents.

For passports and travel documents containing a storage medium as referred to in Article 1(2) of Council Regulation (EC) No 2252/2004 (*), the authenticity of the chip data shall be checked.

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([1]) OJ L 53, 27.2.2008, p. 52.
([2]) Council Decision 2008/146/EC of 28 January 2008 on the conclusion, on behalf of the European Community, of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* (OJ L 53, 27.2.2008, p. 1).
([3]) OJ L 160, 18.6.2011, p. 21.
([4]) Council Decision 2011/350/EU of 7 March 2011 on the conclusion, on behalf of the European Union, of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*, relating to the abolition of checks at internal borders and movement of persons (OJ L 160, 18.6.2011, p. 19).
([5]) Council Decision 2010/365/EU of 29 June 2010 on the application of the provisions of the Schengen *acquis* relating to the Schengen Information System in the Republic of Bulgaria and Romania (OJ L 166, 1.7.2010, p. 17).

(b) verification that a person enjoying the right of free movement under Union law is not considered to be a threat to the public policy, internal security, public health or international relations of any of the Member States, including by consulting the SIS and other relevant Union databases. This is without prejudice to the consultation of national and Interpol databases.

Where there are doubts as to the authenticity of the travel document or the identity of its holder, at least one of the biometric identifiers integrated into the passports and travel documents issued in accordance with Regulation (EC) No 2252/2004 shall be verified. Where possible, such verification shall also be carried out in relation to travel documents not covered by that Regulation.

2a.   Where the checks against the databases referred to in points (a) and (b) of paragraph 2 would have a disproportionate impact on the flow of traffic, a Member State may decide to carry out those checks on a targeted basis at specified border crossing points, following an assessment of the risks related to the public policy, internal security, public health or international relations of any of the Member States.

The scope and duration of the temporary reduction to targeted checks against the databases shall not exceed what is strictly necessary and shall be defined in accordance with a risk assessment carried out by the Member State concerned. The risk assessment shall state the reasons for the temporary reduction to targeted checks against the databases, take into account, inter alia, the disproportionate impact on the flow of traffic and provide statistics on passengers and incidents related to cross-border crime. It shall be updated regularly.

Persons who, in principle, are not subject to targeted checks against the databases, shall, as a minimum, be subject to a check with a view to establishing their identity on the basis of the production or presentation of travel documents. Such a check shall consist of a rapid and straightforward verification of the validity of the travel document for crossing the border, and of the presence of signs of falsification or counterfeiting, where appropriate by using technical devices, and, in cases where there are doubts about the travel document or where there are indications that such a person could represent a threat to the public policy, internal security, public health or international relations of the Member States, the border guard shall consult the databases referred to in points (a) and (b) of paragraph 2.

The Member State concerned shall transmit its risk assessment and updates thereto to the European Border and Coast Guard Agency ('the Agency'), established by Regulation (EU) 2016/1624 of the European Parliament and of the Council (**), without delay and shall report every six months to the Commission and to the Agency on the application of the checks against the databases carried out on a targeted basis. The Member State concerned may decide to classify the risk assessment or parts thereof.

2b.   Where a Member State intends to carry out targeted checks against the databases pursuant to paragraph 2a, it shall notify the other Member States, the Agency and the Commission accordingly without delay. The Member State concerned may decide to classify the notification or parts thereof.

Where the Member States, the Agency or the Commission have concerns about the intention to carry out targeted checks against the databases, they shall notify the Member State in question of those concerns without delay. The Member State in question shall take those concerns into account.

2c.   The Commission shall, by 8 April 2019, transmit to the European Parliament and the Council an evaluation of the implementation and consequences of paragraph 2.

2d.   With regard to air borders, paragraphs 2a and 2b shall apply for a maximum transitional period of six months from 7 April 2017.

In exceptional cases, where, at a particular airport, there are specific infrastructural difficulties requiring a longer period of time for adaptations in order to allow for the carrying-out of systematic checks against the databases without having a disproportionate impact on the flow of traffic, the six-month transitional period referred to in the first subparagraph may be prolonged for that particular airport by a maximum of 18 months in accordance with the procedure specified in the third subparagraph.

For that purpose, the Member State shall, at the latest three months before the expiry of the transitional period referred to in the first subparagraph, notify the Commission, the Agency and the other Member States of the specific infrastructural difficulties in the airport concerned, the envisaged measures to remedy them and the required period of time for their implementation.

Where specific infrastructural difficulties requiring a longer period for adaptations exist, the Commission, within one month of receipt of the notification referred to in the third subparagraph and after consulting the Agency, shall authorise the Member State concerned to prolong the transitional period for the airport concerned and, where relevant, shall set the length of such prolongation.

2e.   The checks against the databases referred to in points (a) and (b) of paragraph 2 may be carried out in advance on the basis of passenger data received in accordance with Council Directive 2004/82/EC (***) or in accordance with other Union or national law.

Where those checks are carried out in advance on the basis of such passenger data, the data received in advance shall be checked at the border crossing point against the data in the travel document. The identity and the nationality of the person concerned, as well as the authenticity and the validity of the travel document for crossing the border, shall also be verified.

2f.   By way of derogation from paragraph 2, persons enjoying the right of free movement under Union law who cross the internal land borders of the Member States for which the verification in accordance with the applicable Schengen evaluation procedures has already been successfully completed, but for which the decision on the lifting of controls on their internal borders pursuant to the relevant provisions of the relevant Acts of Accession has not yet been taken, may be subject to the checks on exit referred to in paragraph 2 only on a non-systematic basis, based on a risk assessment.

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(*)   Council Regulation (EC) No 2252/2004 of 13 December 2004 on standards for security features and biometrics in passports and travel documents issued by Member States (OJ L 385, 29.12.2004, p. 1).
(**)   Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard and amending Regulation (EU) 2016/399 of the European Parliament and of the Council and repealing Regulation (EC) No 863/2007 of the European Parliament and of the Council, Council Regulation (EC) No 2007/2004 and Council Decision 2005/267/EC (OJ L 251, 16.9.2016, p. 1).
(***)   Council Directive 2004/82/EC of 29 April 2004 on the obligation of carriers to communicate passenger data (OJ L 261, 6.8.2004, p. 24).';

(2)   point (a)(i) and (ii) of paragraph 3 is replaced by the following:

'(i)   verification of the identity and the nationality of the third-country national and of the authenticity and validity of the travel document for crossing the border, including by consulting the relevant databases, in particular:

(1)   the SIS;

(2)   Interpol's SLTD database;

(3)   national databases containing information on stolen, misappropriated, lost and invalidated travel documents.

For passports and travel documents containing a storage medium, the authenticity of the chip data shall be checked, subject to the availability of valid certificates.

(ii)   verification that the travel document is accompanied, where applicable, by the requisite visa or residence permit.';

(3)   point (a)(vi) of paragraph 3 is replaced by the following:

'(vi)   verification that the third-country national concerned, his or her means of transport and the objects he or she is transporting are not likely to jeopardise the public policy, internal security, public health or international relations of any of the Member States. Such verification shall include direct consultation of the data and alerts on persons and, where necessary, objects included in the SIS and other relevant Union databases, and the action to be performed, if any, as a result of an alert. This is without prejudice to the consultation of national and Interpol databases.';

(4)   point (g)(i) and (ii) of paragraph 3 is replaced by the following:

'(i)   verification of the identity and the nationality of the third-country national and of the authenticity and validity of the travel document for crossing the border, including by consulting the relevant databases, in particular:

(1) the SIS;

(2) Interpol's SLTD database;

(3) national databases containing information on stolen, misappropriated, lost and invalidated travel documents.

For passports and travel documents containing a storage medium, the authenticity of the chip data shall be checked, subject to the availability of valid certificates.';

(5) point (g)(iii) of paragraph 3 is replaced by the following:

'(ii) verification that the third-country national concerned is not considered to be a threat to the public policy, internal security, public health or international relations of any of the Member States, including by consulting the SIS and other relevant Union databases. This is without prejudice to the consultation of national and Interpol databases.';

(6) point (h)(iii) of paragraph 3 is deleted;

(7) in paragraph 3, the following points are added:

'(ia) the checks against the databases referred to in point (a)(i) and (vi) and point (g) may be carried out in advance on the basis of passenger data received in accordance with Directive 2004/82/EC or with other Union or national law.

Where those checks are carried out in advance on the basis of such passenger data, the data received in advance shall be checked at the border crossing point against the data in the travel document. The identity and the nationality of the person concerned, as well as the authenticity and validity of the travel document for crossing the border, shall also be verified;

(ib) where there are doubts as to the authenticity of the travel document or the identity of the third-country national, the checks, where possible, shall include the verification of at least one of the biometric identifiers integrated into the travel documents.'.

Article 2

This Regulation shall enter into force on the twentieth day following that of its publication in the *Official Journal of the European Union*.

This Regulation shall be binding in its entirety and directly applicable in the Member States in accordance with the Treaties.

Done at Strasbourg, 15 March 2017.

For the European Parliament	For the Council
The President	The President
A. TAJANI	I. BORG

Appendix 2: Press release issued by the Danish government regarding the new EU Schengen regulations from 2017

Pressemeddelelse:

Skærpet kontrol med EU's ydre grænse

Danmark tilslutter sig EU's nye regler om skærpet grænsekontrol af alle personer, der ind- og udrejser af Schengen-området

Fra den 15. september i år tilslutter Danmark sig EU's nye regler om systematisk kontrol af alle personer – både EU-borgere og tredjelandsstatsborgere – der ind- og udrejser af Schengen.

Hidtil er alene tredjelandsstatsborgere blevet systematisk kontrolleret i forbindelse med indrejse i Schengen. Baggrunden for de nye, skærpede EU-regler er, at EU-borgere er rejst til Syrien og Irak for at kæmpe for terrororganisationer og herefter er rejst tilbage til EU uden, at de systematisk er blevet kontrolleret ved ind – og udrejse af Schengen-området. Personer, der har opholdt sig hos militante islamistiske grupper som IS, kan være radikaliserede og voldsparate og kan dermed udgøre en særlig trussel mod EU og Danmark.

Det er regeringens holdning, at der hurtigst muligt skal styr på de ydre grænser af hensyn til den interne sikkerhed. Den systematiske kontrol vil derfor også blive gennemført i Danmark så hurtigt som muligt.

Regeringen er opmærksom på, at den praktiske gennemførelse af den nye systematiske kontrol af alle rejsende kan blive en stor udfordring for navnlig Københavns Lufthavn.

For at sikre en smidig overgang til de nye regler har regeringen derfor nedsat en arbejdsgruppe, der skal forberede gennemførelsen af de nye regler, og som skal følge udviklingen efter reglernes ikrafttræden. Arbejdsgruppen består af repræsentanter for de relevante myndigheder og inddrager Københavns Lufthavn.

"Det er helt afgørende, at der hurtigst muligt kommer styr på de ydre Schengen-grænser. Derfor har EU skærpet grænsekontrollen ved de ydre grænser. Den beslutning har regeringen og Folketinget støttet. De skærpede regler betyder, at der fra i år skal foretages systematisk kontrol af alle personer, herunder også EU-borgere, der ind- og udrejser af Schengen på luft- og søgrænser. Vi skal vide, hvem der rejser ind og ud af Schengen, og problemet med tilbagevendende fremmedkrigere understreger, at vi har behov for at styrke kontrollen ved de ydre grænser – også kontrollen af EU-borgere.

Samtidig er det vigtigt at sikre, at systematisk kontrol ikke skaber unødige gener for trafikstrømmen bl.a. i Københavns Lufthavn. Derfor nedsættes en arbejdsgruppe med deltagelse af relevante myndigheder og Københavns Lufthavn, som skal sikre den bedst mulige forberedelse og i øvrigt følge udviklingen efter, at de nye skærpede kontrolkrav er gennemført", siger udlændinge- og integrationsminister Inger Støjberg."

Baggrund
Europa-Parlamentets og Rådets forordning af 15. marts 2017 om ændring af Schengen-grænsekodeks (systematisk kontrol af alle personer ved ind- og udrejse af Schengen) medfører, at der skal foretages systematisk kontrol af alle personer, der ind- og udrejser over en ydre Schengen-grænse ved opslag i en række databaser.

Efter de hidtidige regler i Schengen-grænsekodeks er der alene krav om, at der foretages systematisk kontrol med opslag i databaserne af alle tredjelandsstatsborger, der indrejser over en ydre Schengen-grænse, mens der alene foretages målrettet kontrol af EU-borgere mv. (dvs. personer med ret til fri bevægelighed), der ind- og udrejser, og tredjelandsstatsborgere, der udrejser over en ydre Schengen-grænse, efter en profilering af den rejsende.

Forordningen er omfattet af det danske retsforbehold. Forordningen udgør imidlertid en videreudvikling af Schengen-reglerne, og Danmark skal derfor senest den 15. september 2017 træffe afgørelse om, hvorvidt Danmark vil tilslutte sig forordningen. Forordningen trådte i kraft den 7. april 2017, men forordningen vil for Danmarks vedkommende først finde anvendelse fra tilslutningen. Politiet skal fra tilslutningstidspunktet gennemføre systematisk kontrol i alle havne og lufthavne, som er godkendt som grænseovergangssted.

For så vidt angår luftgrænser, tillader forordningen en begrænset overgangsperiode. I overgangsperioden, som kan have en varighed på 6 måneder (frem til den 7. oktober 2017), kan den systematiske kontrol af EU-borgere efter en risikovurdering erstattes af en målrettet kontrol, hvis systematisk kontrol af EU-borgere vil have uforholdsmæssigt stor indvirkning på trafikstrømmen.

EU-Kommissionen kan endvidere i ekstraordinære tilfælde, give landene tilladelse til at undtage lufthavne for systematisk kontrol i en overgangsperiode i op til 18 måneder, såfremt der er særlige infrastrukturelle problemer.

For at undgå unødige gener for trafikstrømmen, har regeringen besluttet, at Københavns Lufthavn bør undtages for systematisk kontrol af EU-borgere mv. i en overgangsperiode frem til den 7. oktober 2017. Regeringen har endvidere besluttet, at der ikke ansøges om yderligere forlængelse af denne overgangsperiode.

Finansministeriet, Transport, Bygnings- og Boligministeriet, Udlændinge- og Integrationsministeriet og Justitsministeriet har den 3. juni meddelt Københavns Lufthavn regeringens beslutning.

Yderligere oplysninger
Spørgsmål om sikkerhedsrelaterede aspekter og politiets gennemførelse af paskontrol i Københavns Lufthavn kan rettes til Justitsministeriet.

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Spørgsmål om forordningen og regelgrundlaget for udøvelse af grænsekontrol kan rettes til Udlændinge- og Integrationsministeriet.

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Spørgsmål om vurderingen af den infrastrukturelle kapacitet i Københavns Lufthavn kan rettes til Transport-, Bygnings- og Boligministeriet.

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