

Brucargo Secured Gateway

Report

Supply Chain Security

Colophon

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Foreword

This project was largely possible thanks to the valued contribution of many stakeholders in the Flemish logistics industry.

First and foremost we wish to thank the Cabinet of the Flemish Minister of Innovation, Public Investment, Media and Poverty Prevention. They created the framework for translating this unique partnership between government and businesses into a real project and also organised the first brainstorming sessions which helped shape the initial concept.

From the beginning, we were also able to count on the support of industry associations that already had a presence at Brucargo, i.e., ACMAB, BAFI and CCAB as well as VOKA and POM Vlaams Brabant, which have actively supported us and also helped generate the necessary support.

This support, embodied in the user committee, also provided the leverage in this project for searching for concrete opportunities and proposals to develop Brucargo into Europe's most efficient cargo zone. The user committee is formed by AD Handling, Allpack International, Aviapartner, The Brussels Airport Company, Dachser Sea & Air, DHL Aviation, DHL Global Forwarding, Flightcare, Swissport, TNT Express and WFS Belgium. Because of their openness in the individual interviews and their willingness to cooperate in the user committee, they make up the real backbone of this project.

Finally a special word of thanks goes out to the Federal Public Service Interior, the Federal Police, the Aviation Police Brussel-National Airport unit, the Federal Public Service Finance, the Customs and Excise Administration and the Federal Public Service Mobility and Transport, the Directorate-General for Aviation, for their willingness to support us with an open mind in view of the project's innovative nature.

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1. Introduction – a Sense of Urgency

Brussels Airport and its cargo zone, Brucargo are an essential part of Flanders logistics: after the port of Antwerp it is the second economic growth centre in Flanders, with high direct (2006: 17,618 FTEs) and indirect (2006: 19,732 FTEs) employment. The direct and indirect added value in 2006 amounted to € 3,086.5 million (\approx 1% of Belgian GDP)¹;

After the announcement of the downsizing of the logistics operations of DHL in Zaventem from 2008 onwards, Flemish politicians realised the need for a number of structural measures to resolve the region's problems. To this end the START² programme was created. Airport operator The Brussels Airport Company (BAC), in turn, developed a master plan for the sustainable development of the cargo zone. This identified and recognised the increasing importance of security and the positive impact of innovative logistics as important trends and opportunities for the airport.

In 2008, however, Brussels Airport experienced a drop in handled **volumes** (-15%), a trend that continued in 2009 (-32%)³. Since March 2010, a positive change can be observed, but Brucargo still lags behind compared to nearby airports. Naturally the economic crisis has had a major influence on airfreight volumes worldwide, but since 2005 Brucargo's **market share** has dropped and since March 2009 the national No. 1 airport for air freight is Liège-Bierset. A third element is the decreasing trend in terms of agents' and airlines' appreciation of Brucargo. A survey was organized among stakeholders about airport quality in the frame of the biennial survey of Air Cargo World magazine. Airports that score above average are included in the Air Cargo Excellence (ACE) ranking. Two years ago Brucargo was still on the list, this year it no longer is.

Brucargo's position is undeniably under pressure; there is a clear commitment in the plans of the Flemish government, the logistics sector and the operator of the zone to do everything necessary to re-establish its position.

1 NBB, Working Paper, p.158, 2009

2 Strategisch Actieplan voor Reconvertie en Teverkstelling (Strategic Action Plan for Reconversion and Employment)

3 B.A.C.

2. Project objectives

The challenge of this research project is to reconcile the objectives of The Brussels Airport Company's master plan with the industry's demand for an innovative concept.

This concept needs to be translated into tangible results that represent added value for all the stakeholders in Brucargo and for the companies that use it.

As far as the scope and primary objective for this project is concerned, the question remains how - at the business end - to best develop:

- the future security of the supply chain and the zone
- the optimisation of the supply chains that run through the zone

An additional challenge is to optimally market the zone's enhanced identity as a better product to existing and future stakeholders. This contributes to The Brussels Airport Company's main objective: to turn Brucargo into the most efficient cargo zone in Europe.

The target group of this project consists of the companies that have a presence at Brucargo. These include agents, airlines, logistics service providers, baggage handlers, global selling agents, and so on. Eleven companies, which have gathered in a user committee, will take part in the project.

The participating companies are:

- AD Handling
- Allpack International
- Aviapartner
- The Brussels Airport Company
- Dachser Sea & Air
- DHL Aviation
- DHL Global Forwarding
- Flightcare
- Swissport
- TNT Express
- WFS Belgium

In addition, a supervisory committee has been set up. Its role is to provide strategic direction during the project whereas the user committee is in charge of operational and tactical implementation.

3. Secured Gateway Concept

The principle of the Secured Gateway concept reads as follows: *"As a cargo airport Brucargo Secured Gateway holds a unique position as an efficient and secure logistics gateway ensuring maximum facilitation of processes for and by the certified companies within a secured zone."* This is founded on three pillars: **identity**, **certification** and **facilitation**.

3.1. A unique identity

On the one hand the future physical security of the entire zone and the possible certification of the companies that are present at Brucargo are to a certain extent similar to initiatives such as the Alfoport pass or ISPS security measures in seaports.

On the other hand there are a certain number of aspects which are specific to Brucargo: all the stakeholders operate in a relatively small area. This increases the feasibility in terms of potentially simplified procedures and facilities based on certification and also makes it easier for companies to identify with the Brucargo entity.

Not only are the right ingredients in place. There is certainly a momentum to turn security in combination with facilitation into a competitive advantage for Brucargo's positioning. A stronger identity allows for a better commercial positioning of the zone to existing and potential users. Important items are: a co-ordinated and clear strategy as a zone, a clearly defined profile of the companies in the zone, clear requirements for using the zone, guarantees in terms of a number of service and security requirements and so on.

Rolling out this strategy and enhancing Brucargo's profile will clearly contribute to turning it into the most efficient air cargo zone in Europe. More importantly, this also has a positive impact on the bottom line of companies at Brucargo and of those who use it. The latter aspect is thus essential for the success of this concept. The business case that was developed must allow for the further elaboration of the concept in terms of certification and facilitation so that every link in the chain stands to benefit from the Secured Gateway. This will become a very strong asset in the positioning and marketing of the area.

3.2. A foundation for extensive certification

Brucargo as Secured Gateway is only possible if more far-reaching certification is implemented in the companies within the zone. The ultimate goal is certification of all companies in the zone in order to create a fully certified zone.

Certification not only provides official proof that a company meets certain standards; in the case of the AEO certificate it is also a kind of 'entrance ticket' for further facilitation by Customs. Moreover, it is the foundation for creating or joining a secure supply chain, or a Secure Trade Lane (STL).

The certification of all companies is not evident, however. There are many factors that need to be taken into account: the individual security and process management level, the required investments, the type of company, the desire and/or willingness to be certified, and so on.

3.3. Maximising simplifications (facilitation)

The companies at Brucargo already enjoy a substantial number of customs simplifications. The aim of this project is to make these simplifications official where possible. As a result the zone can be better marketed as a business location and as a gateway. But individual companies can also better commercialise their activities because operating in an official frame results in increased stability and trust.

Besides formalising existing simplifications the objective is to extend these simplifications for certified companies.

It is worth noting that the maximisation of simplifications in this framework is not only applied by Brucargo and other authorities to companies, but also by companies to (potential) customers. Applying this framework at Brucargo will only be a success when it has a positive impact on the companies that use (the companies at) Brucargo. By optimising the gateway, we are trying to improve the entire chain.

This means that facilitation was approached from a broad perspective and that the researchers also examined whether certain processes could be optimised. Simplified procedures will not only have a positive influence on Brucargo itself but also on all the companies that use the zone. This creates a broadly-based foundation for facilitation.

3.4. Summary of the concept / main objectives

Illustration 1 summarises the project's main objectives.

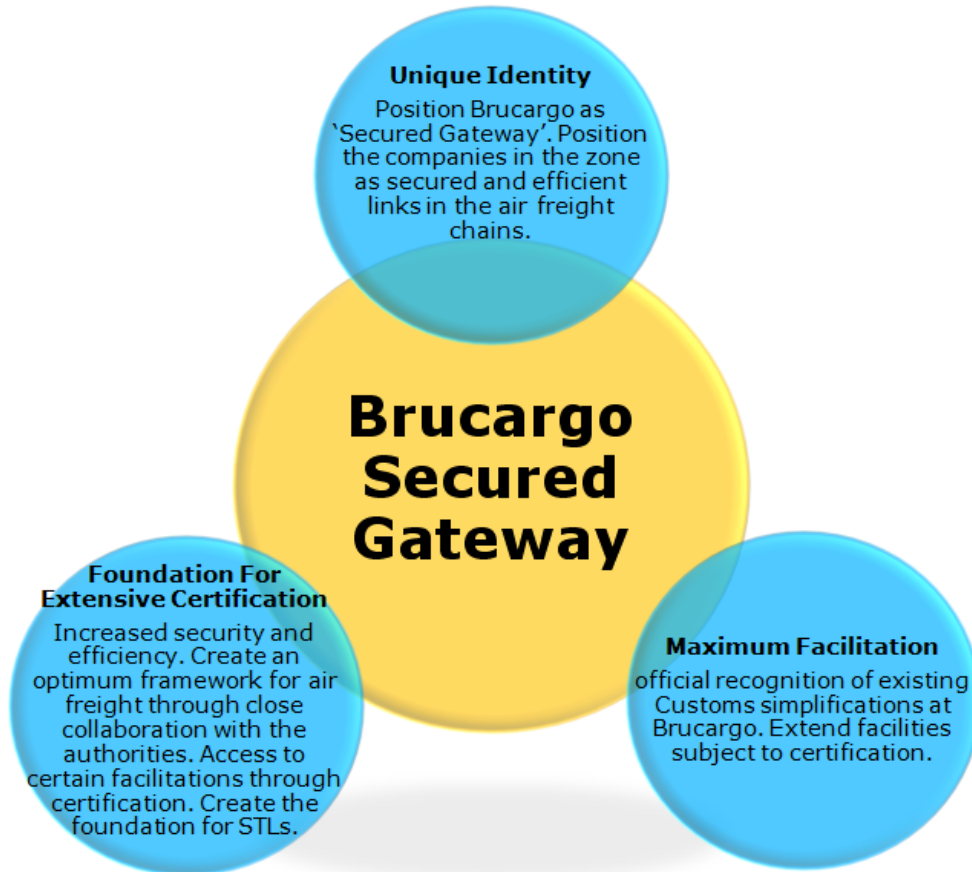


Illustration 1: Brucargo Secured Gateway: components/main objectives

4. Study phase

4.1. Approach

The user committee proposed to start from the initial question, "How can the security of a chain be organised by Brucargo in order to comply with legislation in an effective and efficient manner, while reducing the risk of adverse events?" and to examine the project from a broad perspective rather than merely pursuing a physical closure.

By reviewing the issue in more detail and by examining the processes and potential additional facilitation the aim is more added value for companies and for the community.

Illustration 2 briefly summarises this approach.

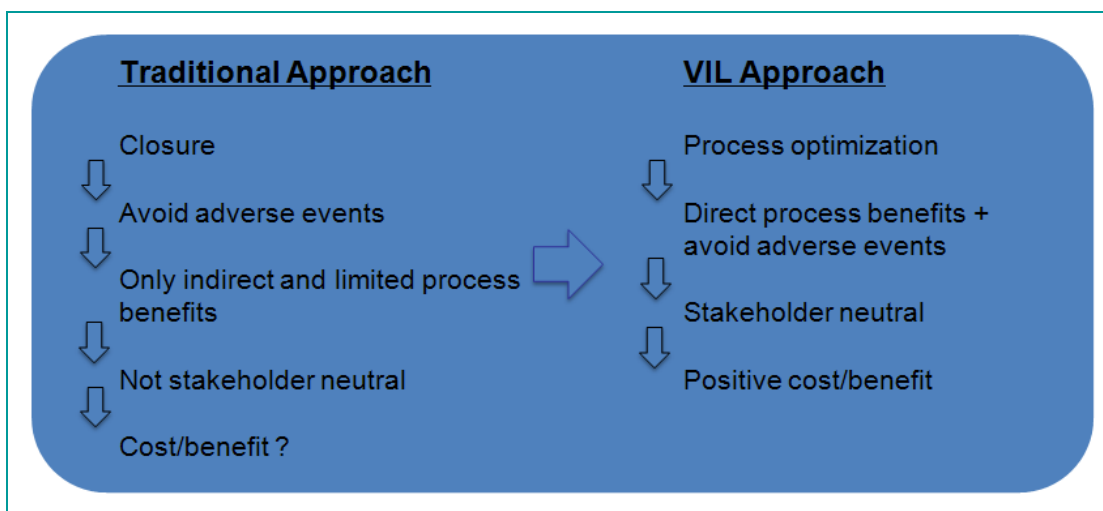


Illustration 2: Comparison of the traditional approach and of the VIL's approach

In the VIL's approach, the various elements that influence the air freight process are investigated in order to become an optimum cargo zone with an emphasis on its improved security.

4.2. *Proposal for a more professional approach*

Brucargo's position has come under increasing pressure, in terms of the volumes handled, its market share and customer appreciation. Hence the question how to reinforce Brucargo's position in order to turn the tide and create a new dynamic.

Essentially several levels of challenges have been identified based on the holistic approach, on priority mapping and on interviews with members of the user committee and various stakeholders. The areas in which improvements can be realised are situated at company and at zone level. Many of these challenges are already known.

In order to effectively tackle these challenges, there needs to be a sustainable dynamic within a professional framework.

Four different levels have been identified for a more professional approach:

Level 1 - Company level:

Three aspects have been identified in terms of the key project objective to turn Brucargo into the most efficient air freight zone in Europe:

- Processes: how can internal business processes be organised in the most efficient and secure way possible?
- Human Resource Management: which people should be used in these processes? This includes a number of sub-aspects such as attracting and selecting or screening applicants, wages, training, retention policy, etc.
- Technology: how can technology provide optimum support for the processes and how can the most suitable technology be used to secure cargo?

Level 2 – Zone level:

The companies in the zone are part of an actual community, Brucargo. We can differentiate two sub-aspects:

- 'Hardware': this includes the physical layout of the zone such as fencing, access control, the organisation of traffic flows, the implantation of buildings, etc.

- 'Software': which organisations / interest groups operate in the zone and what added value can they generate? How do they communicate with authorities? Which parties should meet to reach a consensus on a particular issue?

In addition, the three aspects that were raised for level 1 also have to be examined from a zone perspective:

- Processes: how can the entire process chain be organised as efficiently as possible (e.g., the supply process from agent to handler)?
- Human Resource Management: which economies of scale can be achieved by the joint organisation of activities (e.g., training, screening, etc.)?
- Technology: which technology can be applied at zone level (e.g., complementary badge system, joint testing of approved technologies for securing cargo, etc.)?

Level 3 – Creating a dynamic:

The widely accepted realisation that there is a sense of urgency is an important step. This awareness creates a certain dynamic but its impact is rapidly diminished, however, if it's all talk and no action. Changes that are made at company and zone level as described in Level 1+2 create a dynamic with a longer lasting effect. The companies operating in the zone need to use stronger 'software' (see above) to create this dynamic but also make an effort to keep it going. This is achieved in four steps: level definition, level control, level reward and level reinforcement.

Level 4 – Marketing:

In the first three levels the respective aspects are approached from a further optimisation of the main objective to become the most efficient air freight zone in Europe. It is crucial to convince the outside world that Brucargo as a cargo airport holds a unique position as an efficient and secure logistics gateway in order to attract new businesses and additional traffic.

The four levels are summarised in illustration 3.

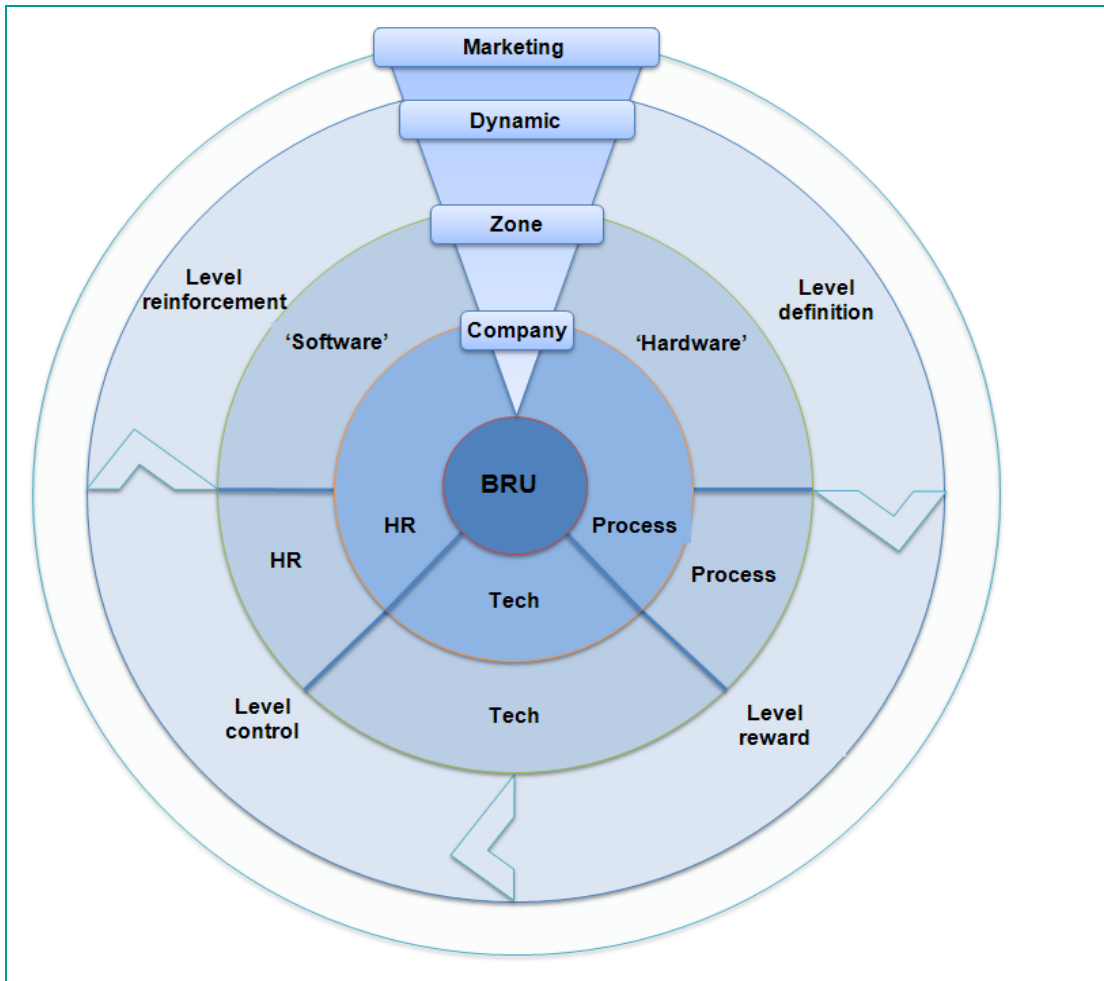


Illustration 3: The four levels of the professionalised approach

4.3. Leverage to the implementation phase

Based on the deliberations of the user committee on the enriched Brucargo Secured Gateway concept the decision was made to mainly focus on practical proposals in the implementation phase.

Illustration 4 shows the proposal that was approved by the user committee:

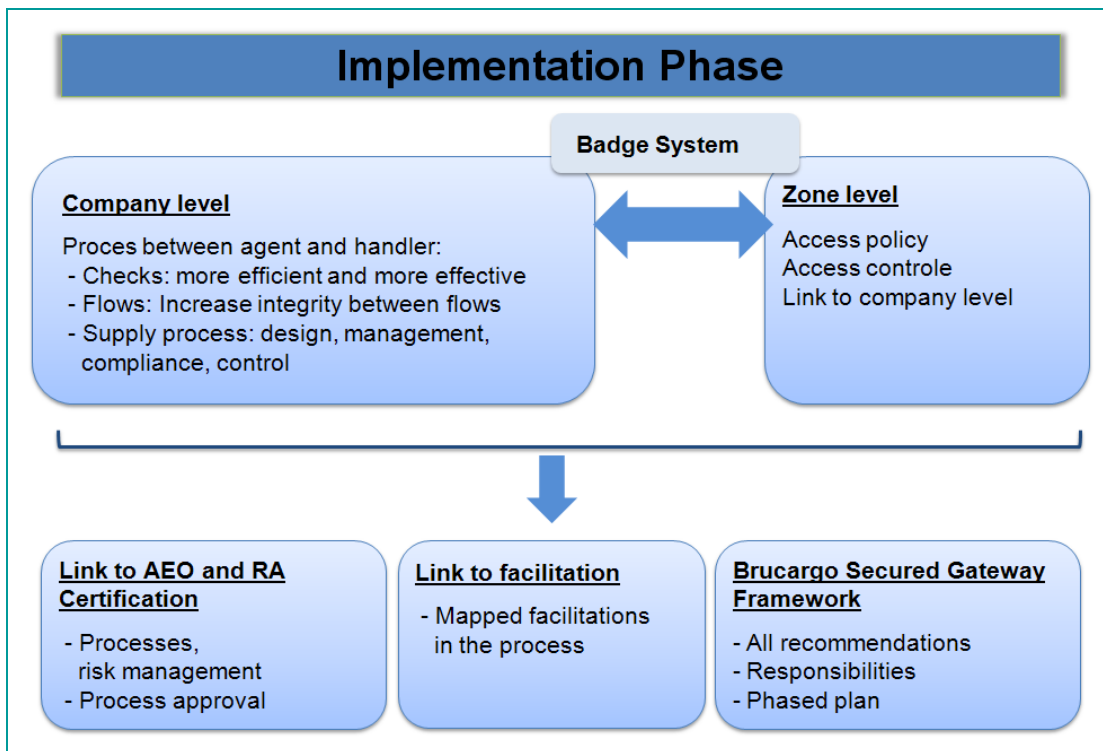


Illustration 4: Implementation phase

5. Customs

Tasks of customs authorities in recent years have evolved from a predominantly tax-based mission (collecting import duties for example, import VAT, excise and anti-dumping duties) towards an increased focus on the safety and security of international trade. More and more certified companies manage the entire international supply chain, allowing for safer traffic on the one hand and the reduction of customs controls on imports and exports on the other.

In order to achieve the objectives of the Brucargo Secured Gateway concept, this study - in addition to creating a unique identity and a foundation for extensive certification - also aims to simplify and optimise a number of customs processes in order to reduce waiting times upon the arrival and departure of shipments. This will have an immediate impact on the operational costs of the users of the zone.

In this context, the VIL interviewed members of the user committee as well as umbrella organisations, the customs authorities, the Directorate General Aviation and the Brussels Airport Company (BAC) with the aim of identifying the current processes and procedures as well as the situation in terms of certification. The emphasis was on the statute of **Authorized Economic Operator** (AEO) and the statute of **Regulated Agent, Known Consignor** and **Account Consignor**. Questions were asked about existing certifications in terms of safety and security, customs facilities, charges for overtime and the opening hours of the Customs office and a number of Customs processes for import, export or transit. In addition, a number of simplifications were identified which should be introduced or expanded, including:

- creating the facility of allowed sender / consignee for each operator, including exemption from seals or seals of a special model, and a waiting period of 0-1 minute;
- exemption from seals or seals of a special model in the normal transit procedure;
- reduced warranty or exemption of security deposit.

A number of these simplifications would possibly only be granted to companies which are considered reliable and safe operators by Customs as to ensure that they apply proper internal processes and procedures in order to receive and/or ship goods.

In this context, Customs may decide to only allow a number of the facilities if a company has obtained the status of *Authorised Economic Operator* - AEO), type "customs simplification" or "customs simplifications/security".

In order to estimate the impact of the potential implementation of new/expanded facilities, a survey was conducted among members of the user committee. Members were asked about such issues as the time currently spent for completing Customs formalities and sealing procedures in the context of the Common and Community Transit program. On this basis, the study team drew up an assessment and quantification of potential time savings for companies. The team also looked at the financial benefits of potential exemption from warranty in case of AEO certification.

The results were modelled so that the members of the user committee could calculate the financial impact on their own business (number of declarations, costs for hourly wages, etc.) and could simulate a number of scenarios. Furthermore, a high-level estimation was made of the reduction of costs for the entire Brucargo community under the assumption that all the operators would employ the most radical simplifications.

6. Securing the Brucargo Zone

6.1. Phased security

At present there is no access control in the freight area of Brussels Airport (BA). This has led to problems which are acknowledged by almost everyone such as improper access, illegal parking, mobility disruption, illegal waste disposal, theft, and so on. Moreover, this creates a negative perception among existing and potential customers and/or users of Brucargo resulting in a poor professional image, a general lack of trust with regards to the reliability and integrity of processes as well as questioning “safety” at Brucargo.

A majority of the participants in the project advocates a phased securing of the zone. A phased approach in four phases (see Illustration 5) allows for a progressive evolution towards the most optimal security level for the zone, which would, besides being sufficiently effective, guarantee a smooth flow. It is also a way of transcending different views on the zone’s security, which are often difficult to reconcile. Furthermore, the phased approach allows for acquiring effective knowledge and experience during the process as a foundation for the decision-making process. Moreover, it provides the necessary transparency and control for the regulatory authorities such as Customs and the Directorate-General Aviation.



Illustration 5: A phased approach to security

Phase 1: Park Management

In a first stage, a series of measures can be taken that will have an immediate and positive impact on the image and the sense of security in the zone, at a relatively low cost. These measures reflect a solid management of the zone. Suggestions include:

- sufficient lighting in the operational areas and in a number of strategic locations;
- proper facilities such as sanitation and safe parking;
- traffic planning with clear signs and road markings;
- general cleanliness.

Such measures have already been implemented (in part) in the past but the public nature of the zone has exerted pressure on these initiatives. Hence the importance of pursuing the implementation of the next stage, i.e., full fencing of the zone.

Phase 2: Fencing

There is already quite a lot of fencing around Brucargo, not only protecting the fully enclosed 'air side' of the airport, but the cargo zone as well. In stage 2, the gaps in the fencing will be closed in order to seal off the site completely. The objective here is 'access control'. The fencing acts as a filter to exclude as many unauthorized people as possible. However, nobody will be denied access.

Naturally it is possible to combine Phase 2 with additional filtering by:

- Entrance with (automated) barriers; the number of barriers and the layout of the entrance/exit have to be decided following measurements and the analysis of traffic flows in the zone.
- Exit validation: access with (automatic) barriers at most will have a dissuasive and filtering effect. Its value is dramatically increased if exit control is enforced requiring a validation to leave the zone (exit code, barcode ticket, token, ...). This authorisation can be given to visitors, applicants, service providers or persons delivering or picking up goods.
- Camera surveillance: in addition to being a deterrent cameras also have added value as they can detect events at the entrance/exit(s) and in strategic locations. The cameras may also be equipped for license plate recognition software.

Phase 3: Monitoring of the zone

Effective monitoring of the zone will dramatically improve the sense of security. It reflects the professionalism of Brucargo as a community and also underpins the steps taken in the first two security phases. One way of organising this is 'consortium surveillance'. The security guard thus acts as a 'managing agent' who is in charge of monitoring Brucargo as a closed and secure cargo zone. The consortium surveillance could thus also be assigned various control tasks. However, this is by no means a policing role as this role is reserved for the Aviation Police Unit Brussels-National (LPA/BRUNAT).

Phase 4: Access control

Whereas the emphasis in the previous stages was on access control and preventing unauthorized people from entering, this stage focuses on only allowing authorized people to enter the zone. Authorization can be obtained via the users or the operator of the cargo zone

- Employees can access the zone with a badge and/or by recording the license plate of their vehicle.
- Visitors who have registered in advance can automatically access the zone by means of automatic license plate recognition.
- Visitors who have not registered in advance have to register at the entrance. Access is only granted with permission from a user or operator.

Besides contributing to safety, advance registration has significant added value on an operational level as well, specifically in terms of the predictability of cargo flows. For example, operations can be planned better in advance.

In order to compensate for possible deviations in the pre-registration procedure a buffer needs to be created to which visitors who have not been registered in advance can be directed. Special activities such as highly secure transport, access for emergency services and public transport also need to be taken into account to guarantee the personal mobility of the site's employees.

6.2. Compatibility security and legislative framework EC 185/2010

The EU introduced Regulation EC 300/2008, coupled with the implementing legislation EC 185/2010, to regulate aviation safety in the European Union.

As far as air freight is concerned, this regulation among others sets out security measures for air carriers and the status of Regulated Agents who ship by air transport. These regulations are transposed into national legislation by the Directorate General Aviation. This legislation has been in effect since 29/04/2010 and completes EU Regulation EC 2320/2002.

The proposals clearly distinguish between security on zone level and security on company level.

The combination of access control which is implemented in several phases for a closed Brucargo zone and the optimised supply and delivery processes in line with the EU Regulations EC 300/2008 and EC 185/2010 seems to be the most 'lean' process.

The proposed measures, especially in the access control stage with prior registration, are easy to incorporate in the company processes of agents and handlers.

The access control does not change the responsibility of the Regulated Agents in any way. Although access control can contribute to an image of enhanced security of the zone it will not have a direct impact on the company level security checks.

7. Agent – handler process

The analysis in the study phase showed that the need for optimization in terms of security and efficiency is greatest for the so-called inter-company processes, especially the process between agent and handler:

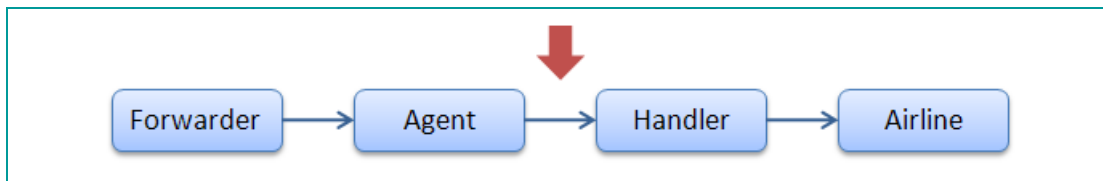


Illustration 6: Process between agent and handler

This process starts when the goods are processed for export at the agent's; it also includes transport in the zone and ends with the handover of the goods and documents to the handler. Several types of goods are handled at Brucargo. Each type has its own specific requirements in the process. The objective is therefore to create a basic process that applies to the greatest possible percentage of the supply chain and meets the following conditions:

- reaching a consensus among participants and by extension among agents and handlers;
- comply with new EU legislation;
- low cost;
- low threshold for implementation;
- optimisation in terms of time, cost and security;
- if possible a modular process for phased or individual implementation.

A total of 19 points which can be improved (e.g., the information flows are not, as a rule, ahead of the goods flows, sub-optimal capacity utilisation, etc.) were identified during the mapping of the 'As Is' situation. Based on this, an optimised and standardised 'To Be' process was elaborated. This standardisation increases the focus, management and control of the process and allows for automation. By using badges, and FWB (Freight Waybill) it is possible to log every step of the way. This information can be used to analyse the process as well as for security purposes.

The optimisation of the processes and the zone's security should complement each other so that double checks can be avoided and both measures can benefit from each other.

At company level, the analysis indicates that in terms of efficiency, effectiveness, management and control, a process optimisation based on a badge system - as the backbone of and link between processes – is most recommended as a further research domain.

At zone level, the analysis indicates that an access policy and access control at vehicle level, along with zone surveillance, is best suited as a further research domain.

8. Recommendations

The user committee and the VIL's aim was to combine questions from the industry to safeguard the zone's competitiveness with the objectives and recommendations of the Brussels Airport Company's Master Plan in the Brucargo Secured Gateway concept. More specifically the objective to respond to the growing importance of security and to the catalytic effect of the development of logistics activities in this zone.

The recommendations must therefore be read in the frame of the project's primary objectives:

- Optimum implementation of the future security of the supply chain and zone at company level.
- Optimum organisation in this frame of the air freight which passes through this zone.

Illustration 7 clearly illustrates the areas on which the project focused. These are also reflected in this report's structure.

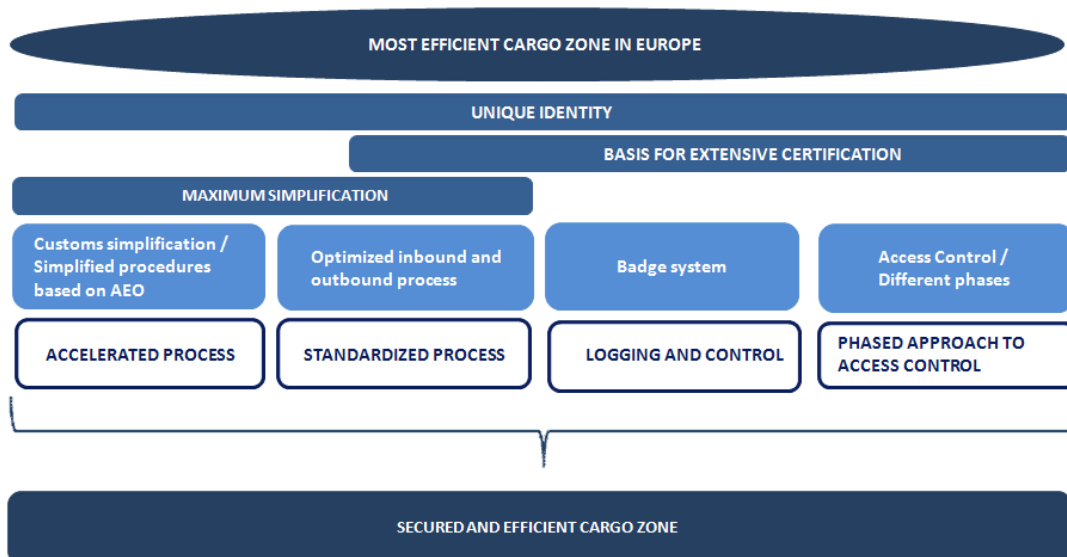


Illustration 7: Project Focus

8.1. A professional umbrella organisation

In order to implement the Brucargo Secured Gateway concept, a neutral and consolidating structure is needed to manage and take the lead in projects to reinforce the community. It is clear that a platform such as SCALE⁴ has the potential to take on this task.

The necessary independence for the development of individual projects within this umbrella organisation has to be guaranteed, in order to safeguard the effectiveness of the efforts. The professionalization of SCALE with a final accountability towards its members is the best possible way of achieving this. Such accountability, however, can only be enforced by an organisation for which someone assumes responsibility within a professional framework.

Driven by its members this independent and professionally structured organisation will be the driving force for formulating, developing and implementing new project ideas.

8.2. Customs & certification

The Customs formalities constitute an integral part of the international supply chain. As such, the Customs processes and compliance with these processes constitute a major cost factor for economic operators. In order to increase Brucargo's efficiency and reduce bottlenecks, a number of customs processes have been examined.

A number of facilities have already been implemented at Brucargo, improving the speed of the goods processing. These existing facilities have proved their usefulness and it is expected that Customs will not change its policy.

However, a number of Customs facilities have not been granted to all economic operators, although there is a legal basis for this. The economic community wishes to make use of these facilities.

In the last few years there has been an increasing emphasis on the security and securing of international supply chains. The Community Customs Code as well as new regulations on civil aviation safety have increasingly emphasised the added value of certification. This includes Authorized Economic Operator (AEO) certification and the status of Regulated Agent, Known Consignor and Account Consignor.

The Administrator-General of Customs and Excise in this frame has clarified the potential facilities and simplified procedures which could be granted by the Customs & Excise

⁴ SCALE is the umbrella organisation of the air freight community, which was established in 2008 at Brucargo.

administration in terms of incoming and outgoing goods to AEO certified operators in the frame of Brucargo as a demarcated zone.

8.3. Securing the zone

Our recommendation is a phased approach (see point 6) implemented by a balanced working group within the professional umbrella organization,. This working group has to set clear priorities for the different phases. Although the different phases can be individually addressed, an integrated approach is called for: each phase will result in measures that need to be implemented and whereby the operator will play a crucial role. Each phase will also provide for the necessary “intelligence”, which will serve as the basis for the next security phase. Neither the proposed phases, nor their order should be approached in a dogmatic manner. However, the phased approach can defuse traditional conflicts regarding the security challenges. It provides the regulatory authorities with the necessary transparency about the security and supply chain process, which will certainly improve the cooperation with these services.

8.4. Process optimisation

The project does not only focus on physical security. The study clearly shows that in order to arrive at a security concept that will help Brucargo distinguish itself from other airports that handle air freight, all the aspects of the goods flow need to be evaluated and optimized. A proposal was submitted to improve the supply process for air freight whereby an integrated solution was offered for 16 of the 19 identified areas for improvement.

Here too our recommendation is to start up this process in a balanced working group within the professional umbrella organisation. This working group will mainly consist of representatives of agents and handlers. During the project, the validity of the proposal was tested among members of the user committee, with a positive response as a result.

One or more 'proofs of concept' need to be set up for the proposed process during the elaboration of the sub-project. The 'proof of concept' can also be used for further optimisation of the three remaining areas for improvement which relate to complete and flawless shipment (Proof of Shipment) and delivery (Proof of Delivery).

8.5. Controlling and legislative authorities

Brucargo is an area of intensive cooperation between the industry and the government. Several services which play an active role in the supply chain on behalf of the government, such as the Directorate General Aviation (FPS Mobility and Transport), Customs and Excise (FPS Finance), the Federal Police (FOD Interior) and the Federal Food Agency, which oversees food chain safety (FPS Public Health) operate in this zone.

The interviews with local government representatives show that there is clearly a desire to gain a better understanding and knowledge of internal business processes and the supply chain. This may allow them to deploy capacity in the most efficient manner and also to emphasise the right priorities in the future. It is therefore extremely important that these authorities are guaranteed an optimum and transparent communication.

Once again, a professional umbrella organisation such as for example SCALE can take on this role.