

INTERNAL AUDIT DIVISION

REPORT 2014/113

Audit of air operations in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Overall results relating to the effective management of air operations in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo were initially assessed as unsatisfactory. Implementation of four critical and two important recommendations remains in progress

FINAL OVERALL RATING: UNSATISFACTORY

24 November 2014 Assignment No. AP2014/620/01

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AUDIT REPORT

Audit of air operations in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

I. BACKGROUND

- 1. The Office of Internal Oversight Services (OIOS) conducted an audit of air operations in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).
- 2. In accordance with its mandate, OIOS provides assurance and advice on the adequacy and effectiveness of the United Nations internal control system, the primary objectives of which are to ensure (a) efficient and effective operations; (b) accurate financial and operational reporting; (c) safeguarding of assets; and (d) compliance with mandates, regulations and rules.
- 3. The MONUSCO Aviation Section was responsible for managing air operations in the Mission. As of December 2013, the Mission had 32 military and 29 civilian aircraft acquired under 26 long-term charter agreements and 7 letters of assist; 16 were fixed-wing and 45 rotary wing. The aircraft were used mainly for passenger and cargo transportation, medical evacuation, search and rescue, patrols and surveillance. MONUSCO also had two unmanned aerial vehicles for surveillance of cross-border activities.
- 4. The Aviation Section was headed by a Chief Aviation Officer at the P-5 level who reported to the Director of Mission Support through the Chief Integrated Support Services. The Chief Aviation Officer was supported by 213 personnel comprising of: 19 professional, 41 field service, and 97 national staff; and 56 United Nations volunteers. The Mission also had an Aviation Safety Unit, which was responsible for the management of the Mission's aviation safety plan. The Unit, comprising eight staff, was headed by an Aviation Safety Officer at the P-5 level who reported directly to the Director of Mission Support. The budgets for air operations for fiscal years 2012/13 and 2013/14 were \$258.9 million and \$298.7 million respectively.
- 5. Comments provided by MONUSCO are incorporated in italics.

II. OBJECTIVE AND SCOPE

- 6. The audit was conducted to assess the adequacy and effectiveness of MONUSCO governance, risk management and control processes in providing reasonable assurance regarding the **effective management of air operations in MONUSCO**.
- 7. The audit was included in the 2014 risk-based work plan of OIOS because of operational, safety, security and financial risks related to air operations.
- 8. The key control tested for the audit was regulatory framework. For the purpose of this audit, OIOS defined this key control as one that provides reasonable assurance that policies and procedures: (a) exist to guide the management of air operations; (b) are implemented consistently; and (c) ensure the reliability and integrity of financial and operational information.
- 9. The key control was assessed for the control objectives shown in Table 1.

- 10. OIOS conducted this audit from February to May 2014. The audit covered the period from 1 July 2012 to 31 December 2013 and included field visits to Goma, Bukavu, Bunia and Kisangani.
- 11. OIOS conducted an activity-level risk assessment to identify and assess specific risk exposures, and to confirm the relevance of the selected key control in mitigating associated risks. interviews and analytical reviews, OIOS assessed the existence and adequacy of internal controls and conducted necessary tests to determine their effectiveness.

AUDIT RESULTS III.

The MONUSCO governance, risk management and control processes examined were assessed as 12. unsatisfactory¹ in providing reasonable assurance regarding the effective management of air operations in MONUSCO. OIOS made seven recommendations to address the issues identified. MONUSCO had developed aviation support plans; conducted aviation emergency response drills; was adequately preparing aircraft use reports on air operations; effectively reviewed the qualifications of MONUSCO staff and air crews; assured compliance with the terms and conditions of letters of assist; prepared periodic and end-of-contract performance evaluation reports; and had a functional and effective Aviation Safety Council. However, MONUSCO needed to: (a) reduce the number of special flights; (b) complete the implementation of the electronic aircraft tracking system to all its air regions; (c) work in close collaboration with the national civil aviation authority to reduce safety risk;

and (e)

monitor aircraft maintenance schedules.

The initial overall rating was based on the assessment of key controls presented in Table 1 below. 13. The final overall rating is unsatisfactory as implementation of four critical and two important recommendations remains in progress.

Table 1: Assessment of key control

		Control objectives						
Business objective	Key control	Efficient and effective operations	Accurate financial and operational reporting	Safeguarding of assets	Compliance with mandates, regulations and rules			
Effective management of air operations in MONUSCO	Regulatory framework	Unsatisfactory	Partially satisfactory	Partially satisfactory	Unsatisfactory			

¹ A rating of "unsatisfactory" means that one or more critical and/or pervasive important deficiencies exist in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

Regulatory framework

Aviation support plans were prepared and aligned with the Mission's mandate

14. The Department of Peacekeeping Operations/Department of Field Support (DPKO/DFS) Aviation Manual required formal and periodic aviation support planning that was directly related to the Mission's mandate. A review of the Mission's aviation support plans and concept of operations and interviews with the Aviation Section indicated that the plans were aligned with the Mission's mandate. For example, the plan for fiscal year 2013/14 had taken into account support required for the newly deployed Force Intervention Brigade and the introduction of unmanned aerial vehicles for surveillance of cross-border activities. The plans were integrated with other modes of transport, namely, road and marine. OIOS concluded that aviation support plans were adequately aligned with the Mission's mandate.

Aircraft use reports were effectively prepared and submitted as required

15. The DPKO/DFS Aviation Manual required all flight times to be included in the aircraft use reports, and required monthly flight summary reports for all aircraft to be sent to DFS. A review of 186 of the 31,221 aircraft use reports prepared in the audit period indicated that reports were properly completed, signed and submitted to regional air offices by pilots after each flight. Heads of air regions reviewed and approved the reports, and checked them against the flight following records to verify the number of flights and hours reported. Monthly flight summary reports were sent to DFS as required. OIOS concluded that MONUSCO was effective in preparing and submitting accurate and timely aircraft use reports.

Special flights needed to be reduced

- 16. The DPKO/DFS Aviation Manual allowed the operation of special flights to meet operational requirements in support of the Mission's mandate. The Manual also required that air support be responsive to the Mission's needs and be able to support all anticipated utilization in the most economical manner.
- 17. A review of 117 of the 15,287 special flights conducted in Goma, Bunia, Bukavu and Kisangani indicated that the selected flights were based on justified and approved requests. However, the monthly number and average cost of MONUSCO special flights had increased from \$2.8 million per month during the third quarter of 2012 to \$3.1 million during the last quarter of 2013 due to increased costs related to flight hours, ground handling and fuel. Also, in the sample reviewed, 3 of the 117 special flights were operated on routes and dates when regular flights were available. Also, an analysis indicated that by May 2014, special flights comprised approximately 50 per cent of all MONUSCO flights. This was attributed mainly to the Mission's reconfiguration move from west to the east of the country, increased military operations and increased travel for ex-members of armed groups who had surrendered.

(1) MONUSCO should review, rationalize and reduce the use of special flights in order to reduce overall aviation costs.

MONUSCO accepted recommendation 1 and stated that the Aviation Section would continue to screen all requests thoroughly and submit appropriate recommendations to authorizing officials. The Aviation Section would continue these efforts with the expectation to reduce the number of special flights. The current aviation standard operating procedures that were pending approval of the Director Mission Support included the requirement to inform senior mission management of the implications and cost of a special flight request. Recommendation 1 remains open pending receipt of evidence that the number of special flights have been reduced.

Flight following was adequate but the electronic aircraft tracking system had not been fully implemented

- 18. The DPKO/DFS Aviation Manual required: (a) radio contact to be maintained with aircraft including those transiting the mission area; (b) flight following logs to be kept; (c) air operations radio rooms to be manned at least one hour before the first aircraft took off and until the last aircraft had landed; and (d) air operations radio rooms to be adequately equipped for flight following.
- 19. OIOS visits to flight following rooms in Bukavu, Bunia, Goma and Kisangani, and review of related records indicated that the Mission had maintained accurate, up-to-date and sufficiently detailed flight following logs. MONUSCO maintained accurate and up-to-date duty rosters for air operations radio rooms, which were manned at least one hour before the first aircraft took off until the last aircraft had landed. The radio rooms were adequately equipped with radios, computers and satellite phones.
- 20. However, MONUSCO had not yet rolled out the electronic aircraft tracking system to Bunia and the license for the system for Bukavu had expired in November 2013. To address this, MONUSCO was conducting all flight tracking from Kinshasa and Goma. Nonetheless, a fully functional electronic aircraft tracking system was required because there was no national surveillance radar system in the Democratic Republic of the Congo.
 - (2) MONUSCO should implement an action plan to ensure that the electronic aircraft tracking system is installed and functioning in all air regions in the Mission's area of responsibility.

MONUSCO accepted recommendation 2 and stated that on 15 July 2014 a new contractor had been selected for aircraft tracking services. This contract was managed by the Strategic Air Operations Centre in Brindisi, Italy. The login credentials for the system was received by MONUSCO and forwarded to the regions on 5 November 2014. Recommendation 2 remains open pending receipt of evidence that the procured aircraft tracking system is successfully implemented and operational in the relevant sectors.

Adequate quality assurance and surveillance mechanisms were implemented

- 21. The DPKO/DFS Aviation Manual required missions to implement aviation quality assurance within each process. In its 2013/14 work plan, the MONUSCO Aviation Quality Assurance Unit was required to ensure an effective aviation regulatory mechanism was implemented and to conduct quality audits of air operations in regional locations to assess compliance with United Nations aviation standards.
- 22. A review of the Aviation Quality Assurance Unit 2013/14 work plan indicated that MONUSCO had not established the number and frequency of quality assurance audits to be conducted. This was mainly due to staff vacancies and the focus of the Mission in configuring operations to the east of the country. However, the Aviation Quality Assurance Unit had conducted aviation quality audits; but due to the lack of indicators in the work plan, OIOS was unable to establish whether these audits were conducted in a timely manner. Subsequent to the audit, MONUSCO prepared a new quality assurance audit plan, which included the work to be done and target completion dates. Due to the action taken by MONUSCO, no recommendation was made.

Aviation Safety Council was established and functional

23. The DPKO/DFS Aviation Safety Manual required missions to establish an Aviation Safety Council to provide policy recommendations and/or direct actions to mitigate risks and safety hazards.

MONUSCO had established an Aviation Safety Council. A review of the minutes of its meetings indicated that action points were established and their implementation followed up. The DFS Aviation Safety Unit also conducted an assistance visit in February 2013 and made 12 recommendations, 11 of which had been implemented by August 2014. OIOS concluded that the Aviation Safety Council was functioning effectively.

Aviation emergency response plans were developed and drills conducted

24. The DPKO/DFS Aviation Safety Manual required the establishment of an aviation emergency response plan. MONUSCO had developed a master aviation emergency response plan with clearly defined roles, responsibilities and procedures and this had been replicated in air regions. The Mission had deployed emergency crash and rescue equipment in 10 airfields and agreements had been entered into for other airfields such as Lubumbashi and Entebbe where emergency crash and rescue was under national civil aviation authorities. A review of supporting documentation indicated that drills were conducted in all 10 airfields during the audit period. Also subsequent to the audit, MONUSCO established a mechanism to follow up on recommendations arising from drills to ensure they were being implemented. Based on the action taken by MONUSCO, no recommendation was made.





Air crew and maintenance personnel qualifications were reviewed and kept on file

28. The DPKO/DFS Aviation Manual provided that aviation personnel should have certain professional experience, and aviation contracts required all flight crew and maintenance personnel to have valid certificates of competency and licences issued by competent authorities. A review was undertaken of: (a) qualifications of 8 of the 19 key MONUSCO staff working in air transport management, aviation safety management and quality assurance; and (b) qualifications of 9 of the 61 air crew. This review indicated that MONUSCO staff and air crew had the required qualifications. OIOS concluded that adequate procedures were in place to ensure air crew and maintenance staff were adequately qualified and experienced.

Documents relating to aircraft registration, airworthiness and insurance coverage were on file

29. Aircraft charter agreements provided that aircraft should carry valid registration, airworthiness, and operator certificates issued by appropriate air authorities of countries of registration. A review of documents for 11 of 59 aircraft indicated that the required documents were maintained and were valid. OIOS concluded that MONUSCO had implemented adequate procedures to ensure that valid documents, as required under contracts and agreements, were obtained and reviewed.

Aircraft were inspected on arrival

30. The DPKO/DFS Aviation Manual required initial inspections to be conducted whenever an aircraft leased by the United Nations arrived in a mission. A review of initial inspection reports for all of the 18 aircraft received by Bukavu, Goma, and Bunia over the period July 2012 to December 2013 indicated that MONUSCO had inspected all aircraft against the established criteria. OIOS concluded that adequate procedures were in place to conduct arrival inspections of aircraft.





Terms and conditions of letters of assist were complied with

35. The DFS operational risk management programme required that military aircraft operating under letters of assist meet the contributing nation's standards for military aviation operations and comply with the terms and conditions of the letters of assist. MONUSCO had copies of, and ensured compliance with, the standard operating procedures for military aircraft of the contributing countries. Also, a review of 15 of 29 aircraft use reports of military aircraft and discussions with aviation staff indicated that MONUSCO monitored and properly recorded compliance with standards related to crew rest days, number of hours flown and paid, and non-availability days due to proficiency flights. OIOS concluded that adequate procedures were in place to ensure that the terms and conditions of letters of assist were being complied with.

Contracts of air operators needed to include unscheduled safety inspections

- 36. The DPKO/DFS Aviation Safety Manual provided that the Aviation Safety Unit was responsible: for surveys and assessments of any aspect of aviation operations; and investigation of aviation incidents within the Mission.
- 37. A review of 5 of 26 contracts indicated that agreements with operators lacked provisions for the Mission to conduct periodic safety inspections of aircraft. This made it difficult for the Aviation Safety Officer to enforce aircraft safety checks after initial arrival inspections. The Mission's Aviation Safety Officer stated that the International Civil Aviation Organization standards vested such responsibilities in the national civil aviation authorities. However, as the capacity to conduct these inspections was not readily available in the Democratic Republic of the Congo, the Mission needed to be involved to ensure the safety of its aircraft.
 - (6) MONUSCO should liaise with the Air Transport Section, DFS to ensure that contracts include provisions for unscheduled safety inspections of aircraft by the Mission's Aviation Safety Officers.

MONUSCO accepted recommendation 6 and stated that the current long term chartered agreements included provisions for unscheduled safety inspections of aircraft by the Mission's Aviation Safety Officers. Based on the action taken by MONUSCO, recommendation 6 has been closed.

End-of-contract and periodic performance evaluation reports were prepared

- 38. The DPKO/DFS Aviation Manual required end-of-contract evaluation and periodic performance evaluation reports to be prepared and sent to DFS.
- 39. During the audit period, seven air assets left the Mission. OIOS confirmed that the Mission had prepared and sent to DFS the required end-of-contract evaluation reports. A review of periodic evaluation reports for 30 of the 61 aircraft based in Bukavu, Bunia, Goma and Kisangani indicated that the Mission evaluated the performance of civilian aircraft on a quarterly basis and military aircraft on a semi-annual basis as required under the terms of the relevant agreements. MONUSCO discussed and successfully resolved with contractors non-compliance issues with DPKO/DFS aviation requirements. Periodic evaluation reports were duly certified by the Chief Aviation Officer and the Chief Aviation Safety Officer and authorized for release to DFS by the Director of Mission Support. OIOS concluded that the Mission had implemented adequate procedures for reporting contractors' performance.

There was a need to ensure that aircraft maintenance schedules were adhered to

- 40. The MONUSCO aviation standard operating procedures required the Mission to strictly monitor scheduled aircraft maintenance to ensure safe operations.
- 41. A review of contracts and maintenance records for 11 out of 29 civilian aircraft indicated that MONUSCO was not adequately monitoring the allowed maintenance days in accordance with the terms of the contracts. MONUSCO was not taking action, such as bringing in a replacement aircraft to account for the longer than agreed downtime, when contractors exceeded the allowed maintenance days. This was because the Mission was of the view that maintenance of aircraft and its airworthiness was the contractors' responsibility. Consequently, MONUSCO did not monitor aircraft scheduled maintenance timeframes as stipulated in contracts, and did not maintain documentation to ensure that the required scheduled aircraft maintenance was up-to-date. For example, aircraft Mi-8 MTV and Beech1900-D were

required to undergo C and D checks or overhaul at maintenance facilities after every 50 and 200 flying hours respectively. MONUSCO was unable to provide supporting documents that these aircraft had undergone the scheduled maintenance, even though aircraft use reports recorded the Mi-8MTV and Beech1900-D aircraft had flown over 784 and 407 hours respectively.

- 42. The lack of monitoring of required maintenance schedules increased the risk that aircraft were exceeding the recommended timeframes for carrying out scheduled maintenance, impacting on the safety of passengers. However, MONUSCO needed to implement mitigating measures to ensure that regular maintenance was being performed as required.
 - (7) MONUSCO should monitor aircraft maintenance schedules stipulated in contracts and take steps to ensure its aircraft operators maintain their aircraft in accordance with the established maintenance timeframes.

MONUSCO accepted recommendation 7 and stated that it would issue a directive by 30 November 2014 instructing all company representatives to submit a yearly maintenance plan, with monthly updates for each aircraft under long term charter agreement. The Technical Compliance Unit would keep and update a consolidated maintenance matrix basis for monitoring aircraft maintenance. The aviation standard operating procedures had been amended to include the monitoring of flight hours of aircraft by air regions in the respective regions. Recommendation 7 remains open pending receipt of a copy of the revised Mission aviation standard operating procedures for aircraft maintenance and implementation of the aircraft maintenance monitoring mechanism.

IV. ACKNOWLEDGEMENT

43. OIOS wishes to express its appreciation to the Management and staff of MONUSCO for the assistance and cooperation extended to the auditors during this assignment.

(Signed) David Kanja Assistant Secretary-General for Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Recom.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1	MONUSCO should review, rationalize and reduce the use of special flights in order to reduce overall aviation costs.	Critical	О	Receipt of evidence that the number of special flights have been reduced.	30 June 2015
2	MONUSCO should implement an action plan to ensure that the electronic aircraft tracking system is installed and functioning in all air regions in the Mission's area of responsibility.	Important	О	Receipt of evidence that the procured aircraft tracking system is successfully implemented and operational in all air regions in the Mission's area of responsibility	November 2014
6	MONUSCO should liaise with the Air Transport Section, DFS to ensure that contracts include	Important	С	Action taken.	Implemented
	provisions for unscheduled safety inspections of aircraft by the Mission's Aviation Safety Officers.				

¹ Critical recommendations address significant and/or pervasive deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of control and/or business objectives under review.

² Important recommendations address important deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

 $^{^{3}}$ C = closed, O = open

⁴ Date provided by MONUSCO in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Recom.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
7	MONUSCO should monitor aircraft maintenance	Critical	О	Provision of a copy of the revised Mission	31 March 2015
	schedules stipulated in contracts and take steps to			aviation standard operating procedures for	
	ensure its aircraft operators maintain their aircraft			aircraft maintenance and implementation of the	
	in accordance with the established maintenance			aircraft maintenance monitoring mechanism.	
	timeframes.				

APPENDIX I

Management Response

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CONSOLIDATE PEACE

INTEROFFICE MEMORANDUM

Date: 05 November 2014 Ref: ODMS/2014/\$325

To:

Ms. Eleanor T. Burns

Director, Internal Audit Division, OIOS

From:

Guy Siri

Director of Mission Support

MONUSCO

Subject: Assignment No. AP2014/620/01 - Audit of air operations in MONUSCO

- 1. Your interoffice memorandum reference IAD-14-7-5-7 (22) dated 20 October 2014 refers.
- Attached please find Mission response in respect of the recommendations in the draft report audit of the above-mentioned audit. Supporting documentation will be provided to the resident audit office.

Kind regards.

cc Mr. Mike Dora, Chief Integrated Support Services, MONUSCO

Mr. Azzam Ayyat, Chief Aviation Officer, MONUSCO

Mr. Virendra Singh Chhikara, Chief Aviation Safety Unit, MONUSCO

Ms. Jacoba Genis, Audit Focal Point, MONUSCO

Mr. Laud Botchwey, Chief Resident Auditor for MONUSCO, OIOS

Ms. Cynthia Avena-Castillo, Professional Practices Section, Internal Audit Division, OIOS

Management Response

Rec.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual/s	Implementation date	Client comments
1	MONUSCO should review, rationalize and reduce the use of special flights in order to reduce overall aviation costs.	Critical	Yes	Director Mission Support Division/ Chief Aviation Officer	30/06/2015	MONUSCO Aviation Section will continue to review all Special Flight Requests critically. Special Flights are highly utilized by senior management, senior military staff and political entities. Aviation Section screens all requests thoroughly and submits appropriate recommendations to authorizing officials. Aviation Section will continue its efforts to make appropriate recommendations with the expectation that this will result in reduced number of Special Flights. The current Aviation Standard Operating Procedure (pending approval of the Director Mission Support) includes the requirement to inform Senior Mission Management of the implication as well as the cost of the Special Flight request. The implications of Special Flights requests are already indicated on such requests. Copies have been provided to the audit team.
2	MONUSCO should implement an action plan to ensure that the electronic aircraft tracking system is installed and functioning in all air regions in the Mission's area of responsibility.	Important	Yes	Chief Mission Air Operation Centre/ Chief Aviation Officer	Implemented	A new contract for aircraft tracking services was awarded to a new contractor by the Headquarters Committee on Contracts on 15 July 2014. This contract is not managed by MONUSCO but by the Strategic Air Operations Center in Brindisi. MONUSCO is a recipient of the service provided by the vendor through Strategic Air Operations Centre. The login credentials for the Air Regions on the new Tracking System Platform was received from Strategic Air Operations Centre and forwarded to the regions on 05 November 2014. A copy of the Users Detail list has been provided to the audit team.

¹ Critical recommendations address significant and/or pervasive deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of control and/or business objectives under review.

² Important recommendations address important deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

Management Response

Rec.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual/s	Implementation date	Client comments

Management Response

Rec.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual/s	Implementation date	Client comments
6	MONUSCO should liaise with the Air Transport Section, DFS to ensure that contracts include provisions for unscheduled safety inspections of aircraft by the Mission's Aviation Safety Officers.	Important	Yes	Chief Aviation Officer	Implemented	Current Long Term Chartered Agreements include provisions for unscheduled safety inspections of aircraft by the Mission's Aviation Safety Officers. A copy of an extract of the standard contract has been provided to the audit team.
7	MONUSCO should monitor aircraft maintenance schedules stipulated in contracts and take steps to ensure its aircraft operators maintain their aircraft in accordance with the established maintenance timeframes.	Critical	Yes	Chief Aviation Officer/ Chief Technical Compliance Unit	30/03/2015	The Mission will issue a Chief Aviation Officer Directive by 30 Nov 2014 instructing all company representatives to submit a yearly maintenance plan, with monthly updates for each aircraft under Long Term Charter Agreements. A consolidated maintenance matrix will be kept/updated by Mission Technical Compliance Unit. This will provide a basis for monitoring aircraft maintenance. The Aviation Standard Operating Procedure has been amended to include the monitoring of flight hours of aircraft by air regions in the respective regions. An extract of the procedure has been provided to the audit team.