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**DIRECTORATE OF
INTELLIGENCE**

Intelligence Memorandum

Recent Expansion of Soviet International Air Service

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CENTRAL INTELLIGENCE AGENCY
 Directorate of Intelligence
 September 1969

INTELLIGENCE MEMORANDUM

Recent Expansion
of Soviet International Air Service

Introduction

The initial expansion of air operations by Aeroflot (the Soviet State Airline) to the Free World in the mid-1950's was basically an extension of routes between Moscow and East European capitals into Western Europe.* During the 1960's the USSR has established an extensive, though thinly served, route network to Asia, the Middle East, Africa, and Cuba and has introduced transatlantic service to Canada and the United States. By mid-1969, Aeroflot operated 58 flights per week to 42 Free World countries** and 62 flights per week to 10 Communist countries.

Since the beginning of 1969 the USSR has inaugurated service to four Free World countries and North Vietnam and has been engaged in several important negotiations with major civil aviation powers. This memorandum examines recent developments in Soviet international civil air operations and likely developments in the future, including round-the-world service.

* For a comprehensive view of the international service of Communist airlines into the Free World,

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** For the purposes of this memorandum, Cuba and Yugoslavia are considered Free World countries.

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New Service to the Free World*

1. In the spring of 1969, Aeroflot inaugurated service to Norway, Uganda, South Yemen, and Singapore. The service to Oslo, which began in April as an extension of Aeroflot's flights to Stockholm, was based on an air agreement signed in 1956. Aeroflot now flies into all of the Scandinavian countries. The service to Oslo reflects a relaxation of Norwegian objections to air service by Communist countries and has been followed by the announcement of new service to Oslo by several East European airlines.

2. In April 1969, Sudan finally approved a longstanding Soviet request for beyond rights from Khartoum, and Aeroflot promptly extended its weekly Moscow-Khartoum flight to Entebbe, Uganda, and beyond to Dar-es-Salaam, Tanzania. The USSR signed an air agreement with Uganda in 1965 but had not initiated service because of its failure to obtain beyond rights from Khartoum. Formerly the route to Dar-es-Salaam was over water from Mogadiscio, Somali Republic. That route now terminates at Mogadiscio after intermediate stops in Egypt, Yemen, and South Yemen. Aden was added to the route for the first time in May 1969, after the USSR signed an air agreement with South Yemen.

3. Sudan also has apparently granted Aeroflot beyond rights to Bangui, Central African Republic. The USSR announced that Aeroflot will begin service in November 1969 to Brazzaville, Congo, via Cairo, Khartoum, and Bangui. In February 1966 an Aeroflot TU-114 crashed on takeoff during bad weather at Moscow's Sheremet'yevo Airport on an inaugural flight to Brazzaville via West Africa, and the route was not subsequently flown.

4. Aeroflot's new service to Singapore, which followed the signing of an air agreement between the USSR and Singapore in May 1969, not only opened up this burgeoning commercial center to Aeroflot but also provides a springboard to other cities in the area. Aeroflot at first made Singapore an intermediate point on a new route to Djakarta, at the

* See the map and Table 1.

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same time canceling the poorly patronized IL-18 flight from Colombo to Djakarta. Aeroflot has since reverted to the Colombo-Djakarta route, and the weekly IL-62 service to Singapore via New Delhi now terminates in Singapore. Further additions to Aeroflot's route network appear to be in the offing, as civil air discussions have been initiated by Soviet officials with Malaysia, Thailand, and Cambodia. The major goal of Soviet initiatives in Southeast Asia, however, is Aeroflot service to Australia.

New Service to Hanoi*

5. In March 1969 the USSR achieved another longstanding objective by inaugurating a South Asian route to Hanoi via Karachi and Calcutta. Preliminary steps had been taken in 1967 to establish such a service, but the enterprise was abandoned after a few test flights. In late 1968 the USSR began securing landing and beyond rights from India and overflight rights from Laos in order to establish a route to Hanoi that avoided the overflight of China.** Existing civil air agreements with Afghanistan, Pakistan, and Burma provided the remaining landing, transit, and beyond rights necessary for this route. Soviet agreements with India and Burma, and probably the one with Laos as well, contain the provision (which is standard in bilateral air agreements) that no troops or military equipment can be carried into or over the countries concerned. Despite this provision, considerable apprehension was expressed in the press and Parliament of India during the early days of this new service that military personnel or equipment might be carried on this flight. Following the signing of a formal air agreement between the USSR and North Vietnam on 20 June 1969, Aeroflot began operating scheduled twice monthly service in mid-July.

Rerouting of Moscow-Havana Flights

6. During the past year and a half the USSR has drastically rerouted its Aeroflot service to

* See Table 2.

** Some Soviet passengers, air freight, and mail bound for Hanoi continue to travel by Aeroflot to Peking and thence by the Chinese airline CAAC to Hanoi.

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Havana. In April 1968, Aeroflot switched one of its twice weekly flights to Cuba from the 5,000-mile nonstop over-water route via Murmansk to a route via Algiers involving a 4,400-mile nonstop leg. In January 1969, Aeroflot began to operate both flights via Algiers, and in April 1969 one of these flights added a stop at Rabat, Morocco. Aeroflot currently operates both flights via Rabat, one of which also stops at Algiers. Service via Rabat reduced the longest nonstop portion of the route to 4,000 miles and permitted the introduction of the Soviet long-range jet, the IL-62. This aircraft is configured to carry at least 122 passengers, almost double the number that could be carried on the TU-114 over the route from Murmansk. Since January 1969, Aeroflot has averaged more than 275 passenger seats available per week, including the occasional extra flights, compared with an average of about 150 seats per week on the route via Murmansk.

7. In July 1969 the USSR requested permission from the West German government to overfly the territory of West Germany on both flights to Havana via Rabat. West German government reactions seem to have been favorable, and approval of the Soviet request is probable. Presumably this route also would go over France and would require the permission of the French government.

Fleet Modernization

8. The introduction of more modern aircraft during the last two years has made Aeroflot's international service somewhat more competitive with that of Western airlines. In mid-1967 the new short-to-medium range jet TU-134 began replacing the obsolete TU-104 on a few of Aeroflot's routes to Western Europe. In September 1967 the aging TU-114 was replaced by the first Soviet long-range jet transport, the IL-62, on the Moscow-Montreal flight. The IL-62 is now in service to New York, Montreal, Rome, Cairo, London, Rabat, Algiers, Havana, Paris, New Delhi, Dakar, Conakry, Singapore, and Tokyo. The TU-134 now serves most of Aeroflot's routes to Western Europe and is currently being introduced into Middle Eastern service. In total, the IL-62

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and TU-134 Soviet jet transports now serve 34 of Aeroflot's 58 flights to the Free World and 18 of its 62 flights to Communist countries. The introduction of the Soviet medium-to-long range TU-154, scheduled for some time in 1971, will accelerate Aeroflot's fleet modernization program.

Negotiations for Further Expansion

9. The USSR has been negotiating for even greater expansion of Aeroflot's route network, chiefly through amendments to existing agreements with France, the United Kingdom, the Netherlands, and Japan. The key to these negotiations is Soviet willingness to open up its air space to Free World air carriers in exchange for comparable concessions. Soviet willingness to do so was first demonstrated in April 1967 with the inauguration of a joint Aeroflot-Japanese Air Line (JAL) service between Moscow and Tokyo. This was followed in November 1967 with Scandinavian Airlines (SAS) service between Copenhagen and Singapore via Tashkent.

10. In March 1969 the USSR and Japan concluded negotiations for independent JAL service between Moscow and Tokyo beginning in March 1970. JAL was granted beyond rights from Moscow to Western Europe, and Aeroflot was granted beyond rights from Tokyo, an important jumpoff point for any future Aeroflot route across the Pacific.

11. At the same time the USSR dangled the trans-Siberian route and rights to overfly Central Asia before the United Kingdom, France, and the Netherlands in order to gain for Aeroflot the privilege of carrying passengers across the Atlantic from West European cities. Although these negotiations began on a cordial note early in 1969, the attitude of Soviet officials has since hardened. They also pressured the three West European airlines (and JAL as well) to buy or lease the Soviet IL-62 for the trans-Siberian flight. Negotiations are likely to be protracted -- in fact, talks with the British and French were recently broken off -- but prospects are good for an eventual agreement with one or more of the West European airlines. Civil air negotiations with the Italians are scheduled to begin in

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September. Any agreement for trans-Siberian overflights to Tokyo, however, would require approval by Japan.

Soviet-West German Negotiations

12. Civil air negotiations between the USSR and West Germany, the only major aviation power with whom the USSR does not have an air agreement, were resumed in December 1968 after a lapse of several years. Negotiations were directed at the establishment of air service between Moscow and Frankfurt by both Aeroflot and Lufthansa, but discussions also involved beyond rights for Lufthansa from Moscow to Tokyo and for Aeroflot from Frankfurt to Africa and the Western Hemisphere. The major obstacle in these negotiations is the Soviet insistence on an intermediate Aeroflot stop in East Berlin at Schoenefeld Airport. This Soviet objective appears to be political rather than commercial. Aeroflot has two scheduled flights daily from Moscow into East Berlin, and the East German airline Interflug also flies the route. Moreover, the USSR has not requested passenger traffic rights from East Berlin to Frankfurt. West Germany in the past has opposed the stop at Schoenefeld in order to prevent it from becoming a significant center for international air traffic. An interministerial committee of the Federal Republic is currently studying the Soviet proposal and has consulted with the three Allied Powers, which control the use of West German airspace. The Allies have recommended strongly against allowing Aeroflot to use Schoenefeld as an intermediate stop.

The Soviet Thrust for Round-the-World Service

13. Soviet negotiations with both Europe and Asia suggest a continued drive for a round-the-world route, which would be economically feasible only if it crossed the United States. In May 1969, Marshal Y.F. Loginov, the Soviet Minister of Civil Aviation, told US officials in Moscow that Aeroflot wanted commercial rights for service between the United States and certain European points such as Amsterdam, and the right to operate an IL-62 service between Tokyo and San Francisco/Los Angeles

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via Honolulu. Such a service, which has been mentioned by other Soviet officials, would require new US-USSR negotiations, as the existing air agreement provides only for Moscow-New York service and confers no beyond or overflight rights.* A trans-Canada route, operating from Tokyo or possibly from Khabarovsk, would be an alternative but would be less lucrative and also would push the range limit of the IL-62.

Conclusions

14. In recent months the USSR has continued at a steady pace to expand Aeroflot's international air service to Europe, Africa, the Middle East, and Asia. Soviet negotiations with West European countries and Japan indicate a strong desire to increase Aeroflot's traffic rights on the lucrative Atlantic route and to establish a route across the Pacific. These moves suggest an intensification of the Soviet drive to achieve a long-sought goal of becoming a round-the-world carrier. Such global service would be both prestigious and profitable. The lack of modern jet transport aircraft, once an obstacle to this goal, has been overcome, and willingness to open its air space to Free World carriers gives the USSR a strong bargaining position. Even if the USSR becomes a round-the-world carrier in the next few years, its international service in terms of frequency of operation and passengers carried will remain small in relation to any one of the major air carriers in the Free World.

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Table 1

Aeroflot Schedule of International Air Service
to the Free World and Cuba
As of August 1969

Routes	Trip Number	Flights per Week	Type of Aircraft
Moscow-Montreal-New York	SU-03	2	IL-62
Moscow-Vienna	SU-017	1	TU-134
Moscow-Tashkent-Kabul	SU-019	1	IL-18
Moscow-Belgrade-Algiers- Bamako	SU-021	1	IL-18
Moscow-Stockholm (1)- Copenhagen	SU-023	3	TU-134 (2)/TU-104 (1)
Moscow-Rome	SU-025	1	IL-62
Moscow-Ankara-Cairo- Khartoum-Entebbe-Dar- es-Salaam	SU-029	1	IL-18
Moscow-London	SU-031	4	IL-62
Moscow-Cairo	SU-035	1	IL-62
Moscow-Damascus-Baghdad	SU-037	1	IL-18
Moscow-Helsinki	SU-039	2	TU-134
Moscow-Amsterdam-Brus- sels	SU-041	2	TU-104
Moscow-Teheran-Karachi- Rangoon	SU-045	1	IL-18
Moscow-Algiers (1)-Rabat- Havana	SU-047/077	2	IL-62
Moscow-Paris	SU-049	4	IL-62
Leningrad-Helsinki	SU-051	4	IL-18
Moscow-New Delhi	SU-053	1	IL-62
Moscow-Yerevan-Beirut	SU-057	1	IL-18
Moscow-Budapest-Tunis- Rabat	SU-059	1	TU-134
Moscow-Tashkent-Karachi- Colombo-Djakarta	SU-061	1	IL-18
Moscow-Kiyev (1)-Belgrade	SU-063	3	TU-134
Moscow-Algiers-Dakar- Conakry	SU-065	1	IL-62

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Table 1

Aeroflot Schedule of International Air Service
to the Free World and Cuba
As of August 1969
(Continued)

Routes	Trip Number	Flights per Week	Type of Aircraft
Moscow-Cairo-Hodeida- Aden-Mogadiscio	SU-069	1	IL-18
Moscow-Simferopol-Nico- sia-Beirut	SU-071	1	TU-134
Moscow-New Delhi-Singa- pore	SU-073	1	IL-62
Moscow-Stockholm-Oslo	SU-075	1	TU-134
Moscow-Amsterdam	SU-079	1	TU-104
Moscow-Vienna (2)-Kiyev (1)-Zurich	SU-081	3	TU-134 (2)/TU-104B (1)
Moscow-Brussels	SU-083	1	TU-104
Kiev-Vienna	SU-089	2	IL-18
Moscow-Teheran-Baghdad	SU-097	1	IL-18
Leningrad-Paris	SU-099	2	IL-62
Leningrad-Copenhagen- London	SU-0125	1	TU-104B
Leningrad-Stockholm	SU-0127	1	TU-104B
Leningrad-Paris	SU-0129	1	TU-104B
Moscow-Tokyo	SU/JL-440-	2	IL-62
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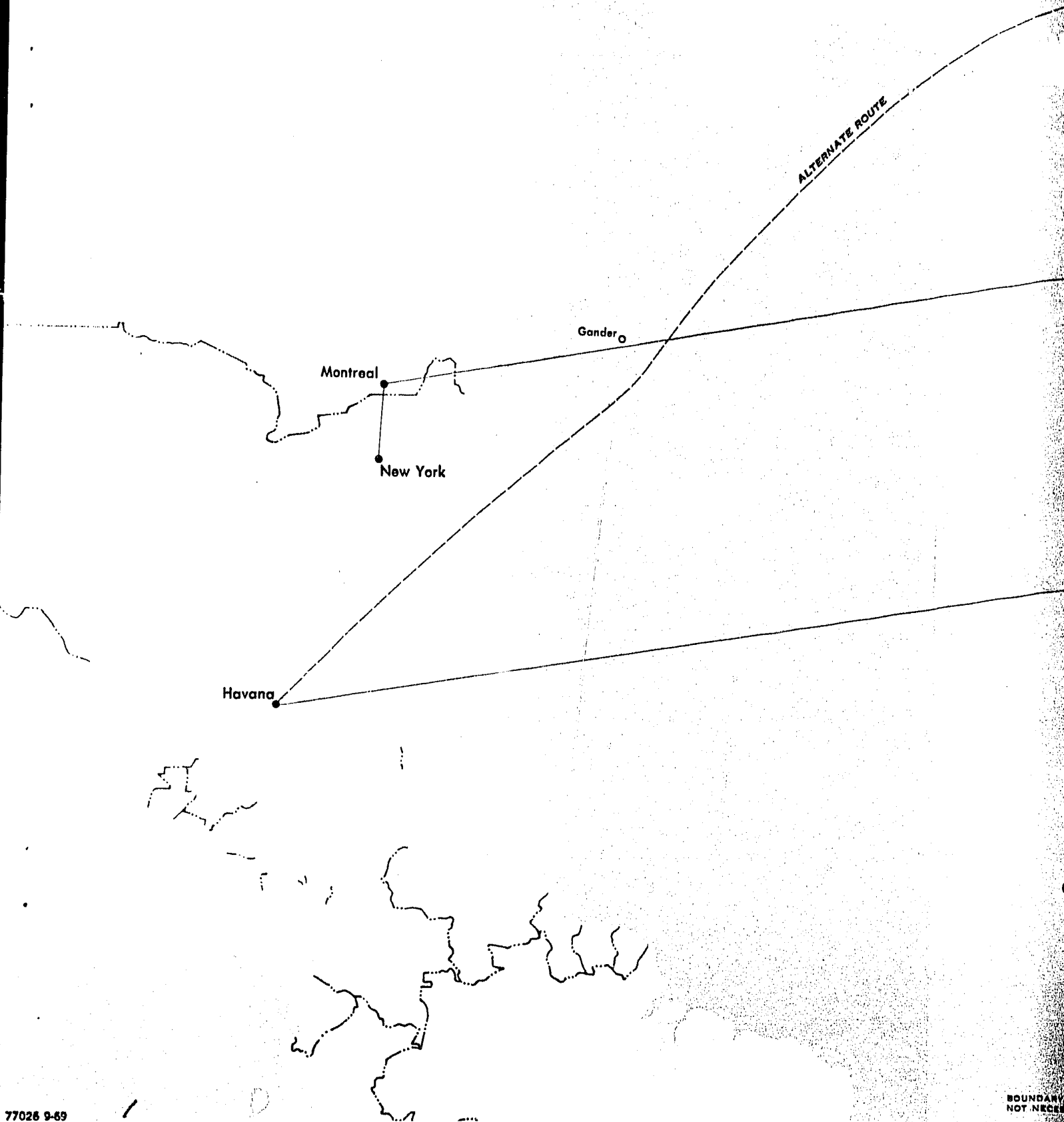
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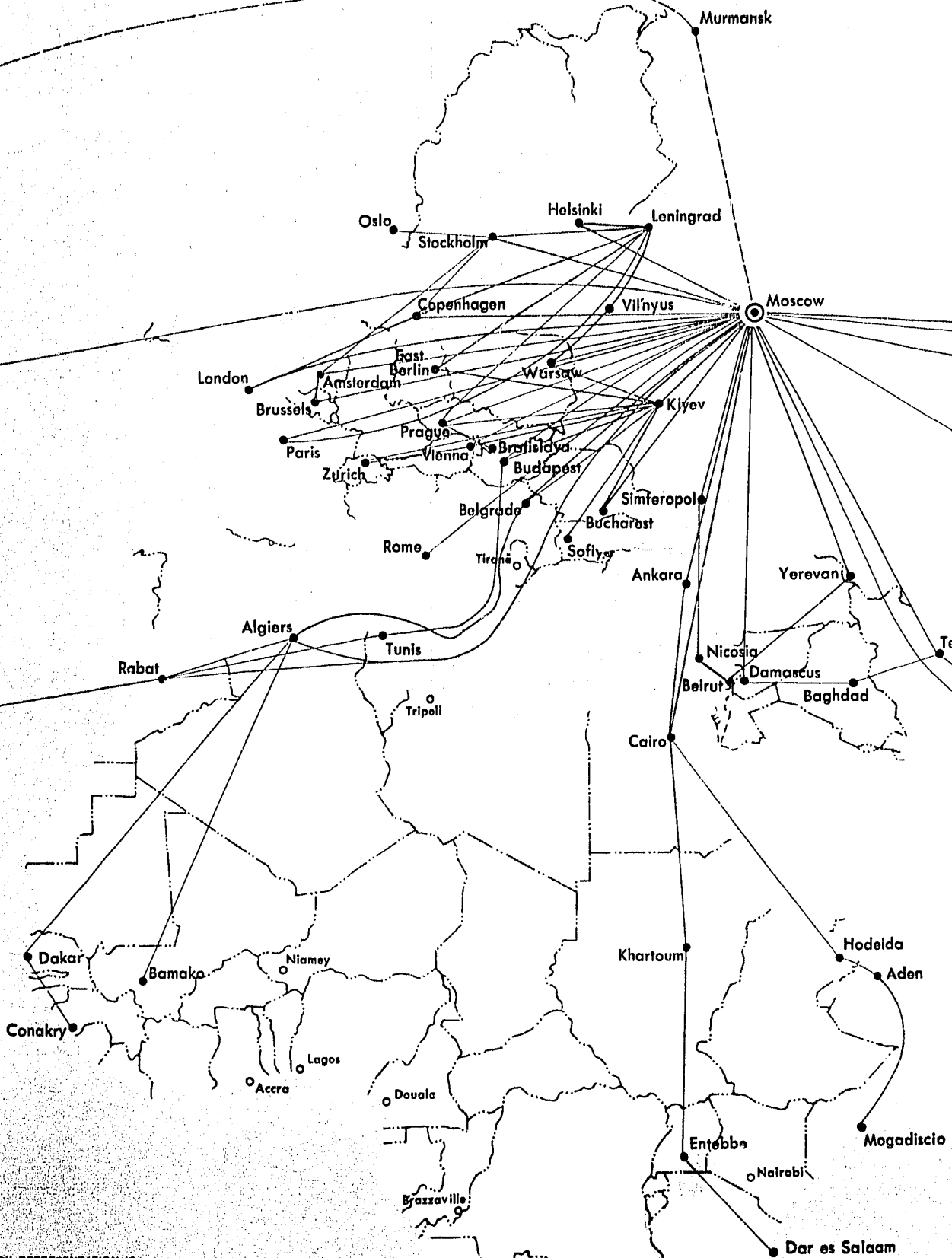
Table 2

Aeroflot Schedule of International Air Service
Communist Countries
As of August 1969

Routes	Trip Number	Flights per Week	Type of Aircraft
Moscow-Prague	SU-05	6	IL-62(2)/TU-104B (4)
Moscow-Omsk-Irkutsk- P'yongyang	SU-09	1	TU-104
Moscow-Omsk-Irkutsk- Peking	SU-011	1	TU-104
Moscow-Kiyev (2)-Sofiya	SU-015	7	TU-104B
Moscow-Warsaw	SU-027	7	TU-134
Moscow-Budapest	SU-033/059	6	TU-104B(5)/TU-134 (1)
Moscow-East Berlin	SU-043	7	TU-104B
Moscow-Irkutsk-Ulan Bator	SU-055	2	IL-18
Moscow-Kiyev (1)-Bucharest	SU-067	3	TU-134
Moscow-Prague-Bratislava	SU-085	1	TU-104B
Moscow-East Berlin	SU-087	7	IL-62(3)/TU-104B (4)
Kiyev-East Berlin	SU-091	2	IL-18
Kiyev-Budapest	SU-093/0117	2	IL-18
Kiyev-Prague	SU-095	2	IL-18
Kiyev-Warsaw	SU-0119	2	AN-24
Leningrad-Prague	SU-0121	1	IL-18
Leningrad-Vil'nyus-Warsaw	SU-0123	2	TU-134
Leningrad-East Berlin	SU-0131	2	IL-18
Moscow-Tashkent-Karachi- Calcutta-Hanoi	None	2 per month	IL-18

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BOUNDARY REPRESENTATION IS NOT NECESSARY

INTERNATIONAL CIVIL AIR ROUTES OF THE USSR August 1969

