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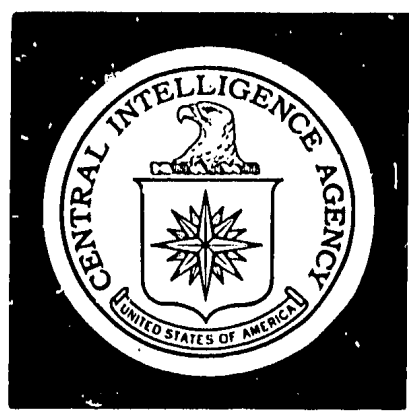
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DIRECTORATE OF
INTELLIGENCE

Intelligence Memorandum

International Civil Air Service To Communist Countries

Secret

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April 1970

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CENTRAL INTELLIGENCE AGENCY
Directorate of Intelligence
April 1970

INTELLIGENCE MEMORANDUM

International Civil Air Service
To Communist Countries

Introduction

Until the late 1950s, international civil air service to Communist countries was primarily an intra-Communist regional operation carried on by Communist airlines. Since then, most of the major Free World international airlines have introduced and subsequently expanded service to the Communist world, principally to the USSR and Eastern Europe. This development has been more than matched by the reciprocal services of Communist airlines to the Free World. Air routes to the Asian Communist countries are still quite limited. This memorandum examines scheduled international service to Communist countries by Free World and Communist airlines and prospects for its expansion.

International Civil Air Service to Communist Countries

1. Thirty-four civil airlines serve 13 Communist countries with more than 600 international flights a week.* Communist airlines operate more than two-thirds of these flights, divided about evenly between

** Flights are on a weekly basis unless otherwise indicated, and one flight is considered to be a round trip.*

Note: This memorandum was produced solely by CIA. It was prepared by the Office of Economic Research and was coordinated with the Office of Current Intelligence within CIA and with the Bureau of Intelligence and Research and the Office of Aviation in the Department of State.

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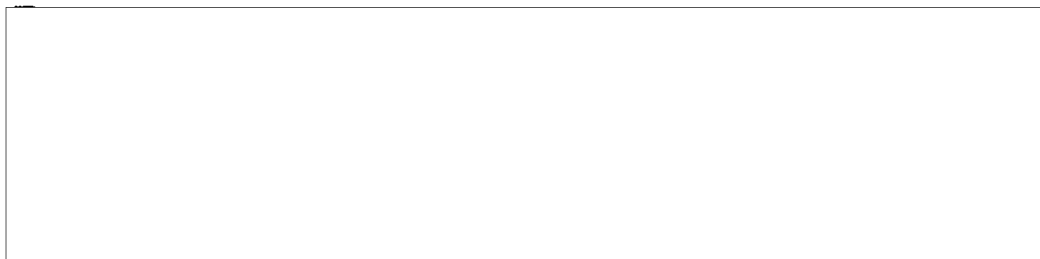
flights to Free World countries* and flights on the intra-Communist route network.

2. Free World airlines, flying between Communist and Free world countries and performing no intra-Communist service, account for less than one-third of total international flights into Communist countries (see Tables 1 and 2).

3. The level of international service to Communist countries is small in comparison with that available to developed Free World countries. There are more international flights into Vienna, for example, than into the entire USSR. London alone has four times as many international flights as the 13 Communist countries combined.

Free World Airline Service to Communist Countries

4. Twenty-four Free World airlines operate 165 scheduled passenger flights to 10 Communist countries. Six Western European airlines -- Air France, KLM, Austrian Airways, Swissair, BEA, and SAS -- account for one-half of these flights. Air France and Yugoslavia Air Transport (JAT) serve the largest number of Communist countries (seven each), while Austrian Airways provides the largest number of flights per week (20). Service to the USSR (18 airlines -- 49 flights) *see the map* and Czechoslovakia (16 airlines -- 44 flights) accounts for over half of the Free World airline operations to Communist countries. Hungary, Poland, and Romania each are served by nine or 10 Free World carriers offering over 20 flights per week; service to Bulgaria and East Germany is much more limited. Only two Free World airlines serve Albania -- Italy's Alitalia with a weekly flight between Rome and Tirana, and Pakistan's PIA on a weekly flight between Karachi and London.



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Table 1
International Civil Air Service to Communist Countries
Winter 1969-70 ^{a/}

<u>Country Served</u>	<u>Free World Airlines</u>		<u>Communist Airlines</u>		<u>Total</u>	
	<u>Number</u>	<u>Flights per Week</u>	<u>Number</u>	<u>Flights per Week</u>	<u>Airlines</u>	<u>Flights per Week</u>
<u>USSR</u>	18	49	8	54	26	103
<u>Eastern Europe</u>						
Albania	2	2	2	2	4	4
Bulgaria	3	10	6	21	9	31
Czechoslovakia	16	44	7	36	23	80
East Germany	3	4	6	46	9	50
Hungary	10	24	6	26	16	50
Poland	9	23	6	20	15	43
Romania	9	23	5	14	14	37
<u>Asia</u>						
Communist China	2	3	1	1	3	4
Mongolia	0	0	2	3	2	3
North Korea	0	0	2	2	2	2
North Vietnam	0	0	2	3	2	3
<u>Cuba</u>	1	1	2	3	3	4

a. Some of these flights are routed via two or more Communist countries.

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Table 2

Free World and Communist Airlines Serving Communist Countries
Winter 1969-70

Code	Airline	Albania	Bulgaria	Communist China ^{a/}	Cuba	Czecho- slovakia	East Germany	Hungary	Mongolia	North Korea	North Vietnam	Poland	Romania	USSR	Countries Served	Flights per Week
Free World																
.C	Air Canada	.	.	.	.	.	.	.	.	.	.	.	.	X	1	2
AF	Air France	.	X	X	.	X	.	X	.	.	.	X	X	X	7	14
AH	Air Algerie	.	.	.	.	.	.	.	.	.	.	.	.	X	1	1
AI	Air India	.	.	.	.	X	.	.	.	.	.	.	.	X	2	6
AY	Finnair	.	.	.	.	X	.	X	.	.	.	.	.	X	3	7
AZ	Alitalia (Italian)	X	.	.	.	X	.	.	.	.	.	X	X	X	5	7
BE	BEA (British European)	.	.	.	.	X	.	X	.	.	.	X	X	X	5	11
FG	Ariana Afghan Airlines	.	.	.	.	.	.	.	.	.	.	.	.	X	1	1
IA	Iraqi Airways	.	.	.	.	X	X	.	.	.	.	b/	.	.	2	2
IB	Iberia Airlines (Spanish)	.	.	.	X	.	.	.	.	.	.	.	.	.	1	1
IR	Iran National Airlines	.	.	.	.	.	.	.	.	.	.	.	.	X	1	1
JL	JAL (Japan Airlines)	.	.	.	.	.	.	.	.	.	.	.	.	X	1	2
JU	JAT (Yugoslavia)	.	X	.	.	X	X	X	.	.	.	X	X	X	7	18
KL	KLM (Royal Dutch)	.	.	.	.	X	.	X	.	.	.	X	X	X	4	9
LH	Lufthansa German Airlines	.	.	.	.	X	.	X	.	.	.	.	X	.	3	12
LY	El Al Israel Airlines	.	.	.	.	.	.	.	.	.	.	.	X	.	1	1
MS	UAA (United Arab Airlines)	.	.	.	.	X	X	.	.	.	.	.	.	X	3	4
OS	AMA (Austrian)	.	X	.	.	X	.	X	.	.	.	X	X	X	6	20
PA	PA (Pan American)	.	.	.	.	X	.	.	.	.	.	.	X	X	2	4
PK	PIA (Pakistan)	X	.	X	.	.	.	.	.	.	.	.	.	X	3	4
RB	Syrian Arab Airlines	.	.	.	.	X	.	.	.	.	.	.	.	.	1	1
SK	SAS (Scandinavian)	.	.	.	.	X	.	X	.	.	.	X	.	X	4	16
SM	Sabena (Belgium)	.	.	.	.	X	.	X	.	.	.	X	X	.	4	8
SR	Swissair	.	.	.	.	X	.	X	.	.	.	X	X	X	5	13
24	Subtotal	2	2	2	1	16	2	10	0	0	0	2	2	18		165
Communist																
CA	CAAC (Communist Chinese)	.	.	.	.	.	.	.	X	X	X	.	.	X	4	5
CU	Cubana Airlines	.	.	.	.	X	.	.	.	.	.	.	.	.	1	1
IF	Interflug (East Germany)	X	X	.	.	X	.	X	.	.	.	X	X	X	7	54
LO	LOT (Polish)	.	X	.	.	X	X	.	.	.	.	.	X	X	6	37
LZ	BALKAN (Bulgarian)	.	.	.	.	X	X	X	.	.	.	X	.	X	5	13
OM	Air Mongol (Mongolia)	.	.	.	.	.	.	.	.	.	.	.	.	X	1	1
MA	MALEV (Hungarian)	X	X	.	.	X	X	.	.	.	.	X	X	X	7	24
OK	CSA (Czechoslovak)	.	X	.	X	.	X	X	.	.	.	X	X	X	7	23
RO	TAROM (Romanian)	.	X	.	.	X	X	X	.	.	.	X	.	X	6	11
SU	Aeroflot (USSR)	.	X	X	X	X	X	X	X	X	X	X	X	.	11	58
10	Subtotal	2	6	1	2	7	6	6	2	2	2	6	5	8		227
	Total	4	8	3	3	23	8	16	2	2	2	15	14	26		392

a. The Civil Aviation Administration of North Korea (CAAK) operates one international flight per week between Pyongyang and Peking on a nonscheduled basis. The flight, however, is generally operated in midweek and is flown with either an An-24 or an Il-14.

b. Iraqi Airways is scheduled to begin Baghdad-Warsaw service in the spring of 1970.

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5. Free World air service to USSR/Eastern Europe has increased sharply during the last decade. The number of Free World airlines serving the USSR has more than doubled, and the number of flights has more than tripled since 1960. Sabena is the only Free World airline that has dropped its service to the USSR. The increase of Free World air service into Czechoslovakia during the 1960s was almost as great as for the USSR. East Germany had no service by Free World airlines in 1960, but is now served by three lines with a total of four flights a week.

6. Communist China currently is served by only two Free World airlines -- Air France and Pakistani International Airlines (PIA). PIA inaugurated service to China in 1964 and now operates twice-weekly flights, one between Dacca and Shanghai via Canton and the second between Karachi and Shanghai via Dacca. Air France began service to China in September 1966 with a weekly flight from Paris to Canton and Shanghai. Now the flight operates only to Shanghai, via Athens, Cairo, Karachi and Phnom Penh. Royal Air Cambodge (RAC), which began scheduled weekly flights between Phnom Penh and Canton in 1964, apparently suspended scheduled service in October 1969.

7. There are no Free World airlines serving Mongolia, North Korea, or North Vietnam.* Cuba is served by one Free World carrier -- Spain's Iberia Airlines -- with a weekly flight between Madrid and Havana. The passengers on this flight are principally Cuban refugees en route to Spain.** All of the Free World airlines that fly into Communist countries use Western aircraft with the exception of the UAR's United Arab Airlines (UAA), which uses Soviet AN-24s on three of its four flights.

8. The only major international airlines that offer no service to Communist countries are BOAC, Qantas, and TWA. Lufthansa and Sabena are the only

* In January 1969, RAC resumed service to Hanoi on the Phnom Penh-Canton flight after a three-year suspension. The new service met with continuing difficulties -- weather, communications, and equipment -- and the intermediate stop at Hanoi was suspended in mid-1969.

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major airlines flying into Communist countries that offer no service to the USSR. The leading airline of the Middle East (in terms of number of flights) -- Middle East Airlines Air Liban (a private Lebanese airline) -- also has no service to Communist countries, and the Israeli airline El Al flies only into Romania.

Reciprocity of Service

9. Existing Free World airline services to Communist countries generally are based on bilateral civil air agreements that provide for reciprocal service by each of the contracting parties. Full reciprocity of service occurs on the heavily traveled routes between Western European countries and USSR/Eastern Europe. In terms of number of flights, however, there is some imbalance. Ten Western European airlines perform 116 flights a week into USSR/Eastern Europe, while the seven Communist airlines from the corresponding area fly 150 flights a week into Western Europe.

10. Reciprocal service is less commonly found in other areas of the world -- Africa, Asia, and the Middle East -- that have witnessed a considerable expansion of service by Communist airlines in recent years. Aeroflot and CSA currently fly to 32 and 23 Free World countries, respectively, in these areas. However, the USSR is served by only seven Free World airlines and Czechoslovakia by four from Africa, Asia, and the Middle East.

11. In the Arab world the seven Communist airlines serve up to 10 Arab countries with a total of more than 40 flights per week. Although each of these countries has an airline that offers international service, only four Arab airlines -- Air Algerie, Iraqi Airways, Syrian Arab Airlines, and UAA -- fly into USSR/Eastern Europe. Moreover, they serve only three Communist countries -- the USSR, Czechoslovakia, and East Germany -- with a total of eight flights a week.*

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12. The paucity of flights by non-European Free World airlines into Communist countries stems principally from the lack of economic viability of these routes and only secondarily from a lack of capacity, in terms of equipment and personnel, to carry out such service. For the Communist airlines, operations on a number of routes to less developed areas are based on political rather than on economic considerations.

Pooling Agreements

13. Pooling agreements have been an important part of many reciprocal services between Free World and Communist airlines, particularly on routes involving Aeroflot.* The pooling of traffic revenues is the most common arrangement, but other plans include the limited pooling of maintenance facilities and "blocks of seats" on each other's aircraft. Aeroflot has pooling agreements with at least 15 countries, including most of the Communist airlines and several Free World carriers -- Air India, Ariana Afghan, BEA, SAS (Trans-Asian Service), and United Arab Airlines. Many Free World airlines have been receptive to these arrangements because Communist countries require their nationals to travel via Communist airlines whenever possible and almost all Communist countries, particularly the USSR, have consistently impeded the attempts of these airlines to sell tickets in Communist countries.

New and Prospective Services

14. During 1969 and early 1970, France, Japan, the Netherlands, and the United Kingdom secured rights from the USSR to establish shorter routes between

* *The most notable exception to pooling is the Moscow-New York route which began in July 1968. The US-USSR agreement provides that Aeroflot and Pan Am will serve as general agents for each other in their home countries, and for reciprocal advertising rights in both countries. The Soviets delayed in meeting some provisions in the agreement but have finally been pressured to fulfill most of the conditions -- sales office, apartments for aviation personnel, and the use of advertising media.*

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Western Europe and Asia via Siberia. In March 1970, Japan Air Lines (JAL), which had been operating jointly with Aeroflot between Moscow and Tokyo since April 1967, began independent service on this route between Tokyo and London with two flights per week using DC-8 aircraft.* On 9 April 1970 Air France began twice-weekly flights between Paris and Tokyo via Moscow and Siberia.

15. BOAC and KLM will probably begin service by mid-1970 between Western Europe and Tokyo via Siberia. SAS, Alitalia, and Finnair also have expressed interest in the Trans-Siberian route. Although only two Free World carriers -- SAS and Air India -- presently operate a Trans-Asian service, other Free World carriers are expected to obtain similar rights as Aeroflot seeks to expand its network in the Free World. Even though the primary objective of the Trans-Siberian and Trans-Asian services is to carry passengers between Western Europe and the Far East, these flights will provide additional capacity for the carriage of passengers to and from the USSR as well. In the next year or so the USSR and West Germany probably will sign an air agreement which would result in scheduled Lufthansa service to Moscow.** The Spanish airline, Iberia, may inaugurate service to both the USSR and Poland.

16. Free World airline service to Communist China may expand during the next few years. PIA desires to expand its present service to include additional Chinese cities and to serve Tokyo via Shanghai. Canada has sought an air link with China, and Pan American Airways has expressed an interest in a route into Communist China. During the past year, Communist China has shown some renewed interest in international civil aviation matters by signing an air agreement with Iraq. This was the first new air

* Aeroflot also flies two flights per week between Moscow and Tokyo using IL-62 jets. Revenues of JAL and Aeroflot on this route will be pooled.

** Aeroflot and Lufthansa will operate a 1970 summer charter service of 200 flights between the USSR and West Germany. Lufthansa will operate only 29 of the flights; overall service includes the following routes: Moscow-Frankfurt, Souchi-Frankfurt, Moscow-Cologne, Leningrad-Frankfurt, Leningrad-Hamburg, and Kiev-Munich.

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agreement signed by China in more than five years.* Peking's interest in the agreement was largely to cultivate better political relationships with Iraq. There is no evidence, however, that reciprocal service between the two countries is imminent.

Intra-Communist Civil Aviation

17. Communist countries are served by 10 Communist airlines, which perform more than 225 flights per week over an intra-Communist route network of more than 35,000 unduplicated miles. The aircraft inventories of the Communist airlines consist solely of Soviet aircraft, except for Romania's TAROM, which purchased six BAC-111-400 jet transports in 1968 from Great Britain, and Cubana, whose inventory includes four ancient Bristol Britannias. Most of the Communist airlines of the East European countries operate at least a daily service between Moscow and their respective capitals, and multi-weekly flights are made between most of the East European capitals. Service to Albania, however, is limited to weekly service from Budapest by MALEV (the Hungarian Air Transport Company) and one flight every two weeks from East Berlin by Interflug (the East German State Airline).

18. Aeroflot provides the principal Communist service between the USSR and Asian Communist countries. Peking, Pyongyang, and Hanoi are served by weekly Aeroflot flights from Moscow, and there are twice-weekly flights between Moscow and Ulan Bator, Mongolia. Reciprocal service by Mongolia's Air Mongol and Communist China's CAAC is limited to weekly flights to Irkutsk from their respective capitals. Weekly or twice-weekly intra-Asian service is flown by CAAC, between Peking and Pyongyang, Peking and Ulan Bator, and Nanning and Hanoi, and North Korea's CAAK makes nonscheduled weekly flights between Pyongyang and Peking.

19. Aeroflot's inauguration of a South Asian route to Hanoi in March 1969 and the major rerouting of its Moscow-Havana service a year earlier are the

* Prior to 1969, China had air agreements only with Burma, Ceylon, Laos, Indonesia, Cambodia, Pakistan, and France.

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only major changes during the past several years in the intra-Communist route network. The long-sought Moscow-Hanoi flight, operating via Tashkent, Karachi, and Calcutta, has provided an alternative to the route through China, which requires flights on CAAC on the Peking-Hanoi leg. The new Aeroflot route to Hanoi, initially flown as a biweekly service, has operated on a weekly basis since November 1969. Moscow-Havana flights, which began in January 1963, were routed via Murmansk until 1968, when Aeroflot commenced operating some flights via Algiers. Since mid-1969, due to the success of Soviet diplomatic efforts in Morocco, both weekly flights have operated via Rabat (one still stops in Algiers), thereby shortening the nonstop portion of the flight by several hundred miles.

20. Although the intra-Communist civil air network is adequate to handle current passenger traffic requirements, further improvements are expected in the quality and frequency of service on existing routes, and additional Communist airlines may inaugurate air service to North Vietnam and Cuba. Since 1968, Aeroflot and the East European airlines have been introducing the Soviet TU-134, a new short-to-medium-range jet, on several of the USSR-East European regional routes, and the long-range IL-62 on a few selected routes. East Germany signed a civil air agreement with Cuba in mid-1967, but equipment limitations have kept both Interflug and Cubana from inaugurating service. However, the anticipated delivery of two IL-62s to Interflug in 1970 may result in an East Berlin-Havana service. Although passenger traffic between Eastern Europe and Cuba remains high, the only service from Eastern Europe to Cuba is CSA's monthly Prague-Havana flights. It also is possible that Interflug might inaugurate service to Hanoi as the result of an air agreement reportedly signed between East Germany and North Vietnam in October 1968.

Conclusions

21. The existing route network of international civil air service into Communist countries is fairly dense in Eastern Europe and the western USSR and rather sparse elsewhere in the Communist world. Both the network and frequency of flights appear to

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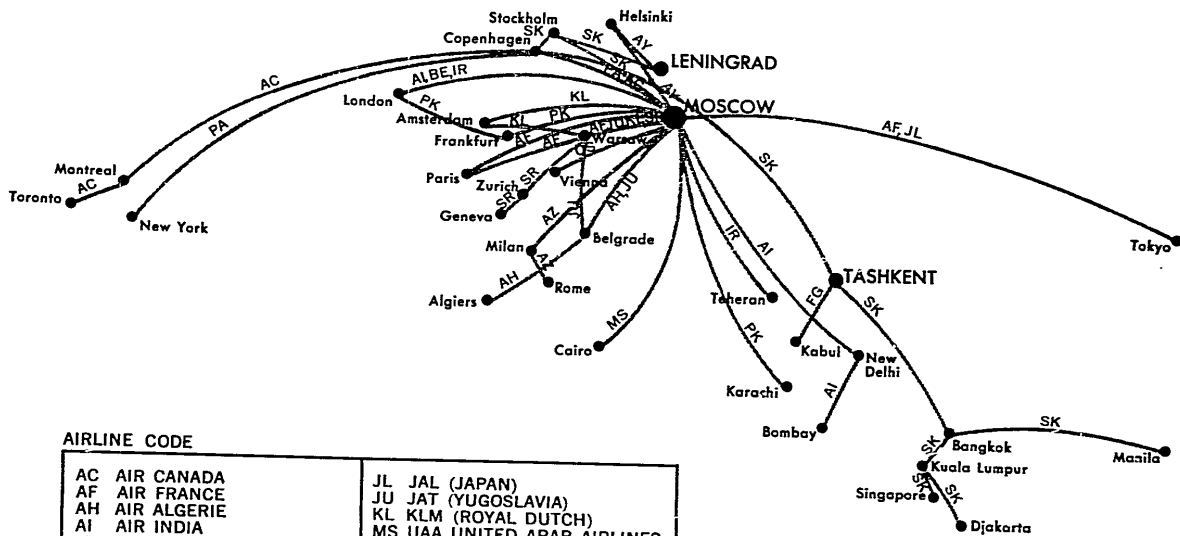
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be adequate to handle the traffic flow, although the concentration of international flights to the respective Communist capitals makes international travel from outlying areas difficult. The volume of international air service to Communist countries is small compared with that available to developed countries of the Free World, reflecting a much lower volume of international business and tourist traffic in the Communist countries. The lion's share of international air travel in the Communist world is handled by Communist airlines; Free World airlines account for only 27% of the international flights into Communist countries. However, these Free World airlines carry about 45% of the passengers traveling between Free World and Communist countries.

22. Expansion of service during the early 1970s will occur mainly through the opening of Soviet airspace over Siberia and Central Asia. This will provide Free World airlines with shorter routes between Western Europe and Asia and at the same time increase the total capacity of international air service into the USSR. The USSR, in return, will gain valuable landing and beyond rights that will help Aeroflot become a round-the-world carrier. Other anticipated expansion into the USSR and Eastern Europe will serve to fill gaps in the existing route network -- for example, between Spain and USSR/Eastern Europe and between West Germany and the USSR. Some expansion of Free World service to Communist China can be expected in the next few years if the currently adverse political climate improves sufficiently.

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**Routes of Free World Airlines to the USSR
Winter 1969-70**



AIRLINE CODE	
AC	AIR CANADA
AF	AIR FRANCE
AH	AIR ALGERIE
AI	AIR INDIA
AY	FINNAIR
AZ	ALITALIA
BE	BRITISH EUROPEAN
FG	ARIANA AFGHAN AIRLINES
IR	IRAN NATIONAL AIRLINES
JL	JAL (JAPAN)
JU	JAT (YUGOSLAVIA)
KL	KLM (ROYAL DUTCH)
MS	UAA UNITED ARAB AIRLINES
OS	AUA (AUSTRIAN)
PA	PAA
PK	PIA (PAKISTAN)
SK	SAS (SCANDINAVIAN)
SR	SWISSAIR

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