

# All Bridges Burning: Red Revolt and White Guard in Finland, 1917-1918

## RULES OF PLAY

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This is the "Living Rules" document for the game. It includes updates and clarifications to the original rules. To aid readability, updates and clarifications are indicated in blue text.



## 1.0 INTRODUCTION

The year 1918 was one of the darker chapters of our recent history. Our country was just about to free itself from centuries of repression and to reach a long dreamed of independence. This beautiful moment, however, was almost ruined by a bitter brotherly feud. The people split into two camps, passions inflamed on both sides, and soon blood began to flow, threatening to drown our budding independence. The period of the civil war was brutal and even after its end, brutalities and the desire for revenge went on for a long time.

~ Väinö Tanner, period politician

*All Bridges Burning* is a board game about the Finnish Civil War of 1917-1918, including the run-up to the conflict. It is an adaptation of the COIN Series system for three players recreating the military and political affairs of this historical conflict.

*All Bridges Burning* depicts a formative period in Finnish history in which the players vie for political and military advantage in the power vacuum created by the collapse of Russian Tsarist rule in Finland, at the time a semi-autonomous province of Russia. The Reds seek to stage a successful revolt to establish socialist rule in the country. The white Senate Faction seeks to suppress the leftist revolt while also establishing the bourgeoisie as the leading ruling Faction in the country. The blue, non-violent Moderates Faction fight for the political survival of parliamentary democracy as well as to keep national sentiment conciliatory enough for a post-conflict settlement. In addition, two Non-player external Powers—Russia (brown) and Germany (gray)—seek to further their geopolitical aims in Finland while also providing crucial military muscle to the Senate and the Reds.

**DESIGN NOTE:** Since 1809, Finland had been a semi-autonomous province of the Russian Empire; before that since time immemorial, it was a province of Sweden, thus never an independent nation. With its own distinct language and ethnicity, however, Finland had long had a sense of national identity. In the course of 1917, the strain of World War I and internal turmoil in the Russian Empire led to the downfall of the Tsar, presenting the Finns with a window of opportunity to make Finland an independent nation. The declaration of independence was made in December 1917 — a good month before the Finnish Civil War broke out in January 1918! For a more detailed history, see the Playbook.

### 1.1 Components

A complete set of *All Bridges Burning* includes:

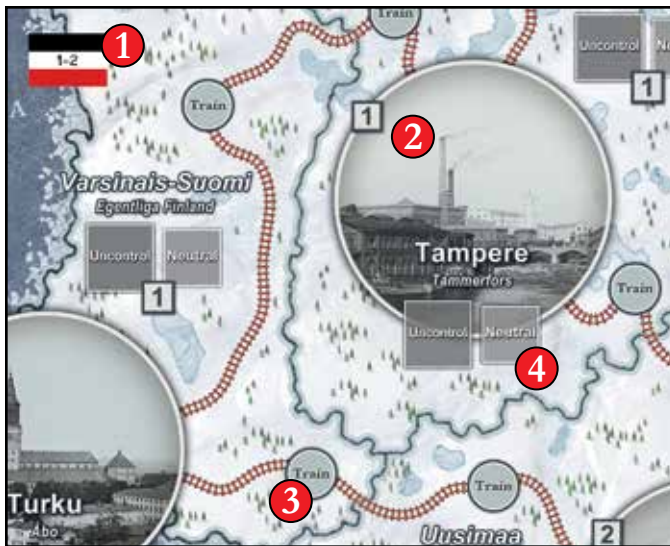
- A 20"x25½" mounted game board (1.2)
- A deck of 47 Event cards (5.0)
- 17 Solitaire system cards (8.0)
- 88 wooden pieces
  - 20 red octagonal pieces, embossed
  - 20 white octagonal pieces, embossed
  - 6 blue octagonal pieces, embossed
  - 3 red discs
  - 2 blue discs
  - 6 gray cubes
  - 6 brown cubes
  - 3 red cubes
  - 3 white cubes
  - 2 red cylinders, embossed
  - 2 white cylinders, embossed
  - 2 blue cylinders, embossed
  - 1 gray cylinder, embossed
  - 6 tan and 6 green pawns

(Note that some spare wooden pieces are included.)
- A sheet of markers
- This Rules of Play booklet
- A Playbook booklet
- Three 6-sided dice: 1 red, 1 white, 1 blue
- 3 Faction player aid foldouts, each including the German Actions Flowchart
- 1 Sequence of Play and Attack Procedure sheet
- 1 Solitaire Play Aid sheet

### 1.2 Map

The map shows central and southern Finland divided into two types of spaces, Towns and Provinces.

In addition, the map contains the Available Forces boxes for each Faction and Power, the Polarization Track (1.10), the Political Display (1.11), the edge track for tracking Resources (1.5), Cells on map (1.8) and Victory (7.0), the Sequence of Play track (2.0), the Prisoners of War box (6.5), Railways (1.2.2), as well as Landing Site symbols for the German forces (3.4).



- ① German Landing Site (with associated die roll range)
- ② Town (with a Population value; e.g., Tampere “1”)
- ③ Railway and Train symbols (1.2.2)
- ④ Control and Support/Opposition marker slots (for each Town and Province)

**1.2.1 Towns and Provinces.** Each Town and Province shows a Population of 0 to 2, can be Controlled (1.7), and can have different levels of Support or Opposition (1.6). Towns and Provinces are the only two types of spaces in play.

**1.2.2 Railways.** Railways (with circled Train text) connect spaces and are traversed using Train Capability markers (5.3).

**PLAY NOTE:** Unlike Lines of Communication (LoCs) in many previous COIN volumes, Railways go through Provinces and do not constitute borders between spaces.

**1.2.3 Adjacency.** Adjacency affects the movement of pieces and the implementation of certain Events. Any two spaces that border on (touch) one another are adjacent.

**NOTE:** Sea areas are not in play and do not affect adjacency.

**1.2.4 Borders.** Each space is considered to have a separate border with each space they touch (e.g. for the purposes of placing Sabotage, 4.2.3).

**DESIGN NOTE:** At the time of the conflict depicted in the game, Finland was a rural society with industrialization and urbanization only just beginning to occur. Historically, with the exception of the capital Helsinki, most of the Towns on the map had smaller populations than the Provinces surrounding them. In the game, the Population values allocated to different spaces reflect not only their historical populations, but also their political and economic importance.

### 1.3 Players, Factions, and Powers

This game may have up to three players, each as one of these Factions:

- Reds (red)

- Senate (white)
- Moderates (blue)

Leftover Factions can be controlled by Non-players (8.0).

In addition, the game involves pieces of two external Powers:

- Germany (gray)
- Russia (brown)

**DESIGN NOTE:** Historically, the Reds represented the Finnish working class and the Red Guard militias were their military wing. Politically the Reds were represented by the Finnish Social Democratic Party and Labor Unions. On the other side, the Senate White Guard militias drew political support from the bourgeoisie and nobility. The Whites came to be referred to as the Senate forces because the Red Revolt of January 1918 was aimed at overthrowing a bourgeoisie-controlled Senate and replaced it with a socialist system of people’s committees. As late as the General Election of October 1917, the leader of the Finnish Senate had still been the soon-to-be Red Revolt leader Oskari Tokoi. The Playbook provides a more detailed account of why the game also features a third Moderates Faction.

**1.3.1 Friends and Enemies.** Each Faction is enemy to all others. Germany is friendly to the Senate, Russia to the Reds, while each are enemies of the remaining Factions.

**IMPORTANT:** The Powers are active in Phase II of the game only (2.4). German actions occur during Event cards with the German Action Phase at the top (3.4) and are determined by the accompanying flowchart. The Reds player may use Russian Troops in Attacks (3.2.4) and March (3.2.5) Commands. The Russians never act independently.

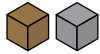


**1.3.2 Negotiations.** Players may make any mutual arrangements within the rules. All negotiations are open. The rules do not bind players to agreements.

Each Faction may voluntarily transfer Resources (1.5) to each other at any time while one of them is executing a Command, Special Activity, or Event.


### 1.4 Forces


Forces in play include the following wooden pieces:

 **Troops** of Russia and Germany (brown and gray cubes, respectively)

**NOTE:** Some Russian Troops begin the game on the map while all German Troops begin Out of Play (set aside). The Powers become active only in Phase II of the game (2.4).




 **Cells** of the Reds (red), Senate (white) and Moderates (blue) Factions

 **Networks** of the Moderates

 **Administrations** of the Reds

In addition, certain Capabilities (5.3) – like Cannons, Trains, Commander, and Jaeger – as well as the Prepared markers (1.4.4, 4.2.3) enhance the fighting efficiency of the Reds and the Senate Factions.








**DESIGN NOTE:** *The Reds and Senate Cells represent different sized groups of people – mostly men, sometimes also women and children – who either were active actors for, or otherwise supported, the cause of a particular Faction. They rarely had more than rudimentary military training. The Moderates Cells represent individuals and small groups, often politicians or cultural figures, actively pursuing conciliatory initiatives – such as truce negotiations or other dialogue – to stop the bloodshed and return to parliamentary democracy.*

   **1.4.1 Active, Inactive, and Underground.** The Senate and Reds Cells are either Inactive (symbol-end down) or Active (symbol-end up). The Moderates' Cells are either Underground (symbol-end down) or Active (symbol-end up). Always place new Cells in Inactive or Underground status, unless modified by Event text. A Cell's status affects the execution of some Commands and Special Activities. Troops, Networks, Administrations, and other pieces do not have any comparable status.

**IMPORTANT NOTE to Experienced Coin Series Players:**

The way *All Bridges Burning* treats Inactive/Active status is practically polar opposite to how it has functioned in most other volumes of the COIN Series. Pay close attention!

**DESIGN NOTE:** *The game's treatment of the Active/Inactive status of Senate and Red Cells reflects the difference between being a more or less passive supporter of a Faction (Inactive) and being an engaged, committed supporter (Active), prepared to undertake drastic action on their Faction's behalf (like Terror, 3.2.3). The Moderates' Cells would, by contrast, focus on remaining undetected or otherwise unidentifiable as supporters of the Faction (Underground), but many actions will necessitate exposing themselves (Active).*

Available Forces (Total, before setup)				Germany /Russia
Type	Senate	Reds	Moderates	
Cells	20 × 	20 × 	6 × 	-
Admins / Networks	-	3 × 	2 × 	-
Troops	-	-	-	6 ×  6 × 

**1.4.2 Availability, Removal, and Out of Play.** The inventory shown on the Available Forces chart at the back of this rule book limits the number of pieces that may be in play. Forces that are not on the map are kept in the Available Forces boxes or Out of Play (see Setup on the back cover of this rule book).

- Forces may only be placed from, or replaced with, those that are available – ignore any instructions to place forces if the appropriate type is not available because all are already on the map (remove, rather than replace, such pieces). **EXCEPTION:** A player Faction executing a Command, Special Activity, or Event may remove its own pieces – and the Moderates their Personality (1.4.4) – to Available Forces.



**EXAMPLE:** *Factions without Available pieces could remove Cells from one space in order to place them in another, or the same, space.*



- Once an enemy Faction is targeted, pieces must be removed to the maximum extent of the executing Faction's ability.


**EXAMPLE:** *When Polarization is six or more, Terror may remove up to two pieces – if there are at least that many among those Factions targeted in the space.*



- Pieces that are Out of Play (per Setup, back cover) are placed next to the board within reach.

**1.4.3 Stacking.** The following Stacking rules apply:

-   **Networks and Administration.** At most two Network or Administration discs (in total, for Moderates and Reds combined) may occupy a single Town or Province.

-   **Capabilities.** Any number of Capability markers may be stacked in a space provided there is a friendly Cell there. However, at most two Capability markers per Faction may be used in an Attack to affect the Attack Strength (5.3).

-  **Prepared.** At most one Prepared marker per Faction may be stacked in a space (1.4.4).

-   **Terror.** At most, two Terror markers total, of all colors, may exist in a space (3.2.3).

Ignore any instructions (such as from Commands or Events), and remove markers accordingly, if Stacking would be violated.

**IMPORTANT:** Capabilities, the Personality, and Prepared markers are not placed with any particular Cell, but they nonetheless require the presence of at least one friendly Cell, otherwise remove the marker.


**1.4.4 Personality and Prepared Markers.** The Moderates Personality marker abstractly represents certain historical individuals and impacts certain Moderates Commands and Special Activities. The Reds and Senate Prepared markers represent military preparations – from establishing defensive

positions to stashing weapons, ammunition, and other such materials. Prepared markers impact Terror (3.2.3) and Attack (3.2.4) Commands.

**IMPORTANT:** On-map Personality and Prepared markers must always be accompanied by at least one friendly Cell, otherwise remove the marker.

**PLAY NOTE:** The different persons printed on the two sides of the Personality marker have no effect on game play.

## 1.5 Resources

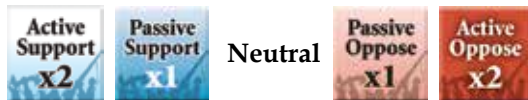
 At any moment, each Faction has 0 to 30 Resources that it uses to pay for its actions. Mark Resources on the edge track with a cylinder of the Faction's color (1.3).

**DESIGN NOTE:** In All Bridges Burning, Resources represent political capital or political will to mobilize and command the supporters of a particular Faction. Therefore some game actions, such as Rally (3.2.1) in a space with a history of enemy Terror (3.2.3), or Attack (3.2.4) against a more powerful enemy, might require a larger injection of will to motivate the supporters.

## 1.6 Support and Opposition

Support and Opposition affect Victory, as well as some Commands and Special Activities.

Towns and Provinces always show one of the five levels of Support or Opposition to the Senate that can shift during play:



Active Support or Opposition counts double the space's Population for Total Opposition — affecting Reds Victory (7.0). Show Active or Passive Support or Opposition with markers placed in each Town or Province. Show Neutral spaces by the absence of such markers.

**NOTE:** Zero Population Provinces may hold Support and Opposition markers. Opposition there does not contribute to Reds Victory (7.0). Support in a zero Population Province does contribute to Senate Propaganda Round earnings (6.3), as well as to the efficiency and cost of Rally (3.2.1).

**DESIGN NOTE:** All Bridges Burning simulates a period in which the state's authority and institutions were increasingly evaporating and being replaced by local voluntary militias of the Red and White Guards. For this reason, the game does not contain game pieces comparable to the police as we know them from many of the published games in the COIN Series. Support and Opposition represent people's backing of the aims of a given Faction, and the fluctuating preparedness to show this publicly.

## 1.7 Control



The Reds, or the Senate, Control a space if their Cells plus Administrations there exceed those of both other Factions combined (include Moderates pieces, exclude German and Russian Troops); otherwise the space is Uncontrolled. Neither the Moderates nor the German or Russian Powers ever Control any spaces — although the presence of Moderates Cells and Networks (but not the Personality) may deny Control.

**NOTE:** The zero Population spaces may hold Control markers.

## 1.8 Cells On Map



Use the Cells on Map marker to track the total combined number of Reds and Senate Cells on the map. The position of the marker affects the transition to Phase II of the game (see 2.4).

## 1.9 Vassalage



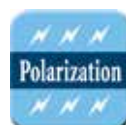
German and Russian Troop involvement in the game depends on the status of the Russian and German Vassalage markers. Use the Vassalage markers to mark their levels on the edge track. Certain Events, the Foreign Relations Special Activity (4.2.2), and Russian Turmoil during the Propaganda Round (6.4.1), may shift Vassalage. The number of German and Russian Troops on the map is adjusted during the Propaganda Rounds of Phase II (6.5), as well as when the RED REVOLT! Pivotal Event is played (2.4) — to match the level indicated by the Vassalage markers.

**DESIGN NOTE:** In the game, the Vassalage levels represent the measure of foreign influence in Finland; that is, the degree of Finnish dependence on Germany or Russia. See also 1.10 below.

## 1.10 Polarization

Also among the Whites it has been, they say, difficult to control the soldiers from lynching prisoners after they had seen the bloody acts committed by the Reds or had heard of them. It looks like this war will turn out to be very bloody and bitter.

~ Juhani Aho (1918), novelist





The Polarization marker on the Polarization track indicates the level of national unity between the Factions. Certain Events, Commands, Special Activities, and the number of Prisoners of War during a Propaganda Round, affect the level of Polarization. The position of the Polarization marker also affects Victory (7.0), determines the cost of the Moderates' Politics (3.3.4) and Rally Commands (3.3.1), as well as the efficiency of Terror (3.2.3), as printed below the track.



The Polarization Track.

**DESIGN NOTE:** Most historical political actors of the period wanted full Finnish national independence after a century of Russian rule. The declaration of Finnish independence was indeed made in December 1917, only a few weeks before the Finnish Civil War broke out. Arguably, an important prerequisite for independence was national unity that, needless to say, was under great strain during the bloody civil war — in the space of about six months, an estimated 37,000 people of a total population of about 3 million died in the conflict and its aftermath. Nonetheless in the two decades that followed, the divisions were mended such that Finland was able to preserve its independence throughout World War II and the Cold War. In Finnish literature, the conflict is sometimes referred to as a “war between brothers” (*veljessota*), a reference to the conflict having been a civil war as well as a war between parties that shared a certain fundamental goal and identity: the independence of Finland.

### 1.11 Political Display

  The Political Display consists of a semicircle (the “chamber”) with boxes in two of the Faction colors, as well as three boxes, each representing an historical political Issue. Using Politics (3.3.4) and Terror (3.2.3), as well as certain Events, the Factions may place or remove cubes in the semicircle. This represents their level of political engagement for a given issue.

**IMPORTANT:** The Politics Command (3.3.4) may not be used to place cubes if Polarization is 6 or greater.

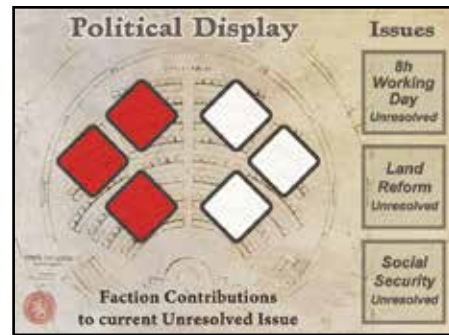
**DESIGN NOTE:** The work of Finland’s Parliament was frequently interrupted in the run-up to the civil war, and came to a complete halt during the war.



**1.11.1 Resolving Issues.** Issues are either Unresolved (no marker) or marked as Resolved. Resolve the Political Display during the Politics Phase (6.2) of each Propaganda Round.

A Faction’s cubes are placed to contribute to up to one Unresolved Issue at a time, moving to the next issue only as the previous one has been Resolved (see 6.2). The players may select any one Unresolved Issue they desire (the Issues are named for thematic effect only).

**IMPORTANT:** Resolved Issues affect Moderates Victory (7.0), as well as the cost of Reds and Senate Agitation (6.2).



The Faction Contributions part of the display can be thought of as a parliamentary chamber. A Faction’s cubes on this display indicate their political will to contribute to Resolving a given Issue.

**DESIGN NOTE:** The Finnish Civil War was, to a significant part, fought over the badly needed social reforms represented by the three Issues named in this game (deriving from the Social Democratic Party manifesto of late 1917). The Political Display recreates that political struggle for reforms that went on in the background of the happenings in the Towns and Provinces. It also represents the hypothetical effects of (in terms of the increased cost to Senate and Reds Agitation) the preparedness of the Finnish people to support a given cause once some reforms had been achieved.

### 1.12 Victory Markers

Various totals affect Victory (7.0) and are tracked using markers on the edge track:

- Town Population under Senate Control
- Russian and German Vassalage levels on the [edge](#) track
- Opposition and Administrations on the map
- Networks on map and Resolved political Issues



German Headquarters in Helsinki – both the flag of the German Empire and the Finnish Senate hang at the entrance.

## 2.0 SEQUENCE OF PLAY

### 2.1 Set Up and Start

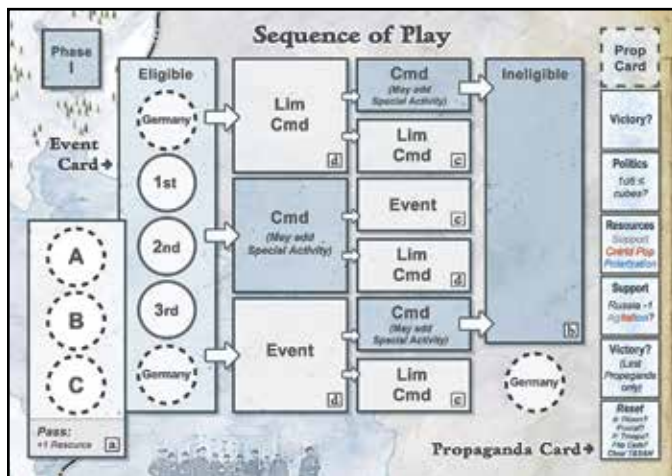
Set up the deck as instructed in Setup (see back cover of this manual). Then, reveal the current Event card and the top card of the draw deck to be played as the upcoming Event.

### 2.2 Event Card

When playing an Event card, one to potentially all three Factions may execute Commands, implement the Event, or Pass.

- Any Faction whose cylinder is in the Eligible box selects from these options in the order “1st,” “2nd,” then “3rd,” based on which space they occupy.
- A Faction with its cylinder in the Ineligible Faction box does nothing.
- If the card has the German Action Phase symbol at the top, and the game is in Phase II (2.4), the Germans will attempt to execute actions (3.4).

RECORD STEPS. Use the Faction and German cylinders to mark the actions taken on the Sequence of Play track. The German cylinder may only occupy the circles marked “Germany.”



The Sequence of Play track.

**2.2.1 Faction Order.** At the game start, determine the Faction order randomly and place the cylinders of the three Factions on the “1st,” “2nd,” and “3rd” spot in the Eligible Factions box of the Sequence of Play track. Thereafter, the Faction Eligibility order is dictated solely by the actions that the Factions choose to take.

**IMPORTANT:** In *All Bridges Burning*, the Event cards do not have Faction symbols printed on the top row, as is familiar in other COIN Series games. Rather, Eligibility order depends solely upon the actions taken by the Factions.

**2.2.2 Passing.** If a Faction opts to Pass, move its cylinder to the first available spot (A, B, or C) in the Pass box. This Faction receives a Resource and remains Eligible for the upcoming

card. The next Eligible Faction now has the option to Pass or execute an action.

**2.2.3 Options for Eligible Factions.** The Sequence of Play track shows the options Available to the next Eligible Faction.

FIRST ELIGIBLE: The first Faction to play (unless they Pass) determines the horizontal row from which each following Faction must choose their action. The first Eligible Faction must select the first action box of that row:

- A Limited Command (Lim Cmd, 2.2.4); or
- Command (Cmd), with or without a Special Activity (SA, 4.0); or
- The Event shown on the current card.

SECOND ELIGIBLE: The second Eligible Faction has a choice between Pass and the two action boxes remaining in the row selected by the first Eligible Player.

THIRD ELIGIBLE: The third Eligible Faction may choose between Pass and any remaining action boxes in the row selected by the first Eligible Player.

**IMPORTANT:** Unlike in many COIN System games for four Factions, in *All Bridges Burning* the third Eligible Faction may also take an action on each Event card.

**2.2.4 Limited Command.** A Limited Command is a Command in just one space with no Special Activity. A Limited Command constrains the usual execution of a full Command, as specified where relevant in 3.0 Commands.

EXAMPLE: The Message Command (3.3.2) taken as a Limited Command may move a single Cell only.

**PLAY NOTE:** If the Senate or Reds player holds a News marker and conducts a Limited Command only (2.2.4), they may discard the marker and immediately conduct an additional non-free Limited Command (see NEWS in 3.3.2).

### 2.2.5 Adjust Eligibility.

FACTIONS. After each Eligible Faction has either Passed or executed an action, shift all Faction cylinders to Eligible again, except that of the Faction that chose Command and Special Activity – it goes to Ineligible. As a reminder for this, the “Cmd + SA” boxes on the Sequence of Play track are highlighted in a darker gray color.

The Factions return to the Eligible Factions box in alphabetical order of the letters in the respective boxes:

- 1) From the Pass box [a]
- 2) From the Ineligible box [b]
- 3) From the Command or Event boxes [c]/[d]

POWERS. After the German Power has taken actions, store their cylinder in the space marked “Germany,” below the Ineligible box, until called upon by the German Action Phase symbol on a future Event card.

EXAMPLE 1: The first Eligible Faction chooses to play a Limited Command. This player places the Faction cylinder in the corresponding box (“Lim Cmd” [d]), thereby forcing the other Fac-

tions to choose between the “Pass,” [a] “Cmd (may add Special Activity),” and the remaining “Lim Cmd” [c] boxes. Suppose the second Eligible Faction chooses to Pass. They then receive a Resource and place their cylinder in the Pass box (selecting the first available circle in alphabetical order). The third Eligible Faction may choose between the same three options as the second Eligible Faction above. Now, suppose they also Pass. The Factions return to Eligible: first the two Factions that Passed – in alphabetical order, according to the circles in which the cylinders are located – followed by the one who chose the Limited Command. No Faction chose the “Cmd (may add Special Activity)” option, therefore no Faction becomes Ineligible.

**EXAMPLE 2:** The first Eligible Faction chooses to execute “Cmd (may add Special Activity).” Then the second Eligible Faction chooses to execute the Event, thus placing their cylinder in the “Event” [c] box. The third Eligible Faction chooses to execute a Limited Command, placing their cylinder in the “Lim Cmd” [d] box. Now the Faction cylinders are adjusted. The first Eligible Faction, with their cylinder in the “Cmd (may add a Special Activity)” box, becomes Ineligible. Looking at the circled letters in the actions boxes, the Faction that chose “Event” [c] goes to the Eligible box first, followed by the cylinder in the “Lim Cmd” [d] box. The former Faction’s cylinder is placed in the circle marked “1st” and the latter’s in the circle marked “2nd” in the Eligible box.

### 2.2.6 Next Card

After adjusting Eligibility, move the draw deck’s top card onto the played-cards pile, face-up, and reveal the draw deck’s next card. Play the new card, proceeding with the appropriate sequence. If the revealed card is a Propaganda card, see 2.3 below.

## 2.3 Propaganda Cards

When a Propaganda Card is revealed as the upcoming card, immediately swap it with the current Event card and conduct a Propaganda Round (see 6.0). The swapped card will then be the first card played in the *next* round of play.

**2.3.1 Final Propaganda.** If there is no Victory in the fourth Propaganda card’s Victory Phase (6.1), continue through the Support Phase only (6.4), and end the game: determine Victory by 7.3.

**PLAY NOTE:** Set aside Propaganda cards to display and keep track of the number played so far. Each series of Event cards up to a Propaganda Round is called a “Campaign.”

## 2.4 Phase I & II and Pivotal Event



Card #24 RED REVOLT! is a transitional Pivotal Event that moves the game from Phase I to Phase II. This card belongs to no Faction and may not be played by any Faction. It is kept aside and is *not* shuffled into the deck.

Instead, if 27 or more Reds + Senate Cells, combined, are ever on the map at the *conclusion* of a Faction’s turn, the next Event is discarded without effect, and the Pivotal Event is immediately placed there as its replacement.

If this condition is not met before the end of the second Propaganda Round, the Pivotal Event is placed as the first card after the Propaganda (see 6.5), replacing the Event card there. Discard the replaced card.

**2.4.1 Playing the RED REVOLT! Pivotal Event.** When the Pivotal Event becomes the current Event, the Red Revolt begins. Before any Factions may act, conduct the following steps:

1. Regardless of Eligibility status, move the Reds cylinder as if they had taken an Event action, that is, place it in the bottom-row Event box of the Sequence of Play display.
2. The Reds may either select one Town with any Reds Cells and remove all Senate Cells there (and any Senate Prepared markers) or conduct a free Limited Command Rally in one Town with existing Reds pieces.
3. First the Reds, then the Senate, place any Capability markers (5.3) with on-map Cells of theirs as follows. The Reds may place their markers with any of their on-map Cells. The Senate must place Jaeger markers in Vaasa (or if no white Cells there, in the closest space that does contain white Cells, Senate player’s choice if more than one candidate). Other Capability markers may be placed anywhere along a continuous line of adjacent spaces formed by Vaasa and spaces with Senate Cells.
4. Place the number of German Troops from Out of Play to the German Forces box corresponding to the current level of German Vassalage (1.9). Remove random Russian Troops, or place new ones, in one random Town with Reds pieces, corresponding to the current Russian Vassalage level.

**NOTE:** Some Russian Troops are already on the map at the game start.

The game now enters Phase II. The German and Russian Powers become active (3.4). An additional set of Commands and Special Activities (3.0, 4.0) become immediately available to the Reds and Senate Factions (see also the provided Faction aid sheet).

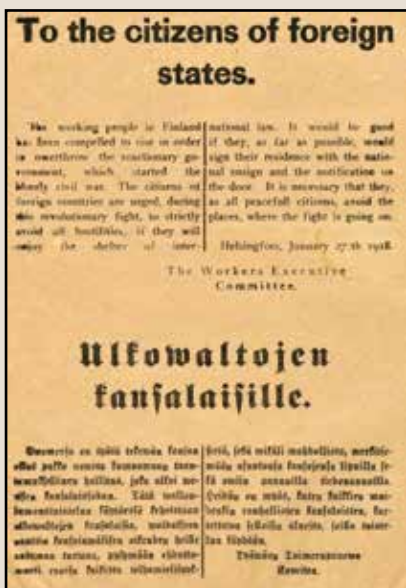
Now continue play normally: any remaining Eligible Factions may conduct actions as if RED REVOLT! were a regular Event card.

**PLAY NOTE:** As a mnemonic, flip the Cells on Map marker (1.8) to show its Phase II side, and place the marker in the spot provided on the Sequence of Play track (2.0)



**DESIGN NOTE:** Historically the Reds were quite unprepared for the Red Revolt. Historian Risto Alapuro wrote (1988: 169): “A total seizure of power was not feasible: taking care of the administration and of other basic tasks of the state seemed to be beyond the party’s capacity. Even the militant worker guards did not envision a social revolution. As one Social Democratic leader put it in his diary during the [general] strike [of November 1917]: ‘The revolution is preposterous, we cannot force the civil servants to obey when we cannot even force them to go on strike. ...As a consequence of our lack of intellectuals, we shall not be able to master the machinery of government.’”

Accordingly, the Reds viewed the Red Revolt as a defensive effort (Alapuro 1988: 172): “After encounters with the bourgeois guards in several localities, and after the civil guards gained official status as governmental troops, it was decided, with great reluctance, to launch the revolution on 27 January. Not surprisingly, it was described as having ‘a defensive character.’”



An information leaflet distributed by the Workers Executive Committee as the Reds launched the revolt in January 1918.



The Germans marching from their landing site in Hanko towards Helsinki faced difficult conditions on the poor roads.

## 3.0 COMMANDS

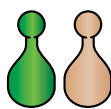
### 3.1 Commands in General

A Faction executing a Command (Cmd) chooses one of up to five Commands listed on its Faction sheet, and selects the map spaces and/or pieces (from one to several) to be involved. Select a given space only once for any given Command. *EXCEPTION:* *Moderates Message* (3.3.2) may use the same selected spaces as the movement path of multiple Cells.

Commands usually cost Resources, often per space selected; the paying Faction *must* have enough Resources to pay for the Command, including in each selected space. Powers do not spend any Resources.

The executing Faction chooses the order of the spaces in which the Command is resolved, the enemy Factions (1.3.1) or pieces to be affected (targeted), and the friendly pieces to be placed, replaced, or moved.

Once targeted, a Faction’s pieces are affected to the maximum extent possible. Actions affecting another Faction’s pieces, friendly or enemy, do not require that Faction’s permission.



**3.1.1 Pawns.** If desired, mark spaces selected for Commands (3.0), Special Activities (4.0), or other actions with green and tan pawns. The pawns are for convenience only and are not a limit on play.

**3.1.2 Free Commands.** Certain Events (5.0) grant free Commands or Special Activities: they cost no Resources and, if executed by a Faction other than the one playing an Event, do not affect its Eligibility (2.0).

*EXCEPTION:* *Agitation* still costs Resources even if part of a free *Activism Command* (3.2.2).

Other requirements and procedures still apply, unless modified by the Event text (5.1, 5.4).

**NOTE:** The cost of Offsetting the effects of Support, Opposition, and Terror on the placing of Cells via the Rally Command (3.2.1, 3.3.1) is free if the Command is free. A free March may move any number of pieces without cost (subject to rules about Limited Command March, 3.2.5).

*EXAMPLE:* A free Reds Rally in a space with Active Support and a white Terror marker (or markers) costs no Resources and places one Reds Cell.

*EXAMPLE:* A free Moderates Negotiate Command (3.3.3) costs no Resources, but requires an Underground Moderates Cell to be Activated.

### 3.2 Reds and Senate Commands

The Senate and the Reds choose from Rally, Activism, Terror – and in Phase II, also from Attack and March Commands.

**NOTE:** If the Senate or Reds player holds a News marker and conducts a Limited Command only (2.2.4), they may discard the marker and immediately conduct an additional non-free Limited Command (see NEWS in 3.3.2).

**3.2.1 Rally.** Rally places friendly Cells and, for Reds, Administrations. Select any spaces up to the level of Polarization (1.10) – you may always select at least two spaces. Pay one Resource per selected space, and possibly more to Offset the effects of Support, Opposition, and Terror.

**PROCEDURE:** First, in each selected space, determine then place the number of friendly Cells as follows. Starting the count with one Cell to be placed in the space, add or subtract the following from the total:

- **Senate:** +1 for each level of Support, -1 for each Red Terror and each level of Opposition
- **Reds:** +1 for each level of Opposition, -1 for each White Terror and each level of Support

Then the Reds may – in up to one selected space in which no Cells were placed above – replace two Reds Cells with their Administration.

**OFFSETTING:** The Faction placing Cells via Rally may use their Resources to Offset the negative effects of Terror and Support or Opposition on Rally in the space – one Resource for each marker and/or level.

**EXAMPLE:** In a space with two White Terror markers and Passive Opposition, the Reds calculate the number of Cells they may place as follows. They may place one Cell for selecting the Rally space and another Cell for Passive Opposition there, minus two Cells – one for each White Terror marker present. This yields a total placement of zero Cells. The Reds, however, have the option of paying Resources to Offset the effects of white Terror: one paid Resource cancels the effect of one Terror marker, allowing the placement of one Reds Cell, two paid Resources, two Cells.

**DESIGN NOTE:** The players will note that Phase I of the game (2.4) does not have a Command that allows the Senate and the Reds to move their forces around – the March Command (3.2.5) is available in Phase II only. This design choice reflects the local, non-organized nature of the conflict: initially, the Red and the White Guards would spring up and be active in their respective home localities only. No significant movement of forces occurred until the war phase of the conflict.

**3.2.2 Activism.** Activism reveals enemy Cells and Activates or removes friendly Cells, in the latter case allowing the executing Faction to reduce Polarization (1.10). The Reds (only) may use Activism to Agitate, shifting Support or Opposition. Select any spaces. Pay one Resource per selected space.

**PROCEDURE:** First, if desired, either

- remove up to one Active friendly Cell in each selected space, reducing Polarization by one for each removed Cell; or
- in each selected space, flip one enemy Cell (*from Active to Inactive, or vice versa*) per each one Active friendly Cell, and one for every two Inactive friendly Cells there.

Then, if desired, up to once during this Command, either

- select no spaces and pay one Resource, roll 1d6, and Activate up to the roll-value of friendly Inactive Cells, evenly\* anywhere on the map; or
- the Reds only may choose up to one selected space with both a Reds Administration and Reds Control to Agitate there paying an additional Resource for each: first to remove all Terror (if any there, either color), then to shift up to one level towards Active Opposition. Resolved Issues in the Political Display may impose additional costs (1.11, 6.2).

\* **NOTE:** “Evenly” means more than one Inactive friendly Cell may be Activated in a given space only after at least one Inactive friendly Cell per each selectable space has been Activated during this Command.

**NOTE:** If conducting a Limited Command (3.1), choose any one of the four bullet point options above. A Limited Command may be used to roll a 1d6 and Activate friendly Cells anywhere on the map.

**EXAMPLE:** See *Playbook*, page 10.

**DESIGN NOTE:** When enemy Cells are Deactivated or revealed, Activism represents house searches and confiscations, and other intimidation conducted by the Red and White Guards during the conflict. When friendly Cells are Activated, Activism represents political organization and agitation to radicalize and turn passive supporters into active ones. When Activism is used to target friendly active Cells, this action represents attempts to deradicalize and pacify own supporters. Historically, in the Spring of 1918, when the Reds’ cause increasingly began to seem lost, more conciliatory writings began to appear in working class newspapers. Similar efforts at deradicalization were made among Senate forces as terror and personal retribution threatened to get out of hand (see e.g., Event #37 VATO).

### 3.2.3 Terror.

We've had Red terror, will we have to have White terror as well? The road for it is being paved, public opinion is being prepared for it.

~ Juhani Aho (1918), novelist



Terror removes enemies and cubes in the Political Display and also places markers that make future enemy Rally Commands in the space more costly. Select the Political Display (1.11) and/or any spaces with the executing Faction's Active Cells and enemy pieces. Pay one Resource per selected space and the Political Display. Powers' Troops may not be targeted.

PROCEDURE: In each selected space, place an Available Terror marker there; Reds place red, Senate white Terror markers. In Phase II, if placing the second Terror marker in a space, also place an available News marker there. Then, if the Political Display was selected, remove a cube of any color there. If a Town or Province space is selected, remove up to one enemy – or up to two, if Polarization (1.10) is at six or more – there. Within the above:

- Remove Administrations and Networks only after all Cells of that Faction in the space have been removed.
- Remove the Personality with the last Moderates Cell. If the Personality is removed, the Moderates must transfer three Resources to the executing Faction.
- Terror may never remove the last enemy Cell if that would lead to the removal of a Capability or a Prepared marker.
- Place all removed pieces in Available.

Lastly, increase Polarization by one for each Terror marker placed during this Command. A maximum of two Terror markers (irrespective of color) may exist simultaneously in a space.

**NOTE:** The Political Display is not considered a space, therefore Terror does not place a Terror marker when a cube is removed there.

**DESIGN NOTE:** In the historical conflict, Terror took many forms, from more or less unplanned personal acts of revenge to organized persecution, violence, and executions. Elsewhere in the COIN Series, Terror has been conceptualized as serving to undermine state authority by illustrating its inability to protect its citizens. In the context of the Finnish Civil War, however, the power vacuum left by the demise of Russian rule in Finland meant that there was no central state authority to undermine. Gradually, central state authority disappeared altogether and local militias took over in its place. Accordingly, in All Bridges Burning, Terror is conceived as a weapon of intimidation: it deters an enemy Faction's support for their cause. This is explicitly simulated by the removal of enemy pieces and the additional cost of the enemy's Rally Command (3.2.1) in spaces with a history of enemy Terror.

**3.2.4 Attack.** Attack removes enemy pieces (including those of the Powers, but excluding Moderates Cells and Networks). Select any spaces with both the executing Faction's Cells and removable enemy pieces, and pay one Resource per selected space. This Command may be selected in Phase II only (2.4). No piece or Capability may participate in more than one Attack per turn.



**TRAINS IN ATTACK:** A Train marker placed with Attacking pieces enables Cells and any Capabilities to Attack into an *adjacent* space. There must, however, be a Railway line across an Unsabotaged border (see 1.2.2) between the origin and target spaces. The first three moving Cells Attack for the cost of selecting the target space, thereafter pay one Resource per each additional three Cells (round up) moving into a selected space. Each piece and Capability may only move once.

Provinces with Train symbols, as well as Towns, constitute destinations along the Railways (see EXAMPLE in 3.2.5 March).

Relocate the Train marker and the Attacking pieces (including any other Capability markers, if desired) to the Attack space. After the Attack, the pieces and Capabilities stay in the Attack space (regardless of the outcome, unless eliminated). Any number of Trains may be stacked in Towns or Provinces with a Train symbol.

PROCEDURE: Conduct the steps below, in order, for each selected Attack space individually.

1. Designate the Attacking pieces from among any pieces already there. Those pieces arriving by Train, if any, *must* be designated as Attackers.
  - The executing Faction is the Attacking Faction. Reds may designate any Russian Troops in the space as being involved in the Attack (Russian Troops may not Attack on their own). The Senate may not designate Germans as Attackers. The Germans never designate Senate Cells as among the Attackers.
2. Designate the Defending Faction and/or Power.
  - The Reds may designate either the Senate or the Germans, or both, as the (joint) Defender. In Senate, as well as German Attacks, the Reds and Russians are automatically the joint Defender.

**NOTE:** Moderates Cells or Networks cannot Attack nor be Attacked.

3. Determine the Attack Strength per the table below. The starting Strength is zero.

**NOTE:** A maximum of two Defending or Attacking Capabilities per Faction may affect the Attack Strength.

	<i>Among Attackers</i>	<i>Among Defenders</i>
<b>If 3 or more Attacking Cells</b> 	+1	none
<i>For each:</i>		
 <b>Jaeger</b>	+2	-2
 <b>German Troop</b>	+2	-2
 <b>Russian Troop</b>	+2 if Russian Vassalage $\geq$ 2, otherwise +1	-2 if Russian Vassalage $\geq$ 2, otherwise -1
 <b>Prepared</b>	none	-2
 <b>Commander</b>	+1	-1
 <b>Cannons, Trains</b>	+2 if friendly Jaeger present, otherwise +1	-2 if friendly Jaeger present, otherwise -1

4. The Attacker may pay any amount of additional Resources to increase the Attack Strength by one per each one Resource spent.

**IMPORTANT:** Attacking Germans always get a minimum Strength of 2—even if the modifiers otherwise would yield a lesser Strength.

5. Activate one Inactive Attacking Cell.  
 6. Roll 1d6. If the Die Roll Value is equal to or less than the Attack Strength, remove or relocate Defenders per CASUALTIES below. Otherwise, the Attack in that space fails and ends immediately.

**IMPORTANT:** A “6” is an automatic failure.



*Germans bombard Reds positions further up the road.*

**CASUALTIES:** Up to the Die Roll Value, the Attacker targets the Defending pieces, choosing either of the following two options:

1. **Engagement.** Beginning with removal to Available first, the Attacker removes Defending Cells to Available and then the Prisoners of War box, alternately; Troops and Administrations go to Available; or
2. **Retreat.** Relocate Defending Cells (Capabilities, if any, with last relocated Cell) to one adjacent space (Attacking Faction’s choice); Troops and Administrations to Available.

**NOTE:** The Germans always choose the option to remove Defenders to Prison and Available.

**NOTE:** Train markers that cannot be relocated because of Sabotaged borders are removed.

Within the above:

- Remove Defending Cells and Troops alternately (beginning with a Cell); within that limitation the executing Faction decides which Defenders are removed.

**NOTE:** The Germans always remove Active before Inactive enemy Cells.

- Remove defending Capability markers and Prepared markers with the last removed Defending Cell.
- Remove Administrations after all defending Cells and Troops have been removed.

**NOTE:** The removal of an Administration does not remove Opposition in that space.

**Attrition.** Next, if and as applicable, remove Attackers as follows:

- Remove one Attacking Cell or Russian Troop (beginning with a Cell) per each Defending German Troop removed.
- Remove one Attacking Cell (to Available) per each three enemy Cells removed.

**Prisoners of War.** Finally, if any targeted Defenders of an Attack space were removed to Prison during Engagement above:

- The executing Faction places a Terror marker of their color in that Attack space, the Germans place white Terror—a maximum of two Terror markers, irrespective of color, may exist in a single space (1.4.3)—and increases Polarization by one.
- Place an Available News marker (3.3.2) in the space.

**PLAY NOTE:** To avoid a Polarization-increase due to an Attack, the Attacker may choose the option of relocating Defenders to an adjacent space instead of sending any to Prison.

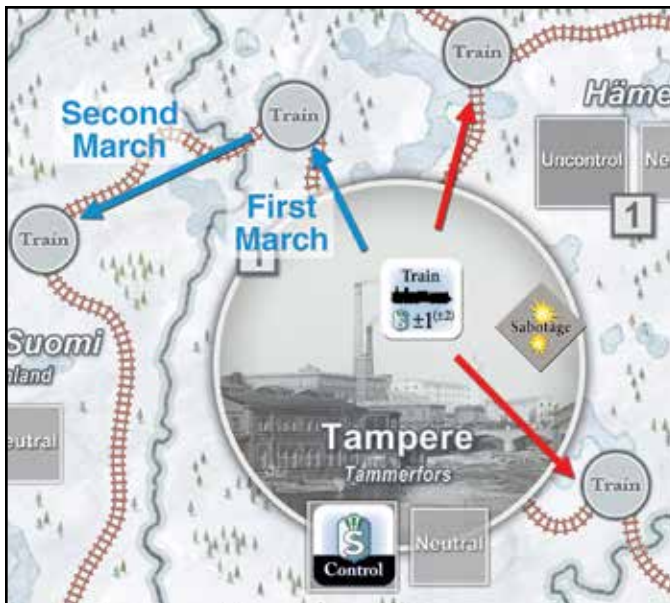
**EXAMPLE:** See Playbook, page 19.

**DESIGN NOTE:** The Finnish Civil War was fought using largely untrained militias, supported by foreign forces on the one hand, and some military Capabilities on the other. This is reflected in a number of design choices, such as the auto-fail of an Attack on a die roll of “6,” the role of the Powers and Capabilities in boosting Attack Strengths as well as the Resource-intensive nature of Attacks in absence of modifiers. This account by the Senate agitator and White Guard, Kyösti Wilkuna (1918: 143-144), strikingly illustrates the make-up of the supposedly better-trained Senate forces: “Suddenly I hear steps and I raise my head in curiosity. Kalle C. is walking there, one of the youngest among us, 15 or 16, a mouthy, unruly schoolboy. Bullets are flying like hail, but this rascal walks straight and without worries. ‘It is quite remarkable how these bullets go out of my way,’ says Kalle-boy calmly. ‘Five men I’ve seen fall around me, but I myself have not had a scratch.’ When he is finished with his cigarette he throws the stump carelessly away, takes his Mauser-pistol laying on the stone, and walks back to his men. For he is our team leader!”

**3.2.5 March.** March moves friendly Cells (with friendly Capabilities, if desired). Select any spaces adjacent to friendly Cells and pay one Resource per each three Cells (round up) moving into a selected space. Each piece and Capability may only move once during a single Command. This Command may be selected in Phase II only (2.4).

**PROCEDURE:** Move friendly Cell (with Capabilities, if desired) into adjacent selected spaces. Reds may move one Russian Troop per each moving Reds Cell.

**TRAINS IN MARCH:** Train Capability markers may only move along Railway lines (1.2.2) and via Towns – and within that; only across Unsabotaged borders. Provinces with Train symbols, and Towns, constitute destinations along the Railways. Each marker may only move once.



**EXAMPLE:** Tampere is a junction in the Railway network. A Train moving out of Tampere has three possible directions it may travel to, arriving in all cases at different destinations in

Häme (two red, one blue arrow). It takes two March moves for the Train to reach a Province adjacent to Häme (blue arrows). A Sabotage marker anywhere on the Town border would prevent the Train from moving in or out in any direction.

### 3.3 Moderates Commands

There is still a great deal to be done on the objectives and motives of the Reds and Whites, but above all, a third group, those who remained neutral or stayed outside the conflict, has received little or no attention. These neutrals can be and have indeed sometimes been called ‘Blues’.

~ Ohto Manninen (1978), historian

The Moderates choose from Rally, Message, Negotiate, and Politics Commands.

**NOTE:** Unlike the Senate and the Reds, the Moderates do not gain additional Commands in Phase II; however, some actions have elements only usable in Phase II.

**3.3.1 Rally.** Rally places or hides Moderates Cells and Networks. Select any spaces and pay one Resource per selected space, and possibly more, to Offset the effects of Support and Opposition. Reduce the total Rally cost of the entire Command by one Resource for each level of Polarization (1.10) above five.

**PROCEDURE:** In each selected space, do one of the following:

- Replace two Moderates Cells with a Moderates Network.
- If a Moderates Network is already present, flip a number of Moderates Cells Underground up to the space’s Population plus Moderates Networks there.
- Starting the count with one Cell to be placed in the space, subtract from the total number -1 for each level of Support or Opposition (ignore Terror).

**OFFSETTING:** When placing Cells above, the Moderates may pay Resources to Offset the negative effects of Support or Opposition, as in 3.2.1 above.

**EXAMPLE:** Polarization is at seven. The Moderates Rally in Helsinki and Viipuri at neutral (cost one Resource each). The high level of Polarization reduces the total Rally cost by two Resources. Therefore, the Moderates’ Rally is free.

**3.3.2 Message.** Message moves and hides Moderates Cells, the Personality, and News. Pay one Resource per Cell that moves. For each moving Cell, select up to three spaces adjacent to each other – with at least one adjacent to the moving Cell – as movement destinations. The Personality, or up to one News marker, may move with each moving Cell and must move with the last moving Cell of a space (or be removed). Each Cell may only be selected to move once.

**NOTE:** If conducting a Limited Command (2.2.4), move only a single Cell (with or without News or Personality, as desired).

**PROCEDURE:** Move each Messaging Cell – with or without the Personality or News – up to three times each into adjacent

selected spaces. Then, unless Captured (see below), flip the Messaging Cell Underground. If desired, at any point during the Command, the moving Cell (while in the same space with it) may pick up a News marker there that is not held by any other Cell.

**CAPTURE:** Each Messaging Cell that at any time during its movement holds News or the Personality, may be subject to Capture. Conduct the Capture check for each such Cell individually. **From among the selected spaces, choose one space with the most Active Cells of a single enemy Faction—and within that, choose the space closest to the News or Personality’s starting location.** If ties persist, the Moderates player decides. Then the Moderates player rolls 1d6. If the die roll result is:

- more than the number of Active enemy Cells in the space, flip the Messaging Cell Underground (if not already) and continue the Message movement;
- less than or equal to the number of Active enemies in the chosen space, stop the Message movement in that space, then Activate the Messaging Cell.

*EXAMPLE: The Moderates have an Active blue Cell in Tampere. They pay one Resource and, among many other options, they could now 1) select the adjacent Province of Häme, move the Cell to Häme, then back again to Tampere, or 2) move the Cell to Häme, then to Pohjanmaa, then to Vaasa, selecting all those three spaces. Finally, in either case, they may flip the Cell Underground.*

*EXAMPLE: The Moderates have a second Active blue Cell in Tampere holding a News marker. The Moderates pay one Resource and move the Cell, as well as the News, to the adjacent Province of Häme. There are three Active Senate Cells there. Thus the Moderates must conduct a Capture check. They roll 1d6: it is a three; the moving Cell is Captured and flipped Active (the symbol showing).*



**NEWS:** The game uses two News markers to represent particular pieces of important information. On the map, the markers either stand on their own or are coupled with a Cell of the Faction that owns the marker.

- News markers are placed on the map by German Landings (see the German actions flowchart sheet), Attacks that send Defenders to Prison (3.2.4), and by Terror (3.2.3) if placing the second Terror marker in a space in Phase II.
- News markers remain on the map until the Moderates pick up the marker (using the Message, 3.3.2). No other Faction may pick up a News marker.
- The Moderates may make use of News by using the Personality Special Activity (4.3.1).
- Terror (3.2.3) versus a News-carrying Moderates Cell may cause the News marker to pass to the Reds or Senate, or be removed. If the News-carrying Cell is removed, the owner may immediately transfer the News to another friendly Cell *in the same space*—News changes owners only if the holding Cell is removed by Terror and there is no

other friendly Cell in the same space to which it can be transferred.

- If an Event removes the last News-holding Moderates Cell in a space, transfer the News to a Cell of the executing Faction in that space. Otherwise, remove the News marker.
- After executing a Limited Command (without Special Activity), the Senate or the Reds (only) may remove a News marker they own and execute an additional non-free Limited Command of any kind.

**DESIGN NOTE:** *Aho (1918a-c) and Tanner (1949) speak frequently of informal information networks acquiring and spreading information about major events (see also Event #38 TANNER ABROAD).*

**3.3.3 Negotiate.** Negotiate can Deactivate enemy Cells and may shift Polarization. Select any spaces with Underground Moderates Cells and Active enemy Cells. Pay one Resource per selected space.

**PROCEDURE:** First, in each selected space, Activate an Underground Moderates Cell and Deactivate up to one Active enemy Cell there. Then, if desired, reduce Polarization by the total number of enemies Deactivated during this Command.

**3.3.4 Politics.** Politics places a cube in the Political Display to help Resolve a political Issue (6.2). Select no spaces. Pay up to three Resources as indicated in the Polarization track (1.10). Moderates pieces must be present on the map, and Polarization must be five or less. Up to one cube may be placed during a single Politics Command.

**PROCEDURE:** Place a cube, if available, of either color desired by the Moderates player, in the Political Display.

*EXAMPLE: The Moderates wish to conduct Politics. They have several Cells on the map, and the Polarization track shows that Polarization is three (which is “five or less”), so they may conduct Politics. The position of the Polarization marker on the track also indicates the cost of this Politics Command: two Resources. The Moderates pay the Resources and choose to place an available white cube from the Senate forces box in the Political Display.*

## 3.4 German Actions

*German Action Phase*



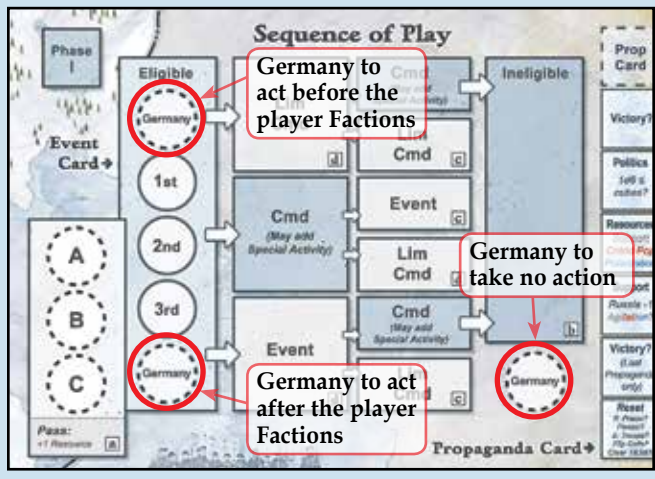
In Phase II of the game only (2.4), whenever an Event with *German Action Phase* printed on it becomes the current Event, before any Factions may conduct actions, the Senate player rolls 1d6. On 1 to 3, the Germans take action first, before the player Factions; otherwise they go after the player Factions.

German actions are determined using the German actions flowchart sheet provided.

**NOTE:** The Senate player may use the Coordinate Special Activity (4.2.4) to decide the details of the German actions.

**EXAMPLE:** The game is in Phase II and Event #26 JAEGER RETURN TO FINLAND is played. It has the German Action Phase text at the top. Before any Factions take actions, the Senate player rolls a 1d6. It is a "3". The Germans are the first to act. We now consult the German flowchart sheet to see what their action will be.

**PLAY NOTE:** Use the three spots marked "Germany" in the Eligibility track (2.2) for placement of the German cylinder to mark whether they go before or after the player Factions, or taking no action on this card.



## 4.0 SPECIAL ACTIVITIES

### 4.1 Special Activities in General

When a Faction, per the Sequence of Play (2.0), is to execute a Command in at least one space, it may also execute one of its Special Activities (SA). *EXCEPTION: Limited Command (3.1).*

- As with Commands, the executing Faction selects spaces, Factions, or pieces affected, as well as the order of actions.
- A Faction may execute its Special Activity at any one time immediately before, during, or immediately after the execution of its Operation.

**4.1.1 Accompanying Commands.** Some Special Activities specify that they may only accompany certain Commands. If not otherwise specified, Special Activities may accompany any Command and take place in any otherwise valid spaces.

### 4.2 Reds and Senate Special Activities

**4.2.1 Political Event.** Political Event increases Faction Resources. It may accompany any Command.

**PROCEDURE:** Select up to four spaces with an Active friendly Cell and friendly Control. For each selected space, add one Resource.



**4.2.2 Foreign Relations.** Foreign Relations can be used to adjust friendly Vassalage (1.9). It may accompany any Command.

**PROCEDURE:** Either increase friendly Vassalage by one or conduct the Success Roll procedure below, and – if successful – decrease the friendly Vassalage by one.

**SUCCESS ROLL:** Decreasing friendly foreign Vassalage depends on a Success Roll as follows:

1. Spend any number of Resources to set a Target Value (initially zero). For each Resource spent, add +2 to the Target Value.
2. Roll 1d6. If the roll is less than or equal to the Target Value, the action succeeds. Otherwise, the action fails and has no effect. The invested Resources are forfeited.

**PLAY NOTE:** Spending three Resources ensures the success of the action.



**4.2.3 Prepare.** Prepare places an Available Prepared marker or, in Phase II only (2.4), places or removes Sabotage on a border. It may accompany any Command.



**PROCEDURE:** In one space with a friendly Cell, place an Available Prepared marker from the Capability box (red side if Reds, white if Senate). Alternatively, in Phase II only, place or remove a Sabotage marker (see 3.2.5 March) on a border of a space with a friendly Cell. Up to one marker of each kind – friendly Prepared and a Sabotage – may exist on a border and in a space.

**DESIGN NOTE:** Sabotage of bridges and railways was common during the war.



**4.2.4 Coordinate (Senate only).** Coordinate allows the Senate to decide all the details of the next action of the German Power (3.4; see the German actions flowchart sheet). It may be used by the Senate only and accompany any Command in Phase II.

**PROCEDURE:** Place the Coordinate marker on the German Eligibility cylinder.

**4.2.5 Crackdown (Senate only).** Crackdown neutralizes Opposition. It may be used by the Senate and may accompany any Command in Phase II except Attack (3.2.4) and March (3.2.5).

**PROCEDURE:** In one space with Senate Control and an Active Senate Cell, place a white Terror marker there (maximum two Terror markers, regardless of color, may coexist in a space, 1.4.3). Shift Opposition one level towards Neutral and increase Polarization by one for each Terror marker placed.

**DESIGN NOTE:** See Playbook Events Background entry for #37 VATO.

### 4.3 Moderates' Special Activities



**4.3.1 Personality.** The Personality Special Activity places the Personality marker on the map or, in Phase II only (2.4), uses a News marker. It may accompany either the Rally (3.3.1) or the Politics Command (3.3.4).

**PROCEDURE:** First, in Phase II only, if desired, in the selected space with the Personality and an Underground Moderates Cell holding News (3.3.2), discard the News and place an Available cube (of any color) in the Political Display (1.11). Then, if News is discarded, conduct one of the following:

- add 1d6 of Resources or
- lower Polarization by 1d6 *halved* (round up).

Alternatively, in either Phase, in any one selected Town with a Moderates Cell, place the Personality from Available in there.

**DESIGN NOTE:** One of the Moderates Personalities in the game is the Social Democrat politician Väinö Tanner (1881-1966). Respected across the Finnish political spectrum, Tanner served in formative political and societal roles over the course of a political career spanning decades. During the Finnish Civil War, despite his role in the Social Democratic Party, Tanner did not join the Red Revolt; instead he participated in various efforts to reach a political settlement to the crisis.

From amongst the bourgeoisie, such influential cultural figures as the novelist Juhani Aho (1861-1921) and the politician Uuno Hannula (1891-1963) can be thought of as Moderate Personalities. (See the Playbook for a more detailed history.)

**4.3.2 Dialogue.** Dialogue shifts Support and Opposition, or replaces an enemy Cell with a Moderates Cell. It may accompany any Command except Rally (3.3.1). Select any spaces with Underground Moderates.

**PROCEDURE:** In one space with an Underground Moderates Cell, Activate the Moderates Cell. Then, in the selected space, either

- shift Support or Opposition one level towards Neutral, or
- replace an Inactive enemy Cell with a Moderates Cell.

**NOTE:** Dialogue may never replace an enemy Cell such that it would lead to the removal of a Capability or Prepared marker, or the transfer of News.

**4.3.3 Publish.** Publish increases Moderates Resources. It may accompany any Command except Rally (3.3.1) and Negotiate (3.3.3). Select up to two spaces with one or more Population and any Moderates pieces.

**PROCEDURE:** For each selected Town, add one Resource. Then in each selected space desired, Activate up to one Underground Moderates Cell if the Personality is present plus up to one Underground Moderates Cell if any Moderates Networks are present. Add two Resources for each Cell Activated.

**EXAMPLE:** The Moderates have two Cells, a Network and the Personality in Helsinki, as well as one Cell and a Network in Tampere. The Moderates player conducts Publish, selecting Tampere and Helsinki, earning in total two Resources for these two Towns. Then the player activates two Cells in Helsinki (one for the Network, the other for the Personality there) and one in Tampere (for the Network there) earning a further six Resources for total earnings of eight Resources.

**DESIGN NOTE:** The Publish Special Activity represents the efforts by the Moderates Personalities (see above) to prepare and publish various documents – from conciliatory newspaper columns to truce proposals (see also Event #32 ARMISTICE PROPOSAL).

## 5.0 EVENTS

Each Event card bears a title, Event year, flavor image with caption, and an Event text. Flavor text and image are provided for historical interest only and have no effect on play. Some Event cards have a German Action Phase text indicating that a foreign Power may be active on the card (3.4).



- 1 Illustration (no game play function)
- 2 Card name and historical time of occurrence
- 3 Unshaded Event text
- 4 Shaded Event text
- 5 Solitaire play related symbol (8.0)

### 5.1 Executing Events

When a Faction executes an Event, it must carry out the Event text literally (sometimes this may involve actions or decisions by other Factions). Unless otherwise specified, the executing Faction makes all selections involved in implementing the text, such as which pieces are affected or which Faction will execute a Free Command (3.1.2). If another Faction is specified or selected to take an action, that Faction decides the details of their action; this does not affect Eligibility (2.2).



Where Event text contradicts rules, the Event takes precedence. However:

- Events may not violate Stacking (1.4.3).
- Events place only Available pieces and markers, unless otherwise specified (see EXCEPTION in 1.4.2).
- Events may not raise a Faction's Resources beyond 30.

An executed Event's text that can be implemented, must be. If not all of its text can be carried out, implement that which can.

## 5.2 Dual Use

Many Events have both unshaded and shaded Event text. The executing Faction may select either the unshaded or shaded text to carry out (not both). The unshaded text helps the Senate, while the shaded text often favors the Moderates or the Reds.

## 5.3 Capabilities

Events marked Capability give corresponding markers to the Faction executing the Event. *EXCEPTION: The Moderates cannot have Capability markers, but may execute such Events on another Faction's behalf.*

When executing such an Event, place the corresponding marker showing the appropriate side in the Capabilities box. If the game is in Phase II (2.4), place the marker with a friendly Cell anywhere on the map. Place Jaeger in Vaasa or otherwise in the nearest space with a Senate Cell (see 2.4). (See also 1.4.3 Stacking.)

**IMPORTANT:** Capabilities may not stand alone. They are removed along with the removal of any last friendly Cell in a space.

## 5.4 Free Commands

Some Events allow the executing—or another—Faction to execute an immediate Command or Special Activity that interrupts the usual sequence of play, and typically is free: it bears no Resource cost to any Faction involved and does not affect Eligibility (2.2), though other requirements remain—unless overridden by the Event text (5.1).

# 6.0 PROPAGANDA ROUNDS



When a Propaganda card is turned up as the upcoming Event, immediately *stop play* and swap it with the current Event. Then conduct a Propaganda Round in the sequence of phases below.

## 6.1 Victory Phase


If any Faction has met its victory conditions (i.e., one or more Factions have a positive victory margin), and no Power friendly to a winning Faction prevents a win (7.2), *the game ends*. See 7.0 Victory to determine winner and rank order. Otherwise, continue with the Propaganda Round.

## 6.2 Politics Phase



Count the cubes currently in both Factions' colors in the Political Display (both colors, combined) that are contributing towards Resolving an Unresolved Issue (1.11). Then roll 1d6. If the roll is greater than the total number of cubes, there is no effect and the Politics Phase is immediately concluded. **If all Issues have already been Resolved, also end the Politics Phase without an effect.**

If the die-roll is equal to or less than the number of cubes, the Issue becomes Resolved:

- Count, then remove, all cubes from the Political Display, and mark an Unresolved Issue as Resolved, using the provided markers. Use the white side of the Resolved marker if the Senate cubes are greater in number than the Reds cubes, use the red side if Reds cubes outnumber the Senate's.
- In a tie, the Moderates decide the color of the Resolved marker to award.
-  Adjust the Networks+Issues marker on the Polarization track (1.10) to indicate that an Issue was Resolved.

The markers affect the cost of Reds and Senate Agitation as detailed below.

**6.2.1 Resolved Issues and Cost of Agitation.** White Resolved Issue markers increase the Reds Agitation cost, and conversely, red markers increase the Senate Agitation costs by one Resource each. This increased cost applies in the first selected Agitation space of each action only, whether during a Propaganda Round (6.4) or during the Activism Command (3.2.2). Increased costs are cumulative if multiple Resolved markers of one color are in play.

*EXAMPLE: Two white Resolved markers in the Political Display means the cost of Agitation in the first selected Agitation space during the Reds' Activism Command has the following cost: one Resource for selecting the space, plus one Resource to Agitate one level there, plus two Resources for the two white Resolved markers. Total cost is therefore four Resources.*

## 6.3 Resources Phase

Add to each Faction's Resources—up to a maximum of 30 Resources each—as follows:

- **Senate:** Add one for each *level* of Support (regardless of Population).
- **Reds:** Add Resources up to Reds Controlled Population.
- **Moderates:** For every two levels of Polarization at five or less, add one Resource, then, for each one level of Polarization above five, add one Resource.

*EXAMPLE: Vaasa, Mikkelin lääni (Population zero), and Helsinki are all at Active Support. For these spaces, the Senate earns six Resources in total.*

*EXAMPLE: Polarization is at seven. For this, the Moderates earn two plus two Resources—two for the first five levels plus one each for the sixth and the seventh level of Polarization, for a total of four.*

## 6.4 Support Phase

**6.4.1 Russian Turmoil.** Shift Russian Vassalage one level toward zero. If the marker is already at zero, there is no effect.

*DESIGN NOTE: The gradual erosion of Russian involvement reflects the historical trajectory caused by the dual effects of German geopolitical interference and Russia's descent into revolution and civil war.*

**6.4.2 Agitation.** All Factions may shift Support and Opposition or decrease Polarization—or the Reds and Moderates may place a Network or Administration. The Moderates only place cubes in the Political Display.

During each Faction's actions below, each Resource spent replaces Cells with an Administration or a Network, places a cube in the Political Display or removes a Terror marker and—once no Terror is left in the space—either decreases Polarization one level or shifts Support or Opposition in the space. Note also the potential effect of Resolved Issues on the cost of Reds and Senate Agitation (6.2.1).

- **Senate.** First, in spaces that the Senate Controls and in which they have an Active Cell, they may do one of the following:
  - Agitate to shift Support or Opposition up to any levels desired; or
  - decrease Polarization up to the number of eligible spaces, but first paying to remove all Terror, if any.
- **Reds.** Then, in *each space* that the Reds Control, and in which they have an Active Cell or Administration, they may do one of the following:
  - In one space, replace two Reds Cells with an Administration; or
  - Agitate to shift Support or **Opposition up** to any levels desired if there is a Reds Administration in the space, otherwise up to Passive Opposition only; or
  - decrease Polarization **by one**, but first paying to remove all Terror, if any.

- **Moderates.** Next, in each Uncontrolled space with a Moderates piece and one or more Population, the Moderates may do one of the following:
  - Replace two Moderates Cells with a Network; or
  - Agitate to shift Support or Opposition up to any levels desired toward Neutral (ignoring any Terror); or
  - decrease Polarization by one (ignoring any Terror); or
  - place one cube (of any color) in the Political Display.

**6.4.3 Game End?** If this is the final Propaganda Round, the game ends. See 7.0 Victory to determine winner. Otherwise continue to the next Reset Phase.

## 6.5 Reset Phase

Prepare for the next Campaign as detailed in the sections below.

**6.5.1 Prisoners of War.** In Phase II of the game only, conduct the following steps:

- First the Reds, then the Senate may release any number of enemy Prisoners, placing them back into the enemy's Available box. Then, for every two Cells (of any color, combined) remaining in the Prisoners box, increase Polarization by one.

*DESIGN NOTE: Historically, the treatment of the prisoners of war by both sides was brutal and constitutes, to this day, one of the most painful legacies of the conflict. Extrajudicial executions, starvation, and other maltreatment of captured enemies in battle and the prisoner camps were a regular feature during and after the Finnish Civil War. It has been estimated that nearly half of the civil war's deaths occurred in captivity.*

**6.5.2 Pivotal Event.** If this is the second Propaganda card and if the #24 RED REVOLT! Pivotal Event (2.4) has not yet occurred, replace the next Event card with the RED REVOLT! Pivotal Event.

**6.5.3 Powers.** If the game is in Phase II, place or remove Powers' Troops such that their number equals that of the respective Vassalage marker as follows.

- **Place:** Germans from Out of Play into the Power's Available Forces box and Russians from Out of Play to one random Town with Reds pieces (otherwise nowhere).
- **Remove:** Remove random Troops from the map to Out of Play.

**6.5.4 Old News.** Remove *all* Terror, Sabotage, and News markers (including those held by Cells) on the map.

**6.5.5 Senate Conscription.** If this is the first Propaganda Round (6.0), place the ten Senate Cells from Out of Play into the Senate Available Forces box.

Finally, play the next card from the draw deck and reveal the draw deck's new top card. *Continue play.*

**IMPORTANT:** Do *not* adjust the Eligibility order. Play continues using the Eligibility order based upon the actions on the previous Event card (2.0).

## 7.0 VICTORY

This had not been victory, but defeat—of everyone, of the whole of Finland. Victory in a war between brothers is not a victory for which the winner may crown itself.

~ Juhani Aho (1918), novelist

Each Faction has unique victory conditions, covered below and on the Faction aid sheets.

### 7.1 Ranking Wins and Breaking Ties

Whenever a Faction passes a victory check (6.1)—or if none does by game end—the Faction that reached the highest victory margin (7.3) comes in first place, second-highest comes in second place, and so on.

Ties go to Non-players, then the Moderates, then the Senate.

### 7.2 Victory During a Propaganda Round

Check Victory at the start of each Propaganda Round (6.0), comparing the positions of the various Victory markers to the thresholds marked on the edge track.

Victory conditions are:

- **Reds:** Total Opposition plus Reds Administrations on the map exceeds 11 *and* Russian Vassalage plus Polarization is five or less.
- **Senate:** Total Senate Controlled Town Population exceeds three *and* German Vassalage plus Polarization is less than six.
- **Moderates:** Moderates Resources exceed 14 *and* Resolved Issues plus Networks plus one is equal to or greater than Polarization.

**NOTE:** Russia or Germany win (at 6.4.3 of the last Propaganda Round only) if no Faction's victory margin is positive (7.3).

### 7.3 Victory After the Final Propaganda Round

If the Final Propaganda Round (2.3.1) is complete without a victory check win (6.1), the Faction with the highest victory margin—or a Power—wins.

- **Reds:** Opposition plus Reds Administrations minus 11.

**NOTE:** Russian Vassalage plus Polarization exceeding five sets the Reds Victory margin to zero.

- **Senate:** Senate Controlled Town Population minus 3.

**NOTE:** German Vassalage plus Polarization exceeding five sets the Senate Victory margin to zero.

- **Moderates:** Moderates Resources minus 14, then minus one for each level of Networks + Issues below four.

- **Russia and/or Germany** set the Reds and/or Senate Victory margin to zero if friendly Vassalage plus Polarization exceeds five, and win themselves (at 6.4.3 of the last Propaganda Round *only*) if no Faction's victory margin is positive. The higher Vassalage Power wins, *or if a tie, nobody wins.*

**NOTE:** The victory margin will be positive if the Faction has reached its goal, negative or zero if it has not.

**DESIGN NOTE:** Victory conditions and related game dynamics are based on the following thematic concepts of Victory:

**Reds:** The Red Revolt succeeds and Finland joins the front of Socialist countries, led by fellow ideologists in Russia. Independence remains a dream as Finland follows the Soviet Union into decades of conflict with the West.

**Senate:** With a significant level of reliance on Germany as an ally and as a guarantor of safety against Russia, a liberal-monarchist Senate and an invited king from Germany take power in a semi-independent Finland. As industrialization and its extremes gather speed, the rulers suppress recurring waves of working class agitation.

**Moderates:** Reconciliation politics win the day as social democratic Finland addresses many of the demands of the working class while continuing on as a capitalist country. In foreign policy, independent Finland sets off on a neverending, narrow and winding path between the West and the East.

**Russia or Germany:** Finnish independence is lost as an external power occupies the country, subjecting the Senate and the parliament to a foreign will. For the foreseeable future, Finland becomes a vassal state.



**STOP!**

You have read all rules needed for three players.



## 8.0 NON-PLAYERS

This section governs actions taken by any Factions beyond those represented by a player—for solitaire play or games with only two players. See also the Playbook’s Non-player Examples of Play (page 21 forward).

The solitaire system in *All Bridges Burning* differs from those in most of the previously published COIN Series games in that it is based upon special Non-player mini-decks of cards. When it is a Non-player Faction’s turn to play, follow the procedure detailed in 8.1 Non-player Sequence of Play below. This sequence specifies how a Non-player conducts actions, whether based upon drawing a Non-player card, or some other procedure.

**IMPORTANT:** If playing solitaire, be sure to read the special one-player victory conditions (8.7) before you start!

**NOTE:** Non-player Factions may not necessarily act only in their own direct interest. Like players, they sometimes help, sometimes harm, one another.

### 8.1 Non-Player Sequence of Play

In games with Non-player Factions, set up as normal (2.1) and play the game following the base game rules, except as detailed in the sections below.

**8.1.1 Non-player Decks.** Create the initial Non-player card mini-decks (8.2)—for each Non-player Faction, respectively—and set them aside within easy reach.

**PLAYNOTE:** If you prefer, you may leave out the Non-player cards that are specific to a particular Phase (I or II, 2.4) when you are not playing the Phase to which they belong (see the green Condition Box on each card, 8.2.1).

**8.1.2 No Non-player Resource Tracking.** Non-player Factions do not track nor spend Resources when conducting actions.

- Non-player Reds and Senate Resources cylinders are not used in solitaire play.
- Place the Non-player Moderates Resources cylinder in the 0 space of the edge track for the purpose of tracking Non-player Moderates Victory only.
- If Non-player Moderates Pass (2.2.2), add one Moderates Resource.
- Whenever Events or actions require a Non-player to transfer or reduce its Resources, this does not apply to the Non-player Reds and Senate. Transfer and adjust the Moderates Resources cylinder as in the base game (e.g., if Terror removes the Personality, 3.2.3).

**8.1.3 Non-player Rules Exceptions.** The Non-player Factions obey all base game rules, with the following exceptions:

- No Resource spending (8.1.2).
- Non-players are always considered to have automatically spent the necessary Resources for Offsetting the effects of Terror and Support or Opposition in a space during a Rally (3.2.1, 3.3.1).
- Non-players are always considered to have automatically spent the necessary Resources for paying to Remove Terror during Agitation (3.2.2, 6.4.2).
- The Senate Attack Strength (3.2.4) is initially seven, and the Reds five; add or subtract any modifiers to this number (such as from a Defending Prepared marker, 3.2.4).
- The Reds and Senate Activism Command (3.2.2) use a special die-roll procedure when Activating friendly Cells (details in 8.3.2 and 8.4.3).

**8.1.4 Sequence of Play Options.** When given a choice per the Sequence of Play (2.0), the Non-players select from available action options (recording steps using the Eligibility cylinders, 2.2) in this order and then execute one as follows:

1. **NP to Play.** If there is the “NP to play” marker on the current card, the Non-player Faction will play the Event. Then remove the marker.

2.  **Pass to play next Event.** If the *next* Event has the Pass symbol for this Faction (**P**, **P**, **P**), the Non-player will Pass to play the next Event.

- As a reminder, mark the next Event using the “NP to play” marker.

3. **Reds & Senate Capabilities.** Whenever it is the Non-player Senate or Reds turn to play and a Capability Event (5.3) is the *current* or *next* Event, go through the following procedure:

- If the Capability card is a TRAINS Event (#15 or #17), Senate always plays the Event or Pass now to play it as the next card.
- Otherwise, roll 1d6:
  - If the die roll value is less than **or equal to** two times the number of Capabilities the Non-player already possesses (for the Reds, modify by +2), the Faction will not play the Event, otherwise they play it as follows:
    - If the *current* Event is a Capability, play it.
    - If the *next* Event is a Capability and only if no other Faction has already Passed this card, Pass and play the Capability Event next turn. As a reminder, mark the next Event using the “NP to play” marker.

4. **Event.** Execute the current Event only if the card is marked by a colored symbol (●, ○, ●) of the active Non-player Faction.

- **Event Instructions.** A symbol with the letter “i” inside (●, ○, ●) indicates that there are special Event instructions for the indicated Faction. See the Non-player aid sheet for the Event instructions.
- In the absence of instructions, use the general priorities (8.1.7) if and when applicable. Choose from among any remaining options randomly (8.6).

5. **Cmd+SA or Lim Cmd:** Draw a random Non-player card (see 8.2), then choose per below:

1. **Cmd+SA.** Only if the Non-player Faction is playing as the last Eligible Faction on the current card, conduct a full Command and a Special Activity per the card’s instructions.
2. **Lim Cmd.** Otherwise, conduct a Limited Command (only) in the first executable space, as determined per the card’s instructions.
  - **News.** If a Non-player Faction that just executed a Limited Command (only) holds a News marker, immediately spend the News to execute an additional Limited Command (3.3.2). Select the Command by reconstituting the Non-player deck (see 9., below), then draw from it.

6. **Event.** Occasionally the active Non-player Faction may (per the Sequence of Play, 2.2) be left with the Event option only. In that case, play the Event using the priorities detailed in 8.1.6 and 8.1.7.

7. **Pass.** Non-players Pass as the last option if no other action is possible (8.2.1).

8. **Record Steps.** As in the base game, record the steps as they were taken by the Factions in the Sequence of Play track (2.2.3).

9. **Reconstitute the Non-player Deck.** After executing all Non-player actions, return all drawn Non-player cards to that Faction’s Non-player deck, shuffle, and place the deck back on the table within easy reach.

**8.1.5 Ineffective Events.** Regardless of the above, Non-player Factions opt only for Events that have an actual effect (something happens, including Capabilities, 5.3).

*EXAMPLE: The current Event is #18 MOBILIZATION IN THE PERIPHERY, which allows the Non-player Moderates to trigger the Politics Phase of the Propaganda Round (6.2). However, there are no cubes in the Political Display and thus triggering the Politics Phase would result in no effect. Therefore, the Event is ineffective and not played by the Non-player Moderates this time.*

**8.1.6 Free Non-player Actions.** When a Faction plays an Event that gives free Commands or Special Activities (3.1.2) to another Non-player Faction, or forces it to make other choices, make use of the following priorities:

- Consult instructions for the Event card as detailed in the Event Instructions sheet provided, if any.
- In case of *particular, named*, free Commands and Special Activities, find the Non-player card with instructions for that free Command or Special Activity and apply them in order to execute the action.
- Otherwise, draw a Non-player card and execute first executable Command or Special Activity as the free action (subject to regular Non-player procedures; e.g., regarding the Condition Box, 8.2.1).
- Otherwise and within the above, select from among any remaining options randomly (8.6).

**8.1.7 Pieces, Resources, Support, and Opposition.** Where applicable and not otherwise instructed (e.g., in the Event or action instructions), Non-players place pieces and adjust Support or Opposition following these priorities to the maximum extent possible:

- **Stacking.** Non-players never place more than one Reds Administration, Moderates Network, or friendly Prepared marker in a single space, respectively.
- **Removal and Replacement.** Remove enemy’s Active Senate, Reds Cells, and any Inactive Moderates Cells, if able. Senate and Reds prefer to replace friendly Inactive Cells, while Moderates prefer friendly Active Cells, if able.
- **Support/Opposition.** Senate seeks to increase Support first, then reduce Opposition; Reds increase Opposition first, then seek to reduce Support; and the Moderates always seek to increase Neutral Population. Within these guidelines, prioritize Towns over Provinces.
- **Control.** Senate seeks to add Senate Control first, then to remove Reds Control; Reds to increase Reds Control and then to reduce Senate Control; and the Moderates seek to increase Uncontrolled Population.
- **Resources.** Never voluntarily transfer Resources (1.5).
- **Attacks.** Non-players always Engage – rather than allow the enemy a Retreat option (3.2.4).

**8.1.8 Propaganda Rounds.** Conduct a Propaganda Round as normal (6.0). For Non-player decisions, consult the procedures listed in the Solitaire play-aid sheet provided.

**8.1.9 Capabilities.** For placing Capabilities, consult the priorities listed in the Solitaire play-aid sheet provided.

## 8.2 Non-player Cards

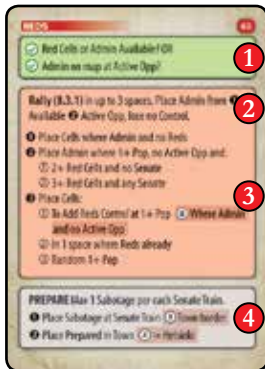
There are three separate Non-player card mini-decks, one for each Faction. Each mini-deck consists of five or six cards, depending on the Faction.

- The sections 8.3, 8.4, and 8.5 below contain more detailed versions of the instructions printed on the Non-player cards. It is not necessary to read through those lengthy sections before playing; the priorities are summarized on the Non-player cards. Refer to these rules as needed to clarify the cards' shorthand.

**TERMS:** For the sake of brevity, the Non-player cards use a number of shorthands and other technical terms:

- Highest/lowest/most = in an ascending / descending order
- Mods = the Moderates
- n+ = As many as n or more
- Opp = Opposition
- Pop = Population
- Sup = Support
- w/o = without
- ≈ = Closest to or as close as possible
- 🎲 = 1d6 rolls "1"
- ± = Plus or minus

The Key Terms Index in this Rules of Play booklet contains further helpful clarifications of key concepts.



The Non-player Reds Rally card.

- Condition box (8.2.1).
- Command name and a Preliminary set of general priorities for executing the Command.
- Action point priorities (8.2.5) consisting of sequential (①, ②, etc.) and nested priorities (ⓐ, ⓑ, 8.2.5).
- Special Activity instructions also consisting of sequential (①, ②, etc.) and nested priorities (ⓐ, ⓑ, 8.2.5).

**8.2.1 Condition Box.** If the condition at the top of the card is printed on a **green background** is answered in the affirmative, execute the card's instructions; if not, discard and keep drawing a new Non-player card until you find a condition that is met. If no condition is met, the Non-player chooses the Pass option.

**8.2.2 Instructions.** Each card contains instructions for one Command and an associated Special Activity or Activities. The cards are referred to by the Command name the card details for a given Faction (e.g., the "Senate March card").

**8.2.3 Executing Card Instructions.** The following rules govern the execution of the Non-player cards' instructions.

- Commands.** If the Command listed on a Non-player card cannot be executed (not even partially), discard and draw a new Non-player card. Repeat until a Command that can be executed, even if only partially, is found.
- Special Activities.** If a card's Command—but not its Special Activity—can be executed do not draw a new card. In this case, the Non-player conducts no Special Activity. Record steps accordingly as applicable (2.2).
- Top to Bottom.** Execute the card's instructions from top to bottom. Some cards list multiple Commands and Special Activities, in which case, conduct the first possible option from the top. As instructed in 8.1 Sequence of Play, sometimes Non-players execute a Limited Command only.
- Available Forces.** The Non-players never make use of the option to place forces from the map (see 1.4.2). *EXCEPTION: Non-player Reds may use Rally to place Administrations from the map (see 8.3.1 below).*

**8.2.4 Record Steps.** Use the Non-player Faction's cylinder to mark a move on the Sequence of Play track as it was actually taken.

**NOTE:** Occasionally, the instructions of a Non-player card may lead the Non-player to execute a Limited Command only, even while 8.1.4 Sequence of Play Options indicate a full Command with a Special Activity.

**8.2.5 Reading the Cards.** The Non-player cards show priorities with circled numbers (e.g., ①, ② and ①, ②) and letters (ⓐ, ⓑ) to indicate their order and nature:

- Numbered priorities (①, ②) are sequential priorities. Execute the instructions in each sequential priority to the maximum extent possible before moving on to the next sequential priority. Some top-level sequential priorities (black circles; ①, ②) contain further subsequent priorities (white circles; e.g., ①, ②) that are parts and sequential steps of that top-level priority, respectively.
- Lettered priorities (ⓐ, ⓑ) are nested priorities. Nested priorities act as tie breakers within the sequential priorities to which they are ordained. Each nested priority further narrows the thus-far selected set of spaces or targets. For readability, nested priorities have a **shaded background** in one of the Faction colors.

## 8.3 Non-player Reds Actions

### 8.3.1 REDS RALLY (Card #48).

**Condition:** If there are any Reds Cells or Administrations Available, or if any Reds Administrations exist in spaces with Active Opposition, Rally as follows.

*Preliminaries:* Within the priorities below, the Non-player Reds will Rally in up to three spaces. Whenever the priorities below instruct so, place Administrations first ❶ from the Reds Available box, otherwise ❷ relocate an Administration (e.g., place to Available then onto the map, 1.4.2) from an Active Opposition space, but only such that no Reds Control is thereby lost.

❶ Place Cells in each space with a Reds Administration, but with no Reds Cells present.

❷ If an Administration is Available, or there is an Administration in an Active Opposition space (for the purposes of relocating the piece), Rally replacing two Reds Cells with an Administration in one space with one or more Population, no Active Opposition yet (and room for an Administration, 1.4.3), and either

- ❶ two or more Reds Cells and no Senate Cells there; or
- ❷ three or more Reds and any Senate Cells there.

❸ Rally placing Cells:

- ❶ to Control one space with one or more Population. Within that, prioritize spaces Ⓐ with an Administration and no Active Opposition yet.
- ❷ In one space with Reds already.
- ❸ Finally, if the Rally space-limit set in the Preliminaries (three spaces) has not yet been reached, Rally in random (8.6) spaces with one or more Population until the limit is reached.

### PREPARE.

*Preliminaries:* Within priority #❶ below, place only up to as many Sabotage markers as there are Senate Train markers on the map.

❶ First, place an Available Sabotage marker at a border closest to a Train Capability marker of the Senate player (thus ignoring Non-player Senate's Trains). Within that priority, Ⓐ if choice, select a Town border.

❷ Place an Available Prepared marker in a Town (with Reds Cells, 4.2.3). Within that, prioritize Ⓐ Towns that are closest to Helsinki, including Helsinki itself.

*PLAY NOTE:* Occasionally, the Non-player Reds may end up conducting no Special Activity while still Rallying in multiple spaces, especially when there are no more Prepared markers Available, or when already as many Sabotage markers as Senate Train markers exist on the map. Nonetheless, if (and only if) the Reds Rallied in more than one space above, place the Reds Eligibility cylinder in the appropriate "Cmd (may add Special Activity)" box.

### 8.3.2 REDS ACTIVISM (Card #49).

**Condition:** If the game is in Phase I and a 1d6 rolls more than the number of Active Reds Cells already on the map—and there are no spaces with a Reds Administration and no Reds Cells on the map—conduct Activism as follows.

*PLAY NOTE:* Retain the above rolled die and its value for possible use in the priority #❷ below.

❶ If this is a Limited Command, ignore this action point entirely. Otherwise, flip Senate Cells to Inactive and Moderates to Active if and as able. Within that, prioritize the flipping of Ⓐ a player's Cells, then, or within that, Ⓑ spaces where the last Active Senate Cell of the space can be flipped to Inactive.

❷ Activate Reds Cells up to the value of the die rolled above in the Condition section of this Command. Within that priority, Ⓐ Activate in spaces with only one Reds Cell, then or within that, Ⓑ Activate last in spaces with Active Opposition.

### FOREIGN RELATIONS.

**Condition:** Consider executing this Special Activity only if the game is in Phase I and Russian Vassalage is exactly "2".

❶ If a 1d6 rolls 1 or 2, increase Russian Vassalage by one.

PREPARE per 8.3.1 above.

### 8.3.3 Reds Activism (Card #50).

**Condition:** If the game is in Phase II and there are no spaces with a Reds Administration and no Reds Cells present on the map, conduct Activism as follows.

❶ If the game is in the last Campaign—and Oppose+Admins is 12 or more and Polarization is 7 or less—remove Active Reds Cells such as to bring the difference between Polarization and Russian Vassalage as close to 5 as possible. Do not remove Active Reds where doing so would cause Senate to take Control of a space with Opposition.

❷ If this is a Limited Command, ignore this action point entirely. Otherwise, flip Senate Cells to Inactive and Moderates to Active, if and as able. Within that, prioritize the flipping of Ⓐ player's Cells, then, or within that, Ⓑ spaces where the last Active Senate Cell of the space can be flipped to Inactive.

❸ Agitate in one space with an Administration (and Reds Control, 3.2.2). Within that, prioritize Ⓐ Town spaces, then or within that, Ⓑ where there is least Opposition.

❹ If a 1d6 rolls more than the number of Active Reds Cells already on the map, Activate the rolled number of Reds. Within that, Ⓐ Active last in spaces with Opposition.

❺ If no Activism has yet occurred during the priorities above, attempt to conduct priority #❶ again, but this time regardless of which Campaign it is (still observe the other conditions).

PREPARE per 8.3.1 above.

### 8.3.4 REDS TERROR (Card #51).

**Condition:** If there is an Active Reds Cell in a space with enemy Cells, conduct Terror as follows.

*Preliminaries: Within the priorities below, the Non-player Reds will conduct Terror in up to two spaces (with Active Reds and enemy Cells).*

- ❶ Terror everywhere where doing so creates most Reds Control. Within that, ④ target Towns.
- ❷ Remove Active Senate Cells.
- ❸ Terror in spaces where there is a Moderates Network or the Personality, or a Faction holds a News marker. Within that, prioritize spaces in which Terror is ④ able to remove a Network or the Personality, or to transfer a News marker to the Reds.
- ❹ Terror in random spaces (8.6), including possibly in the Political Display to remove a **random** cube there.

FOREIGN RELATIONS per 8.3.2 above.

PREPARE per 8.3.1 above.

### 8.3.5 REDS ATTACK (Card #52).

**Condition:** If the game is in Phase II and three or more Reds Cells are in the same space with a Senate Capability *and/or* three or more Senate Cells – *or* if four or more Reds Cells are accompanied by a Train Capability marker and are adjacent to a Senate Capability *and/or* three or more Senate Cells – Attack as follows.

*Preliminaries: Of the priorities below, #❶ to #❷ select the pieces to Attack with while #❸, #❹, and #❺ select the targets to be Attacked. If Attacking with a Train Capability (into an adjacent space, 3.2.4), form groups of three Cells always leaving at least one Cell behind – within that, leave an Active Cell behind, if choice. Never move Attackers by Train such that the Reds lose Control of an origin space with one or more Population. If there is a choice, split Capabilities between groups such that each group has as close to two Capabilities as possible. Always designate Russians as involved in the Attack, if able.*

- ❶ Select for an Attack each group of Reds Cells that contains a Reds Capability.
- ❷ Select for an Attack each group of Reds Cells that contains three or more Cells.
- ❸ Attack with each above selected group that is in a space with a Senate Capability – *or* contains a Train able to Attack *into* an adjacent space with a Senate Capability. Within that, prioritize ④ Attacks against Senate Trains.
- ❹ Attack with each above selected group that is in a Town space or able to Attack a Town with Senate Cells. Within that, ④ Attack first with groups containing a Reds Train. Within that, prioritize ⑥ spaces with most Population.
- ❺ Attack with each above selected group that is in a Province with Senate Cells and one or more Population – *or* contains a Train able to Attack a Province space with Senate pieces and one or more Population. Within that, ④ Attack groups with a Reds Train first.

PREPARE per 8.3.1 above.

### 8.3.6 REDS MARCH (Card #53).

**Condition:** If the game is in Phase II and there are no spaces with a Reds Administration and no Reds Cells present on the map, March as follows.

*Preliminaries: March from Province spaces only, always leaving at least one Cell behind – within that, leave an Active Cell behind, if choice. Never March such that the Reds lose Control of an origin space with one or more Population. Of the priorities below, #❶ to #❷ select the pieces to March while #❸ and #❹ select their destinations.*

- ❶ Select for March all Reds Cells but one where there are at least two German Troops cubes and no Reds Administration.
- ❷ Select for March all Reds in spaces with Support, no Active Reds, and no Reds Administration.
- ❸ March with each above selected group so that Reds are able to bring a space with one or more Population under Reds Control. Within that, prioritize ④ highest Population spaces, then *or* within that, ⑥ spaces with least Opposition.
- ❹ If Senate Controls **four** or more Population, March with each above selected group so that Reds are able to remove Senate Control in a Town space. Within that, prioritize ④ highest Population spaces.

PREPARE per 8.3.1 above.

## 8.4 Non-player Senate Actions

### 8.4.1 SENATE RALLY (Card #54).

**Condition:** If the game is in Phase I and any Senate Cells are Available, Rally as follows.

*Preliminaries: Within the priorities below, the Non-player Senate will Rally in up to three spaces.*

- ❶ Rally placing Cells as follows.
  - ① If the game is in Phase I (2.4) and 1d6 rolls **1 or 2**, place Cells in one space where there is an existing Senate Cell and any non-Troop enemy piece.
  - ② Rally in one space with one or more Population where that Rally would establish Senate Control. Within that, prioritize spaces ④ already at some level of Support.
  - ③ Rally in one space with zero Population in which that Rally would establish Senate Control. Within that priority, prioritize ④ Mikkelin lääni over other spaces.
  - ④ Rally in each space with Support *and* less than three Senate Cells.
  - ⑤ Rally in each space with existing Senate Cells.
  - ⑥ Finally, select random Rally spaces (8.6) until the Rally limit set in the Preliminaries has been reached.



**FOREIGN RELATIONS.**

*Preliminaries: If German Vassalage is three or more, the Non-player Senate attempts to conduct the Foreign Relations Special Activity as follows.*

- ❶ If German Vassalage is four or more, reduce it by one.
- ❷ If German Vassalage is three, reduce it by one only if 1d6 rolls 1 or 2.

**PREPARE.**

- ❶ Remove a Sabotage marker from a border closest to a Senate Train Capability marker on the map.
- ❷ If no action was taken during the priority above, place an Available Prepared marker (on its Senate side) in a Town closest to Helsinki (including Helsinki itself) with a Senate Cell there.

**8.4.2 SENATE RALLY (Card #55).**

**Condition:** If the game is in Phase II and any Senate Cells are Available, Rally as follows.

*Preliminaries: Within the priorities below, the Non-player Senate will Rally in up to three spaces.*

- ❶ Rally placing Cells as follows.
  - ❶ Rally in one space with one or more Population in which that Rally would establish Senate Control. Within that priority, prioritize ④ Town spaces.
  - ❷ Rally in each space with a Senate Capability. Within that, prioritize spaces ④ closest to Reds pieces.
  - ❸ Rally in two spaces with the largest Senate groups. Within that, prioritize spaces ④ closest to Reds pieces.
  - ❹ Rally in random spaces with one or more Population.

**CRACKDOWN.**

- ❶ Crackdown in one space (with an Active Senate Cell and Control, 4.2.5) where doing so removes most Opposition possible.

FOREIGN RELATIONS per 8.4.1.



*Volunteers from Sweden fought on the Senate side in the Finnish Civil War.*

**8.4.3 Senate Activism (Card #56).**

**Condition:** If the game is in Phase I and a 1d6 rolls more than the number of Active Senate Cells already on the map, the Senate will **conduct Activism** per below.

**PLAYNOTE:** Retain the above rolled die result for a possible use in the priority #❷ below.

**Condition:** If the game is in Phase II and the Non-player Senate Controls four or more Town Population, the Senate will conduct Activism per below.

- ❶ If this is a Limited Command, ignore this action point entirely. Otherwise, flip Reds Cells to Inactive and Moderates to Active if and as able. Within that, prioritize the flipping of ③ player's Cells, then, or within that, ⑥ spaces where the last Active Reds Cell of the space can be flipped to Inactive.

- ❷ Activate Senate Cells up to the value of the die rolled above in the Condition section of this Command. Within that priority, ③ Activate in spaces with only one Senate Cell, then or within that, ⑥ Activate in spaces with Active Support last.

- ❸ If the game is in the last Campaign and the Senate Controls four or more Town Population and Polarization is 7 or less, remove Active Senate Cells to bring the difference between Polarization and German Vassalage as close to 5 as possible. Do not remove Active Senate Cells where doing so causes Senate to lose Town Population Control.

FOREIGN RELATIONS per 8.4.1.

CRACKDOWN per 8.4.2.

PREPARE per 8.4.1.

**8.4.4 SENATE TERROR (Card #57).**

**Condition:** If Terror could increase Senate Town Population Control by removing one enemy Cell (or two if Polarization is six or more) where there is an Active Senate Cell (3.2.3) — or, in Phase I, remove any Reds pieces — conduct Terror as follows.

*Preliminaries: Within the priorities below, the Non-player Senate will Terror in up to two spaces.*

- ❶ Terror to increase most Senate Control of Population. Within that, prioritize ④ Town spaces, then or within that, ⑥ spaces where able to remove a player's Network or Administration.

- ❷ Terror to remove Active Reds pieces.

- ❸ Terror in spaces where there is a Moderates Network or the Personality, or a Faction holds a News marker. Within that, prioritize spaces in which Terror is ④ able to remove a Network or the Personality, or to transfer a News marker to the Senate.

- ❹ Terror in random (8.6) spaces, including possibly in the Political Display to remove a random cube there.

FOREIGN RELATIONS per 8.4.1.

CRACKDOWN per 8.4.2.

PREPARE per 8.4.1.

### 8.4.5 SENATE ATTACK (Card #58).

**Condition:** If the game is in Phase II and three or more Senate Cells are in the same space with Reds or Russians—or if four or more Senate Cells are accompanied by a Train Capability marker and are adjacent to Reds or Russians—Attack as follows.

*Preliminaries:* Of the priorities below, #② to #③ select the pieces to Attack with while #④ and #⑤ select the targets to be Attacked. If Attacking with a Train Capability (into an adjacent space, 3.2.4), form groups of three to five Cells always leaving at least one Cell behind—within that, leave an Active Cell behind, if choice. Never move Attackers by Train such that the Reds gain—nor such that the Senate loses—Control of Town Population. If there is choice, split Capabilities between groups such that Jaeger are grouped with Trains and each group has as close to two Capabilities as possible.

① Unless this is a Limited Command, try to conduct the Prepare Special Activity per below *now*. If that Special Activity cannot be conducted, the Non-player Senate will only play a Limited Command Attack (if that option can be taken in the Sequence of Play, 2.0).

② Select for an Attack each group of Senate Cells that contains three or more Senate Cells and a Capability.

③ Select for an Attack each group of Senate Cells that contains three or more Cells. Within that, select the ④ largest group first.

④ Attack with each above selected group that is in a Town space or able to Attack a Town with Reds Cells. Within that, ④ Attack first with groups with a Senate Train. Then or within that, prioritize ⑥ spaces with most Population.

⑤ Attack with each above selected group (that did not Attack yet) so that it moves closer to a Town without Senate Control. Within that, ④ Attack with groups with a Senate Train first.

#### PREPARE.

① Remove a Sabotage marker from a border closest to a Senate Train Capability marker on the map.

### 8.4.6 SENATE MARCH (Card #59).

**Condition:** If the game is in Phase II and there are no groups of three or more Senate Cells in spaces with Reds or Russians—and no groups of four or more Senate Cells with a Trains Capability marker adjacent to Reds or Russians—March as follows.

*Preliminaries:* Form, then March, in groups of at least three, and up to five, Senate Cells. Always leave at least one Senate Cell behind in each space of origin, within that, leave an Active Cell if able. Do not March such that it results in the Non-player Senate losing Control of a Town space (in which it already had Control at the start of the Command) nor such that another Faction gains Control in a Town space. If there is a choice, split Capabilities between groups such that Jaeger are grouped with Trains and each group has as close to two Capabilities as possible. The priorities #② and #③ below are used to select the Marching groups, while the priorities #④ and #⑤ select their destination.

① Unless this is a Limited Command, try to conduct the Prepare Special Activity per below *now*. If that Special Activity cannot be conducted, the Non-player Senate will only play a Limited Command March (if that option can be taken in the Sequence of Play, 2.0).

② Select for a March each Senate group of three or more Cells that also contains a Senate Capability.

③ Select for a March each Senate group of three or more Cells. Within that, ④ select the largest such group first.

④ March with each above selected group that by doing so is able to bring a Town under Senate Control. Within that, prioritize ④ Towns with most Population.

⑤ March with each above selected group (that did not March yet) that by doing so moves closer to a Town without Senate Control. Within that, prioritize ④ Towns with most Population.

**PLAYNOTE:** It is possible that more than one moving group will end up in the same destination.

#### PREPARE.

① Remove a Sabotage marker from border closest to a Senate Trains marker.

FOREIGN RELATIONS per 8.4.1.



The town of Tampere saw heavy urban fighting during the war.

## 8.5 Non-player Moderates Actions

### 8.5.1 MODERATES RALLY (Card #60).

**Condition:** If there are any Moderates Cells or Networks Available, Rally as follows.

*Preliminaries: The Moderates will Rally in up to two spaces in total – adding to that total one Rally space more for each level of Polarization at six or more.*

❶ In each space with three or more Moderates Cells (and no existing Network, 8.1.7; and space within Stacking, 1.4.3), replace two Moderates Cells with a Network.

❷ Place Moderates Cells as follows.

- ❶ Anywhere with a Network or Personality and one or two Moderates Cells only. Within that, prioritize spaces ❶ with the Personality marker.
- ❷ If there are Moderates Cells in exactly one Town, place one Moderates Cell in a random (8.6) additional Town without an existing Moderate Cell.
- ❸ Place a Moderates Cell in one space with at least one Population. Within that\*, prioritize ❶ spaces in which Control could be removed, then or within that, ❷ spaces that are already Uncontrolled and contain no Moderates.

\* Before making use of the nested priorities (❶, ❷) above, roll a 1d6. On 1-2, evaluate the priority ❷ before ❶, otherwise ❶ before ❷.

❸ Rally as follows.

- ❶ If the game is in Phase II, place a Moderates Cell in one space with a News marker not held by any Cell.
- ❷ Rally placing a Moderates Cell in one space with existing Moderates Cells.
- ❸ Rally in one space in which the most Moderates can be flipped Underground (flipping Moderates up to the space's Population plus Networks there, 3.3.1).

❹ Finally, Rally in random (8.6) spaces with one or more Population.

### PERSONALITY.

❶ If the game is in Phase II, in a space with a Moderates Cell holding a News marker, use the News marker as follows.

- ❶ If Issues+Networks (+1) is at three or more, reduce Polarization (by 1d6 halved, rounding up, 4.3.1).
- ❷ Earn 1d6 of Resources.

With either option above, also place a random Available Political cube in the Political Display (4.3.1).

❷ Place the Personality from Available to a Town with two or more Moderates Cells.

### 8.5.2 MODERATES NEGOTIATE (Card #61).

**Condition:** If Polarization is six or more, or the Moderates Resources are 15 or more, Negotiate as follows.

*Preliminaries: Moderates will Negotiate Activating up to two Moderates Cells or only until Polarization has decreased to 5.*

❶ Negotiate selecting spaces with an Active Reds or Senate Cell (and Underground Moderates, 3.3.3) and:

- ❶ The Personality marker or a Network
- ❷ Spaces that are Towns.

❷ If Moderates Resources are 15 or more, Negotiate in every space possible.

### DIALOGUE.

❶ If Oppose+Admins is at 10 or more, Activate an Underground Moderates Cell to reduce as much Opposition as possible, or if Senate Controlled Town Population is four or more, replace a Senate Cell with an Available Moderates Cell such as to remove as much Senate Town Population as possible. Within that, prioritize ❶ targeting a player Faction.

❷ Use Dialogue to replace an Inactive enemy Cell with an Available Moderates Cell. Within that, prioritize ❶ spaces with a Network or Personality, then or within that, ❷ Town spaces.

❸ Use Dialogue to shift one Active Support or Active Opposition space one level towards Neutral. Within that, prioritize ❶ spaces with a Network or Personality.

### 8.5.3 MODERATES MESSAGE (Card #62).

**Condition:** If the game is in Phase I and there are five or six Moderates Cells, or the Personality on the map, Message as follows.

*Preliminaries: Message with up to three Cells in total. Never move any of the last three Cells away from the Personality, nor any of the last two away from a Network, nor any of the last three where there are three Moderates Cells and no Moderates Network (provided a Network is Available and there is room within Stacking, 1.4.3). Move first ❶ from where there is a single Moderates Cell and no other Moderates pieces, otherwise ❷ select moving Cells randomly (8.6); within either of these priorities, Message with ❶ an Active Cell before ❷ Inactive ones.*

❶ Message so as to get exactly ❶ three Moderates Cells in the space with the Personality marker, then ❷ two Cells at each Network.

❷ If there are Moderates Cells in only one Town space, Message to get one Moderates Cell in a randomly (8.6) selected second Town.

❸ If there is a Moderates Network Available, Message to get exactly three Moderates to a Town without a Network (and space within Stacking, 1.4.3). Within that, ❶ move into a space with the most existing Moderates already.

❹ Message to remove Control in one space with one or more Population. Do not move such that either the Reds or Senate would thereby establish Control in a space of origin of the moving Moderates Cell with one or more Population.

DIALOGUE per 8.5.2.

### PUBLISH.

❶ Publish so as to earn the maximum number of Resources possible.

#### 8.5.4 MODERATES MESSAGE (Card #63).

**Condition:** If the game is in Phase II and there are five or six Moderates Cells—or there is a News marker (either held by a Moderates Cell or not held by any Cell)—on the map, Message as follows.

*Preliminaries: Message with up to three Cells in total. Never move any of the last three Cells away from the Personality, nor any of the last two from a Network, nor any of the last three where there are three Moderates Cells and no Moderates Network yet (provided a Network is Available and there is room within Stacking, 1.4.3). Move first ❶ from where there is a single Moderates Cell and no other Moderates pieces, otherwise ❷ select moving Cells randomly (8.6); within either of these priorities, Message with ❸ an Active Cell before Inactive ones.*

❶ Message to move a random News marker as close as possible to the Personality marker on the map.

❷ Message to get exactly ❶ three Moderates Cells in the space with the Personality marker, then ❷ two Cells at each Network.

❸ If there are Moderates pieces in one Town space only, Message to move a Cell such that Moderates Cells exist in two Town spaces.

❹ If a Network is Available, Message so as to get exactly three Moderates Cells in a Town space with no existing Network (and room for one within Stacking, 1.4.3). Within that, prioritize spaces ❸ with the most Moderates Cells already there.

❺ Message to remove Control in any spaces with one or more Population. Thereby, never Message so as to create Reds or Senate Control in any spaces with one or more Population.

### PUBLISH.

❶ Publish if doing so would earn at least four Resources.

**PLAY NOTE:** In practice, Publishing for at least four Resources requires: 1) Moderates presence in at least two Town spaces (+2 Resources), and that 2) there is the Personality or at least one Network on the map and 3) there is one Underground Moderates Cell in the space with either the Personality or Network (+2 Resources).

DIALOGUE per 8.5.2.

#### 8.5.5 MODERATES POLITICS (Card #64).

**Condition:** If Polarization is five or less and there are at least three Moderates Cells on the map, do Politics as follows.

❶ Place Available Political cube in the Political Display. If there is choice as to the color of the cube, roll 1d6:

- On 1-2, place a Reds cube.
- On 3-4, place a Senate cube.
- On 5-6, place a Non-player Faction's cube.

PUBLISH per 8.5.4.

PERSONALITY per 8.5.1.

DIALOGUE per 8.5.2.

#### 8.6 Random Spaces

If several candidate Provinces or Towns have equal priority for a Non-player Command, Special Activity, or Event, select one using the Random Spaces Map sheet provided.

**PLAY NOTE:** More simply, choose among a few candidate spaces by a die-roll instead.

#### 8.7 One-Player Victory

A solitaire player plays any one Faction against two Non-players, with all remaining Factions controlled by Non-players.

To succeed, the player must avoid a win by any Non-player through each Propaganda Round, and have the highest victory margin after the final Round.

**8.7.1 Non-player Victory.** If the player fails to avoid such an outcome, the Non-player with the highest victory margin (ties per 7.1) wins the game.

**NOTE:** In a game with two players and one Non-player Faction, adjudicate Victory per the base game rules of play (7.0).



Sabotaged railway bridge

**All Bridges Burning** Red Revolt and White Guard in Finland 1917-1918 FRONT 1920

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**All Bridges Burning** Red Revolt and White Guard in Finland 1917-1918 BACK 1920

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## INDEX

- Accompanying:** Command required for a Special Activity (4.1.1).
- Action Point:** Numbered priority on a Non-player card (e.g. ①, ②; 8.2).
- Activate:** Flip or leave a Cell Active (1.4.1).
- Active:** Status of a Cell with symbol end up (1.4.1).
- Activism:** Command that may be used to flip Cells and to Agitate (3.2.2).
- Adjacent:** Spaces next to each other for actions or Events (1.2.3).
- Admins + Oppose:** Marker tracking the number of Reds' Administrations on the map, plus Total Opposition: Reds measure of Victory (7.0).
- Administration (Admin):** Disc-shaped Reds force piece that affects Reds Victory, Agitation, and Control.
- Agitation:** Spending Resources to change Support or Opposition during the Activism Command (3.2.2) or a Propaganda Round (6.4.2).
- Attack:** Command that may remove enemy pieces (3.2.4).
- Attack Strength:** Calculation that determines a value against which a die roll determines Casualties in an Attack (3.2.4).
- Attacker:** Faction initiating an Attack (3.2.4).
- Attrition:** Attacking pieces removed in an Attack (3.2.4).
- Available:** Forces in holding boxes, waiting to be placed (1.4.2).
- Campaign:** Event card series leading up to a Propaganda Round (6.0).
- Capabilities:** Markers associated with lasting Event card effects (5.3).
- Casualties:** Pieces removed in an Attack (3.2.4).
- Cell:** Faction octagonal force piece (1.4).
- Cells on map:** Marker to track number of Senate and Reds Cells on map in Phase I (1.8).
- Coordinate:** Special Activity to place a Coordinate marker with the German Eligibility cylinder (4.2.4).
- Control:** More Reds or Senate pieces in a Province or Town than all other Factions combined (1.7).
- Command (Cmd):** Core action that a Faction takes (3.0).
- Commander:** Marker for the Commander Capability (5.3).
- Condition Box:** Section of instructions with green background in the top part of the Non-player cards (8.2).
- Cost:** Resources spent on a Command or Agitation.
- Crackdown:** Special Activity to decrease Opposition, and to increase Polarization (4.2.5).
- Cube:** Troop piece (1.4) or a Political cube (1.11).
- Cylinder:** Token to mark a Faction's Resources (1.5) or Eligibility (2.2.5).
- Defender:** Faction or Power subject to Attacker's initiation of an Attack (3.2.4).
- Dialogue:** Special Activity to decrease Support/Opposition, or to replace enemy with a friendly Cell (4.3.2).
- Dual Use:** Event with two alternative effects (5.2).
- Earnings:** Resources that Factions receive during each Propaganda Round (6.3).
- Eligible:** Faction able to execute Event or Command per Faction order (2.2.1).
- Enemy:** Relationship between Factions (1.3.1).
- Engagement:** Step in an Attack during which Defending pieces are forced to take Casualties (3.2.4).
- Evenly:** Manner in which Cells may be selectively Activated during Activism (3.2.2).
- Event:** Card with text a Faction may execute (5.0).
- Execute:** Implement Event (5.0), or conduct Command (3.0), or Special Activity (4.0).
- Faction:** Player or Non-player role: Reds, Senate, Moderates (1.3).
- Faction Order:** Order of play determined by previous actions (2.2.1).
- Final:** Last Event or Propaganda card.
- Flip:** Switch status of Cell between Underground and Active (1.4.1).
- Forces:** Cells, Troops, Administrations, or Networks (not markers like Personality) (1.4).
- Foreign Relations:** Special Activity to adjust foreign Vassalage level (4.2.2).
- Free:** Command or Special Activity, via Event that does not cost Resources (3.1.2).
- Friendly:** Faction to itself, or Germany to Senate, or Russians to Reds (1.3.1).
- German Action Phase:** Procedure in the Sequence of Play triggered by Event cards with the German Action Phase text (3.4).
- Germans:** Power represented by the gray German force pieces (1.3).
- Inactive:** or Underground; Status of a Cell with symbol end up (1.4.1).
- Ineffective Event:** Non-player avoidance of dud Events (8.1.5).
- Ineligible:** Faction position in Sequence of Play (2.0).
- Issue:** Marker or slot in the Political Display (1.11) subject to being Resolved during the Politics Phase of a Propaganda Round (6.2).
- Issues+Networks (+1):** Marker tracking total number of Resolved Issues plus number of Networks on the map: the measure of Moderates Victory (7.0).
- Level:** Support/Opposition status of a space (1.6) or a track.
- Limited Command (Lim Cmd):** Command in one space without Special Activity (2.2.4).
- Map:** Board spaces: Provinces, Towns (1.2).
- March:** Command to move Cells and Troops (3.2.5).
- Message:** Command to move Cells, News, and/or Personality, or to flip Cells Underground (3.3.2).
- Moderates:** Faction that represents the blue Moderates forces (1.3).
- Negotiate:** Command to lower Polarization and to Deactivate Cells (3.3.3).
- Nested Priority:** Type of priority on a Non-player card (e.g., ③, ⑥, 8.2.5).
- Network:** Disc-shaped Moderates force piece that affects Moderates Victory, Rally, and Control.
- Neutral:** Space not in Support or Opposition (1.6).
- News:** Marker that Moderates may pick up, move, and make use of (3.3.2).
- Non-player:** Game-run Faction (8.0).
- Non-player card:** Card used when using the game's solitaire system (8.2).

## INDEX

- Offsetting:** Using Resources to cancel out the effects of enemy Terror, Support/Opposition in a Rally space (3.2.1, 3.3.1).
- Oppose+Admins:** Marker tracking total Opposition plus number of Administrations on the map—the measure of Reds Victory (1.6, 7.0).
- Opposition (Oppose):** A space's Population against the Senate (1.6).
- Out of Play:** Status of pieces set aside that are neither Available nor on the map.
- Pass:** Decline to execute Event, Command or Special Activity when Eligible (2.2.2).
- Pawn:** Token to designate spaces selected for Command or Special Activity (3.1.1).
- Personality:** Special Activity to place the Personality marker and to make use of News (4.3.1).
- Personality marker:** Moderates marker used with Publish and Personality Special Activities (1.4.4).
- Phase I or II:** State of play affecting certain Commands and Special Activities (2.4).
- Piece:** Force unit: Cells, Troops, Administrations, Networks (not markers like Personality). (1.4)
- Place:** Move piece from Available to map or from Out of Play to Available.
- Pivotal Event:** Automatically triggered Event that transitions the game from Phase I to Phase II (2.4).
- Polarization:** Measure of mutual hostility (1.10) affecting certain Commands and Special Activities, and Victory (7.0).
- Polarization Track:** Track for level of Polarization (1.10).
- Political cubes:** Red and white wooden markers in the Reds and Senate Available box or in the Political (1.11) that may be placed by the Moderates Politics Command (3.3.4), some Events, and removed by Terror (3.2.3).
- Political Display:** Box for Political cubes and Resolved Issue markers (1.11).
- Political Event:** Special Activity to increase Resources (4.2.1).
- Politics:** Command that places a cube in the Political Display (3.3.4).
- Population (Pop):** Inhabitant status of a Province or Town (1.2.1).
- Power:** Role played by Germans and Russians in the game (1.3).
- Preliminaries:** Section of instructions in the top part of the Non-player cards (8.2).
- Prepare:** Special Activity to place a Prepared or a Sabotage marker (4.2.3).
- Prepared:** Marker placed by the Prepare Special Activity (1.4.4).
- Priorities:** Rules guiding the Non-player Factions (8.0).
- Prisoners of War:** Box for holding imprisoned pieces removed in an Attack or Cells made Prisoner; or pieces held in the Prisoners of War box (1.2, 3.2.4, 6.5).
- Province:** Rural space (1.2.1).
- Propaganda:** Cards triggering Propaganda Rounds that include Victory checks, Resource acquisition, and several other periodic functions (6.0).
- Publish:** Special Activity to increase Resources (4.3.3).
- Railways:** Lines on the map along which Train Capability markers move (1.2.2).
- Railways Symbol:** Locations along Railways where Train Capability markers may stand (1.2.2).
- Rally:** Command to place pieces (3.2.1, 3.3.1).
- Replace:** Remove pieces to place others in their stead (3.2.1, 3.3.1, 4.3.2).
- RED REVOLT!:** Pivotal Event card (#24 RED REVOLT!).
- Reds:** Faction that represents the red socialist workers' forces (1.3).
- Remove:** Take from map or Available (to Available, to Prisoners of War, or Out of Play).
- Reset:** Phase of Propaganda Round to ready for the next card (6.5).
- Resources:** Factions' wherewithal for Commands (1.5).
- Retreat:** Defending pieces leaving the target space in an Attack (3.2.4).
- Russians:** Power represented by the brown Russian force pieces (1.3).
- Sabotage:** Marker placed on a border (that does not already have one) to block movement of Train Capability markers (4.2.3).
- Select:** Choose an action's locations or targets.
- Senate:** Faction that represents the white Senate forces (1.3).
- Senate Town Pop:** Marker tracking total number of Senate Controlled Town Population: the measure of Senate Victory (1.6, 7.0).
- Sequential Priority:** Type of priority on a Non-player card (e.g., ①, ②, 8.2.5).
- Shaded:** Second choice of Dual-Use Event, often anti-Senate (5.2).
- Shift:** Change Support/Opposition (1.6), Polarization (1.10), or Vassalage (1.9).
- Space:** Area holding pieces on the map: Province, or a Town (1.2.1).
- Special Activities:** Actions accompanying Commands, sometimes unique to a Faction (4.0).
- Stacking:** Limits on certain pieces and markers that may occupy a space (1.4.3).
- Strength:** See Attack Strength
- Support:** A space's Population favoring Senate (1.6).
- Target:** Enemy Faction or piece that is the object of action.
- Terror:** Command that places marker of same name in a Province or Town and removes enemies (3.2.3).
- Train:** Marker for the Train Capability (5.3); also the surname of an accomplished game designer.
- Transfer:** Move Resources among Factions (3.2.3).
- Troops:** German or Russian cube-shaped force pieces.
- Town:** Urban space (1.2.1).
- Town Pop:** Town Population (Controlled by Senate for Victory purposes, 7.0).
- Uncontrolled:** Space with neither Reds nor Senate Control (1.7).
- Underground:** or Inactive; Status of a Cell with symbol-end down (1.4.1).
- Unshaded:** First choice of Dual-Use Event, often pro-Reds or pro-Moderates.
- Vassalage:** Measure of a foreign Power's influence in Finland's affairs (1.9).
- Victory Margin:** Calculation of a Faction's closeness to its victory condition (7.3).

## SETUP

### General:

Give each player a Faction foldout and assign each a Faction. One or more Factions may be designated as a Non-players (8.0).

### Deck Preparation:

Separate out the four Propaganda cards and then separately shuffle the twenty-one Event cards marked "1917," and the twenty-one Event cards marked "1918". Keep all Event cards face down throughout. Each Campaign Deck will consist of nine Event cards plus a Propaganda card, as follows:

**1917 Campaign Deck.** Combine four 1917 Event cards and one Propaganda card, then shuffle. The Propaganda cards are numbered from the first to fourth Propaganda Round for a thematic effect only and may be used interchangeably. Next, add five more 1917 Event cards to the top of that pile (do not shuffle).

**1918 Campaign Deck.** Follow the same procedure as above using the 1918 Event cards.

*After setting up the decks, there will be three leftover Event cards each for 1917 and 1918, respectively. These cards may not be inspected.*

**Draw Deck.** To form the draw deck for a game of *All Bridges Burning*, stack two 1917 Campaign Decks, then, below them, two 1918 Campaign Decks.

**Place the Pivotal Event #24 RED REVOLT!** on the table face-up, visible to all players.

**NOTE:** An illustration of the setup, showing all pieces in place at game start, is shown on page 8 of the *All Bridges Burning* Playbook.

### Map, Pieces, and Markers:

#### Markers (on the edge track unless otherwise indicated)

**Resources:** All Factions: 5

**Polarization:** 3 (on the Polarization track)

**Vassalage:** German: 3; Russian: 3

**Senate Town Pop:** 1

**Oppose + Admins:** 3

**Cells on Map:** 13

**Issues + Networks +1:** 1 (on the Polarization track)

**Political cubes:** Available (three cubes each, in Faction colors, in the Senate and Reds Available boxes)

**3 Prepared markers** (in the Capabilities box, whichever side up)

**News, Personality:** 2 News markers and the Personality marker (in their slots in the Moderates Available box)

**Eligibility cylinders:** Place in random order in the slots from 1st to 3rd in the Eligible box

**Other:** Place the gray German Eligibility cylinder in the bottom right "Germany" slot in the Sequence of Play (3.4);

Place the Coordinate marker (4.2.4) within reach, near the Sequence of Play track

3 Russian, 6 German Troops: (out of play; set aside)

#### Map (Spaces not named below are empty)

**Helsinki:** 1 Moderates Cell, 1 Senate Cell, 1 Reds Cell, 1 Russian Troop

**Uusimaa:** 2 Reds Cells, Passive Opposition, Reds Control

**Tampere:** 2 Reds Cells, Passive Opposition, Reds Control

**Häme:** 2 Reds Cells, Passive Opposition, Reds Control

**Turku:** 1 Reds Cell, Reds Control

**Viipuri:** 1 Reds Cell, 1 Russian Troop, Reds Control

**Viipuri or Turku:** 1 Senate Cell: roll 1d6, on 1-3 place in Turku, otherwise Viipuri (then mark Control as appropriate)

**Viipuri, Turku or Tampere:** 1 Moderates Cell: roll 1d6, on 1-2 place in Turku, 3-4 Tampere, 5-6 Viipuri (then mark Control as appropriate)

**Vaasa:** 1 Senate Cell, Active Support, Senate Control

**Pohjanmaa:** 1 Senate Cell, 1 Russian Troop, Passive Support, Senate Control



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