CHURCHILL

BIG THREE STRUGGLE FOR PEACE



RULES OF PLAY

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1.0 Introduction

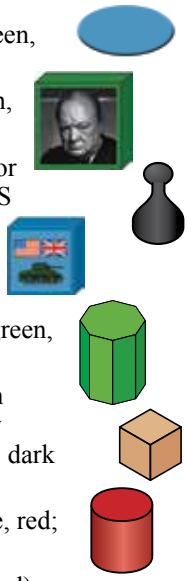
Churchill is a one- to three-player game where you are one of the Big Three: Churchill (UK), Roosevelt (USA), or Stalin (USSR). The object of the game is to manipulate the end of World War II to your nation's relative advantage. But this is not a game of head-to-head competition. *Churchill* is a game of 'coopetition' where you both cooperate and compete with your opponents. This is not a wargame per se, but a political struggle amongst allies shaping the post-war world. If you are too aggressive, you can shatter the alliance creating a more dangerous post-war world. The winner of the game is the player who can best impose their strategic vision on that peace.

Note to the reader: The flow of the game and the basic instructions are contained in the key concepts section (3.0) and sequence of play (4.0). The detailed procedures are covered in the later sections, but the goal is to impart the basic rules of the game through the key concepts and sequence of play, so please read this section carefully before proceeding onto the remainder of the rules. Game setup is described in section 9.

2.0 Components

1 Mounted map (22″ x 34″)
1 "Rules of Play" manual *(i.e., this booklet)*
3 Player aid cards (11″ x 17″)
1 Countersheet (heavy stock, no sprue)
90 Translucent plastic tokens (30 each of green, blue, red; for Clandestine Network)
3 Large wooden blocks* (one each of green, blue, red; for Leaders)
5 Pawns (3 black for Global Issues; 1 red for USSR Manhattan Spy Ring; 1 blue for US A-Bomb)
7 Medium wooden blocks* (2 green, 3 blue, 2 red; for Military Front markers)
4 Octagonal Wooden cylinders (2 each of green, blue; for Theater control)
14 Small wooden cubes (6 black for German army reserves; 4 khaki for Japanese army reserves; 3 gray for Axis navy reserves; 1 dark brown for Italian army reserve)
45 Wooden cylinders (15 each of green, blue, red; for Political Alignment)
6 six-sided dice (three sets of green, blue, red)
1 ten-sided die (**note:** The "0" on the ten-sided die is always read as "10," *not* "0" as in some other games.)
30 Conference cards
4 Leader cards
21 US Staff Deck (Roosevelt on back)
21 USSR Staff Deck (Stalin on back)
21 UK Staff Deck (Churchill on back)
1 Sheet of Stickers (to apply on Leader & Front blocks; see page 35 for instructions)

(* Block samples are shown with stickers applied.)



3.0 Key Concepts

3.1 Overview

A game of *Churchill* is played as a series of *conferences*. Each of the three scenarios (training, tournament, and campaign) consists of a number of *conferences* (three, five, and ten respectively), with all scenarios ending after the tenth conference or when the Axis surrenders. During a *conference* you represent one of the Big Three (Churchill, Roosevelt, or Stalin) and your staff (seven staff cards each, per conference) where you *nominate*, *advance*, and *debate* issues. After the last staff card has been played, players determine who won the *conference* and then implement each *conference issue*, changing the political and military situation on the board. The *conference* concludes with the Allied military forces, called *Fronts*, attempting to advance along their *Front Track* toward Germany and Japan. When both Germany and Japan have *surrendered*, the war is over, and the players conduct a final tally of Victory Points (VPs) to determine the winner of the game.

3.2 Map

The map is divided into two separate displays: the conference display and the military display.

3.21 The conference display is where most of the player interactions occur and represents a circular conference table. The middle of this display is the 'center of the table' or the 'zero space'. Radiating from the center of the table are national tracks, one associated with each player and connected to their Leader's chair, with spaces numbered one to six.

Issues will begin in the center of the table and move toward your or your allies' chairs. At the end of the conference you win all issues on your side of the table or in your chair. (Issues are also won if they are advanced all the way to a Leader's chair.)

The Scoring track at the top of the conference display can be used (optional) to keep a running score of the game. Each player should use two of their Clandestine Network markers to denote their score in terms of x10 and x1 points. For example the score of 21 would be shown with a marker in the 2 space of the x10 track and in the 1 space of the x1 track.

3.22 The military display is divided into European and Pacific Theaters. At the center of the European Theater is Germany and in the Pacific Theater is Japan. Germany and Japan are collectively known as the Axis powers. A number of *Front Tracks*, divided into spaces, spiral in towards the Axis powers. The final space on each track (except the Mediterranean Front) is one of the Axis powers.

Each *Front Track* has one specific Allied (US, UK, USSR) *Front marker* associated with it. During the *War Phase* each Front *must* attempt to advance toward an Axis power. The space that the Front marker will attempt to advance into during this conference is termed the *entry space*. When one or more *Front markers* enter an Axis power, that power surrenders. The surrender of both Axis powers ends the game, and victory is determined.

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3.23 Countries and colonies are adjacent to various *Front Track* spaces but are never entered by *Front markers*. Based on conference issues and the activities of each player's secret services, *Clandestine Networks* and *Political Alignment* markers are placed in countries and colonies to show which Allied nations have political influence there. This influence will translate into VPs used to determine the winner of the game.

The five colonies are Siam, Dutch East Indies, Vietnam, Laos/Cambodia, and Malaya. All other such spaces are countries.

3.24 Another portion of the military map is the *A-Bomb status track*, which is advanced by the *A-Bomb Research* issue, leading to its potential deployment against Japan. The track also offers the USSR opportunities to steal technology for their own atomic weapons program.

Spelling Note: *I chose to use period country spellings as used in the conference transcripts. In some cases these differ from modern spellings.*

3.25 The military map has an Arctic Front. This Front does not have a track for military offensives, but naval support markers can be deployed there. The Arctic Front contains spaces for Norway and Finland where Clandestine Network and Political Alignment markers may be placed if the appropriate conditions have been met.

3.26 The military map has two circular locations where markers are placed to show whether the US or the UK has control over the Theaters' leadership.

3.27 Counter Descriptions



The Offensive support markers have a x1 and a x2 side. Treat them like change; all that is important is the total value of Offensive support is unchanged if exchanges are made.



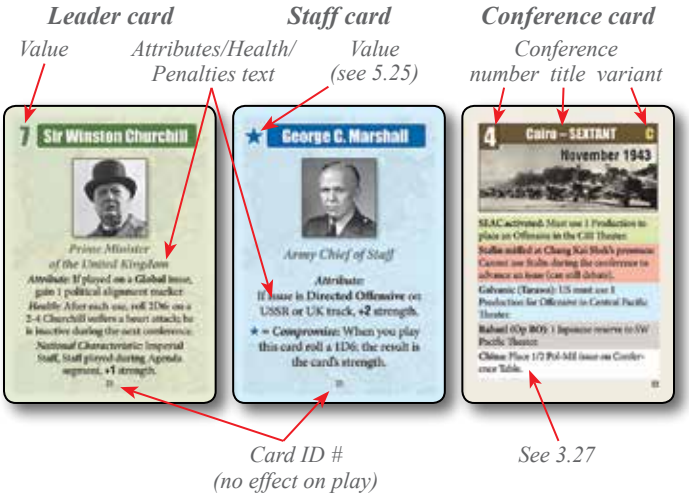
The Naval markers have a x1 and a x3 side. Treat them like change; all that is important is the total value of Naval support is unchanged if exchanges are made.



The Issues markers have a location on the Conference display to keep them organized and visible during the Agenda Segment.



Each player has his own set of Production and mnemonic markers. There are no rules per se on how to use them, but we have found that flipping over a Production marker once it is committed is helpful. There are also markers to denote the active or inactive status of your leader, which is a back up to moving your leader token between its active and inactive locations on the conference display.



3.28 Cards

There are three types of cards in *Churchill*: Leaders, Staff, and Conference. Leader cards are covered in section 3.31 and Staff cards are covered in section 3.33. A Conference card is revealed at the beginning of every Conference. Each Conference card has colored bands denoting which player or game situation they impact.

Green: Churchill

Red: Stalin

Blue: Roosevelt

Gray: Military situation

White: Clandestine Network and Political Alignment

Each instruction describes what must be done. Due to the large amount of information and the limitations on card size some shorthand is used.

1. When a card refers to an Offensive or naval marker, this means place an Offensive support or naval support marker respectively.
2. When a card refers to production it means the commitment of a production marker/counter during the production segment.
3. Cards often state that an issue is placed on the Conference table, pick the issue and place it on the center of the conference table. Issues are specified by the title of the issue such as when a card states place a Directed Offensive, it refers to a Directed Offensive issue counter.

3.3 Personalities and Issues Overview

3.31 Leaders



In the game you are one of the three Allied Leaders and their nation. You can be Churchill and the United Kingdom (UK), Roosevelt and the United States (US) (or later in the game, Truman), or Stalin and the Union of Soviet Socialist Republics (USSR). The individual Leader cards contain their special ability, penalty for use, and their national characteristic.

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During a conference a Leader is either active (and able to influence the conference once) or inactive (having already been used). Using your Leader card always entails discarding a staff card of your choice and using your Leader's value and special ability instead.

Due to health issues or conference card events, a Leader may have some restrictions on how they employ their once-per-conference use. Alternatively, Leaders can be used to win ties during the conference; see tiebreaker procedure (4.5).

3.32 National Characteristic

Each player benefits from a different advantage called a national characteristic.

Churchill/UK (Imperial Staff): During the Agenda Segment each British staff card has its printed value modified by adding one.

Roosevelt/US (Arsenal of Democracy): In any tiebreak situation not broken by a Leader card, the US wins the tie if they are directly involved; if not involved, they determine which of the other two players wins the tiebreak.

USSR (*Nyet*): Any Soviet staff card (note that Stalin is *not* a staff card) used in debate has one added to its value, in addition to its other attributes.

A player may never avoid using a national characteristic bonus if it is applicable.

3.33 Staff Cards



Each player has a deck of 21 staff cards. Each staff card represents a historic personage with a number value and text describing the special abilities or penalties implemented when the card is played during a conference. Staff cards are played during the meeting to nominate, advance, and debate issues (or to allow play of your Leader card).

A staff card may *never* be played during the Meeting Segment for less than its full value, nor may its attributes be ignored or declined, including any applicable special ability or penalty.

Each player has a Chief of Staff card whose value is variable. In place of a number value, their cards have a star. See 5.25 for more information.

3.34 Issues



Issues are the titled markers that specify various game activities that will be nominated during the Agenda Segment, advanced and debated during the Meeting Segment, and resolved during the Decision Segment. Issues are placed on the table as instructed by a conference card event or when nominated by the players during the Agenda Segment.

4.0 Conference Sequence of Play

Churchill is played as a series of conferences. Each conference follows the same set of procedures. A conference has three phases: the Conference, War, and Post-Mortem Phases. These phases are sub-divided into segments that regulate the players' activities.

4.1 Detailed Sequence of Play

Conference Phase

1. Agenda Segment
2. Meeting Segment
3. Decision Segment
   1. Directed Offensive Placement
   2. Conditional Issues Determination
   3. Production
   4. Production Allocation
   5. Theater Leadership
   6. A-Bomb Research
   7. Global Issue

War Phase

1. Clandestine Network Segment
2. Political Alignment Segment
3. Military Segment
   a. Axis Reserve Placement
   b. Front Advancement

Post-Mortem Phase

Narrative Sequence of Play

4.2 Conference Phase

A conference (5.0) has three segments: Agenda, Meeting, and Decision Segments.



4.21 Agenda Segment: At the beginning of the Agenda Segment turn over the top conference card and immediately implement its instructions from top to bottom. Players who are told to commit production to a particular activity or theater during a later portion of the conference should place a production marker at the specified location as a mnemonic. Some conferences will put a specified issue or two in the center of the conference table.

Next each player deals themselves **seven** staff cards. Each player simultaneously plays one staff card face-down and then reveals them. No staff card special abilities or penalties are used during the agenda phase. The only staff card value modification allowed during this phase is the +1 value for the UK national characteristic.

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The high value card selects one available issue and places it on his track in the space that corresponds to the difference between the winning card value and the lowest card value played by the other players. Then each player in turn, starting to the left of the player who won the Agenda Segment, picks two issues and places them in the center of the conference table display.

PLAY NOTE: *There will always be a minimum of* ***seven*** *issues in a conference, with additional issues placed due to conference card instructions.*

EXMAPLE: *Roosevelt wins the Agenda Segment with a 4 value card. The low 1-value card was played by Stalin; Roosevelt chooses the Global issue and places it on the US national track 3 space. Churchill (to Roosevelt's left) now picks any two available issues and places them on the center of the conference table (zero space). Then Stalin picks two issues, and finally Roosevelt picks two more issues to conclude the segment.*

4.22 Meeting Segment: This is the heart of the conference. Beginning with the player to the left of the one who won the Agenda Segment, each Leader plays one staff card and advances an issue toward their position (see advancing an issue, 5.22). All Meeting Segment activities follow the same basic procedure. You play a staff card and move the issue a number of spaces equal to the staff card's value, plus text bonuses/penalties toward your leader's chair on the conference display. When an issue is advanced beyond the length of the track, it is said to be off the table and that player has won that issue for this conference (see 5.23).

Each time an issue is advanced, it may be debated by *one* of the other players, with the player to the left having the first option to debate. The debating player follows the same procedure: play a staff card and move the issue a number of spaces equal to the staff card's value, including special abilities/penalties, toward their chair. (Keep in mind the USSR national characteristic, which adds one to the value of any staff card used in a debate.) If neither player debates the issue, play proceeds clockwise to the next player. Play continues in this manner until all players have used all of their seven staff cards. Important: When you use your Leader to advance an issue, you can *only be debated by another active Leader.*

A player who, since his last opportunity to play a card to advance an issue, debated another player's issue may, during their next opportunity to advance an issue, decide to pass instead; this is to avoid having your hand run out well before the others. This pass may not be saved for future use, and a player only receives one pass, whether they debated once or twice before their next advance-an-issue opportunity.

4.23 Decision Segment: At the conclusion of the Meeting Segment each player counts the number of issues that they have won. An issue is won if it resides either on the player's chair (off the table) or on his national track. The player who won the most issues wins the conference and receives a conference victory marker. In case of ties follow the tiebreaker procedure (4.5).

The Decision Segment is broken into seven activities done in this order:

1. Directed Offensive Placement
2. Conditional Issues Determination
3. Production
4. Production Allocation
5. Theater Leadership
6. A-Bomb Research
7. Global Issue

For each activity, play proceeds starting with the player to the left of the player who won the conference. This player completes all of his actions for that activity before play passes to the next player. Once all players have gone, play proceeds to the next activity until all seven have been completed.

4.23.1 Directed Offensive Placement

Each player who won a Directed Offensive (6.7) issue now *must* place that issue on *any* Front entry space on the map, regardless of who controls that Front.

4.23.2 Conditional Issues





The Second Front and the USSR Declares War on Japan issues are conditional issues. They are required to allow D-Day (i.e., to allow the Western Theater Front to attempt to advance into Normandy and beyond) and to allow the Far Eastern Front to advance into Manchuria and beyond, respectively. They are successful if they end the conference in the center of the table. Otherwise they do not take effect, though they do count as a won issue for whoever has the issue on their track or chair.

DESIGN NOTE: *Winning a conditional issue means objecting to the opening of the Second Front or Soviet participation in the war in Asia. Churchill in essence delayed D-Day to enable his Mediterranean strategy. Stalin only agreed to declare war on Japan after Germany had surrendered. There are advantages for players to follow these historical tendencies.*

4.23.3 Production



Each player simultaneously receives a base quantity of production markers (US six, UK four, USSR three) plus any bonuses provided by the conference card, winning production issues, the Arctic Theater situation, and the *Strategic Material* issue. For each production issue a player wins which belongs to another player, take one production marker from that player.

EXAMPLE: *Stalin won both US Production issues, and takes two production markers from the US player. The US player won one UK Production issue, and takes one from the Churchill player.*

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4.23.4 Production Allocation

Each player in turn allocates his production, following a mandatory priority order.

Once these mandatory commitments have been fulfilled, if a player has any remaining production markers, he may allocate them to Political-Military (Pol-Mil), A-Bomb Research, or the more common activity of purchasing offensive support and naval support markers to better enable Fronts to advance.

A player may never decline to use an available production marker or command bonus and must allocate production markers until they are all used. A player is finished once he has allocated all production. (See 6.4, Production Allocation, for further details.)

4.23.5 Theater Leadership Issues

The holder of each of the theater commands (US or UK) gains one offensive/naval support. If either or both of the Theater Leadership issues (Europe and Pacific) were included in this conference, the player(s) who won these issues will receive two bonus offensive/naval support and determine whether the US or UK will command that theater (see 6.9, for further details).

4.23.6 A-Bomb Research Issues

If the A-Bomb Research issue was included in this conference, the player who won this issue rolls a six-sided die as modified by production allocation to determine if the US A-Bomb pawn is advanced toward the Trinity space. If Stalin (USSR) won this issue they also advance the Soviet A-Bomb pawn (no die roll) one space toward the Trinity space (see 6.10, for further details).

4.23.7 Global Issue



If the Global Issue was included in this conference, the player who won the issue moves one of his two Global Issue markers toward his position, if possible. A player may not choose to avoid moving a marker toward his position if he won the *Global Issue*. If both markers are already in a player's advantage position, no action is taken. (See 6.11, Global Issues, for further details.)

4.3 War Phase

The War Phase consists of three segments: Clandestine, Political, and Military.



4.31 Clandestine Segment: Players take turns placing all of their Clandestine Networks at once. The player with the greatest number of Clandestine Network markers to place goes first, followed by the player with the second most, followed by the third player.

Each player automatically receives one Clandestine Network for his or her secret service activities. Additional Clandestine Networks may be gained by means of conference, leader, and staff cards and allocating production to won Pol-Mil issues.

New Clandestine Networks are either placed in countries with no networks belonging to other players or are expended on a one-to-one basis to remove another player's clandestine existing networks. Only one player may have Clandestine Networks in a country or colony at a time, up to two maximum.



4.32 Political Segment: Players take turns placing all of their Political Alignment markers at once. As with Clandestine Networks earlier, the player with the greatest number of Political Alignment markers to place goes first, followed by the player with the second most, followed by the third player.

Players gain Political Alignment markers by means of conference, leader, and staff cards and allocating production to won Pol-Mil issues.

New Political Alignment markers are either placed in countries with no Political Alignment marker belonging to other players or are expended on a one-to-one (or two-to-one, depending on the current Global Issue status; see 6.11) basis to remove another player's existing Political Alignment markers. In order to either place or remove a Political Alignment marker, the acting player must have a Clandestine Network in that country or colony. A country or colony can have only one Political Alignment marker. **Note:** Global Issue positions may restrict where and how Political Alignment markers may be placed.

Due to Clandestine Network removal and placement, a country or colony may legally have Clandestine Networks from one player and a Political Alignment marker from another. This condition can persist indefinitely and *the player who owns the Political Alignment marker will score the VPs for that space* at the end of the game.

4.33 Military Segment

The Military Segment is divided into Axis reserve deployment and Front advancement.

1. The Axis reserve deployment uses deployment priorities to send enemy reserves to oppose various Fronts. There are two kinds of Axis reserves, naval and army. Each naval reserve deployed eliminates one Allied naval marker. Each army reserve deployed effectively cancels one offensive support marker or, if none are present, automatically prevents the Front from advancing.
2. After Axis reserve deployment, each Front *must* attempt to advance by rolling a ten-sided die. For Fronts with strength less than 10, advance the Front one space if the die roll is less than or equal to the Front's strength. Fronts with strength of 10 or greater will have a chance of advancing two spaces (see 7.74). After all eligible Fronts have attempted to advance, the conference is concluded. (See Post Mortem Phase, 8.0)

4.4 Winning the Game

At the conclusion of the tenth conference—or any conference if both Axis powers have surrendered—the game is over, and the winner is determined. All players determine their final VP score (9.4).

There are three end game situations:

4.41 Condition 1: If both Axis powers have surrendered and the point spread between the highest score and the lowest score is 15 or less, then the player with the most VPs wins the game.

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4.42 Condition 2: If both Axis powers have surrendered and the point spread between the highest score and the lowest score is greater than 15 points, then follow this procedure. Roll a six-sided die and add it to 15 (new value will be 16 to 21). If the difference between the high score and the low score is equal to or less than this new value, the player with the high score wins. If the difference between the high score and the low score is greater than this new value, the player with the second highest score wins the game.

PLAY NOTE: *If you do the math, you'll notice that if the initial score difference is 22 or more then the player with the second highest score will win the game.*

Tournament Scoring: If the point spread between the highest and the lowest score is greater than 15 points, the player with the second highest score wins.

4.43 Condition 3: If either Axis power *has not surrendered*, then each player rolls a six-sided die and modifies their score accordingly:

- The player with the *highest* score *subtracts the die roll value* from their score.
- The player with the *second-highest* score *subtracts half the die roll value (round up)* from their score.
- The player with the *lowest* score *adds the die roll value* to their score.

In case of a tie for first, both players subtract the value of a six-sided die. In case of a tie for second, both players add the value of a six-sided die to their die roll. The player with the highest score after this score adjustment wins the game. If the final score is tied, follow the Final Game Victory tiebreaker procedure below (4.44).

Tournament Scoring: After subtracting 5 points from the player in first place, the player with the high score wins.

DESIGN NOTE: *Players have to win the game within an alliance structure. A cutthroat winner-take-all style of play may result in the most points but could drive your Allies into a pact against you in the peace to come; hence why the second-place score wins in condition 2, as they become the leader of a two-power coalition against the most powerful nation. Condition 3 should be considered a loss for the alliance, but heralds a potential deal being cut with the former Axis power for leverage in the peace to come, but again the leaders take a VP shave before the final tally. To win the peace you have to play a subtle game to win by a close, cooperative score or suffer the ensuing world chaos where the nation with the initial post-war advantage is hard to predict.*

4.44 Final Game Victory Tiebreaker: In case there is a tie for the most VPs, after any adjustments, the Final Game tiebreaker priorities are as follows. The first condition to be met breaks the tie; ignore any subsequent conditions.

1. If the US is tied for the lead and has the A-Bomb (i.e., the A-Bomb Research track is at Trinity), Roosevelt/Truman wins.
2. If the USSR is tied for the lead and its East Front tank is the sole occupier of Germany, Stalin wins.
3. Otherwise, Churchill wins, *even if Churchill was not one of the sides tied for the lead.*

4.5 Tiebreaker Procedure

The following is used for all tiebreak situations except determining the winner of the game:

4.51 During the Agenda Segment if two or three staff cards have the same final value (remembering to include the UK national characteristic +1 bonus), starting with Stalin and proceeding to the left, a player can decide to use their active Leader to break the tie. The first Leader to commit breaks the tie, and no further Leader can change the outcome. In the circumstance where a player uses their leader to break a tie that they were not involved in, they choose who wins the tie.

4.52 During the Decision Segment if two or more players have won the same number of issues, starting with Stalin and proceeding to the left, a player can decide to use their active Leader to break the tie. The first Leader to commit breaks the tie, and no further Leader can change the outcome. In the circumstance where a player uses their leader to break a tie that they were not involved in they choose who wins the tie.

Note that in both situations the tiebreaking Leader will be inactive for the rest of the conference.

4.53 If no player uses their Leader to break a tie as above, then refer to the US player's national characteristic (Arsenal of Democracy): if the US was involved in the tie, he wins the tie; if the US was not involved, he decides which of the other two players wins the tie.

4.6 Five Mississippi

The game can be tedious if players think too deeply on the placement of every marker. If this starts to happen, count five seconds out loud, and if the offending player has not played yet, the player to his left places the marker for him.

4.7 Negotiations

There is no formal negotiations phase or procedure. All conversations must be made in the presence of the other player. No secret negotiations or conversations are allowed during the game. No agreement or conversation is binding. Only player actions during the game are binding.

Play Note: Threatening or pleading with your Allies is encouraged, but not binding.

STOP!

At this point you have the basic rules and concepts for playing a game of *Churchill*. What follows are the detailed procedures and rules. They have been organized in this way so the procedures are easy to find during play.

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5.0 Conference Procedures

5.1 Agenda Segment

5.11 Conference Card

Reveal the next conference card in the deck and implement its instructions, in the order specified on the card.

If a player is required to commit production to a particular activity or theater during a later portion of the conference, he should place a marker at the specified location as a mnemonic.

5.12 Political-Military (Pol-Mil) Table

If the conference card text indicates a Political Alignment marker or Clandestine Network effect, roll the required number of times on the Pol-Mil Table *(below)* to select which colonies/countries are affected. Roll two six-sided dice, 1st (**red**) and 2nd (**blue**). The 1st (**red**) die indicates the row in the table; the 2nd (**blue**) die indicates the column. The result is the country or colony affected. Results on the Pol-Mil Table are *not* affected by Global Issue statuses or Arctic Front conditions.

If the conference card instructs more than one player to place Clandestine Networks and/or Political Alignment markers, have the player to the left of the player who won the previous conference place all of his first and proceed clockwise. During the first conference of the game the order is clockwise starting with Churchill: Churchill, Stalin, Roosevelt.

When Clandestine Networks or Political Alignment markers are placed by the Pol-Mil table:

- If the location already contains an opposing Clandestine Network, instead remove one Clandestine Network and discard the one which was scheduled to be placed.
- If the location already contains Clandestine Networks belonging to that player, discard any that would exceed the limit of two markers per location.
- A Political Alignment marker cannot be placed if the location does not already contain a Clandestine Network belonging to that player; don't roll again, this is an opportunity lost.
- If the location contains your Clandestine Network and an opponent's Political Alignment marker, remove the opponent's Political Alignment marker and discard the one which was scheduled to be placed.
- If the same location is rolled by a player more than once, complete one placement routine followed sequentially by the additional opportunities.

When Clandestine Networks or Political Alignment markers are removed by the Pol-Mil table, the result is the location from which the Clandestine Network or Political Alignment marker is to be taken or removed based on the conference card instructions.

5.13 Pre-Conference

Unless otherwise instructed, place each player's Leader marker in his conference chair active location.

If the conference number is odd (1,3,5, etc.), each player shuffles his 21-card staff deck (less any cards that may have been removed from the deck due to deaths) and deals himself seven cards. If the conference number is even, each player deals himself seven cards from his remaining deck without shuffling.

The players then pick and simultaneously play a staff card (not a Leader) face down. *Ignore all Staff card attributes or penalties during the Agenda Segment.* The player who played the card with the highest value wins the Agenda Segment and will begin agenda selection. If the Chief of Staff card (5.25) is revealed, determine its value by a six-sided die first. Any ties are broken with the normal tiebreaker procedure (see 4.5).

UK National Characteristic, Imperial Staff: *For the Agenda Segment, the UK staff card played has its strength increased by 1.*

5.14 Agenda Selection

The player who won the Agenda Segment selects one issue not already on the table and places it on his track of the Conference Table a number of spaces from the center space equal to the difference between the value of his card played and the lowest value played. If the difference is zero, place the issue in the center of the table.

Then each of the three players, beginning with the player to his left and proceeding clockwise, selects a pair of issues and places them on the center space. These seven issues, plus any already placed on the table by, e.g., the conference card, constitute the conference's agenda.

Pol-Mil Table

1st Die \ 2nd Die	1	2	3	4	5	6
1	France	Netherlands	Belgium	Denmark	Czechoslovakia	Norway
2	Finland	Austria	Hungary	Yugoslavia	Greece	Baltic States
3	Poland	Rumania	Bulgaria	Siam	Dutch East Indies	Malaya
4	Vietnam	Cambodia/Laos	Persia	Middle East	Poland	France
5	Austria	Greece	Siam	Bulgaria	Rumania	Cambodia/Laos
6	Yugoslavia	Czechoslovakia	Malaya	Vietnam	Middle East	Persia

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5.2 Meeting Segment

5.21 Overview

Each player in turn, starting with the player to the left of the player who won the Agenda Segment and proceeding clockwise, plays a staff card to advance an issue toward their side of the table. The other two players then have the option to debate that issue in order to move the issue back toward the center and toward their side of the table. This sequence continues until all staff cards have been played.

5.22 Advancing an Issue

On a player's turn, he plays one staff card from his hand. The player selects any one un-captured issue (see 5.23) on the table and moves it a number of spaces equal to the staff card's value, modified according to the card's attributes. That player must also implement any other attributes on the staff card.

PLAY NOTE: *You can never play a staff card during the Meeting Segment for less than its full value to include any applicable attribute or national characteristic bonuses, unless the staff card text says otherwise (e.g., Harry Hopkins).*

If the selected issue is in the center space or on the active player's track, move the issue a number of spaces towards his leader's conference chair. If the selected issue is on another player's track, the player must move it towards the center space, before moving it along his own track. (If the staff card's modified value is great enough, he may move it along both an opponent's track and his track.)

When a conditional issue (Second Front or USSR Declares War on Japan) is advanced or debated and enters the center of the conference table, the player advancing/debating the conditional issue may optionally end movement in the center of the table. This option must be exercised immediately.

The Meeting Segment ends when all staff cards have been played. If one player has more than one card remaining, he plays his cards in sequence until he is out of cards.

DESIGN NOTE: *Conferences that prevent a particular Leader from advancing an issue indicates they were not there or were under-staffed at the conference.*

EXAMPLE 1: *Churchill plays a 3-value staff card whose attribute gives a +1 bonus for production issues. Churchill chooses a Pol-Mil issue on the zero space and moves it on his national track (toward his side of the conference table) to the 3 space. If he had chosen a production issue, he would have moved it to the 4 space due to the staff card attribute bonus.*

EXAMPLE 2: *The UK Production marker is on the Soviet 2 space. Churchill plays the same 3-value staff card with the production bonus and moves the UK Production marker to the British 2 space. The exact method is to move the UK Production marker from the Soviet 2 space to the zero space expending two of the four moves, and then it is moved two spaces toward Churchill.*

5.23 Capturing an Issue

If advancing an issue would move it onto a player's leader chair space (the track's seventh space), before it is moved, the other players are first given a chance to debate the issue. If neither chooses to debate it, the issue is captured.

If the issue is debated, compare the modified values of the staff card used to advance the issue and the staff card used to debate the issue. Move the issue a number of spaces equal to the difference. Movement is toward the advancing player's chair if his staff card's value was greater; it is toward the center if the debating player's staff card's value was greater. If the issue is moved on or beyond the leader chair space, the issue is captured.

A captured issue is no longer available to be advanced or debated for the remainder of this conference.

PLAY NOTE: *Another way of thinking about this is to imagine that the track extends beyond the chair—to eight, nine, ten, or more spaces—and an issue is only captured if it remains, after debates, on or beyond the seventh space.*

EXAMPLE: The USSR Directed Offensive issue is in the US 5 space and the US plays a 4 value staff card to advance the issue into Roosevelt's chair. The Soviets declare they want to debate the issue and play a 2 value card with +1 for Soviet national characteristic. The difference between the US 4 value and the USSR 3 value is one for the US, so the issue moves one space toward Roosevelt into the US 6 space. The issue is not captured.

5.24 Debating an Issue

When a player advances an issue, the other two players, beginning to the advancing player's left, may debate the issue by playing a staff card to move the issue back toward their side of the table. The player who advanced the issue will have already moved the issue marker. The debating player then moves the issue as if he were advancing it (see 5.22) and implements his staff card's attributes.

USSR National Characteristic, '*Nyet*': USSR staff cards (excluding Stalin, since he is not a staff card) used in a debate have their value increased by 1.

PLAY NOTE: *If Stalin Paranoia is in effect (see Stalin Leader card), this increase in value is after the reduction from Stalin Paranoia; i.e., a staff card with a value of 1 will have a value of 2 in a debate under Stalin Paranoia.*

Each advancement may only be debated by one player, and debates cannot be 'counter-debated'. If an issue was advanced by a Leader card, the issue can only be debated by another Leader card.

Stalin Exception: If the Stalin Leader card is used to advance the A-Bomb Research issue, the issue cannot be debated at all.

PLAY NOTE: *Under certain circumstances a player may move an issue onto his own leader's chair by means of debate. If he does so, the issue is immediately captured since there is no opportunity to 'counter-debate'.*

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When a player chooses to debate an issue, he has the option of passing on his next turn to advance an issue. Place a Pass marker on the player's discard pile until his next turn as a reminder. When it comes his turn, if he chooses not to exercise this option, he cannot save the option for his next turn.

Even if a player has debated twice since his last turn, he can nonetheless only earn a single option to pass per turn.

DESIGN NOTE: *Debating an issue simulates the intense disagreements that arose during a conference on key issues such as post-war borders (Political Alignment), support of partisans (Clandestine Networks), and the timing for D-Day (Second Front). By reducing how much an issue advances toward your Ally, a player in essence is metaphorically making a stronger argument or at least taking some of the steam out of an argument.*

PLAY NOTE: *It should be obvious that if the US or UK player is directly to the left of an issue advance they can just as easily wait and advance the same issue on their next card play. The main value of the debate is four-fold. First, to prevent the outright capture of an issue; second the Soviets gain a one strength increase when they debate; third, the player who is two to the left creates a dynamic where the player to the left may keep the issue closer to the center of the table, and lastly it offers a player the opportunity for a double move with the loss of card count.*

5.25 Chief of Staff Cards

Each side has a Chief of Staff card (Brooke, Marshall, Zhukov) whose value is variable. Each time a Chief of Staff card is played, its value is equal to the roll of a six-sided die. This value is then increased or decreased by applicable modifiers.

A player must commit to playing his Chief of Staff card before determining his value, but, if advancing, he is not required to choose which issue to advance until after determining his value.

DESIGN NOTE: *Chiefs of Staff held powerful positions but were often constrained by their boss (the Leader), who they did not always agree with. Plus they had to be politically astute to avoid driving too hard on an issue and damaging future cooperation with their foreign counterparts. To simulate these subtleties of a Chief of Staff, his impact varies from conference to conference and is simply captured by a random die roll.*

5.26 Using Leaders to Advance or Debate an Issue

If his Leader is active for this conference, a player may advance or debate an issue with his Leader card. To do so he discards one of his staff cards and uses the Leader's card value and attributes instead. Attributes, bonuses, or penalties from the discarded staff card are not implemented. A player may only use his Leader once per conference. Once used, move him to the inactive position.

PLAY NOTE: *During some conferences a particular player's Leader card is prohibited from advancing an issue. This inability does not prevent that Leader from debating an issue or breaking ties, but he may not initiate the process by advancing an issue.*

EXAMPLE: *the A-Bomb Research issue is on the zero space and both Churchill and Stalin are inactive due to prior use. Roosevelt discards a card and announces that he is using his Leader card for its 7 value. Since the Leader cannot be debated by a staff card Roosevelt moves the A-Bomb Research issue to his side of the table capturing the issue. Then Roosevelt must make a health die roll (as noted on his card), which he survives. Move Roosevelt's marker to his chair's inactive position.*

5.27 Concluding the Meeting Segment

After the last staff card has been played, the Meeting Segment is over. Each player now wins any issues on his track and places them on his leader's chair. If Second Front, USSR Declares War on Japan, or Strategic Materials are in the center space, their effects will be implemented according to special rules in the Decision Segment (see 6.21, 6.22, and 6.3, respectively). All other issues in the center space are won by no one and set aside with no effect.



The player who won the most issues wins the conference. Conditional Issues won (i.e., not in the center space) count towards this total. In the case of ties use the tiebreaker procedure to determine the winner (4.5). The winner of the conference is given a conference victory marker.

PLAY NOTE: *One reason not to use your Leader card during the Agenda and Meeting Segments is to save it to win tiebreaker situations at the end of a close conference.*

6.0 Decision Segment

The Decision Segment is broken into seven consecutive activities, during which each player will implement the issues won during the Meeting Segment. For activities in which multiple players must act, begin with the player to the left of the winner of the conference and proceed clockwise.

1. Place Directed Offensive (6.1)
2. Determine Conditional Issues (6.2)
3. Production (6.3)
4. Production Allocation (6.4–6.8)
5. Theater Leadership (6.9)
6. A-Bomb Research (6.10)
7. Global Issue (6.11)

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6.1 Place Directed Offensives

Each player must place all Directed Offensive issues won on any Front's entry space. The selected Front need not belong to any particular player. The order of placement starts with the player to the left of the conference winner and proceeds clockwise.

PLAY NOTE: *Directed Offensives will later determine where players will be required to allocate production markers (see 6.4)*

6.2 Conditional Issues

There are two conditional issues: Second Front and USSR Declares War on Japan. A conditional issue can be won like any other issue, but a conditional issue takes effect only if it ended the conference in the center space of the conference table.

6.21 Second Front



The Second Front issue is only available until the Western Front enters the Normandy space, after which it is removed from the game.

The Western Front cannot attempt entry into the Normandy space unless it ended in the center of the table *during this conference*. If the Normandy space is not successfully entered during this Conference's War Segment, the Second Front issue must again be nominated and end in the center of the table in order for entry to be attempted in a subsequent conference.

DESIGN NOTE: *Consider a first failure of D-Day to represent Dieppe.*

PLAY NOTE: *The UK gains VPs if the Mediterranean Front enters Central Italy before D-Day occurs, so there may be incentive to delay D-Day. The Soviets have most of the German army opposing them, so their incentive is to weigh in on the debate to support an early D-Day in order to divert resources to the Western Front. When D-Day will occur depends on player interaction, and while it can occur during the London Conference (June 1944), circumstances may accelerate or delay it.*

6.22 USSR Declares War on Japan



The USSR Declares War on Japan issue is only available until the Soviet Far East Front enters the Manchuria space, after which it is removed from the game.

The Far East Front cannot attempt entry into the Manchuria space unless it ended in the center of the table *during this conference*. If the Manchuria space is not successfully entered during this Conference's War Segment, the USSR Declares War on Japan issue must again be selected and end in the center of the table in order for entry to be attempted in a subsequent conference.

DESIGN NOTE: *A successful* USSR Declares War on Japan *play that does not result in the Far East Front advancing into Manchuria represents the uncertain time period between when Stalin agreed to the declaration and when hostilities were initiated in the Far East.*

6.3 Production

6.31 Base Production Values

Players receive a base number of production markers each Conference:



x4 x6 x3

6.32 Additional Production Markers

Each player can gain additional production markers as follows:

For each production issue named for a player and won by another player, the winning player receives one production marker from the named player. If a player won his own production issue, there is no effect.



If the Strategic Materials issue ended the conference in the center space, all three players receive their strategic material production marker. If it was won by a particular player, only he receives the additional production marker.

The USSR gains a production marker if the Arctic Theater box has three or more naval markers.

The USSR may gain a production marker due to the Murmansk Convoy, as per the current conference card.

EXAMPLE: *Roosevelt wins the US Production issue as a defensive move to keep control of his production. This counts as an issue won during the conference and prevents another player from taking a US production marker.*

6.4 Production Marker Allocation



After all players have received their production markers, each player in turn allocates their production markers, with play passing to the next player after all production markers have been allocated.

Players *must* allocate *all* of their productions markers, including bonuses, and they *must* be allocated first to the following priorities:

1. Allocations mandated by the current conference card (see 6.6)

2. Directed Offensives (two production markers each; see 6.7)

After these two priorities have been satisfied, a player can freely allocate his remaining production markers to place offensive support and naval support markers (6.5), activate Pol-Mil issues (6.8), and gain modifiers for A-Bomb Research (6.10).

In addition to allocating production markers at this time, on their turn players also place offensive support and naval support markers gained through theater leadership (6.9).

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6.5 Military Support

One production marker purchases one offensive support or one naval support marker. Place each offensive support purchased in this way in the entry space of any Front. Place each naval support marker in a theater box. A player may place offensive support and naval support markers in multiple Fronts/theaters.

A theater box can never have more than five naval markers total. A land or amphibious entry space can have an unlimited number of offensive support markers on it.

6.6 Conference Card Production Allocation

Many conferences require that one or more production markers be spent in certain theaters on the map display. This is the highest priority for production allocation.

PLAY NOTE: *As a mnemonic a player can place one of his production markers in the indicated location when the Conference Card is initially drawn.*

6.7 Directed Offensives



During the Military Segment each Front *must* try to advance towards the Axis powers. A Directed Offensive marker can be placed in any entry space to ensure that it receives offensive priority.


UK


US


USSR

Each Directed Offensive issue requires the flag owner (e.g., the UK Directed Offensive marker shown) to allocate production markers to place *two* offensive support or naval support markers.

Directed Offensive markers on a land entry space can only be satisfied with offensive support markers.

Directed Offensive markers on an amphibious entry space must be satisfied with naval markers until there are three naval support markers in the theater (five, if the entry space is Normandy); with offensive support thereafter.

A player must fully allocate as many production markers to Directed Offensives as he is able, including only partial satisfaction, if necessary. If a player does not have enough production markers to satisfy all of his Directed Offensives, he may choose which ones to allocate to first, leaving the remainder unsatisfied or partially satisfied at no penalty.

DESIGN NOTE: *Placing a USSR Directed Offensive in front of a US Front simulates the US getting the Soviets to agree to forego military aid to enable the invasion of France. Remember, if Germany and Japan do not both surrender, the situation can become somewhat chaotic and potentially unpredictable, so some level of cooperation and coercion is sometimes required to defeat the Axis.*

EXAMPLE: With the Second Front issue in the center of the table, Stalin decides to place the US Directed Offensive in France to reduce in the future the number of German reserves allocated to the Eastern Theater (by making sure the Allies land in Normandy). There are four naval support markers in the Western Theater box. Due to the D-Day requirement for five naval support markers, the US satisfies the Directed Offensive with two production markers and places one naval marker in the Western Theater box, to meet the D-Day minimum of five naval, and one offensive support in Normandy.

6.8 Activating Pol-Mil Issues



Players may activate won Political-Military (Pol-Mil) issues to receive Political Alignment markers and Clandestine Network markers, which will be placed during the War Segment (7.1, 7.3). A Pol-Mill Issue that is not activated has no effect.

6.81 Each Pol-Mil issue is marked as X/Y and can be activated by allocating a production marker to it. When activated, the player receives X Political Alignment markers and Y Clandestine Networks.

6.9 Theater Leadership

There are two theater commands, Europe and the Pacific. Each can be controlled by either the US or the UK, and control can change multiple times over the course of the game. Use the US and UK theater markers to denote control.

6.91 Theater Leadership Bonus





The US and the UK receive one offensive support or naval support marker for each theater where they possess the leadership marker. This award is independent of who won the Theater Leadership issue. The side that won a Theater Leadership issue may or may not be the same player who receives this bonus.

At the beginning of the campaign game, Churchill controls the European Theater, and Roosevelt controls the Pacific Theater. If a theater's leadership issue is not won in a conference, the current theater leader remains unchanged.

6.92 Winning a Theater Leadership Issue

A player who won a Theater Leadership issue determines whether the US or the UK gains leadership over that theater; the player who won the issue also receives two offensive support and/or naval support markers to be used in that theater.

If a player won both Theater Leadership issues in the same conference, he receives a further bonus of two offensive support and/or naval support markers that can be used in either theater.

The USSR can never command either of these theaters, but they may win the issue and gain both the two bonus offensive/naval supports and the opportunity to determine that theater's leadership.

PLAY NOTE: *Yes, if Stalin wins this issue, he designates whether the US or UK is in control of the specified theater command.*

DESIGN NOTE: *The award of offensive support and naval support markers for leadership does not represent new production, but the ability to prioritize and concentrate assets that are spread across the theater in various subordinate commands.*

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PLAY NOTE: *The* Theater Leadership *issues (Europe and Pacific) are an efficient way to acquire military support and are by intent often debated in conference.*

DESIGN NOTE: *The* Theater Leadership *issue represents the intense debates that occurred around theater priorities such as Eisenhower's broad front versus Montgomery's narrow front advance strategy. When both* Theater Leadership *issues are being discussed it can also represent a re-examination of the 'Europe first' priority. The frequent use of these issues does not represent a personnel change, although there was at least one serious discussion around relieving Eisenhower and replacing him with Marshall or Brooke. Leadership in this context denotes whose thinking is driving the war in that theater.*

EXAMPLE: *Roosevelt has control of the Pacific Theater leadership, but goes out to win the issue. Roosevelt does not give up the leadership and gains two offensive support or naval support markers for winning the* Pacific Leadership *issue and one offensive support or naval support marker for the Pacific Command. All three markers must be placed in the Pacific Theater.*

Since the USSR Declares War on Japan *issue ended the conference in the center of the table at the end of this conference, the Soviet Far East Front must attempt to advance into Manchuria and beyond. Roosevelt decides to meet one of the Emperor's Surrender conditions by placing all three offensive support markers on the Manchuria space to help Stalin to aid in the defeat of Japan whether he likes it or not.*

6.10 A-Bomb Research



If the A-Bomb Research issue was won, roll a six-sided die and apply any modifiers (6.10.2). On a result of 4-6 advance the US A-Bomb marker one space toward the Trinity space.

Once the US marker enters the final A-Bomb track space the US and the UK have the A-Bomb, which has various implications for Japanese surrender (7.82) and VPs.

6.10.1 Manhattan Spy Ring

If Stalin wins the issue, in addition to the die roll above, automatically advance, without a die roll, the Soviet Manhattan Project spy marker one space on the A-Bomb track.

PLAY NOTE: *The Soviet Manhattan Project spy marker can move ahead of the actual A-Bomb marker as it represents stealing of technology not actual hardware. The A-Bomb marker represents the actual engineering progress on constructing a bomb.*

6.10.2 A-Bomb Research Issue Modifier

Any player may allocate production markers for a +1 modifier per production marker to the A-Bomb Research advancement die roll.

PLAY NOTE: *The expenditure of three production markers (+3 die roll modifier) will make the A-Bomb Research advancement automatic.*

6.11 Global Issues

DESIGN NOTE: *Across all of the conferences there were a number of global issues that spoke directly to the structure of the post-war world and were debated and discussed from the dark days of Axis expansion right up through the final conference. Churchill's 'naughty document' (sometimes also called the 'naughty note') was an agreement between Churchill and Stalin to create de facto spheres of influence in Europe that infuriated the Americans and undermined the post-war peace.*

Each player has two Global Issues that they metaphorically debate bilaterally with one of the other players, as represented by the Global Issue connections on the conference table. The marker for each of the three Global Issues is either in the center (neutral) location or in a player's advantage position. Movement of a Global Issue marker from its neutral space alters some of the rules for placing Political Alignment markers, *but has no effect on Clandestine Networks.*

IMPORTANT! In all cases a conference card text that requires the placement or removal of a Political Alignment marker takes priority over any Global Issue restrictions. Global Issue restrictions remain in force for all other situations.

A player who wins a *Global Issue* moves one of his two Global Issue markers towards himself, either from the starting neutral position to his advantage *or* from his opposition's advantage to his advantage. Once a Global Issue marker leaves the neutral location it never re-enters that location and is thereafter in one player's advantage position or the other.

PLAY NOTE: *If both of a player's Global Issue advantage locations already have markers on them and he has won the Global Issue, they do not move and there is no additional benefit. A player in this situation is protecting his global issue advantage positions.*

The Global Issues, and their corresponding effects, are:

1. **Churchill-Roosevelt:** The debate between Self Determination and Colonialism.
   - **Neutral:** No Political Alignment markers may be placed in colonies.
   - **Self-Determination:** All players can place or remove Political Alignment markers in colonies without restriction.
   - **Colonialism:** Only the UK can place or remove Political Alignment markers in colonies. The five colonies are Siam, Dutch East Indies, Vietnam, Laos/Cambodia, and Malaya.
2. **Churchill-Stalin:** The debate between a Free Europe and Spheres of Influence.
   - **Neutral:** No Political Alignment markers may be placed in countries connected to the Western or Eastern Front Tracks.
   - **Free Europe:** All players can place or remove Political Alignment markers in all countries without restriction.
   - **Spheres of Influence:** Only the USSR can place or remove Political Alignment markers in the Baltic States, Poland, Rumania, Bulgaria and Finland. Only the UK and US can place or remove Political Alignment markers in

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France, Belgium, and Netherlands. All other countries are unrestricted.

3. **Roosevelt-Stalin:** The debate between the UN and Communist Cadres.
   - **Neutral:** It costs *one* Political Alignment marker to remove an opponent's Political Alignment marker.
   - **UN:** It costs *two* Political Alignment markers to remove an opponent's Political Alignment marker anywhere.
   - **Communist Cadres:** It costs *two* Political Alignment markers to remove a Soviet Political Alignment marker in the following countries: Baltic States, Poland, Rumania, Bulgaria, Finland, and any colony. It costs *one* Political Alignment marker to remove an opponent's Political Alignment marker in all other situations.

PLAY NOTE: *These rules take priority and precedence to the wording on the map, which are due to space summarized and are intended as a mnemonic.*

PLAY NOTE: *Remember Global Issue only affects the placement of Political Alignment markers; it never effects the placement of Clandestine Networks.*

7.0 War Phase

The War Phase is comprised of three segments:

1. Clandestine Network Segment (7.1)
2. Political Alignment Segment (7.3)
3. Military Segment
   a. Axis Reserve Placement (7.6)
   b. Advancing a Front (7.7)

7.1 Clandestine Network Segment

Each player receives one Clandestine Network, in addition to Clandestine Networks and Political Alignment markers gained through staff card attributes, conference cards, and activation of Pol-Mil issues in the Decision Segment.

PLAY NOTE: *This represents each nation's intrinsic secret operations directorates (e.g., OSS).*



The player with the largest number of Clandestine Networks to be placed places all of his markers, followed by the player with the second largest number of Clandestine Network markers, followed by the remaining player. If there is a tie, the US player's national characteristic allows him to determine who goes next.

PLAY NOTE: *Though there is an advantage to going last, you can place two Clandestine Networks in a country or colony, creating some resilience against later moves.*

EXAMPLE: *Stalin has five Clandestine Networks, Churchill has three and Roosevelt one. Stalin places all of his Clandestine Networks, followed by Churchill and finishing with Roosevelt.*

7.11 Clandestine Network Placement

Clandestine Networks are placed in country or colony spaces. A country or colony can never have more than two total Clandestine Networks present, and they may only be of a single nation.

Clandestine Networks and Political Alignment markers can be placed in a country or colony even if the Front marker has not arrived at the associated Front Track space yet, and they may continue to be placed even after the surrender of Germany or Japan.

7.12 Clandestine Network Removal

If a country or colony already has an opponent's Clandestine Network present, a player may discard one of his own un-played Clandestine Networks, in lieu of playing it, to remove an opponent's Clandestine Network.

DESIGN NOTE: *The removal of an opposing player's Clandestine Network should not always be viewed as a military confrontation between two opposing factions, although that did happen in Yugoslavia and Greece. Sometimes the removal of a Clandestine Network represents political manipulation of the situation akin to what happened in Poland when Soviet encouragement caused the Polish Home Army to rise against the Germans in Warsaw and then was left to wither on the vine, while the Soviet forces waited for the Germans to eliminate the west-leaning opposition.*

7.13 Front Effects on Clandestine Networks

Where a Front marker is located is known as the Frontline. All countries or colonies connected to that space are said to be 'on the Frontline'. When a Front advances toward an Axis country beyond a space, all of the country or colony spaces connected to that Front space are now permanently 'behind the front'.

When the advance of a US or UK Front newly puts countries or colonies with Soviet Clandestine Networks 'behind the front', one Soviet Clandestine Network is removed from each newly qualifying country/colony. This only occurs once per country/colony.

When the advance of a Soviet Front newly puts countries with US or UK Clandestine Networks 'behind the front', one US/UK Clandestine Network is removed from each newly qualifying country. This only occurs once per country.

PLAY NOTE: *This is why it sometimes makes sense to have two Clandestine Networks present in a country/colony that is likely to find itself behind an opponent's Front at some point during the game.*

EXAMPLE: *The Soviet Front advances from the Ukraine to Prussia. The US and UK immediately remove one of their Clandestine Networks, if present, from each of the Baltic States, Poland, Rumania, and Bulgaria country spaces.*

DESIGN NOTE: *There is a big advantage in clandestine warfare when you own the ground with your troops. This is the situation that prevailed in Eastern Europe when the Soviet fronts advanced into a country and the NKVD was able to move in and take control of the situation.*

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7.2 Coexistence of Clandestine Networks and Political Alignment Markers

If a country or colony has a Political Alignment marker on it and all of that side's Clandestine Networks are removed and/or replaced with another player's networks, the Political Alignment marker is *not* removed. It takes a Political Alignment marker to remove it, but the groundwork for a change in alignment is now in place.

7.3 Political Alignment

Each player possessing Political Alignment markers places them in countries or colonies where he has Clandestine Networks.



Players take turns placing all of their Political Alignment markers at once. As with Clandestine Networks earlier, the player with the greatest number of Political Alignment markers to place goes first, followed by the player with the second most, followed by the third player. A player places all of his markers before play passes to the next player.

7.31 Political Alignment Marker Placement

A player may place Political Alignment markers in any country or colony where he has at least one Clandestine Network (including those placed this turn). Do not remove the Clandestine Networks when placing the Political Alignment marker. A country or colony can never have more than one Political Alignment marker.

DESIGN NOTE: *Political Alignment markers for spaces not behind the front represent a Government in exile or Communist cadre gaining sufficient influence to run the country after it is liberated.*

7.32 Political Alignment Marker Removal

In a country or colony where a player has a Clandestine Network, he may discard one (or more, depending on the current Global Issue statuses; see 6.11) of his own unplayed Political Alignment markers, in lieu of playing it, to remove another player's Political Alignment marker in that country/colony.

EXAMPLE: *Hungary has a USSR Political Alignment marker and a UK Clandestine Network. Churchill can use one Political Alignment marker to remove the USSR Political Alignment marker and if he has a second one available he can place it in Hungary.*

7.4 Arctic Theater

The Arctic Theater is a special situation in terms of the political conflict. The Arctic Theater has no Front or Front Track; players may only place naval support markers, not offensive support markers in the Arctic Theater.

No Political Alignment markers or Clandestine Networks can be placed in Norway or Finland if the Arctic Theater has fewer than three naval support markers. If there are three or more naval support markers present in the Arctic Theater, all players can play Clandestine Networks and Political Alignment markers in Norway and Finland. When the Arctic Theater has three or more naval support markers present, the USSR receives an additional production marker in the Decision Segment.

If there are Clandestine Networks and Political Alignment markers in Norway and/or Finland and the number of naval support markers is fewer than three, the markers present are not affected, but no new markers may be placed or removed until the Arctic Theater once again has three or more naval support markers present.

7.5 Fronts



7.51 Each player has Front markers that he controls. The US controls the Western, Central Pacific, and Southwest Pacific Fronts. The UK controls the Mediterranean and CBI (China-Burma-India) Fronts. The Soviets control the Eastern and Far East Fronts. No one controls the Arctic Theater box.

7.52 Fronts move on Front Tracks that are associated with a theater box. A Front Track space may be associated with a set of countries and colonies. As a Front advances it controls the space it occupies and all Front spaces between its location and its theater box. The final space on each Front Track is either Germany or Japan (with the exception of the Mediterranean Front Track).

7.53 A Front marker is either on a Front Track or is in a theater box. (If the latter, it will attempt to advance onto the Front Track itself this conference.) To advance on the Front Track into an adjacent Front Track space requires a successful military campaign die roll. Each Front *must* execute one campaign die roll per conference if allowed, but a Front marker cannot attempt to enter an amphibious entry space unless there are at least three naval markers in the associated theater box (five for Normandy).

7.6 Axis Reserve Placement

Axis reserve markers are placed according to the priorities in 7.62 and 7.64. An Axis reserve marker placed in a theater box removes one naval marker from the box. Each Axis reserve on a Front Track space removes one offensive support marker from a space; if there are more reserve markers than offensive support markers, it makes advance impossible.

7.61 Procedure



Germany (Europe) receives a maximum of eight Axis reserves: six German armies (black), one Italian army (dark brown), and one navy (gray; representing U-boats).



Japan (Pacific) receives a maximum of six Axis reserves: four Japanese armies (khaki), and two navies (gray; hereafter IJN, Imperial Japanese Navy).

Place all Axis reserves in the Germany and Japan spaces, respectively. Starting with Europe, place the Axis reserves on the associated Front Tracks according to the placement priorities. Place reserves to fully meet a priority before moving to the next priority. Once all reserves are committed, unmet priorities are ignored.

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7.62 Europe

1. If any Front is attempting to enter Germany, two German armies remain in Germany. (See 7.72.4, for further details.)
2. Place a German army in the Soviet Eastern Front's entry space (which may be Germany). If both the Western and Eastern Fronts are positioned to enter Germany, position this army to clearly indicate that it will only oppose the Eastern Front.
3. **Battle of the Atlantic:** If the US Front marker has not exited the Western Theater box, place the German navy reserve in the Western Theater box and remove one naval support marker there.
4. **Eastern Horde:** If the US Front has not exited the UK/Bolero space, place four German armies in the Eastern Front's entry space (which may be Germany).
5. **Atlantic Wall:** If the Western Front is in the UK/Bolero space, place one German army in Normandy.
6. If the Normandy space has previously been entered, place two German armies in the entry space of the Front that is closer to Germany; if equidistant, one army is placed in the entry space of both Fronts. (Note: the Mediterranean Front is never chosen for this priority.)
7. Place the Italian army in the Mediterranean Front's entry space.
8. The remaining armies are randomly distributed between the three Front Tracks. Roll a six-sided die for each army: 1-2 Western; 3-4 Eastern; 5 Mediterranean; 6 Arctic, if there are any naval support markers there and remove a naval support marker, otherwise treat a 6 as a 5 and place it in the Mediterranean.

PLAY NOTE: *In the event that Germany is about to be entered by both the Western and Eastern Front remember to discriminate which Reserves are opposing which Front.*

7.63 German Military Collapse

Certain events in the game will cause the permanent removal of German and Italian armies.

- Italian Surrender: Permanently remove the Italian army if the Mediterranean Front enters Southern Italy.
- Allies win the Battle of the Atlantic: Permanently remove the German navy when the Western Front enters the Bolero space.
- Permanently remove a German army when the Western Front enters West Germany.
- Permanently remove a German army when the Eastern Front enters East Germany.

7.64 Pacific

1. If any Front is attempting to enter Japan, all Japanese armies are placed in Japan. (See 7.72.4, for further details.)
2. If the USSR Front has exited the Far East Theater box, place two Japanese armies in the Far East Front's entry space.
3. If any Front is attempting to enter a B29 space, place a Japanese army in each of these locations first. If there are multiple such spaces, place in the order of: Central Pacific, Southwest Pacific, CBI.
4. Roll a six-sided die. On a roll of 1-2, place one Japanese navy in the theater box of a Front attempting to enter an amphibious entry space and remove a naval support marker there. If there is a choice, Central Pacific before Southwest Pacific, before CBI. On a roll of 3-6, no effect.
5. **Battle of the Philippine Sea and Leyte Gulf:** If the IJN was placed in priority 4, after the IJN eliminates a naval support marker, roll a six-sided die; on a roll of 1-4 the Japanese navy reserve is eliminated, if not it is placed back in Japan.

PLAY NOTE: *There are two IJN naval reserves, but never more than one is used at a time. After both IJN navies are eliminated, ignore steps 4 and 5.*

6. All remaining armies are randomly distributed between the Central Pacific, Southwest Pacific, and CBI Front Tracks. Roll a six-sided die for each, placing the army in the Front's entry space: 1-2 Central Pacific, 3-4 Southwest Pacific, 5-6 CBI.

7.65 Japanese Military Collapse

Destruction of the Kwangtung Army: Permanently remove a Japanese army reserve when the Far Eastern Front enters Manchuria.

7.7 Advancing a Front

7.71 A Front *must* attempt to advance in each conference. A Front successfully advances on a roll of a ten-sided die less than or equal to the Front's modified strength. (But if Front's modified strength is 10 or greater, see Breakthrough procedure, 7.74.) If successful, the Front is moved toward Germany or Japan by placing it in the next space on the track, known as the entry space. A Front does not advance if the die roll is greater than its modified strength. A Front marker can never move backward, only forward.

7.72 Front Advance Strength

Each Front marker has a base strength of two and is adjusted with the following procedure:

1. If there are fewer than three naval markers in a theater box (five if Normandy) and the Front is attempting to advance into an amphibious entry space, the Front automatically fails to advance, and no die roll is made.
2. Each military offensive support in the entry space adds two to the Front's strength.
3. Each Axis reserve subtracts two from a Front's strength.
4. If multiple Fronts are trying to advance into Germany or Japan, split the forces evenly to oppose each Front with any odd number determined randomly.

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EXAMPLE: *The Soviet Eastern Front is in the Ukraine space. Three Offensive support markers are in (Prussia) with 2 German Army Reserves. The Eastern Front strength is 4 (Front strength of 2 + 6 Offensive support – 4 German Army Reserve). On a ten-sided die roll of 4 or less the Eastern Front advances into Prussia, else no advance.*

PLAY NOTE: *Each Axis reserve essentially removes one offensive support marker prior to the Front advance die roll; this makes it easier to do the math. Alternatively, just remove one offensive support marker for each deployed Axis reserve army and then calculate the Front's strength.*

7.73: Front Advancement Exceptions

There are five exceptions to the general rule that a Front must always attempt to advance:

1. If a Front is attempting to advance into an amphibious entry space and lacks three naval markers in the theater box (five for Normandy) the Front automatically fails to advance.
2. If a Front has a modified strength of zero or less, it automatically fails to advance.
3. **D-Day:** The Western Front may not advance into the Normandy space unless the *Second Front* issue ended in the center of the table in this conference. (There must also be five naval markers in the theater box, to avoid the first exception above.) Once Normandy has been successfully entered this restriction is removed for the remainder of the game.
4. **Soviet Far East:** The Soviet Far East Front may not advance into the Manchuria space unless the USSR Declares War on Japan issue ended in the center of the table in this conference. Once the Far Eastern Front has entered Manchuria this restriction is removed for the remainder of the game.
5. **Axis Surrender** (7.8)

7.74 Breakthrough

If a Front's modified strength is 10 or greater and the Front advance die roll is a modified 10 or higher, a breakthrough occurs and the Front advances *two* spaces, so long as the *second* space is a land space, not an amphibious space; otherwise it advances only one space.

For each point of a Front's modified strength greater than 10, the Front receives a +1 die roll modifier. A really strong Front has an increased chance of a breakthrough.

PLAY NOTE: *Once a Front's strength is 10 or greater it has a 100% chance of advancing. The positive die modifier for exceeding the strength of 10 is just increasing the chances for a potential double space advance.*

7.75 Kamikazes

As soon as a Front enters a Kamikaze space (marked on the map with 'Kamikaze') remove one naval support marker from that Front's theater box.

7.8 Axis Surrender

When Germany or Japan surrenders, no further Front movement occurs on any Front Track in that theater. Clandestine Network and Political Alignment marker placement and removal is unaffected by surrender. Check German surrender first, then Japanese.

7.81 Germany

Germany surrenders when the Western and/or Eastern Fronts enter the Germany space. When Germany surrenders, distribute Nazi technology markers. (They are equivalent in game turns, so it is not important who gets which):

- If both Fronts enter Germany during the same conference give all three players one of the German technology markers.
- If only the Western Front enters Germany, give the US and the UK player one German technology marker each.
- If only the Eastern Front enters Germany, give the USSR two German technology markers.

Italy surrenders when the Mediterranean Front enters the Southern Italy space. Whether Italy has or has not surrendered has no effect on when the game ends, and the game can end without Italian surrender.

7.82 Japan

Japan surrenders if any Front enters the Japan space. Japan will also surrender if the Allies meet *all three* of the Emperor's surrender conditions.

Emperor's Surrender Conditions

- **a.** Germany has surrendered in this conference or a previous conference.
- **b.** The US marker is in the Trinity space on the A-bomb track and a Front has entered a B29 space.
- **c.** The Soviet Far East Front is in or beyond the Manchuria Front space.

If all three conditions are met, Japan surrenders. Otherwise, Japan will only surrender due to a Front entering the country.

8.0 Conference Post-Mortem or Allied Victory

After all Campaigns have been resolved, remove the conference card from the game.

1. If Germany and Japan have both surrendered, the game ends; see winning the game (4.4).
2. If this was the conclusion of the tenth conference (Potsdam), even without both Germany and Japan surrendering, the game is over; see winning the game (4.4).
3. If this was not the tenth conference and either Germany or Japan has not surrendered, begin the next conference.

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9.0 Scenarios

9.1 The Scenarios

Churchill has three scenarios, the training (three conferences) with an estimated playing time 60-90 minutes, tournament (five conferences) with an estimated playing time of 2-3 hours, and campaign (ten conferences) with an estimated playing time of 4-5 hours.

9.2 Conference Deck Construction Procedure

The first step for all scenarios is constructing the conference deck. There are three different cards for each of the ten historical conferences. Based on the scenario being played, take the three copies of all of the conferences starting with Conference 10: Terminal and randomly and pick one, place it facedown to form the bottom of the deck, and place the other two copies of Terminal unexamined to the side. None of the players should know which card was selected. Then take Conference 9 and conduct the same process placing the chosen conference card on top of Conference 10. Repeat this procedure for each conference that is included in the scenario creating a conference card deck with one copy of each conference in the stack, and then continue with set up.

EXAMPLE: *In the tournament scenario, secretly choose one of the three Terminal conference cards, and then continue with Conference 9, then 8 etc. ending with London, Conference 6. These five conference cards comprise the conference deck for the game with the other versions put to the side unexamined.*

9.3 Scenario Victory

At the conclusion of the tenth conference or any conference if both Axis powers have surrendered, the game is over and the winner is determined. At the game end all players determine their final VP score. See 4.4 for how to determine the final score.

9.4 Victory Point Schedule

General

A. ***3 VP*** per country or colony space with your Political Alignment marker

B. ***1 VP*** per country space without a Political Alignment marker where you have a Clandestine Network

C. ***5 VP*** per Global Issue on your advantage position on the track

D. ***3 VP*** per conference victory marker won by US/UK

E. ***5 VP*** per conference victory marker won by USSR

Colonies

F. ***2 VP*** for UK per colony space with no Clandestine Network or Political Alignment marker

Axis Surrender

G. ***8 VP*** per Axis country where they have a Front (all US and UK Fronts give 8 points to both the US and the UK)

Europe

H. ***2 VP*** for the UK if Front in Central Italy

I. ***3 VP*** for UK if Front in Northern Italy

J. ***2 VP*** for US if UK Front in Northern Italy

K. ***3 VP*** for the UK if Central Italy is entered before Normandy (if during same conference, 0 VP)

L. ***2 VP*** for the US if Normandy is entered before Central Italy (if during same conference, 0 VP)

M. ***5 VP*** for USSR if Germany surrenders and is *not* occupied by a US-UK Front (in addition to the 8 for being in Germany space)

N. ***5 VP*** for the USSR and the US/UK each if they fail to reach Germany, but reach East or West Germany respectively

O. ***2 VP*** for the USSR and the US/UK each if they fail to reach Germany, but reach Prussia or the Rhineland respectively

P. ***1 VP*** per German Technology marker (received when Germany surrenders)

Pacific

Q. ***5 VP*** for US if Japan surrenders and is *not* occupied by any Front

R. ***3 VP*** for the UK and the USSR if the SW Pacific Front has not entered the Philippine space during the game (i.e., MacArthur has not returned)

S. ***5 VP*** for UK and USSR if the Central or SW Pacific is more than one space further away from Japan than the other (US Inter-service Rivalry)

T. ***5 VP*** for the US if Okinawa is captured

U. ***5 VP*** for the US if Kyushu is captured

V. ***5 VP*** for the UK if Formosa is captured

W. ***8 VP*** for the USSR if Korea is captured

A-Bomb

X. ***3 VP*** for the USSR for each space achieved for the Manhattan spy ring marker (potential of 12)

Y. ***3 VP*** for the US and UK if the US marker is in the Trinity A-Bomb space

Z. ***3 VP*** for the USSR if the US does not have the A-Bomb (US has not reached the Trinity space on the A-Bomb track

IMPORTANT! Some spaces award VPs if a Front ends the game in that location. A Front scores points for the furthest space it has advanced toward, or into, an Axis country. A player does not score points for spaces that the Front passed through, just the last space it advanced into, to include an Axis country.

EXAMPLE 1: *If the UK Mediterranean Front ends the game in the Northern Italy space (condition I) they receive 3 VPs and the US receives 2 VPs. The UK does not score the points for Central Italy (condition H).*

EXAMPLE 2: *If the USSR Eastern Front has caused the surrender of Germany by entering the Germany space, the USSR scores 8 VP (condition G), but does not score points for conditions N and O, with the position of the Western Front determining condition M.*

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9.5 Training Scenario

9.51 This scenario begins with the **Conference 8: Tolstoy** and ends with **Conference 10: Terminal** *or with Axis Surrender.*

9.52 Arrange the three conference cards in their historical order (8, 9, 10). Each player begins with his Leader card (Churchill, Roosevelt, or Stalin) and his 21 staff cards. Place all Global Issue markers in the neutral position. All conference issues except Second Front are available.

9.53 Victory Points: D-Day and the Mediterranean Front entry into Central Italy occurred simultaneously, 0 VP awarded.

9.54 Set Up

Place Front markers in the space listed, and place the listed number of naval support markers in the theater box:

1. Western Front (US): Rhineland, 5 naval support
2. Mediterranean Front (UK): Central Italy, 3 naval support
3. Arctic Theater Box: 1 naval support
4. Eastern Front (USSR): Prussia, 0 naval support
5. CBI Front (UK): CBI Theater Box, 1 naval support
6. Far East Front (USSR): Nomohon, 0 naval support
7. Central Pacific Front (US): Marianas Islands, 3 naval support
8. Southwest Pacific Front (US): Vogelkop/New Guinea, 3 naval support



Place Clandestine Networks and Political Alignment markers as follows (Clan = Clandestine Network; Pol = Political Alignment):

1. **US:** France, 1 Clan, 1 Pol; Czech, 1 Clan, 1 Pol; Siam, 1 Clan, 1 Pol; Dutch East Indies, 1 Clan; Vietnam, 1 Clan; Laos/Cambodia, 1 Clan, 1 Pol
2. **UK:** Netherlands, 1 Clan, 1 Pol; Belgium, 1 Clan, 1 Pol; Poland, 1 Clan; Greece, 1 Clan; Middle East, 1 Clan, 1 Pol; Persia, 1 Clan, 1 Pol
3. **USSR:** Baltic States, 1 Clan, 1 Pol; Yugoslavia, 1 Clan, 1 Pol; Hungary, 1 Clan; Rumania, 1 Clan, 1 Pol; Bulgaria, 1 Clan, 1 Pol; Austria, 1 Clan

Place other markers as follows:

1. Place the US marker in the European Leadership space.
2. Place the US marker in the Pacific Leadership space.
3. Place the US A-Bomb marker in the Hanford space.
4. Place the USSR Manhattan Spy Ring marker in the Letter to Roosevelt space.
5. Italian army reserve and German navy are out of play.

All issues except for Second Front are available.

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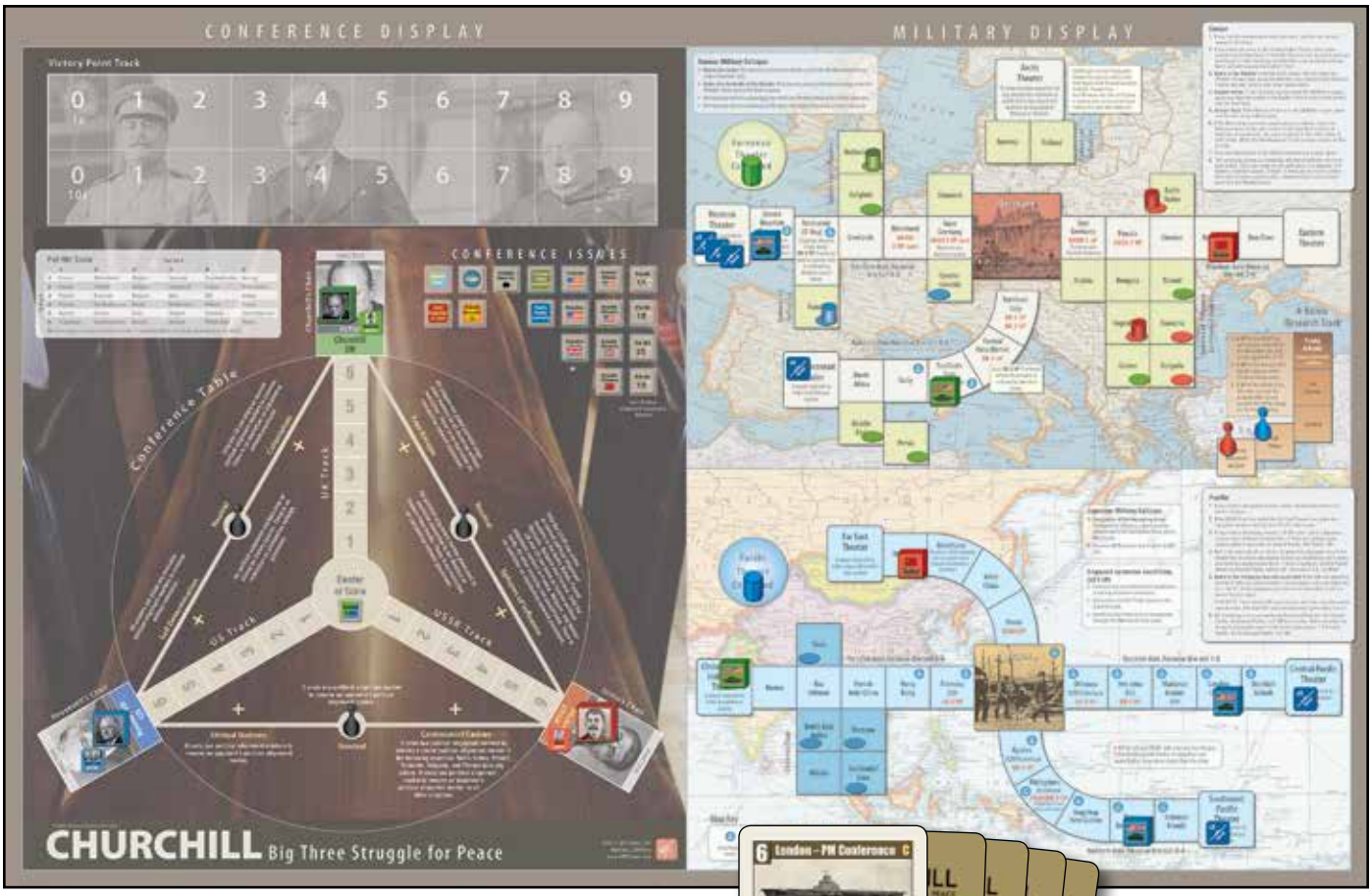

9.6 Tournament Scenario

9.61 This scenario begins with **Conference 6: London** and ends with **Conference 10: Terminal** *or with Axis Surrender.*

9.62 Arrange the five conference cards in their historical order. Each player begins with his Leader card (Churchill, Roosevelt, or Stalin) and his twenty-one card staff decks. Place all Global issue markers in the neutral position. All conference issue are available.

9.63 Victory Points: Each player begins with zero VPs.

9.64 Set Up

Place Front markers in the space listed, and place the listed number of naval support markers in the theater box:

1. **Western Front (US):** Bolero, 5 naval support
2. **Mediterranean Front (UK):** Southern Italy, 3 naval support
3. **Arctic Theater Box:** 0 naval support
4. **Eastern Front (USSR):** Belorussia, 0 naval support
5. **CBI Front (UK):** CBI Theater Box, 0 naval support
6. **Far East Front (USSR):** Nomohon, 0 naval support
7. **Central Pacific Front (US):** Caroline Islands, 3 naval support
8. **Southwest Pacific Front (US):** Papua New Guinea, 3 naval support



Place Clandestine Networks and Political Alignment markers as follows (Key: Clan = Clandestine Network; Pol = Political Alignment):

1. **US:** France, 1 Clan, 1 Pol; Czech, 1 Clan; Siam, 1 Clan; Dutch East Indies, 1 Clan; Vietnam, 1 Clan; Laos/Cambodia, 1 Clan
2. **UK:** Netherlands, 1 Clan, 1 Pol; Belgium, 1 Clan; Poland, 1 Clan; Greece, 1 Clan; Middle East, 1 Clan; Persia, 1 Clan
3. **USSR:** Baltic States, 1 Clan, 1 Pol; Yugoslavia, 1 Clan, 1 Pol; Rumania, 1 Clan; Bulgaria, 1 Clan

Place other markers as follows:

1. Place the UK marker in the European Leadership space.
2. Place the US marker in the Pacific Leadership space.
3. Place the US A-Bomb marker in the Oak Ridge space.
4. Place the USSR Manhattan Spy Ring marker in the Letter to Roosevelt space.
5. Place the Second Front Issue in the center of the conference table.
6. The Italian army reserve and German navy are out of play.

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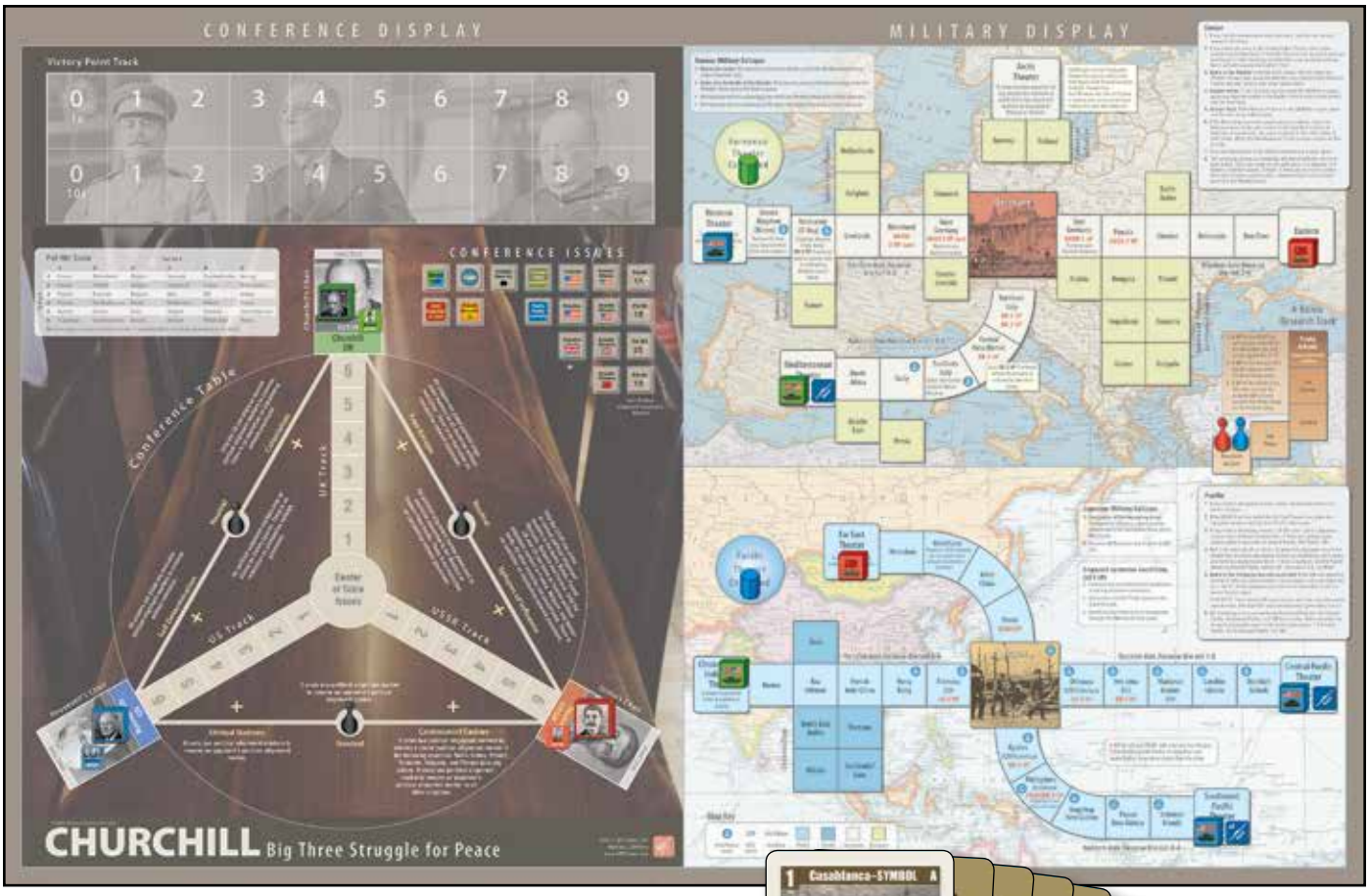

9.7 Campaign Scenario

9.71 This scenario begins with **Conference 1: Symbol** and ends with **Conference 10: Terminal** *or with Axis Surrender*.

9.72 Arrange the 10 conference cards in their historical order. All conference issues are available. Each player begins with his Leader Card (Churchill, Roosevelt, or Stalin) and his twenty-one card staff decks. Place all Global issue markers in the neutral position.

9.73 Victory Points: Each player begins with zero VPs.

9.74 Set Up

Place Front markers in the space listed, and place the listed number of naval support markers in the theater box:

1. **Western Front (US):** Western Theater Box, 0 naval support
2. **Mediterranean Front (UK):** Mediterranean Theater Box, 1 naval support
3. **Arctic Theater Box:** 0 naval support
4. **Eastern Front (USSR):** Eastern Theater Box, 0 naval support
5. **CBI Front (UK):** CBI Theater Box, 0 naval support
6. **Far East Front (USSR):** Far East Theater Box, 0 naval support
7. **Central Pacific Front (US):** Central Pacific Theater Box, 1 naval support
8. **Southwest Pacific Front (US):** SW Pacific Theater Box, 3 naval support



No Clandestine Network *or* Political Alignment markers are placed on the map at start. Place other markers as follows:

1. Place the UK marker in the European Leadership space
2. Place the US marker in the Pacific Leadership space
3. Place the US A-bomb marker in the Letter to Roosevelt space
4. Place the USSR Manhattan Spy Ring marker in the Letter to Roosevelt space

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10.0 Secret Agenda Variant

DESIGN NOTE: *I have found gamers of two minds on games with continuous scoring like Churchill. Some folks like knowing the exact score at all times and manage their decisions based on perfect 'score' information, while others like a bit more uncertainty. The core game uses perfect scoring but for those who like to have a bit more bluff in their games I offer the following official variant.*

10.1 Secret Agenda Markers

'Secret Agenda' markers are marked as such and also have the name of a country or colony on one side. Note that there are some duplicates for some countries/colonies; this is intentional and these are not extras.

10.2 Secret Agenda Procedure

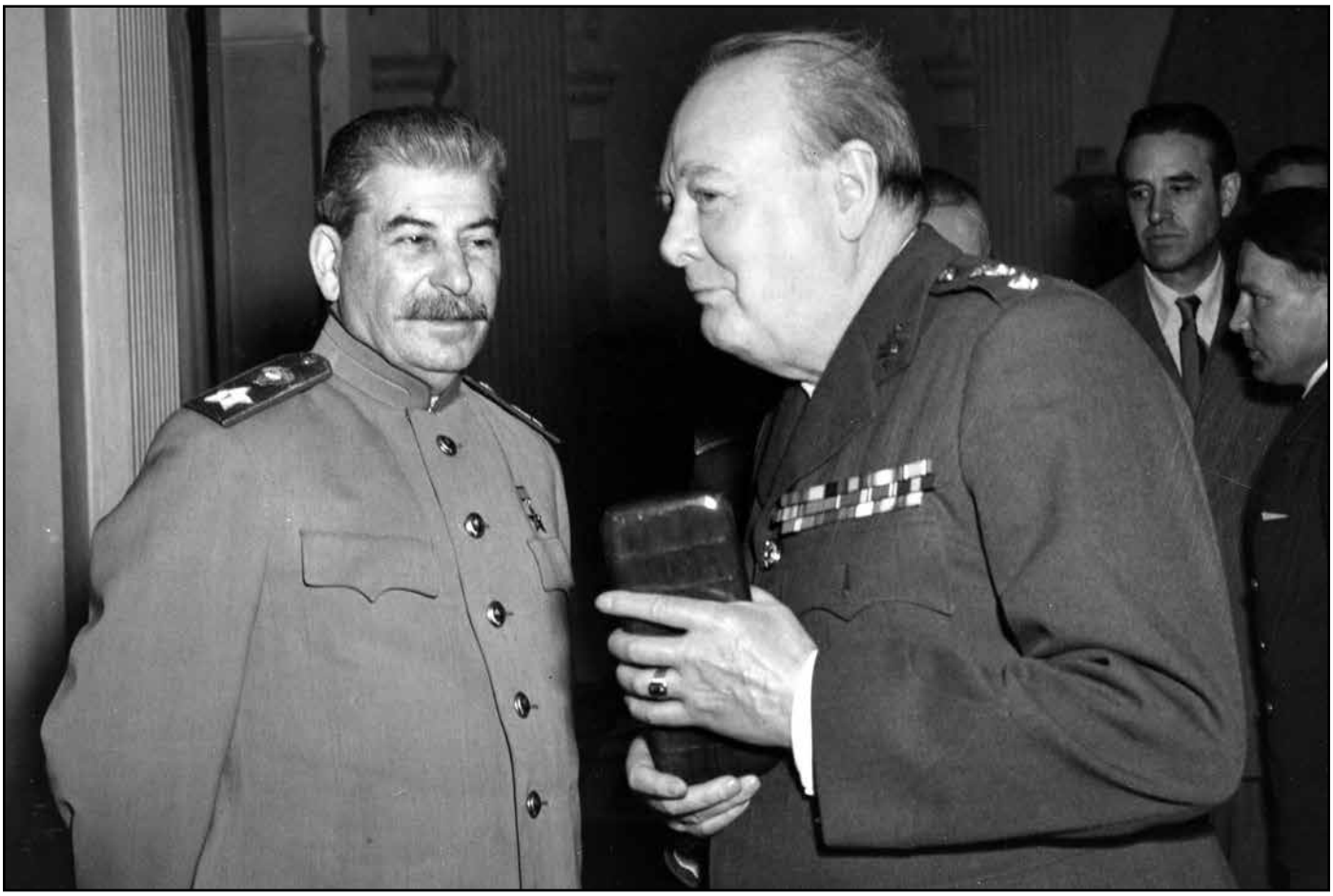
Take the 36 Secret Agenda markers; each player secretly and randomly draws three markers. Do not show them to your opponents. At the end of the game before you determine the winner, all players reveal their Secret Agenda markers.

10.3 Secret Agenda Scoring

If at the end of the game a player has a Political Alignment marker in a country/colony that matches one of their Secret Agenda markers they score five additional points per marker, for a potential of 15 points if all three markers meet this condition. After these points have been applied to each players score the winner is determined.

PLAY NOTE: *It is possible and intentional that the application of the Secret Agenda marker bonus could impact the condition under which the winner is determined, i.e., creates a 15 point difference in score that can change the winner. This fact needs to be incorporated into a player's strategy, so be careful how hard you fight for your Secret Agenda.*

PLAY NOTE: *You score 5 VP per Secret Agenda marker, so if you have two markers for the same location, you would score 10 VP.*



Stalin and Churchill enjoy a private moment during the Yalta Conference.

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11.0 Solitaire Rules

Churchill can be played by zero to three players. When you are playing with fewer than three humans use the artificial decision aids to play the non-human opponents, hereafter called, 'Bots.

2-Player: Decide either randomly or by choice which side is the 'Bot (short for robot *à la* Heinlein).

Solitaire: Decide who you want to play with the remaining positions taken by the 'Bots.

'Bots at War: A sometimes amusing experience or training aid whereby the 'Bots play each other with you supplying the physical interface to keep the action moving.

11.1 General Procedure:

Each side has a decision tree formatted set of instructions hereafter called a 'Bot. Each 'Bot's chart is organized into decisions that mirror a conference's sequence of play. The 'Bot will only attempt to make legal moves and if you determine that this is not the case, then ensure legal play.

The 'Bot is treated like a human player for when its decisions are made during a turn. When it is the 'Bot's turn to do something you find the appropriate section of the chart and you will be presented with a set of priorities organized from highest to lowest. Follow the instructions as closely as follows, randomizing between choices when a clear path is not evident.

11.2 Common Sense

The 'Bots are supplied to allow you to play with fewer than three players. The 'Bot logic is visible and it should be no problem for a human player to manipulate the 'Bot once you understand what it is trying to do. It is based on trying to synthesize good moves into a compressed and useful format. That said, the 'Bot decisions may be sub-optimal given a specific situation. When a situation occurs that is not quite covered in the 'Bot decision logic, use human judgment to develop several 'legal' choices and randomize an outcome.

DESIGN NOTE: *Based on my recent experiences I have seen the majority of 'rules' questions in other titles occur around 'What should the 'Bot do vice any issue with the actual rules?' If your expectation is that the 'Bot should be capable of defeating you, all I can say is I have lost to them on occasion because the other human player did a better job of working the 'Bots decision space.*

11.3 Using the 'Bot

Overall the logic for each 'Bot entails looking at the 'Bot cards and determining what attribute/issue combinations maximize the collective hand's staff value. For those who are serious players this can take a bit of time or you can gestalt the overall deck with your opponent and agree what issues the 'Bot will be best at winning this conference. Regardless, randomize all close calls, and once established move forward with that logic for the remainder of this conference.

11.4 Agenda Segment

Each 'Bot starts with the Agenda Segment that leads to a set of priorities for choosing the 'Bots agenda card. Begin with the priority numbered 1 and work your way down the list, implementing each priority in order. Some priorities will not be necessary due to what has already occurred, and you should skip through these when this happens. Once you have gotten to the last step in the priority list, you will be directed to the logic for picking the other issues for the conference.

11.5 Conference Segment

This section of decisions is broken into three areas: advancing an issue, debating an issue, and how to use the leader (e.g., Churchill). Based on the cards in hand, work your way through the priorities when it is the 'Bots turn. All disagreements between the players on what is the next logical play of the 'Bot, when it is not crystal clear, should be determined by a die roll, with the winner making the choice he believes fits the 'Bots logic.

11.6 Decision Segment

This section lays out how the 'Bot will implement the issues it won and those it must react to, such as Directed Offensives. Do not let the 'Bot make an illegal move, regardless of what the priorities state. When this happens move onto the next priority. Once all decisions have been made, proceed to the Pol-Mil set of decisions.

11.7 War Phase

The 'Bot should have no decisions during this phase beyond the placement of its Clandestine Networks and Political Alignment markers. So the chart just shows the Pol-Mil segment decisions. Front advancement is mandatory based on the map circumstances, so it does not require any 'Bot decisions.

11.8 Pol-Mil Segment

When it is the 'Bot's turn, implement the placement of Clandestine Networks and Political Alignment markers according to the priorities on the chart.

11.9 Expectations

My expectation is over time variants of these 'Bots will be published to reflect different styles of play. Treat the 'Bots for what they are: play aids to enable solo and two-player situations. If you have questions feel free to ask them, but you should feel empowered to use human logic and a die roll to settle outcomes during play. Hopefully the 'Bots will challenge and possibly even surprise you on occasion.

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Appendices

Glossary

Amphibious entry: Spaces with an anchor symbol are amphibious entry spaces. In order for a Front to attempt entry into an amphibious entry space, there must be at least three (or five, see D-Day below) naval support markers in the associated Theater box.

Arctic Theater Box: The Arctic Theater box does not connect to a Front Track and has no Front marker. Only naval support markers may be placed in the Arctic Theater box. Clandestine Networks and Political Alignment may be placed in Norway and Finland only if there are at least three naval support markers. If there are two or fewer naval support markers in the Arctic Theater box, no Clandestine Network or political activity may occur in Norway or Finland, although in place markers remain when this occurs.

B29 Base: Several Pacific theater spaces bear the B29 designation. Capture of a B29 space is one of the Emperor Surrender conditions.

Breakthrough: When a Front's modified strength is 10 or greater and the advancement roll is also 10 or greater, the Front advances an extra space so long as the second space is a land space. A Front receives a +1 drm for each point its modified strength is greater than 10.

CBI: China-Burma-India

Clandestine Networks: Clandestine Networks represent support to partisans and extensive intelligence operations and are a measure of which side has greater influence in an Axis-conquered country or colony.

Conditional Issues: The Second Front and the USSR Declares War on Japan issues are conditional issues. Conditional issues only take effect if they end the Meeting Segment in the center of the table. Conditional issues have the additional distinction that when a player is advancing or debating these issues and they enter the center of the table, they may at the discretion of the player cease further movement in that center space, superseding the requirement to move the full value of the staff card played.

Conference Display: The conference display is meant to invoke the image of a circular conference table where the three powers have their metaphorical seat at the table. At the center of the display is an origin point or zero space where most issues are initially placed during the Agenda Segment. Radiating out from the origin point are three tracks (six spaces in length) that connect to each of the players chairs at the table representing a value of seven or more.

Conference Tracks: The track that connects the center of the conference table with each of the player's display chairs is that player's track. The Soviet track connects Stalin's chair with the center of the table. The US and UK tracks use the same naming convention.

Colony: All colony spaces are in the Pacific and are associated with the CBI Front Track. The five colonies are Siam, Dutch East Indies, Vietnam, Laos/Cambodia, and Malaya. They are treated in all ways like a country for clandestine and Political Alignment purposes. Clandestine Networks and Political Alignment can occur in a country or a colony.

Country: A country space is associated with a European Front Track like colonies. Clandestine Networks and Political Alignment can occur in a country or a colony.

D-Day: Entry into the Normandy space requires five naval support markers (not the usual three markers) as well as the Second Front issue in the center of the conference table at the conclusion of the Meeting Segment.

Entry Space: An entry space is a space that a Front is attempting to enter (the next empty space between a Front marker and an Axis country). Directed Offensive markers and offensive support markers are placed in, and removed from, a Front's entry space.

Europe: Any space in the European Theater display

Front: Front markers represent the theater frontlines. For all scoring purposes the US Front markers represent both the US and UK. The same applies to UK Front markers: they represent both the US and UK. The USSR Front represents the USSR only. All Fronts have a base strength of two that can be increased by offensive support or decreased by Axis reserve markers. When a Front enters an enemy country (e.g., German, Southern Italy, or Japan), that country surrenders.

Front Track: A Front Track is composed of Front spaces extending from a theater box toward an Axis country (e.g., Germany, Italy, or Japan). Some Front spaces have countries and colonies associated with them. When the Front marker occupies a Front space, all associated countries/colonies are said to be on the Frontline. If a Front marker has advanced past a location, all associated countries/colonies are said to be behind the frontlines.

German Technology: There are three German Technology markers titled Scientist, Rocket, and Jet. These are interchangeable, but the different titles aid internet play.

Kamikaze space: Certain Pacific Theater spaces bear the 'Kamikaze' designation. After a Front has entered a Kamikaze space, remove one naval support marker from the theater box.

National Characteristic: Each side has an asymmetric capability. The Leader cards show this capability: Arsenal of Democracy (US), Imperial Staff (UK), '*Nyet*' (USSR).

Negotiations: You may discuss, cajole, and promise anything you want during the play of the game. All negotiations are public, no private meetings, but nothing is binding except how the players play their cards and place their resources.

Pacific: Any space on the Pacific Theater display

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Political Alignment: Once a side has a Clandestine Network in a country or colony they may use one Political Alignment marker (one per space maximum) to denote influence over the political elite for that country or colony.

Roosevelt: It is possible that Roosevelt will die before the end of the game and be replaced by Vice President Truman. For all game purposes, rules references to Roosevelt also apply to Truman, if he has replaced Roosevelt.

Illustrated Example of Play

Churchill Narrative Rules and Illustrated Example of Play

DESIGN NOTE: *Churchill is an easy game to grasp with simple mechanics, but we all learn differently. Some prefer detailed explanations that tend to be dry, longer than it would seem necessary, yet hopefully answer all questions on game play. These rules are in this box, but I have taken the time to try a new path with a narrative set of rules masked as an illustrated example of play that hopefully allow for easier assimilation and are more interesting to read. So, if you are game, read these first and see if the mechanics of the game come to life. Then begin play using just this knowledge and the player aid chart. Worse case you will miss a few fine points, but absorb the flow of the game. If this does not work for you, the traditional methods stand ready to teach you the game the old fashion way.*

This is not the beginning of the end nor is it the end of the beginning...

Winston S. Churchill

Welcome! As Prime Minister it is my happy task to steer you through the intricacies of power politics. My task is to see the Axis powers defeated with Herr Hitler and Mr. Tojo getting their just rewards at the end of a rope. To do this Roosevelt, Stalin, and I are working together to win the war. We meet periodically in conference to plot the course of the war. We do this by discussing and debating issues that result in decisions that set priorities for which of our brave fighting Fronts receive logistic priority as we advance on our enemies. Simultaneously we are supporting clandestine partisan networks and their governments in exile. My goal is to defeat the Axis powers while creating the conditions that—while good for all—still benefit the Empire that I have sworn to protect.

DESIGN NOTE: *The photograph below, taken at the Potsdam Conference, shows the type of conference table that is the basis for the circular conference display in this game.*



Last meeting of the Potsdam Conference in Potsdam, Germany. Seated around the conference table, President Harry S. Truman is on right side of the table. Secretary of State James Byrnes is seated to the President's right hand. Admiral William Leahy is seated to the right hand of Mr. Byrnes. Premier Josef Stalin of the Soviet Union is at top of table. Vyacheslav Molotov, Soviet foreign minister, is seated to the left of Prime Minister Stalin. British Prime Minister Clement Attlee is at the bottom left side of the table.



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Here is how it is done… for your first game I suggest that you play the Training Scenario by setting up the pieces as shown here.



The Conference card has five sections that we implement immediately.

Green band: *"**Churchill/ Mountbatten in Cairo:** Must use 1 Production to place an Offensive in the CBI Theater."*

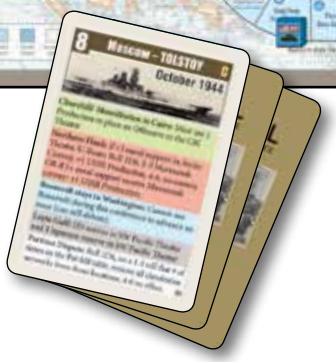
Against my best wishes I must send some of my valuable and scarce production to fight in that backwater hell hole. This production will be converted into Offensive support during the military phase.

Red band: *"**Northern Flank:** if <3 naval support in Arctic Theater, U-boats: Roll 1D6, 1-3 Murmansk Convoy, +1 USSR Production, 4-6 no convoy or if 3+ naval support receive Murmansk convoy: +1 USSR Production)*

Comrade Stalin will have to roll a six-sided die to see if our Murmansk convoy gets through since we have not been able to shift sufficient naval forces into the Arctic. Unfortunately he rolls a 4, so the convoy is sunk by U-boats. Jerry wins one here.

Blue band: *"**Roosevelt stays in Washington**: Cannot use Roosevelt during this conference to advance an issue (can still debate)."*

Franklin is too busy to make the visit himself, but his representatives know his mind, so we will see what is revealed during the conference.



Gray band: *"**Leyte Gulf:** IJN sorties in SW Pacific Theater and 1 Japanese reserve in SW Pacific Theater."*

We have received intelligence reports that the Japanese navy is going to sortie with army support to oppose our operations to capture the Philippines.

White band: *"**Partisan Dispute:** Roll 1D6, on a 1-3 roll that # of time on the Pol-Mil table, remove all Clandestine Networks from those locations, 4-6 no effect."*

While we have lit a fire in Europe, the flames often burn indiscriminately. As the war reaches its climax some of our partisan friends are sorting out who will be in charge after the peace. As it turns out the six-sided die roll is a 6, so nothing of note occurs.

At the beginning of each Conference we first have to set the agenda. I am randomly assigned seven of my 21 staff to assist me in the conference. As I look upon the staff that will accompany me to the Moscow I decide to have my good friend Lord Beaverbrook lead the agenda committee. If he does a superior job over his American or Soviet counterparts we will have an

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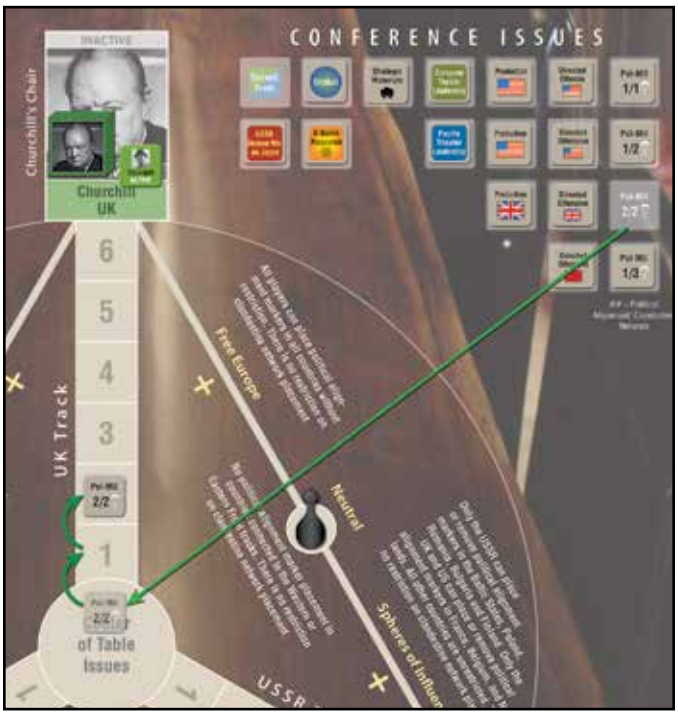
edge. It is our National Characteristic that we are better at this than my fellow allies (Imperial General Staff national attribute).



While I am on this subject, the Americans by force of their material contribution (Arsenal of Democracy national attribute) prevail in all tied situations, while the Soviets are tough negotiators ('Nyet' national attribute) that gives them an edge when we debate issues at the conference table.



I choose Lord Beaverbrook (3 value +1 National Attribute) to lead our efforts as he discusses the issue with Soviet Nikolai Voznesensky (2 value) and the American Leo T. Crowly (2 value). As it turns out due to my staff's efforts we prevail and I decide that a Political-Military issue is key to my strategy, so I choose one of the four available (Pol-Mil 2/2; 2 Political Alignment/2 Clandestine Networks) and due to the difference in quality between Lord Beaverbrook's efforts and the weakest Allied contribution, it is placed in the 2 space on my UK track.



Above illustration shows "Pol/Mil 2/2" Issue being moved to center of the table by UK. UK's Lord Beaverbrook's value of 3+1 (UK National Attribute) is two greater than the weakest competing negotiator (both US Crowly and USSR Voznesensky have value of "2"), thus resulting in the center-of-table Issue being moved two spaces along the UK track (i.e., toward Churchill).

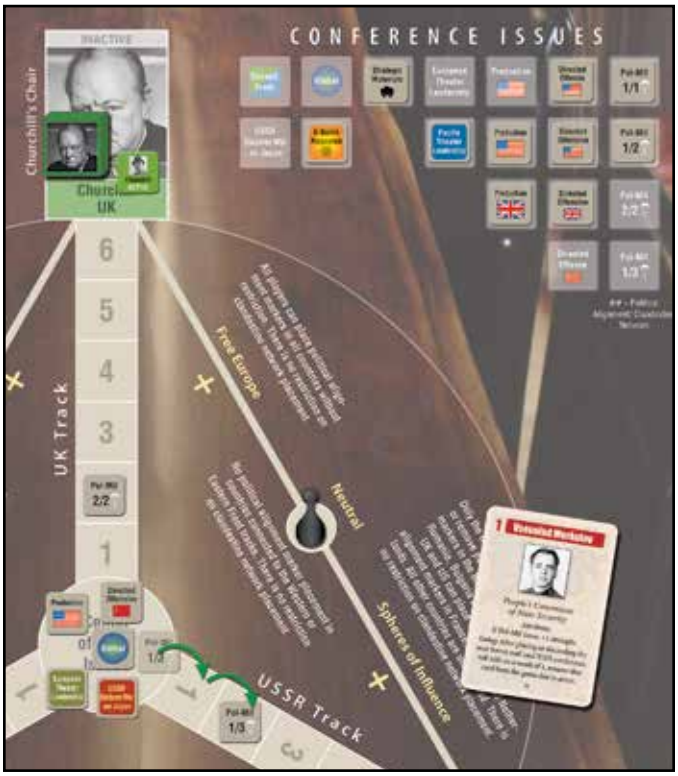
Now in an orderly manner starting with Stalin (to my left) we each pick two additional issues to complete the agenda for a total of seven. Stalin wants to discuss additional material support from the Americans for his advance on Germany plus an additional political-military issue (US Production and Pol-Mil 1/3) so these issues are placed in the center of the conference table.

For his part, Roosevelt wants the Soviets to get involved in the advance on Japan so he chooses the USSR Directed Offensive and the USSR Declares War on Japan by placing these issues in the center of the table.

I desire to have a stronger say on European military strategy (European Leadership) and my need to discuss the structure of the post war world by also choosing the Global issue. The agenda is now set, time to fly to Moscow and continue our hard work at achieving victory.



As I had won the initial agenda skirmish, my Ally to my left, Stalin starts the discussion by having a junior henchman Merkulov present their views on Poland's post war borders and advances the Pol-Mil 1/3 issue toward their 2 space on the USSR track. Merkulov is adept at this type of issue so he receives his attribute bonus when he speaks on this topic raising his normal 1 strength to a 2. Roosevelt does not feel the need to debate the issue and I reluctantly also abstain.



Above illustration shows the play of the Soviet Staff card Merkulov (value of 1 + 1 attribute on Pol-Mil Issues) advancing the Pol-Mil 1/3 Issue (5.22) from the center of the table to the Soviet 2 space.

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However, Merkulov is NKVD and the next Soviet presenter may find himself with a free ticket to the Gulag.

Next Roosevelt brings up Japan by having General Stanley Embrick present his views on the need for Soviet participation in the war against the Emperor by moving the USSR DIRECTED OFFENSIVE toward the American side of the table to the 3 space (1 value + 2 for DIRECTED OFFENSIVE attribute bonus). I support this, but Comrade Stalin objects and has Semyon Budyonny lead the debate. The USSR is an enigma and it is clear that under the surface there are complicated tensions. Budyonny is visibly intimidated by Stalin's presence, so while he gains 1 to his normal 5 value in debate (Soviet '*Nyet*' national characteristic) he loses 2 when Stalin is in his chair (active) for a net value of 4. This result has General Embrick losing the debate on the USSR DIRECTED OFFENSIVE by moving this issue from the US 3 space to the USSR 1 space. Despite this Merkulov stares at Budyonny and rolls a die (1d6) for a potential purge. Semyon breathes out an audible sigh of relief as the die roll is 3—not a 1. It is clear that Stalin on his home turf is pushing very hard, but his decision to debate gives him the option to pass or play on his next turn (as signified by placing a marker on his discard pile).

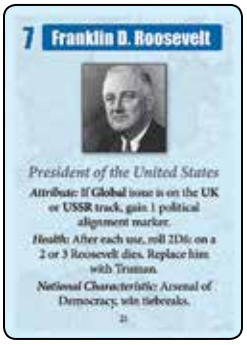
I decide that while my Allies are distracted by the Pacific I move to solidify my current leadership over European strategy by having the First Sea Lord, Admiral Cunningham bring it up and move the issue to my 4 space (2 value plus 2 Europe leadership attribute). The Soviets decide to preserve some of their staff for future discussion and the Americans seem content for the moment. Next Stalin decides to take his opportunity for a pause by passing the discussion over to Roosevelt (marker is removed from the discard pile).

William 'Wild Bill' Donovan now brings up Eastern Europe and moves the 1/3 POL-MIL issue on the Soviet 2 space to the American 3 space. I certainly do not object and surprisingly Stalin remains silent, which makes me nervous. Perhaps Stalin's other staff members are not his best, time will tell.



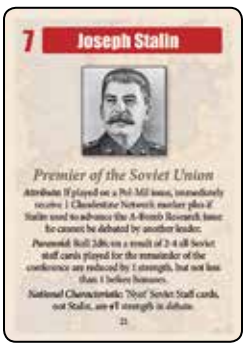
Above illustration shows US staffer William Donovan using his negotiating power to move the previously discussed Pol-Mil 1/3 Issue 5 spaces from the 2 space on the USSR track to the 3 space on the US track..

Once again I have the floor and I decide to take a bold move. I ask General Portal who is well liked by the Americans to continue the Political-Military discussion and he moves the POL-MIL 1/3 issue three spaces to the center of the table (1 value plus 2 for any issue on the US track). Stalin smiles and says nothing, but then Frank Walker, Roosevelt's old friend rises and says he is reading a letter with instructions from the President (discard Walker, use Roosevelt in debate). I may have misjudged the situation as Roosevelt, even when he is not in the room is a force to be reckoned with.



Roosevelt instructs Walker to directly debate the issue with poor Portal sitting down. Roosevelt's letter ends any further discussion on this issue with the POL-MIL 1/3 issue moving to the American chair, capturing the issue. In a sidebar conversation Walker informs me that Franklin was unable to travel due to illness, but he is recovering nicely (passes health roll).

Stalin—seeing his chance—has Molotov bring up the GLOBAL issue. I am sure that Stalin wants to once again push for Spheres of Influence or perhaps his opposition to the U.N., no matter this is a critical moment in the conference. Molotov is a competent orator and moves the GLOBAL issue to the Soviet 6 space (5 value plus 1 for GLOBAL issue attribute). The Americans without the President at the table decide to remain silent, but I cannot abide this situation and realize that Molotov's strength is beyond any of my staff at the conference so I feel the need to personally intervene. I send off Admiral Pound who appears to be nodding off (discarded) to preserve his strength (no health roll) and I stand to speak. The Soviets yield, but only reluctantly and the GLOBAL issue moves back seven spaces to my 1 space. This small victory will give me additional political leverage after the conference (Churchill attribute, gain 1 Political Alignment marker). At this point, feeling a bit out of breath (health roll to avoid heart attack), I decide to just observe the remaining conference from the backbench as the situation continues to unfold (passes health roll, no heart attack).



Exhausted by the intense debate the Americans pass, as do I, thus allowing Stalin to continue. At this point Georgy Malenkov leaves the room (discarded) and Stalin decides to speak. He latches onto the POL-MIL 2/2 issue on my side of the table (2 space) and moves it seven spaces toward his side of the table (5 space). Without Roosevelt or myself available no one in the room has the stature to take on Stalin. This gives Stalin additional clandestine leverage (Soviets gain 1 Clandestine Network marker). My gaze is drawn to Stalin's expression, he

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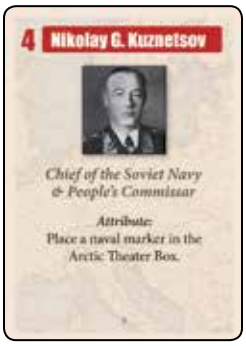
has crazy eyes, and I see fear on his staff's faces, but then I see him visibly calm down and the moment passes (Stalin passes his Paranoid die roll).



The Americans now have Henry Morganthau (their Secretary of the Treasury) reengage on the Global issue, moving it from my 1 space to the American 4 space (4 value +1 for global issue attribute). As my delegation speaks next I decide to wait, but Stalin has Admiral Kuznetsov debate the issue, moving it from the American 4 space to the Soviet 1 space (4 value +1 '*Nyet*' national characteristic). In addition we are told of additional Soviet efforts to suppress fascist naval forces in the arctic (place a naval support marker in the Arctic Theater).



Above illustration depicts USSR using Admiral Kuznetsov to debate again on the Global issue, moving it from 4 on the US Track five spaces to the 1 space on the USSR track.

With my support, Clement Atlee brings up the Global issue. While Clement and I often disagree because he is the Labor leader; here without any objections from me he brings the full weight of his abilities to the discussion (***Note:*** Churchill is now *inactive*, so Atlee's negative attribute is not applicable). He moves the Global issue from the Soviet 1 space to my 4 space. Stalin decides to debate Atlee to gain his debate advantage, using his last resource and fore-going his pass. Stalin throws in his last staff member, Marshall Zhukov, to turn the tide. Georgi Zhukov stands to speak, but he first looks to Stalin (roll 1d6 yields a 3) and he hesitates. Marshall Zhukov is clearly more attuned to military issues and is out of his depth here. His strong resolve (4 value, 3 die roll plus 1 for '*Nyet*' national characteristic) is insufficient to fully overcome Atlee's well reasoned discussion, but it is sufficient to move the issue back to the center of the table a net loss for me. However, Stalin has literally overplayed his hand and he now bereft of further action.

The Americans—sensing an opportunity—send in their Ambassador to Moscow, Averell Harriman, a man I deeply respect. Averell once again brings up the Pacific and moves the USSR Directed Offensive from the USSR 1 space to the US 4 space (4 value plus attribute +1 for issues on Soviet track). I do not oppose this view and Stalin is out of arguments.

Sensing Soviet weakness I send in Ernest Bevin to bring up the Pol-Mil issue on the Soviet side of the table (Pol-Mil 2/2 on Soviet 5 space). Normally Ernest could bring this issue back to the center of the table, but Stalin dislikes him and he falls a bit short of the goal moving the issue to the USSR 1 space (5 value minus 1 for issue on Soviet track).

With Stalin out of staff the Americans go for the jugular and send in the President's confident Harry Hopkins. Harry picks up the Global issue again and moves it to the American 5 space. My last available staff is 'C', head of my intelligence service, and he is not equipped to discuss Global issues, so I choose to abstain from debate and Stalin is out of cards.

The last speaker at the conference is 'C' (Stuart Menzies) who I want to steer toward a Pol-Mil issue, but I must move cautiously. Menzies' 4 value on Pol-Mil issues (1 value plus 3 for Pol-Mil issues) means that I cannot recapture the one on the US track as it is in the 5 space, but the USSR Pol-Mil issue is mine for the taking in their 1 space. Stalin glares at me so I examine my other options. It is clear that no matter what I do the Americans have prevailed in the conference by winning three issues to Stalin's and my one issue apiece. Kicking Stalin while he is down may have longer term implications for the war, while I can just as easily have Menzies discuss additional Lend Lease support from the Americans (US Production issue in center of the table) and assure them that I will use it to support our Anglo-Allied Western Theater forces. I could have just as easily captured the USSR Declares War on Japan issue, but if I did this I would gain the enmity of both my Allies, especially the Americans. I therefore choose Allied cooperation over Pol-Mil advantage and I use Menzies to capture the US Production issue with a value of 1, moving the issue to my 1 space.

We each gain control of the issues that have reached our chair or are on our respective tracks. The Americans have won the conference (receive the Conference VP marker) by controlling the Global issue, Pol-Mil 1/3, and a USSR Directed Offensive. Stalin is clearly miffed for having only captured the remaining Pol-Mil 2/2 issue and assures me that he owes him one for not hurting him when I had the chance. I on the other hand have had a middling performance by gaining a US Production issue that is mutually beneficial to Roosevelt and myself, plus by retaining the European leadership I gain additional offensive resources for my Europe first strategy.

With the conference over it is time to implement what we have decided (see Decision Segment sequence, 6.0). First, the Americans win their argument for the Soviets to launch an offensive into Manchuria (designated by placing the USSR Directed Offensive issue in the Manchuria space) with the Soviets formally

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declaring war on Japan (USSR declares war on Japan conditional issue remained in center of table). Since I won the US production issue, I receive one of the six US production markers to use at my discretion.

Since Roosevelt won the conference, he decides last on production allocation. It is now up to me to begin the process of setting military priorities. As an example of Allied cooperation, Roosevelt is giving me one additional production boosting my usual four to five production available for deployment. As I failed to acquire the mandate for Pol-Mil action, I now convert all of my production into military operations. Each production gives me one offensive or naval support marker, but it is late in the war and the German and the Japanese navies are no longer significant threats, so I devote all of my resources to the attack. My five production markers convert into five offensive markers and I receive two additional for the European Leadership issue, giving me a grand total of seven. Due to the Conference card I must use one of my five production to support the CBI theater, so one of my seven offensive support markers is placed in Burma. Now that my mandatory obligations have been met I use five to support the Anglo-American drive for Germany as the race for Berlin is on. My last Offensive is placed to support our Mediterranean Front's drive on Northern Italy.

Stalin earlier failed his Murmansk Convoy die roll as mandated by the conference card and therefore does not receive this production resource. This leaves Stalin with only his base of three and he complains to his fellow Allies that it is hurting the war effort as he must resource the mandated Manchuria offensive with two of them. Roosevelt promises two offensive support markers if he will forgo converting his Pol-Mil issue. Since Stalin must decide before seeing what Roosevelt will do (negotiations and promises are not binding) he gambles and takes the deal. He converts his three production markers into offensives, using two in the Far East and one on the Eastern Front forgoing his hard won Pol-Mil issue.

The Americans begins each conference with six production markers that was reduced to five for the Lend Lease aid given to myself. Franklin converts four of his production into three offensive support and one into naval support. In addition the Americans gain 1 offensive for each of their European and Pacific commands for a total of 5 offensive and one naval support. Roosevelt uses his last production marker to convert his Pol-Mil issue into one Political Alignment and three Clandestine Network markers. Roosevelt now views his obligations in a different light and while apologizing profusely to Stalin only places one not two offensive markers to support the Eastern Front, using two on the Western Front, one in the Central Pacific, and one offensive and one naval support for the SW Pacific Front attack on the Philippines. The Allied level of cooperation is breaking down as the war winds to a close.

The A-Bomb Research issue would be addressed at this time, but it was not an agenda item in this conference because the Americans are close to conducting a test, so they were not in a hurry. The vigorous debate over the Global issue resulted in Roosevelt's view holding sway with the creation of the United Nations. This concludes the business of the conference.

I return to London from Moscow and await developments from my bunker. I first get intelligence on the various clandestine operations. Roosevelt received three Clandestine Networks plus one for his OSS. Stalin had two—one for his NKVD plus the one gained during the conference. I only had one for MI6. The US took the lead and placed Clandestine Networks in Denmark and Malaya. He then chose to use one to remove the Soviet Clandestine Network in Austria and then placed his last one in the now empty Austria. Stalin was deeply upset about Roosevelt's aggressive moves in Austria and used one of his Clandestine Networks to remove the US one and then used his last one to place his network back in Austria. I use my singular MI6 Clandestine Network to undermine the recent American effort in Malaya and I place my Political Alignment marker gained during the conference to re-establish the monarchy in Greece. Long live the King! Roosevelt then places his Political Alignment marker in Denmark.



This is the situation at the end of the Axis Reserve Placement, just prior to each Front attempting to advance.

As the main war heated up intelligence reports indicate the movement of strong German reserves (50%) to the Eastern Front, while the remaining movements were to the Western Front (33%) and Italy (16%). In the Pacific, the IJN sortied to oppose the invasion of the Philippines with the Japanese army sending strong forces (50%) to oppose the Soviets and the SW Pacific (50%). As the reports from the various theaters came across the wire the news

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was not all good. The well-resourced Western Front advanced into the Rhineland, but failed to make a breakthrough. the attacks into Northern Italy and Prussia stalled. In the Pacific, the SW Pacific failed to complete the capture of the Philippines, but the Japanese navy sortied and was eliminated at Leyte Gulf after causing the loss of one Allied naval support. Stalin was visibly upset in his dispatches noting that his forces in the Far East failed to advance and the lack of the promised support on the Eastern Front had created a deficit of trust. The two bright spots were the two under resourced Fronts, the CBI (China-Burma-India) and the Central Pacific surprisingly advanced into Burma and Iwo Jima respectively.

As I sit here in my bunker contemplating our next moves I see that the next conference is in Yalta. The Americans ran roughshod over Comrade Stalin and myself at the last conference and I must do better at Yalta. Franklin continues to demonstrate his strong support for self-determination (UK-US Global Issue) at the expense of supporting European rule over its former colonies. It also appears that there is a growing rift developing between Roosevelt and Stalin that I may be able to exploit. On the other hand if we all fall into bickering over resources and priorities we may yet lose this war. On to Yalta…



London, 1944

Historical Issue Appendix and Background

***DESIGN NOTE:** This game is about telling a complex historical narrative without having you do all of the paperwork. The issues represent a wide variety of detailed discussions that took place before, during, and after a conference. To give you a sense of what the issues represent here is a short explanation to make them less abstract.*

Theater Leadership: The Soviets always ran their own forces, but the US and the UK created an integrated although at times dysfunctional leadership team. Initially, the British were in charge by virtue of having the majority of Western forces engaged with the Germans. Eventually US forces became the majority and Eisenhower was chosen to lead the team. From the British perspective Brooke was often considered and at one time the SHAEF position was offered to Marshall.

The Soviets had little influence on these decisions, but if they put the issue on the table and win it, they are viewed as working behind the scenes to influence the situation. A change in leadership, which can occur frequently, should not be literally interpreted as an actual change in personnel but one ally or another gaining sway over the theater strategy. Montgomery often worked to undermine Eisenhower's broad front strategy vice his narrow thrust option. He would work through Churchill and Brooke to bring political power to his side of the ledger. Several times Eisenhower had to threaten Monty to get him back under control. The offensive support markers awarded for this issue represent not so much new equipment, but concentrating assets in a different manner to create offensive potential from available means, such as the redeployment of armies between the army groups.

Production: Production issues represent a change in priorities that shifts new production to some military enterprise. The USSR gaining a production marker translates into new tanks or aircraft from the US or the UK relinquishing some US lend lease for Eastern Front priorities. Think of the Soviets using a UK production issue to put naval support into the Arctic as convincing the British to commit more resources to the Murmansk convoys. On occasion the UK may decide to contend for additional US support as they did for their Mediterranean strategy. You may decide to fight for your own production issue just to keep control of where your production goes. A good example is the US informing the Soviets that their aid would take a hiatus during the Sicily campaign as the shipping and resources were needed for the Mediterranean.

Directed Offensive: Many conferences resulted in compromises that led to attacks in various theaters. For example Churchill was always reluctant to expend resources in the CBI as he thought there were better uses for the materiel. To capture this dynamic the US might try to get a UK Directed Offensive as a strong-arm tactic to gain more support for a CBI advance or an early D-Day as Marshall wanted. Placing the USSR Directed Offensive in the Far East simulates the US forcing the USSR to attack Japan in conjunction with the USSR Declares War on Japan issue. Lastly, sometimes you want to force an Ally to pay attention because they are spending too much effort on Pol-Mil operations and taking their eye off the main objective of defeating the Axis.

Second Front: Represents the conflicting views on the timing of when to invade France. The Soviets wanted to draw German forces off from the Eastern Front and wanted D-Day to occur as soon as possible. General Marshall unrealistically wanted to invade France in 1942 and felt that Churchill's soft underbelly strategy would delay the invasion until 1944. Churchill slow rolled the Americans on D-Day and only yielded when the preponderance of US materiel forced the decision.

Pol-Mil Issue: Is a blend of Political Alignment and Clandestine Operations. Each Pol-Mil issue has two numbers. The first number is the number of Political Alignment markers and the second number is the number of Clandestine Networks.

Clandestine Networks: This issue represents the priorities given for supporting occupied resistance movements. Everything from radio news, special operations, smuggling arms to the resistance, and political organization are covered under this issue. Where the players place their networks indicates which country was discussed at the conference and where the resources were sent, think of this as support for the Maquis in France or Tito in Yugoslavia.

Another factor is the removal of networks. One should not think of this as a literal civil war between factions although this did occur to some degree in Greece and Yugoslavia. The removal of a network can also represent the manipulation of Axis forces to

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accomplish the same goal. A prime example was when the Red Armies encouraged the Polish underground to rise up in Warsaw, which they dutifully did. The Soviet forces then halted allowing the Germans to siphon off forces to savagely put down the revolt accomplishing the removal of western influenced forces to the benefit of the Soviets post war aspirations in Poland.

Political Alignment: Hand in hand with clandestine operations are the myriad governments in exile who are trying to liberate their homelands through the Allied war efforts. An example is the Polish government in London led by Sikorsky. The flip side are the Comintern cadres that resided in Moscow who were inserted into power by the Soviet advance into Eastern Europe. One of the major objectives in the game is for you to put your favorite son of a conquered country into power after the war. While the US and the UK agreed on having freely elected governments taking power after the war they did not always agree on which individual they supported. DeGaulle is an example of a controversial figure who manipulated the Western Allies better than his French compatriots. The UK policy for Europe stands in contrast to their view of how things should progress in Asia after Japan's defeat. The manner in which the British handled the situation in French Indo-China enabled the French reentry and the quagmire that followed. In the game the UK gains colonial leverage if the USSR and US ignore shaping the peace in Asia.

Strategic Materials: Coordinating the production and distribution of critical strategic materials created efficiencies when it occurred. The UK and US created a special board under the leadership of Harry Hopkins to accomplish this. When this marker is won by a player it is assumed that he has done a superior job of coordinating his resources and gains a production marker. If however, this issue remains in the center of the table at the end of the conference it is a sign of allied cooperation and each player gains the use of their Strategic Materials production marker for this conference.

Atomic Research: This issue represents the senior leadership time and production priority being given to the secret Manhattan project. While secret it was the focus of several conference conversations between the UK and the US. The need to get the bomb is a standard Roosevelt issue nomination early in the war. For Stalin, winning this issue demonstrates his putting attention on the espionage and industrial efforts associated with building his own A-Bomb. The British while in an historical support role historically can win this issue to gain conference victory otherwise they usually let the USSR and US be diverted by their interaction over this issue.

Global Issues: A macro-metaphor for the 'big picture'. When a player puts this issue on the table a major post war muscle movement has been initiated. Often during the war they avoided resolving these issues, as they were too controversial. A global issue impacts the bilateral relationship between two of the big three.

USSR Declares War on Japan: Perhaps one of the bigger mistakes by the US was insisting on Soviet participation in the war in Asia. Similarly to the Second Front, this issue must be agreed to by all sides in order for the Soviet Far Eastern Front to advance into Manchuria and beyond.



The Big Three pose at the Yalta conference in February 1945.

Designer's Notes

Inspiration for the Design

At my core I am a gamer as much as I am a designer. I like playing games as much as I like designing them. One of my core interests is reading about politics and strategy in major conflicts ranging from early times to the present. Many of my card-driven game (CDG) designs, such as *For The People,* are due to my interest in examining a war from the big chair and less so about the tactical stuff. I was re-reading Churchill's multi-volume memoir of World War II and several other books on diplomacy from that period and I wanted to play a game through that lens. What I quickly realized is there was no game like that and so the designer in me got moving.

What I wanted to experience was a game narrative as one of the Big Three trying to win the war, while gaining leverage over my Allies for the peace that followed. I decided to call the game *Churchill* as it was his voice that gave me the keenest insight into the mind of a world leader at war. Roosevelt and Stalin were the other players in this drama, but they had not left an equivalent written legacy, so it was always Churchill's voice I heard as I worked through the design.

Early on it was easy for me to see the obvious points of contention between the western Allies and Stalin. For there to be a historical simulation there needed to be a legitimate three way dynamic or the game narrative would not work. As I read more deeply on the subject it appeared that the situation was far more complex than the common myths would suggest. For me the design issue was whether this was a two or a three player game. Said another way, what were the points of severe disagreement required for this to become a three-player game.

For me the history was best viewed as three bilateral relationships. Churchill in particular had a very complicated relationship with Stalin whereby Churchill saw the USSR as a future threat balanced by their shared belief that security required territorial

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control. Churchill's naughty document that Stalin tacitly agreed to laid out a post war spheres of influence regime that caused a major rift with the United States. Roosevelt seems to have viewed Stalin as a necessary evil, but it is unclear how he saw things progressing due to his death two months after Yalta. It is clear that Churchill and Roosevelt had a deep personal relationship yet I found it revealing that as the war progressed they found themselves on different sides of many important issues. It is clear that Churchill's view on colonialism was diametrically opposed to Roosevelt's position and this strained their relationship as the end of the war drew near. It also seems from researching Teheran and Yalta that Roosevelt and Stalin had developed some areas of American and Soviet cooperation that may have endured a bit longer after the war if the President had lived. It was this collection of facts that allowed me to view the Big Three as participants in a three-way relationship that dynamically saw cooperation accompanied by a series of two on one debates that drove the strategic narrative of the war.

Capturing the Big Three Dynamic

The design breakthrough that breathed life into this concept was the use of the conference as the central game activity. As in today, the staffs work the issues on a day-to-day basis, but periodically they need to get the 'big guys' to the table to finalize plans and priorities. The conference mechanic began as just a piece of an earlier attempt at this topic with a card trick mechanic within a larger 'wargame'.

What you hold in your hands is actually the second version of this design. This happens to me from time to time, such as when I did *We The People* where my first attempt while functional did not accomplish the narrative that I wanted to experience. Only the conference mechanic carried over into this version where it became the center of the design with the military portion relegated to determining the wars progress based on the priorities chosen by the players.

The big mechanic breakthrough for this version was to introduce the idea of a conference table with issues being metaphorically advanced and debated as each side tried to have their point of view drive the war. The early trick mechanic became the staff cards that captured the feel of the personalities who shaped the big picture.

Based on my extensive reading it appeared that each conference was driven by the presence of the leader and a small number of key advisors (see photo in the illustrated example of play). It also appeared that each side went into conference with advantages gained from preliminary staff work that translated into tangible decision leverage at the conference. This led to the conference sequence of play where your first card play represented your pre-conference staff work that set the tone for the meeting. This issue nomination procedure allows you to set the agenda based on your evolving strategy as informed by the state of Axis resistance.

While I always had historical conference cards my hardcore testers, such as the 1st Minnesota group, motivated me to create more uncertainty in the conference card deck. So you will find that the A versions in the conference deck are most closely aligned to actual events whereas the B and C versions introduce some alternate history conditions.

Who's Who in the Zoo

One of the fun things about this design was the opportunity to put the important but often overlooked personages who made a difference into the game. While most World War II games focus on the great military leaders, when was the last time that you had the US Secretary of the Treasury take center stage? For my English friends, I know that the British staff cards in the game were not knighted until after the war, but I wanted people to appreciate that they were significant because they were eventually given the title. Many of the staff personages held multiple posts during the war, some died, some were promoted, some were out of office at the war's close, so I chose to freeze them with the position that they held at significant times during the war.

One thing that was illustrated by my research is senior people gained their experience over the course of a long and prestigious career. Said another way, they are not a young crowd. The number of ailments and infirmities that many of them suffered during the war needed to be worked into this design. You will have some key members of your team die of natural causes or in the case of the Soviets a firing squad.

Of course the biggest loss will be the death of Roosevelt. One of the insights that I gained from this design is how courageous and tough FDR was to travel to Yalta when it was clear his health was failing. Just compare the Big Three photo from Tehran and Yalta to see how much he had deteriorated over the course of the war. That kind of bravery is not always obvious, but his last trip to Yalta stands as a testament to his fortitude. He died two months after Yalta.

National Asymmetries

One thing that I like to build into any game is the asymmetric strengths and weaknesses of the various protagonists. The British staff is well organized and good at driving the war through leadership, production, and military strategy. Churchill is the key big picture member of the team with his advantages in working the Global issue. The UK national characteristic gives them a small but significant advantage in shaping the agenda for a given conference.

The Americans are a balanced team capable of tackling any issue. Roosevelt is the obvious foil to Churchill's big picture capability, so FDR and Churchill often cancel each other out when disagreements arise. The US arsenal of democracy characteristic puts Roosevelt in the position of arbiter over tight calls. You need to pay attention to this ability as maneuvering situations into ties allows you to be more efficient. The other key element for the Americans is they are the primary driver of Pacific strategy. While the British and the Soviets for the most part place a low priority on the Pacific it is up to Roosevelt to defeat Japan. Failure to pay attention to the Japanese will cost the Americans the game, so while they have more production than anyone else you will often find yourself short of production, especially after the Soviets and the British capture your production issues.

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Lastly we have the Soviets who are dominated by a paranoid dictator. The Soviet staff is primarily a military staff. If Stalin is efficient in how he handles a conference his staff cards will generate bonus offensive support freeing up production to pay for political-military issues. Stalin's big advantage is in atomic espionage where he cannot be debated. His historical success in this area was an unwanted surprise after the war. The US in particular needs to remember that when the A-Bomb Research issue is in the center of the table if you blink a quick Stalin play will take the issue off the table abstractly capturing their successful penetration of the Manhattan project.

Channeling the history

One of the most difficult things to do is how to get gamers to play under a set of conditions that is antithetical to how they usually behave. In our world, he who gets the most points wins. Churchill is trying to capture a different narrative. This is a game of cooperation to win the war, while you compete to gain advantage in the peace that follows. As I have been conducting playtests over the last two years I have seen a range of gamer behaviors that need to be accommodated to channel players into a more subtle situation.

At different times during the war over important issues, such as colonialism, collective security, and spheres of influence serious disagreements and downright prevarication occurred. At least for the time being these disagreements were tempered by the reality that the war was not yet won. Allied insistence on unconditional surrender severely limited Nazi Germany's and Imperial Japan's diplomatic options. These realities meant this was a death match of global proportions and the Allies needed each other to see the task through to the end. Historically none of the Big Three could overtly work against the interests of the others. If that had occurred, World War II might have had a very different end game.

To keep players within the lines of the historical narrative I have created three distinct victory conditions. The historical condition is the Allies win and the level of cooperation has led to a close score (15 points or less) between first and third place. To win historically you have to play cooperatively with the other players by controlling the pace of the game to win by a small margin. The number 15 was used based on playtest statistics whereby in the majority of games where the Axis surrendered the score differential was 15 or less.

In some playtest games one player decided to let the other two carry the burden of the war, while they played for a high score. To solve this issue I fell back on my policy background. In the real world two classic strategies to handle a strong opponent is to either bandwagon or balance. Band-wagoning sees weak powers align themselves with the strong power. The other alternative is for powers to create an alliance to balance against the dominant power. My view is if one power mistimed advancing their post war strategy and emerged too quickly as a major threat the other two powers would balance into a new coalition with the leader of the coalition gaining post war leverage. Could England have aligned with the Soviets against the Americans? Not in an overt military manner, but as Churchill's spheres of influence agreement with Stalin (Churchill's naughty document) showed, his global view had elements that were antithetical to Roosevelt's vision. Similarly Churchill often found himself on the outs with Roosevelt and Stalin at Yalta as it was clear that the British empires sun was setting leaving the impression that the Americans and Soviets would shape the meaningful elements of the peace. From a game point of view, if you come out swinging and outscore your opponents, the leader of the new coalition, the side in second place, may win the game. So far it has been a very rare event, because forewarned is forearmed.

The hardest situation to deal with is when the player in last place works against their Allies interests. I can see a situation where if one of the Allies found themselves on the outs they might be willing to make a separate peace with an Axis power to level the post war playing field. In this situation the Axis do not succumb to unconditional surrender and in the ensuing chaos a new global security framework emerges. The winner determined by the side with the highest score that was best positioned to handle uncertainty. If the score is close the player in last place might gain advantage, but more importantly prevents the player in last from acting as a kingmaker. I found this outcome occurred occasionally with inexperienced players, but more often when the 'Bots do not behave. What I like about this option is it leaves the door open for the surprise come from behind Machiavellian victory.

Scenarios

I have created three distinct scenarios that I think are worth discussing as I close these notes out. It covers the end of the war using the last three conferences. Although labeled a training scenario it can be very competitive with no room for error. Give it a try if your time window for a game is short.

The heart of the game is the tournament scenario. If covers the war from conference six (London) to ten (Potsdam). Every time I play this one I feel like there just isn't enough time to get everything done. This is a 2-3 hour affair that almost always delivers a tight competitive game. Most of the play testing was done using this scenario. Most people will spend most of their time with this one and it is the one I will use in any future tournaments, hence its title.

If you want to experience the entire spectrum of situations, the campaign game is the place for you. This is a potentially a 10 conference game, although I often find that the war ends in seven or eight. The reason for the shorter wars is it takes some experience with the system to control the pace of the war to your advantage. If you find yourself behind in the scoring you should slow the game down to give yourself the maximum amount of time to close on the leader. One of the inputs I got from some of the playtesters is they did not like being able to know the exact score. I am of two minds on this, but the secret agenda variant adds in an interesting dimension of uncertainty around who is in first place.

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The Big Three pose for a picture during the Tehran conference in 1943.

Final Thoughts

I think I will end with a short description of the 'Bots and my philosophy with solitaire gaming. My first solo design was the Peloponnesian War circa 1991. While there have been many other solo systems out there my most recent experience was designing the original version of the US 'Bot for *Fire in the Lake* followed by a variant for the second edition for *Empire of the Sun*. The three 'Bots in this game are kissing cousins of the *COIN* 'Bots, so they will be familiar to many. They worked almost from the first draft and other than a bit of tweaking they have served me well.

My philosophy around 'Bots is they are there to fill in, but with their logic and their cards visible you should prevail, but hopefully after a enjoyable gaming experience. That said, *Churchill* is best played with at least one other human, preferably two.

I now find myself at the end of another design journey. I must say that this one has been one of the best in my career. I plan on creating a series of games using the conference mechanic with the next up *Pnyx*: *The Peloponnesian War* where you will get to be Pericles and the other statesmen of that period living through the original Greek tragedy.

Anon,

Mark Herman

NYC, February 2015

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Sticker Application



Leader Blocks: There are three large-sized colored wooden blocks (green, red, blue). Place one Churchill sticker on each side of the green block (keep the portrait oriented the same on each side). Stalin goes on the red block, and Roosevelt goes on the blue block.



Front Blocks: There are 7 medium-sized colored wooden blocks (2 green, 2 red, 3 blue). Place one green colored tank sticker (UK/US) flags on each side of the green blocks (keep the same tank silhouette orientation on each side). The red-colored tank stickers (USSR flag) go on the red blocks; the blue colored tank stickers (US/UK flags) go on the blue blocks.

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