

that occur during progression of insurgencies are much more complex and detailed than the general description in this manual portrays.

**FLEXIBILITY.** The flexibility of the strategies which may be employed by the insurgents also characterizes the phases (or stages) through which insurgencies develop. Phases are merely general descriptions of the overall development of insurgencies. There is no clear line between phases; phases overlap. In addition, the type and intensity of insurgent activity may vary from one region of a country to another. If the government appears to be failing, insurgent leaders may decide to increase the intensity of activities; if host country operations are successful, insurgent leaders may reduce the intensity of activities. These will be strategic decisions which may affect the outcome of the insurgency. Likewise, the government will try to determine the level of insurgency and predict future activities, so that appropriate action may be taken.

**ACTIVITIES.** Described below are the activities of a Mass Strategy type insurgency categorized according to the three general phases. Psychological activities are emphasized during all phases of the insurgency and all actions are considered in light of their psychological implications.



■ **Phase I (LATENT AND INCIPIENT INSURGENCY).** This phase ranges from circumstances in which subversive activity is only a potential threat, latent or incipient, to situations in which subversive incidents and activities occur frequently and in an organized pattern. It involves no major outbreak of violence or uncontrolled insurgency activity. Following are possible insurgent activities during Phase I:

■ The insurgents, starting from a relatively weak position, plan and organize their campaign and select initial urban and/or rural target areas. Basic decisions regarding ideology are made and fundamental leadership relationships are determined.