

Approaches to Title 10 Gaming¹

Douglas Ducharme
Assistant Research Professor
War Gaming Department

Introduction

This article describes what Title 10 gaming is and provides a brief background of Title 10 games for each service. Since the value of gaming is diverse, it should not be surprising that the service perspectives on the utility of Title 10 games vary. Given this diversity, the challenges of gaming that the services face are also considered in this article.

Title 10 Gaming

Title 10 war games can be defined as a series of major service-sponsored war games that address future concepts and capabilities in the context of Title 10 responsibilities to organize, train, and equip its forces to carry out its roles and functions as a component of the national instrument of power.

As the Goldwater-Nichols Act of 1986 gave the service chiefs responsibility under U.S. Code Title 10 to train, man, and equip their individual forces, Navy Title 10 gaming emerged from the Global Game series conducted at the U.S. Naval War College. Global started in 1978 to explore Navy capabilities employed in a strategic context against the Soviet Union. For the Navy, Global turned into the Title 10 game and carried on after the Cold War exploring Navy capabilities and doctrine (USNWC, 2012). Global took a hiatus from 2001 to 2007. The reasons for the Navy

¹ Disclaimer: This presentation is based on personal experiences from attending and coordinating Title 10 games for other services while on the faculty at the Naval War College. It does not represent the official perspective of the Naval War College, the U.S. Navy, or Department of Defense.

suspending its Global efforts are complex, but basically concerned the Navy not seeing the value of the game in 2001. How to measure the value of these games are addressed later in this article.

Shortly after the Navy turned the Global Game into a Title 10 game, the Army formed its own Title 10 game called Unified Quest (UQ) conducted at the Army War College in Carlisle Barracks, PA. Today, it is part of the Army Chief of Staff's annual future study program. UQ serves as a key element to the Army's effort to identify the challenges and opportunities that will test the future force (ARCIC, 2012).

The Air Force started title 10 gaming in 1995. The two games in its series are called Unified Engagement (UE) and Future Capabilities Game. UE is conducted in even years at alternating between the European and Pacific theaters. Future Games are conducted in odd years at Air Force Wargaming Institute (AFWI) at Maxwell AFB. While UE is focused to address military challenges and concept exploration, AF Futures Game is focused to address future concepts and force structure alternatives (SECAF, 2012).

The U.S. Marine Corps is the newest to Title 10 gaming. Its game was established in 2003, possibly due to the Navy suspending Global, to provide a venue to address issues of concern to senior DoN leadership, and as a means to inform DOTMLPF refinement efforts (USMC, 2010).

The Value of Gaming

Before exploring the differences in how the services utilize the games, the value of gaming in general should be considered. There are many ways that war games provide value. According to Frank McHugh (1966), war gaming is "a valuable and proven method for developing and evaluating operational concepts and plans" (p. 28). According to Peter Perla (1990), "wargaming is one of the U.S. Navy's principal tools for educating its people and for evaluating its combat capabilities. This latter process is crucial today when so many weapons, systems, and ideas are untested in combat" (p. 273).

The perspectives of McHugh and Perla reflect the diversity associated with how the services utilize Title 10 games. It seems these games provide the sponsors with insights on either concepts or capabilities, for either educational or analytical purposes.

Figure 1 depicts the spectrum of the value of gaming. The vertical axis represents the range between concepts and capabilities as the primary focus of the game. The horizontal axis represents the range between educational and analytical as the primary purpose of the game. All games have some elements of informing concepts or capabilities for either educational or analytical purposes. But most games will favor one dimension over another.

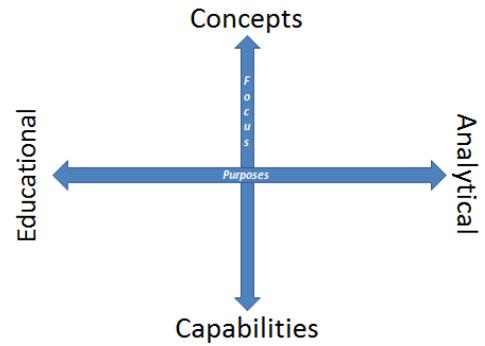


Figure 1 – Spectrum of Game Purposes and Focus

Service Perspectives

Unified Quest for the Army is very successful in executing a large scale war game with high-level attendees from the services and government agencies. The Army uses UQ to socialize major capstone concepts. There seems to be very little assessment of future capabilities as well as any resemblance of an analytical methodology during these games. The game out brief essentially serves as the game report. It is an extreme example of an educational game exploring concepts.

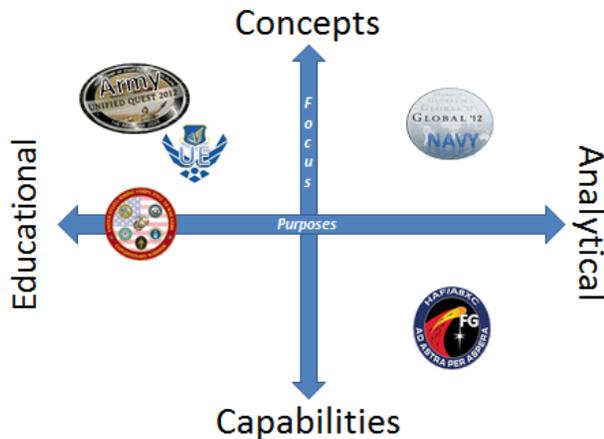


Figure 2 – Focus and Purpose of Service Title X Games

Navy’s Global Game is on the other end of the spectrum from education and is highly analytical. Global hasn’t leveraged high-level attendees or interagency organizations to the degree that the Army has. Rather, the Navy relies on exploring or examining operational-level warfighting concepts using two-sided gaming and various research methodologies. The Navy gets its value from the post-game analysis of operational concepts, not necessarily in what the attendees learned. Moreover, the Navy doesn’t do a thorough job at exploring capabilities.

The Air Force Future Games, however, are examples of exploring future capabilities with a focus of 20-plus years in the future. It is highly analytical as it leverages the capacity from the Air Force Research Lab (AFRL) to assist in the design and analysis of the game. Considering the other Air Force game, Unified Engagement, it seems to be a balance between educational and analytical purposes. It is conducted in theater and concerns the warfighting concepts that are more near-term (about 12 years out) than those explored in the Future Games series. It concerns insights to questions that are directly related to concerns of operational commanders, therefore educational, but also analyzes those concepts relative to current capabilities. Of the Title 10 games, it probably comes the closest to having a balance among focusing on concepts, capabilities, education, and analysis.

The Marine Corps EW game is very close to the UE game, but seems more educational than analytical, as it provides a venue for senior DoN leadership to address issues. It maintains a balance between exploring operational concepts and the DOTMLPF capabilities to execute that concept. It probably has better success in this because it is a smaller community and can maintain a narrow focus during its game.

One might ponder: Why are there different approaches? Why isn't there a one size fits all war game design for Title 10 gaming? The reason is that each perspective has its advantages and challenges. The AF recognized this since it divided its efforts among two different approaches, thereby diversifying its advantages and mitigating the challenges of each.

Title 10 Gaming Challenges

Among the many approaches to Title 10 gaming, the following are some challenges that sponsors and designers must be aware of.

1. *Difficulty in analysis of educational games* - When you execute a game for the purpose of the attendees gaining information, the players want closure and to conclude with the major themes discovered during the game play. This demand results in outbriefs and quicklooks to report the results. The danger is that these out briefs and quick looks serve as the findings of the game despite what the game data might say.

2. *Size/cost/complexity of Title 10 games* - Designing a game for all purposes would require an enormous amount of resources. That may be why the Global games of old used to have hundreds of players and adjudicators and last multiple weeks.

3. *Difficulty in gaming future capabilities* – Observations of this challenge were evident in the AF Future Game '07 and Global '09 games. Give a player a future capability, something in the R&D process right now, and the player asks “OK, where’s the CONOPS?” Then they guess and employ the capability in some way and the adjudicator asks “OK, how do I determine what the effects are?” It is too theoretical. When dealing with gaming the future environment, it seems better to stay at the conceptual level vice the capability focus.

Recommendations

Based on observations, three initiatives are recommended to improve Title 10 gaming:

(1) Share and learn best practices – Title 10 war game designers should attend and observe other service war games in order to leverage best practices;

(2) Strive for balance in game focus and purpose – educational games should try to incorporate more analytical rigor, analytical games should try to influence and educate decision makers better, concept games should try to evaluate capabilities, and capability games should try to derive conceptual insights; and

(3) Dare to innovate – although Dunnigan’s (1992) principles of game design to keep it simple and plagiarize are still useful, refrain from just doing more with more resources and complexity, create methods to add value to current games with minimal cost and complexity.

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