

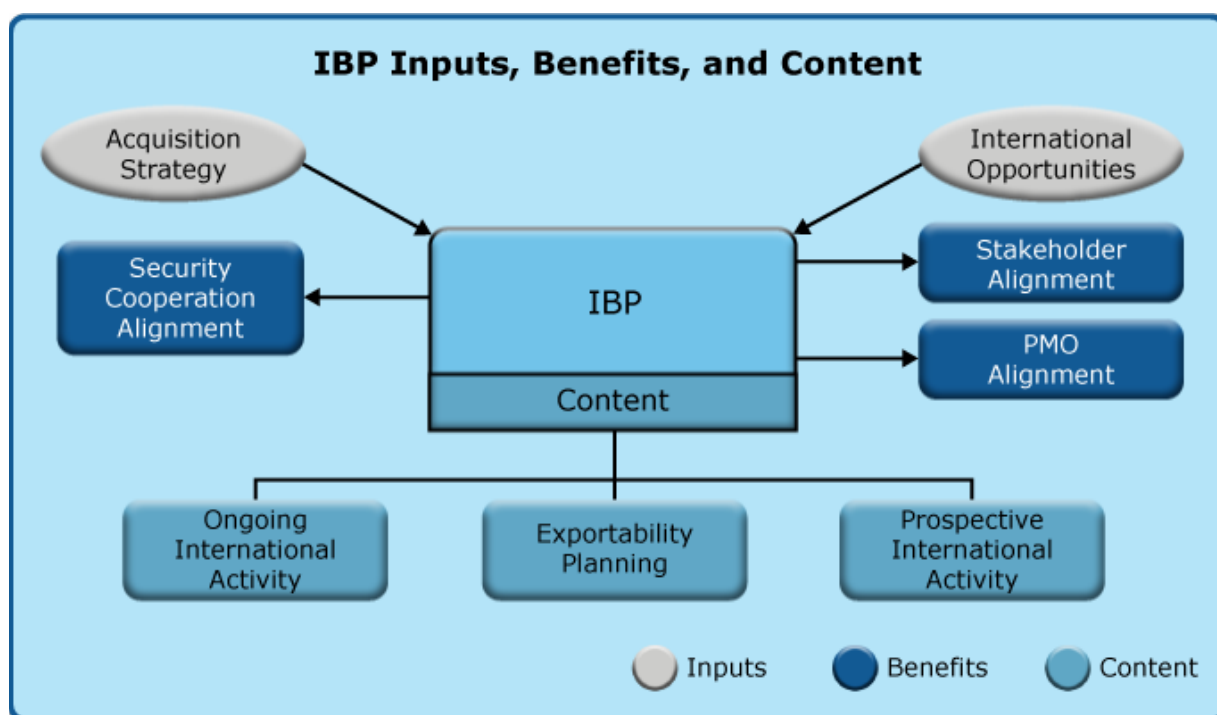
# International Business Planning Job Support Tool (JST)

## Overview

This JST provides advice on how to develop a program-level International Business Plan (IBP) that guides execution of the International Acquisition and Exportability (IA&E) aspects of the program's Acquisition Strategy throughout a program's life cycle.

As a program enters Engineering and Manufacturing Development (EMD), it is time to move from an International Acquisition and Exportability (IA&E) assessment - looking at what is possible in the international acquisition area - to development of an IBP to integrate international efforts across functional disciplines and serve as a source document for preparing program documentation. Figure 1 provides a visual of inputs, benefits, and content that impact IBP content.

Figure 1: IBP Inputs, Benefits, and Content



DoD Major Capability Acquisition (MCA) programs ([DoDI 5000.85](#)) with substantial international involvement during Engineering Manufacturing and Development (EMD) and/or subsequent phases – or other [Adaptive Acquisition Framework \(AAF\)](#) programs/projects with international aspects in equivalent phases -- can improve both domestic and international acquisition outcomes through development of an IBP to guide execution of the International Acquisition and Exportability (IA&E) aspects of the program's Acquisition Strategy.

Program Management Organizations (PMOs) for programs with substantial international involvement should strongly consider developing and use a program-specific IBP to:

- Identify and pursue additional international opportunities

- Plan and synchronize their program’s overall international activities -- International Cooperative Programs (ICPs), Foreign Military Sales (FMS), Building Partner Capacity (BPC), and Direct Commercial Sales (DCS) -- with domestic acquisition efforts
- Integrate IA&E planning across PMO functional disciplines
- Synchronize stakeholder activities, including industry, to align with USG/DoD-level Security Cooperation and DoD Component objectives
- Harmonize IA&E activities to enhance a program’s domestic and international acquisition outcomes

There is no prescribed IBP format, but PMOs should consider and, if applicable, address the following areas during IBP development and implementation:

- Ongoing and prospective ICP, FMS, and/or BPC efforts (and any applicable DCS activities)
- Commonalities and differences in the DoD and foreign configurations to enable planning for product upgrades, logistics and training, information technology, and other program elements
- Technology Security and Foreign Disclosure (TSFD) approvals and Export Control (EC) authorizations

PMOs have the option of developing an IBP as a stand-alone document or integrating IBP content into other PMO plans. Regardless of which approach is used, PMOs should use IBP content to integrate the program’s IA&E activities across PMO functional areas, align program stakeholders, and capture and maintain key IA&E trends and reporting data, and pursue future international opportunities. While the resources needed to develop and execute an IBP will differ from program to program, it is worth noting that the adage “the plan itself is nothing, the real value is in the planning” applies to IBP efforts as well.

This JST provides a suggested approach for developing a best practice-based IBP that focuses on documenting the current baseline, implementing near-term activities, and achieving mid/long-term opportunities as shown in Figure 2.

**Figure 2: International Business Plan (IBP) Time Dimensions**



## Organization

This JST, which addresses the overall IA&E considerations in DoD 5000 series policy guidance and the DoD Guide to International Acquisition & Exportability (IA&E) Practices ([IA&E Guidebook](#)) is organized in four sections as shown in Figure 3.

Figure 3: IBP JST Organization

Section	Description
1	Documenting the Current Baseline
2	Near-Term Activities
3	Mid/Long-Term Activities
4	Best Practices

**NOTE**

Since IBPs contain pre-decisional information on aspects of foreign involvement in the program they should, at a minimum, be marked and handled as Controlled Unclassified Information (CUI). As aspects of the program proceed through the TSFD process, specific controls on information will help define the classification/control of the plan. Depending on the program’s Security Classification Guide (SCG) and DoD Component practice, portions of the IBP may also need to be classified.

## Relationship to Other JSTs

To enable allies and partners to enhance U.S. military capability, participate in collaboration opportunities, and forge partnerships with the U.S., [DoDD 5000.01, paragraph 1.2.t](#), requires DoD acquisition programs to plan for coalition partners and to consider incorporation of exportability features in the early design and development phase of acquisition programs’ acquisition strategies. [DoDI 5000.02, paragraph 4.1.b.\(2\)](#) requires Program Managers to consider acquisition strategies that leverage international acquisition and supportability planning to improve economies of scale, strengthen the defense industrial base, and enhance coalition partner capabilities. To enable allies and partners to enhance U.S. military capability, participate in collaboration opportunities, and forge partnerships with the U.S., Program Managers are required to consider incorporation of DoD IA&E features in the early design and development phase of acquisition programs’ acquisition strategies. The [Adaptive Acquisition Framework \(AAF\)](#) in [DoDI 5000.02](#) contains six acquisition pathways: Urgent Capability Acquisition, Middle Tier of Acquisition (MTA), Major Capability Acquisition (MCA), Software Acquisition, Defense Business Systems, and Acquisition of Services. International Business Planning efforts are recommended for programs with substantial international involvement that are being implemented via the MCA pathway (see [DoDI 5000.85](#), Appendix 3C.3.a.(c)) and may be required in the MTA pathway rapid fielding efforts (see [DoDI 5000.80](#), paragraphs 3.1.d. and 3.2.d).

The [IA&E Assessment JST](#) provides best practice guidance regarding the conceptual aspects of IBP development. The [Acquisition Strategy – International Considerations JST](#) provides best practice guidance regarding DoD documentation requirements for international involvement in DoD acquisition programs that provide the foundation for IBP development. PMOs should use the [ICP JST](#) and [FMS Systems Acquisition JSTs](#), as applicable to help address the details of current and future ICP and FMS arrangements in their programs’ IBPs. Finally, the [Defense Exportability Integration \(DEI\) JST](#) provides PMOs with a useful resource regarding the Program Protection, TSFD, Export Control, and International Security aspects of IBP development and maintenance throughout the acquisition life cycle.

## Section 1 – Documenting the Current Baseline

### A. TSFD-Approved Exportable Configurations

Document the TSFD-approved exportable configurations for on-going ICP, FMS, BPC, and DCS programs

- TSFD decision-making is often compared to the influence of case law on court decisions. Although program-specific TSFD decisions are often made on a case-by-case basis for a specific transaction (or set of transactions), these decisions are usually influenced by previous

precedence on your (or other similar) programs. Documenting your program's TSFD-approved configurations can assist in pursuing future ICP, FMS, and BPC program efforts.

- TSFD decisions, made by the TSFD process owners as outlined in IA&E Guidebook Section 1-9 and the DEI JST, take various forms at the classified or CUI level. Program-related TSFD decisions are executed by the PMO through Defense Exportability Integration (DEI) efforts described in IA&E Guidebook Section 1-4, following the classification/CUI levels established in the program's SCG. The classification level of program-related TSFD decisions and the degree of complexity determine whether a program's descriptions of the system's TSFD-approved exportable configuration(s) may be unclassified, CUI, or classified. For guidance in this area, please consult your program's Security Officer. Best practice experience has shown that the optimal approach is:
  - Utilize unclassified or CUI level TSFD-approved exportable configuration descriptions within the IBP.
  - Include essential references to classified and CUI TSFD process approval documents, which offer guidance on exportable configuration specifics at higher classification levels.
- This approach provides working level personnel with the “what” aspects of the system's exportable configuration(s) required for day-to-day acquisition activities while providing “how” and “why” details at appropriate classification levels to PMO and industry personnel based on their need for access to such information to perform exportable configuration-related tasks.

## B. On-Going ICP Activities

Describe all on-going ICP activities established through international agreements -- including Memoranda of Understanding (MOUs) and Project Agreements/Arrangements (PAs) -- documenting the information listed below:

- **General Information:** Country(s) or international organization, international agreement type and date, scope of effort and duration, configuration description(s) (if applicable), Cooperative Program Personnel (CPP) assignments, and any other information that would be beneficial to include in documentation.
- **Support Method** (if applicable): Provide information to help identify future Operations and Support (O&S) phase cooperation opportunities (training method, sustainment method, key domestic/foreign contractors and roles).
- **Program Protection:** Address exportability-related program protection measures for exportable system version(s) (see [IA&E Guidebook](#), Section 1-10.1 for details).
- **TSFD and EC:** Address Delegation of Disclosure Authority Letter (DDL) as outlined in [IA&E Guidebook](#), Section 1-10.4, plan for export control approvals/exemptions as detailed in [IA&E Guidebook](#), Section 1-10.2, and manage Cooperative Program Personnel and other TSFD approvals according to the guidance in [IA&E Guidebook](#), Section 1-9.
- **International Security:** Address ICP international agreement-related security considerations and implementation measures (see [IA&E Guidebook](#), Section 1-10.5 for details).
- **Planned Follow-on Efforts:** Describe R&D, follow-on procurement, and Operation and Support (O&S) cooperation

## C. Existing FMS Cases and BPC Pseudo-FMS Cases

Describe all on-going FMS and BPC cases documenting the information listed below:

- **General Information:** Country or international organization (Combatant Command (CCMD) for BPC), Letter of Offer and Acceptance (LOA) designator and date, equipment and services provided, configuration description(s), related DCS efforts, Foreign Liaison Officer (FLO) assignments, and any other information pertinent to the FMS arrangements.

- **Support Method:** Provide information to help identify future O&S phase cooperation opportunities (training method, sustainment method, key domestic/foreign contractors and roles).
- **Program Protection:** Address exportability-related program protection measures for exportable system version(s) (see [IA&E Guidebook](#), Sections 1-10.1 and 1-10.3 for details).
- **TSFD and EC:** Address DDL (see [IA&E Guidebook](#), Section 1-10.4 for details), FMS LOA-related export approval/exemptions activity (see [IA&E Guidebook](#), Section 1-10.2 for details), and FLO and other related TSFD approvals (see [IA&E Guidebook](#), Section 1-9 for details).
- **Planned Follow-on Efforts:** Describe plans for future upgrades, follow-on procurement, follow-on sustainment, etc.

## D. Existing DCS and DCS/FMS Hybrid Contracts

Describe all on-going DCS contracts and the DCS aspects of DCS/FMS hybrid programs documenting the information listed below:

- **General Information:** Company, country, equipment and services provided, configuration description, FMS hybrid related – LOAs, FLO assignments, and any other pertinent information.
- **Support Method:** Provide information to help identify future O&S phase cooperation opportunities (training method, sustainment method, key domestic/foreign contractors and roles).
- **TSFD & EC:** Address any DCS TSFD and export authorizations (e.g., DSP 5, Technical Assistance Agreement (TAA), International Traffic in Arms Regulation (ITAR) exemptions) related to program ICP or FMS activities as well as any TSFD FLO activities related to DCS/FMS hybrid efforts (see [IA&E Guidebook](#), Sections 1-9 and 1-10.1 for details).
- **Planned Follow-on Efforts:** Describe plans for future DCS/FMS hybrid upgrades, follow-on procurement, follow-on sustainment, etc.

## E. Analysis & Evaluation -- Key Areas

### 1. Optimal Exportable Configurations

- What is the ideal number of TSFD-approved exportable configurations for the program?

### 2. Classification Level of the IBP

- Should the International Business Plan (IBP) be drafted at the Controlled Unclassified Information (CUI) level or classified information level?

### 3. Pros and Cons of IBP Classification Level

- What are the advantages and disadvantages associated with the classification level of the IBP in terms of balancing PMO access and use (to streamline exportable configuration implementation in the acquisition process) versus considerations related to information security and the principle of 'need to know'?

### 4. Documentation of Program Arrangements

- Have all the ongoing arrangements related to the program, including ICP, FMS, BPC, DCS and DCS/FMS hybrid arrangements, been sufficiently documented to serve as a foundation for day-to-day execution and future planning endeavors?"

## Section 2 – Near-Term Activities

### A. Prospective ICP Activities (MOUs and PAs)

Describe any prospective ICP activities established through international agreements – including MOUs and PAs -- by documenting the information listed below:

- **General Information:** Country(s) or international organization, international agreement type and date, scope of effort and duration, configuration description(s) (if applicable), CPP assignments, and any other pertinent information.
- **Support Method** (if applicable): Provide information to help identify future O&S phase cooperation opportunities (training method, sustainment method, key domestic/foreign contractors and roles).
- **Program Protection:** Address exportability-related program protection measures for exportable system version(s) (see [IA&E Guidebook](#), Sections 1-10.1 and 1-10.3 for details).
- **TSFD and EC:** DDL (see [IA&E Guidebook](#), Section 1-10.4 for details), export control planning approvals/exemptions activity (see [IA&E Guidebook](#), Section 1-10.2 for details), and CPP and other related TSFD approvals (see [IA&E Guidebook](#), Section 1-9 for details).
- **International Security:** Address ICP international agreement-related security considerations and implementation measures (see [IA&E Guidebook](#), Section 1-10.5 for details).
- **Planned Follow-on Efforts:** Describe R&D, follow-on procurement, O&S cooperation, etc.

## B. Prospective FMS, BPC Pseudo-FMS, DCS, and Hybrid DCS/FMS Arrangements

Describe any prospective FMS and BPC cases, DCS contracts, and hybrid DCS/FMS arrangements by documenting the information listed below:

- **Price & Availability (P&A) Submissions:** Country or international organization, date provided, description, configuration, related DCS or DCS/FMS hybrid efforts, as well as outcomes, if known.
- **LOA Submissions:** Country or international organization (CCMD for BPC), date provided, Offer Expiration Date, description, configuration, Total Package Approach (TPA) content, related DCS or DCS/FMS hybrid efforts, planned FLO assignments, key domestic/foreign contractors and roles, outcomes if known.
- **Program Protection:** Address exportability-related program protection measures for exportable system version(s) (see [IA&E Guidebook](#), Sections 1-10.1 and 1-10.3 for details).
- **TSFD and EC:** Address DDL (see [IA&E Guidebook](#), Section 1-10.4 for details), FMS LOA-related export approvals/exemptions activity (see [IA&E Guidebook](#), Section 1-10.2 for details), and FLO or other related TSFD approvals (see [IA&E Guidebook](#), Section 1-9 for details).
- **Planned Follow-on Efforts:** Describe plans for future upgrades, follow-on procurement, follow-on sustainment.

## C. Analysis & Evaluation -- Key Areas

### 1. Adaptation of TSFD-Approved Exportable Configurations

- Could the program's near-term activities require changes to the existing TSFD-approved exportable configurations or the creation of new variations?
- If so, these adjustments should be documented, their potential effects on the current baseline evaluated, and program defense exportability integration plans adjusted, as necessary.

### 2. Alignment of Domestic and International Acquisition Aspects

- Are there potential synergies or discrepancies between the program's domestic and international acquisition components that must be taken into account as new ICP, FMS, BPC, DCS and/or hybrid transactions are being negotiated and established?
- If so, these considerations should be recorded, their potential impacts on the current organizational structure and resources assessed, and program execution plans adapted as needed to ensure the PMO and industry can effectively manage the expanded domestic and international workload.

## Section 3 – Mid/Long-Term Activities

### A. Updated International Market Analysis

Periodically revise and formally document the program's international market analysis, making reference to the best practice guidance found in Section 2.D. of the [IA&E Assessment JST](#). This analysis should take into account collaborative opportunities as well as potential system sales. It should be informed through consultations with various stakeholders, including DoD Component International Program Organizations (IPOs), industry representatives, MILDEP R&D organizations, and Security Cooperation Organizations (SCOs). Key considerations include:

- Security cooperation objectives
- Countries' needs to replace existing comparable systems
- Emerging foreign requirements and interests
- OSD/DoD Component acquisition objectives

### B. Potential Cooperation

Analyze ongoing, near-term cooperative and sales programs, and use the program's updated international market analysis to identify potential areas of cooperation across the program's life cycle considering the type of activities discussed below:

#### 1. Technology Development

- Conduct future requirements analyses (or similar) efforts under ICP international agreements with countries owning the system through equitable cost sharing among interested participants
- Cooperatively develop technology needed for future upgrades under ICP international agreements through equitable cost sharing among interested participants

#### 2. System Upgrades

If the DoD and foreign countries configurations differ, focus on identifying cooperative opportunities associated with the common core aspects of the system. ("Common core" refers to those portions of a weapon system that are common to the DoD and other countries' configurations. Usually this will be most of the system.)

- Integrate new technology and capabilities into the system under an ICP international agreement through equitable cost sharing among interested participants
- Share the non-recurring cost of implementing Engineering Changes Proposals (ECPs) by using funds obtained from one or more customers' FMS LOAs designated for this purpose. PMOs should consult with their DoD Component IPOs on the how to implement aspects of such arrangements involving multiple FMS customers
- Investigate sharing the non-recurring costs associated with qualifying new components to address Diminishing Manufacturing Sources and Material Shortages (DMSMS) through either ICP or FMS arrangements
- Evaluate DoD use of system modifications funded solely by partner nations in ICP international agreements or foreign purchasers through FMS LOAs, DCS contracts, or DCS/FMS hybrid efforts

#### 3. Training

Expand DoD operator and/or maintenance training capacity to meet foreign purchaser demands using foreign funding and assets from either ICP international agreements or FMS LOAs.

#### 4. Sustainment

Investigate mutually beneficial sustainment cooperation in areas such as:

- **Performance Based Logistics (PBL)** arrangements where costs are equitably shared by the DoD and interested ICP participants and/or FMS customer nation(s)
- Shared or coordinated investment in **Integrated Product Support (IPS)** elements where costs are equitably shared by the DoD and interested ICP participants and/or FMS customer nation(s)
- **Contractor Logistics Support (CLS)** spares sharing/pooling and/or maintenance arrangements established through ICP international agreements and/or FMS LOAs to reduce overall DoD and foreign partner/customer capital investments
- FMS Cooperative Logistics Supply Support Arrangements (CLSSAs)

## C. TSFD Approvals & EC Authorizations

Identify TSFD approvals and EC authorizations needed to execute future areas of ICP, FMS, and hybrid program cooperation and pursue necessary actions to obtain these authorizations and approvals in areas such as:

- TSFD and Department of State approvals for new technologies and capabilities for technology development and product upgrades
- TSFD and Department of State approvals required to implement training and sustainment cooperation through PBL, CLS and/or spares sharing/pooling arrangements including third-party transfer approvals, and ITAR Warehouse Distribution Agreements (WDAs)

Consult [IA&E Guidebook](#), Sections 1-9 and 1-10.1 for additional guidance in these areas.

## D. Analysis & Evaluation -- Key Areas

### 1. Incorporation of Future Requirements into TSFD and EC Approvals

- Have the existing approvals for TSFD and EC taken into account the program's future technology development, product upgrades, and training/sustainment cooperation? (It is worth noting that historical evidence suggests this is rarely the case.)
- If not, the PMO should seek TSFD and EC guidance updates and thoroughly document these changes. This proactive approach will enable the program to anticipate potential impacts on the current baseline and, when necessary, adjust program execution plans accordingly.

### 2. Alignment of Domestic and International Acquisition Aspects

- As the program matures, are there potential synergies or divergences between the domestic and international acquisition aspects that require consideration?
- If so, these considerations should be documented, and their potential effects on future organizational structures and resources must be assessed. Subsequently, program plans should be modified as needed to ensure that both the anticipated domestic and international efforts within these areas can be effectively managed by both the PMO and industry partners.

## Section 4 – International Business Planning Best Practices

### A. Exportable Configurations

PMOs should strive to establish and sustain a manageable set of exportable configurations for TSFD approval, capable of accommodating all anticipated ICP/FMS/BPC/DCS transactions. It is essential to avoid the pitfall of creating unique exportable configurations for every new partner or customer nation, as this could result in an overwhelming and unmanageable number of configurations as the program evolves. For further guidance in this regard, please refer to Section 1-4 of the [IA&E Guidebook](#).

### B. Stakeholder Involvement

The IBP should be developed with inputs from a wide array of program stakeholders including, DoD Component, OSD, USG interagency, foreign partners/customers, and U.S. and foreign industry. Consider



using the [Stakeholder Analysis and Engagement Decision Framework](#) to systematically collect, assess and engage key stakeholders regarding your program's IA&E objectives and plans. After obtaining broad (and if necessary, deep) stakeholder input, the PMO and PEO should evaluate the tradeoffs and make any difficult choices required to achieve optimal domestic and international acquisition program outcomes.

## **C. Program Management Perspective**

Successful programs find ways every day to balance current, near-term, and future domestic and IA&E aspects using a win-win rather than zero sum game approach. They take a flexible, long-term (rather than rigid, short-term) view of the program's IA&E aspects. PMOs should use their IBP planning efforts to achieve optimal acquisition outcomes for the DoD and foreign partners/customers across the spectrum of acquisition activities since experience has shown that users will operate the system together in future coalition environments in unanticipated and innovative ways. Consult the [IA&E Guidebook](#) for "full spectrum" international business planning guidance on IA&E matters pertaining to your program.

## Glossary

In addition to the DAU Glossary, which is a useful resource, the following list of key terms is provided to assist IBP JST users:

ACRONYM	ACRONYM SPELLED OUT
AAF	Adaptive Acquisition Framework
BPC	Building Partnership Capacity
CCMD	Combatant Command
CLS	Contractor Logistics Support
CLSSA	Cooperative Logistics Supply Support Agreement
CPP	Cooperative Program Personnel
CUI	Controlled Unclassified Information
DCS	Direct Commercial Sales
DEI	Defense Exportability Integration
DMSMS	Diminishing Manufacturing Sources and Material Shortages
EC	Export Control
ECP	Engineering Change Proposal
EMD	Engineering and Manufacturing Development
FDO	Foreign Disclosure Officer
FLO	Foreign Liaison Officer
FMS	Foreign Military Sales
IA&E	International Acquisition and Exportability
IBP	International Business Plan
ICP	International Cooperative Program
IPS	Integrated Product Support
ITAR	International Traffic in Arms Regulation
JST	Job Support Tool
LOA	Letter of Offer and Acceptance
MCA	Major Capability Acquisition
MOU	Memorandum of Understanding
MTA	Middle-Tier Acquisition
PA	Program/Project Agreement
P&A	Price and Availability
PBL	Performance Based Logistics
PMO	Program (or Project) Management Office
SCG	Security Classification Guide
SCO	Security Cooperation Organization
TAA	Technical Assistance Agreement
TPA	Total Package Approach
TSFD	Technology Security & Foreign Disclosure
WDA	Warehouse Distribution Agreement

Note: If you would like to provide feedback on this JST, have ideas for improvement, have questions on this JST, or would like advice on how to use this JST in the workplace, please send an email to [InternationalHelp@dau.edu](mailto:InternationalHelp@dau.edu).