



**UNITED STATES ENERGY ASSOCIATION
ENERGY TECHNOLOGY AND GOVERNANCE PROGRAM
COOPERATIVE AGREEMENT #AID-OAA-A-12-00036
OCTOBER 28, 2021**

**REQUEST FOR PROPOSALS: USEA/USAID AID-OAA-A-12-00036 2022-713-02
Cyber Security Tabletop Exercise for Members of the USAID/USEA Utility Cyber
Security Initiative (UCSI)**

Questions Due: November 10, 2021

Proposals Due: November 19, 2021

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I. Introduction

The United States Energy Association (USEA) is a nonprofit, apolitical, nonlobbying organization founded in 1924. USEA’s mission has two pillars of equal importance. USEA serves as a resource, by convening energy stakeholders to share policy, scientific, and technological information to foster the advancement of the entire energy sector. Internationally, USEA promotes energy development by expanding access to safe, affordable, sustainable, and environmentally acceptable energy in partnership with the U.S. Government.

Through its Energy Technology and Governance cooperative agreement <https://usea.org/program/etag> with the United States Agency for International Development’s (USAID) Bureau for Europe and Eurasia (E&E), USEA provides training and technical support to the countries of the Western Balkans, the Caucasus, Ukraine, and Moldova to improve their energy security.

A component of the ETAG Program is the Utility Cyber Security Initiative (UCSI). The UCSI is a partnership of 17 electric power transmission and distribution utilities seeking to improve critical infrastructure cyber security in the Europe and Eurasia region. UCSI provides the partners with training, the exchange of best practices with utilities in the United States and Europe, and targeted technical support. The partnership recognizes that securing energy sector digital assets from cyber-attack is essential to maintaining a secure and reliable supply of electric power for economic development.

The partnership has developed a Risk Assessment template customized to the needs of utilities in the E&E region to prioritize cyber risk; a High-Level Cyber Strategy template utilities use to accelerate organizational change needed to initiate comprehensive development of enterprise level cyber security programs; and six Utility Cybersecurity Capability Maturity Model (C2M2) Assessments.

The C2M2 assessments revealed that E&E utilities lack incident response plans or are in the early stages of preparing them. Responses to cyber incidents tend to be managed on an ad-hoc basis.

Recognizing that the cyber security of electrical network infrastructure is critical to energy security in the E&E region, USEA seeks proposals from qualified consultants to conduct an incident response tabletop exercise for members of the UCSI Working Group. Through the tabletop exercise, members of the UCSI working group will come to understand the critical elements of a properly structured incident response plan and the gaps in their current plans.

The scope of work below will be performed under a fixed price for labor sub-agreement with the United States Energy Association as a project of its Energy Technology and Governance (ETAG) Program cooperative agreement with USAID.

II. SCOPE OF WORK

The consultant will assist USEA to organize and conduct a cyber security incident response virtual tabletop exercise for members of the UCSI working group. Through participation in the tabletop exercise, members of the UCSI will improve their understanding of the essential elements of a well-crafted incident response plan and recognize gaps in their current plans. Up to four participants from each UCSI member will be invited to participate in the tabletop.

The consultant will perform the following tasks:

Task 1 – Develop Tabletop Exercise Content

Task 2 – Conduct Tabletop Exercise

Task 3 – Prepare Brief Report on Lessons Learned, Recommendations for Follow-Up Training and Technical Support

Task 1. Develop Tabletop Exercise Content

The consultant will meet via video call with three UCSI member utilities selected by USEA as representative of the region. Using a questionnaire approved in advance by USEA, the consultant will determine the utilities' overall understanding of incident response and gain an appreciation of their current incident response plans. Using this information, the consultant will

establish learning objectives for the exercise and prepare tabletop scenarios and injects designed to meet those objectives. The scenarios may include events likely to occur in UCSI member utilities, e.g., IT/OT system attack; ransomware attack; supply chain attack.

Scenarios and injects should be designed to cover as many of the following incident response plan elements as possible, given the amount of time available for each session outlined in TASK 2 below, the potential number of participants and their understanding of incident response:

- Identification and First Response
- Detection and Analysis
- Roles and Responsibilities
- Communications
- Resource Availability
- Containment, Eradication and Recovery

The consultant will draft a situation manual of sufficient length to provide instructions to the participants, outline the learning objectives, scenarios, and injects of the tabletop exercise and provide pre-event reading suggestions.

The consultant will provide a briefing on the exercise learning objectives, scenarios, and logistics of participation to a virtual meeting of the UCSI working group organized by USEA approximately one month prior to the exercise. The consultant will incorporate feedback from the working group members into the final situation manual prior to conducting the virtual exercise.

Prior to conducting the tabletop exercise, the consultant will administer the questionnaire developed above, to each member of the UCSI to establish a baseline for measuring progress achieved toward the learning objective. The questionnaire will be administered again at the conclusion of the exercise to determine if the learning objectives were met.

Task 1 Deliverables

- 1A. Questionnaire to discern the level of incident response capability of UCSI member UCSI members
- 1B. Draft and final situation manuals
- 1C. PowerPoint presentation of the situation manual

Task 2: Conduct Tabletop Exercise

To accommodate all participating UCSI working group member utilities and to ensure the exercise is manageable, the consultant will conduct two separate tabletop exercises using a single set of scenarios and injects presented to the working group at the briefing conducted for Task 1, above. The tabletop exercises will be conducted virtually on an electronic meeting platform organized by USEA. Each tabletop exercise will be conducted in two four-hour sessions held over two consecutive days (2 exercises x 2 sessions each = four sessions; four session x four hours each session = 16 hours).

Working with the consultant to identify appropriate participants from each UCSI member, USEA will invite up to four members from each UCSI member utility to participate in the exercise. Each utility will be assigned a single participant role in the scenarios, such that the members of the team will be grouped in the same role. If necessary, the organizer can assign multiple utilities the same role.

Task 3. Report on Lessons Learned, Recommendations for Follow-up Training and Technical Support

The consultant will prepare a report of no less than five pages on lessons learned from conducting the tabletop exercise addressing the following:

- Participant selection
- Logistics
- Nature and appropriateness of scenarios and injections
- Participant engagement
- Observations on the ability of participants to address the challenges posed by the scenarios and injections that identifies gaps in their incident response capacity
- Recommendations for follow-up training and technical support to improve incident response across the E&E region
- Analysis of the progress made toward the learning objectives as measured by the pre and post event questionnaires

Task 3 Deliverable

Five-page report on lessons learned from the tabletop exercise and recommendations for UCSI follow-up training and technical support to improve incident response capacity across the E&E region.

III. REPORTING

One-page monthly reports detailing progress to date, challenges to completion, proposed solutions and requests for USEA intervention.

IV. PROPOSAL CONTENT

Proposals will contain a technical proposal and a cost proposal. The technical and cost proposals must follow the outlines below. Failure to follow the outlines and page limits will result in disqualification.

Technical Proposal

Cover Letter			
	Description	Notes	Maximum page length

	<p>Must include bidder’s current Data Universal Numbering System (D-U-N-S) number</p> <p>System of Award Management (SAM) registration</p>	Proposals without a D-U-N-S number will not be considered and need not apply.	<p>2 pages</p> <p>Provide SAMS number or demonstrate application status</p>
Proposal Body			
Subject heading	Description	Notes	Maximum page limit
Qualifications and Similar Work Assignments	Demonstrate the offeror’s previous experience organizing and conducting cyber security tabletop exercises	Pre-qualification criteria - Proposals must list previous relevant experience. Proposals that cannot demonstrate previous experience will be disqualified	1 pages
Understanding of Development Objective	Demonstrate understanding of the importance of incident response to critical infrastructure business continuity in the Europe and Eurasia region		1/2 page
Technical Approach	Approach to implementing the Scope of Work	Discuss the proposed technical approach to each task. For Task 1: list and discuss learning objectives appropriate to the E&E region; provide a description of potential scenarios and injections, and discuss how you will use the questionnaire to measure progress against learning objectives.	5 pages

		For Task 2, discuss how the tabletop exercise should be organized on a virtual learning platform to optimize the participation of up to 68 participants from 17 utilities in two distinct exercises.	
Team assignments & Bio sketches	For each person nominated	Biographical sketch	Within the 5-page Technical Proposal Limit ½ page per person
Schedule		Provide a project timeline on a task-by-task basis	1 page

Cost Proposal

The sub-agreement between USEA and the winning offeror will be structured as a fixed price sub-agreement for labor, fringe benefits and overhead costs. There is no travel anticipated with this assignment.

Subject heading	Description	Notes
Labor	Task-by-task line-item budget	For each task, provide the following for each person nominated for this assignment: <ul style="list-style-type: none"> • Name • Title • Level of Effort • Fully Loaded Daily Rate • Total amount
Translation & Interpretation		USEA will fund translation and interpretation directly. DO NOT INCLUDE THE COST OF TRANSLATION AND INTERPRETATION IN YOUR COST PROPOSAL

Annexes

Subject heading	Description	Notes
Annex 1	Proof of System of Award Management (SAM) registration	SAM registration is a 10-step process and can take several weeks to complete. Please refer to this guide for more information.

		<p>If a bidder has not completed the SAM registration process by the proposal submission due date, USEA will accept a proposal if it includes a PDF copy of an email from "notification@sam.gov" to the bidder stating that the bidder "successfully submitted the entity registration for NAME OF COMPANY in the U.S. Government's System for Award Management (SAM)".</p> <p>Proposals without proof of SAM registration or an email from notification@sam.gov stating acceptance of SAM application, will not be considered and need not apply.</p>
Annex 2	Provide a CV for each person nominated	2 Pages per person
Annex 3	USAID Contractor Employee Biographical Data Sheet	<p>Completed USAID Contractor Employee Biographical Data Sheet forms for each employee proposed for this project</p> <p>https://www.usaid.gov/sites/default/files/documents/1868/AID-1420-17-6-13-19FINAL.doc</p>
Annex 4	Qualifications Statement	No limit

V. EVALUATION CRITERIA

Selection of a proposal for a subcontract award will be based on an evaluation of proposals against experience, subject matter expertise, technical approach, and cost.

Evaluation Criteria:

- 30%: Experience with similar projects and professional experience
- 30% Technical approach
- 20%: Cost
- 20%: Experience working in the Europe and Eurasia Region

V. SPECIAL TERMS AND CONDITIONS

A subcontract agreement between USEA and the winning bidder shall be subject to all USAID Special Terms and Conditions, including all mandatory FAR Flow-Down clauses, where applicable, and the provisions included in 2CFR200 and 2CFR700. All bidders are strongly encouraged to review these provisions prior to submitting a proposal.

- Standard Provisions for U.S. Nongovernmental Organizations: <https://www.usaid.gov/sites/default/files/documents/1868/303maa.pdf>

- 2CFR200: <https://www.gpo.gov/fdsys/pkg/CFR-2014-title2-vol1/pdf/CFR-2014-title2-vol1-part200.pdf>
- 2CFR700: <https://www.gpo.gov/fdsys/pkg/CFR-2015-title2-vol1/pdf/CFR-2015-title2-vol1-part700.pdf>

VI. CORRESPONDENCE

All email correspondence related to this RFP should have a subject heading of UCSI Tabletop Exercise RFP. Questions related to this RFP must be submitted via email with a read-receipt to proposals@usea.org by no later than November 10, 2021. Answers to questions will be posted on the USEA website at www.usea.org/rfp/request-proposal-cyber-security-tabletop-exercise-members-usaidusea-utility-cyber-security. Final proposals must be submitted via email with a read receipt to proposals@usea.org by no later than **November 19, 2021 by 5:00 pm EST**.