STATE, LOCAL, TRIBAL, & TERRITORIAL PROGRAM

2022-2023 YEARS IN REVIEW





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LETTER FROM CESER LEADERSHIP

As threats to critical energy infrastructure continue to increase and evolve, it's essential for public and private stakeholders to take collective action to strengthen and protect the Nation's energy systems. DOE's Office of Cybersecurity, Energy Security, and Emergency Response (CESER) embraces partnership and collaboration as fundamental to executing our role as the Sector Risk Management Agency (SRMA) for the energy sector and Emergency Support Function (ESF) 12 lead agency.

CESER's State, Local, Tribal, and Territorial (SLTT) program is one of the primary ways in which we develop crucial pathways to strengthen security and resilience in U.S. energy systems. Our work helps to lift all boats in the energy sector, whether we're working together to educate the cyber workforce, raise awareness of emerging threats and vulnerabilities, co-create policy and guidance that is flexible and effective, or defend our national security posture.

CESER has a long track record of success in this area, thanks in part to our deep bench of expertise and knowledge. However, it wouldn't be possible without the collaboration and perspective of our SLTT and industry partners. In the pages ahead, you'll find a summary of our achievements over the past two years. We want to acknowledge the daily dedication to improvement and the exponential growth of our SLTT network. Together, we are improving our ability to identify, respond to, and prepare for new and existing threats; we are helping each other make smarter policy decisions; and we are spreading our knowledge and experience to those who can put them to use.

We are changing the security and resilience of our energy infrastructure for the better.

In this Year in Review, I hope to share some of the major milestones and successes we have realized to support the sector. This is a snapshot of what mature and thoughtful partnership can accomplish. I look forward to continuing our partnerships and to advancing the security, reliability, and resilience of the U.S. energy sector, together.

Puesh M. Kumar, CESER Director

ABOUT THE OFFICE OF CYBERSECURITY, ENERGY SECURITY, AND EMERGENCY RESPONSE (CESER)

The U.S. Department of Energy's (DOE) Office of Cybersecurity, Energy Security, and Emergency Response (CESER) leads the nation's efforts to strengthen the security and resilience of the U.S. energy sector from cyber, physical, and climate-based risks and disruptions.

All segments of the energy sector face evolving cyber, physical, and climate threats. CESER's partnerships across all levels of government, industry, intelligence organizations, and research communities form the foundation for its work to help advance collective preparedness and response to the growing landscape of threats, technological development, and energy system trends.

The State, Local, Tribal and Territorial (SLTT) Program 2022-2023 Years in Review highlights key activities funded and supported by CESER that contribute to the security and resilience of the nation's energy sector to strengthen capacity-building efforts for its SLTT partners. In addition to these projects and activities, CESER supported energy security, resilience, and cybersecurity training and events attended by more than 6,600 state energy officials, governors, energy advisors, public utility commissioners, state legislators, and emergency managers. Over this period, the program also funded and supported <u>38 publications</u>.

PROGRAM GOALS AND STAKEHOLDERS

CESER's State, Local, Tribal, and Territorial (SLTT)
Program is dedicated to supporting SLTT energy and
emergency officials, building a more secure resilient
energy future. The SLTT Program aims to:

- Build capacity across SLTT governments in energy security and resilience planning to bolster states' energy security postures and cyber maturity.
- Enable more risk-informed policy and investment decisions through a suite of scalable, easily applied analytical tools, methods, and processes.
- Enhance SLTT energy incident preparedness and emergency response through more organized, consistent, and adaptable training.



With robust resources and technical assistance, the program works with:

- · Governors and their energy, homeland security, and cyber advisors
- State legislators and staff
- State energy offices directors and staff
- Tribal leaders
- Public utility commissioners and staff
- Emergency managers
- Municipal utilities

Partnership is in CESER's DNA: We work closely with SLTT government officials to understand their energy security challenges, and their informed feedback drives future SLTT activities and resources. CESER also leverages its relationships with state organizations and DOE national laboratories to develop user-friendly tools and actionable trainings specific to SLTT needs. Through partnerships with the organizations listed below, CESER enhances its ability to reach and collaborate with SLTT officials across the nation.

- American Public Power Association (APPA)
- National Association of Regulatory Utility Commissioners (NARUC)
- · National Association of State Energy Officials (NASEO)
- National Conference of State Legislatures (<u>NCSL</u>)
- National Emergency Management Association (<u>NEMA</u>)
- National Governors Association (<u>NGA</u>)

Thank you to our SLTT partners for their dediction and continuing efforts to advance the security and resilience of our nation's energy systems.

SECTION 1 - CAPACITY BUILDING

ENERGY SECURITY

State Energy Security Plan Successes

The Infrastructure Investment and Jobs Act (IIJA), signed into law as the Bipartisan Infrastructure Law (BIL) in November 2021, established new requirements for State Energy Security Plans (SESPs) in provision 40108. Included in those new requirements are mandatory risk assessments of critical energy infrastructure as well as a risk mitigation approach, both of which will aid states in prioritizing the investments they will make in grid resilience and reliability via the Grid Deployment Office's formula grants (funded by provision 40101d in the BIL). SESPs, previously known as Energy Assurance Plans, are an important part of a state's broader energy security programs and efforts. These plans describe a state's energy landscape, people, processes, and energy resilience strategy. Energy security planning ensures a reliable and resilient supply of energy through efforts to identify, assess, and mitigate risks to energy infrastructure and to prepare for, respond to, and recover from events that disrupt energy supply. As the threat environment evolves and the energy landscape changes, CESER will continue to support state officials' ongoing updates and improvements to their SESPs.

SESP Highlights



CESER is dedicated to supporting states as they develop their SESPs, working closely with the NASEO Energy Security Committee leadership team and other partners, providing opportunities to engage peers and share different approaches for fully addressing all congressionally required elements. In 2022–2023, as plans evolved to reflect the threat environment and shifting energy landscape, CESER developed a variety of resources for states in all stages of SESP development, including the first <u>DOE guidance and framework</u>. The framework helps align state energy security plans with required congressional elements, complemented by seven "drop-in" <u>resources</u> to help states overcome initial hurdles of plan development. Nearly every state and territorial plan utilized the drop-in resources or guidance by the 2023 submission date, driving progress toward the September 2024 submission deadline. Alongside these resources, CESER successfully executed reviews of 55 SESPs and provided actionable, thoughtful feedback.

Grid Data Sharing

As the nation continues to enhance the resilience and reliability of our national electric grid through expansion and funding mechanisms like IIJA and the Inflation Reduction Act (IRA), state utility regulatory commissions are increasingly tasked with resolving issues related to third-party access to power system information, also known as "grid data," which utilities and grid operators use for planning and operating the electricity system. In response to this growing demand, CESER, DOE's Office of Electricity, and NARUC collaborated to develop a comprehensive grid data sharing framework that can be customized by states to aid in their decision-making process.



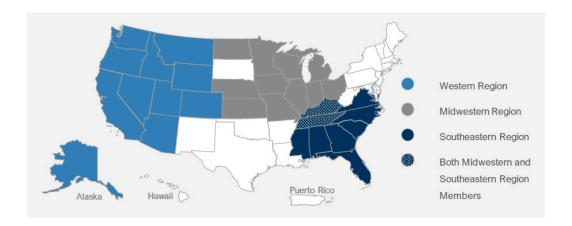
The resulting product, the <u>Grid Data Sharing Framework and Playbook</u> is the culmination of a two-year effort. As a first step, NARUC researched and published a summary of past and current public utility commission (PUC) dockets concerning distribution grid data and third-party access. Next, NARUC formed a collaborative to develop guidance for data sharing. Formed from regulators, utilities, distributed energy resources (DER) developers, cybersecurity subject matter experts, and other stakeholders, the collaborative assessed the risks and benefits of various data sharing options and protections that balance the needs of electric distribution grid operators and DER developers.

Shattered Cheddar Exercise and Regional Petroleum Collaboratives

In June 2022, the Wisconsin Office of Energy Innovation hosted a regional energy emergency workshop and exercise to develop pathways to increase state energy security capacity. Nearly 80 participants from 10 states and two tribes participated. Named "Shattered Cheddar," the exercise focused on coordination and crisis communication during a polar vortex scenario. The educational workshop featured presentations from multiple states, CESER, the Midwest Reliability Organization (MRO), and the Federal Emergency Management Agency (FEMA), providing greater understanding of federal and state responsibilities and furthering engagement activities with tribal communities. CESER was proud to support neighboring states' participation to enhance regional coordination for energy emergency preparedness.

One of the most popular workshop sessions introduced the <u>western states' Petroleum Response</u>

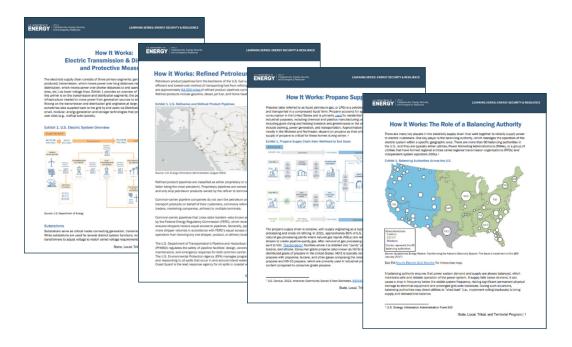
<u>Collaborative</u>. After the exercise, Midwest states **identified the need for more formal regional coordination**, particularly around petroleum shortage planning, and requested that CESER, NASEO, and NEMA assist in forming a "Midwest" Petroleum Collaborative. Following the **successful pilot in the** <u>West</u> in FY22 that mitigated a jet fuel shortage, and in response to state requests, **CESER**, **NASEO**, and **NEMA simultaneously launched the Midwest and Southeast Petroleum Shortage Response <u>Collaboratives</u> in March 2023. A joint effort between state energy and emergency management officials, the initial phase of the collaboratives developed a regional fuel response framework. After a series of virtual planning meetings and an in-person joint workshop, the respective collaboratives became self-sustained by state members, forming roles for both a lead and vice chair, filled by a rotating group of state energy and emergency management officials, who will meet quarterly and as needed.**



Building Energy Security and Resilience Planning Capacity

The CESER SLTT Program and partners hosted a variety of events and webinars that explored innovative projects, measures, and strategies to improve energy infrastructure resilience In July 2022, NGA, in partnership with the state of North Carolina, hosted state leaders from across the country for an Energy and Critical Infrastructure Resilience State Learning Lab Governors' staff and energy official attendees from over 20 states identified challenges to energy resilience, both natural and man-made, and explored deployable policy, technical, and financial solutions.

CESER also also launched an <u>Energy Security and Resilience Learning Series</u> with fact sheets on balancing authorities, refined petroleum product pipelines, and propane supply chains The fact sheets help build energy sector foundational knowledge for our partners and stakeholders These user-friendly resources focus on key elements and include useful diagrams and maps to provide the reader with important background information on a specific topic in less than 10 pages.

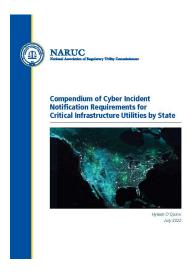


CYBERSECURITY

In-Person Cybersecurity Training

NARUC's ongoing In-Person Cybersecurity Training is a CESER-supported effort held biannually to improve cybersecurity awareness and expertise for the regulator community. This progressive training leverages technical experts to drill down into cybersecurity topics most relevant to state PUC staff and energy security stakeholders. The ever-evolving training content caters to new and repeat attendees by covering emerging cybersecurity issues that reflect changes in utility and operational models, the evolving threat landscape, new cybersecurity technologies and threat mitigation approaches, and the policy implications for PUCs. The 2023 iteration of the training included a refreshed agenda, with greater emphasis on cybersecurity for distributed energy and solar and electric vehicle charging infrastructure. Pre- and post-training knowledge assessments consistently show **over 80% of attendees gained knowledge** and noted an improved understanding of energy cybersecurity through the training.





Cybersecurity Education Resources

It is critical for state legislators to understand the cyber threats facing utilities to better support their preparedness efforts. In 2022, CESER teamed up with NCSL to release part two of their educational video on <a href="https://www.what.states.com/

NARUC, also with CESER support, developed a <u>compendium</u> of state cyber incident notification requirements for utilities. This resource helps PUCs better understand existing requirements, such as reporting requirements, time frame, penalties for noncompliance, and exceptions. It also serves as a starting point for others interested in developing similar guidelines

Building a Cyber Talent Pipeline

CESER also recognizes the cyber workforce gap, particularly in the energy sector, and has worked with NGA to improve workforce capability, training, and development. In support of this work, CESER participated in an NGA-hosted experts' roundtable, in partnership with industry, to better understand energy cyber employment needs and identify the role governors can play in developing a more robust cyber talent pipeline. The roundtable informed the development of an Energy Cyber Workforce Policy Brief for governors that discusses common challenges and best practices around cybersecurity workforce development to facilitate

When I grow up, I want to play a crucial role in shaping energy infrastructure and policy.

mitigating these challenges. CESER supported development of NARUC's "<u>Day in the Life</u>" Video Series, which provides state commissions with <u>visual aids</u> for social media engagement and outreach efforts that explain PUCs' role, the value of public service, and the benefits of working for a utility commission.

Energy Security Planning Resource Hub

In 2022, CESER established the Energy Security Planning Resource Hub, a one-stop shop of resources and tools to support energy and emergency officials in energy security planning, emergency preparedness, and response. It includes State and Regional Energy Risk Profiles and SESP Resources, along with the DOE Energy Emergency Response Playbook and Assessment of Capabilities in Energy Security (ACES) tool. The Resource Hub also provides an overview of the Energy Emergency Assurance Coordinators (EEAC) Program. CESER will continue to expand resources and tools available for state partners in 2024 and beyond.



EMERGENCY PREPAREDNESS

Energy Security Bootcamp Feedback and Takeaways

CESER was proud to sponsor the first Energy Security Planning Bootcamp in April 2023, hosted by NASEO and the Kentucky Office of Energy Policy. The bootcamp resulted in:

- Peer-to-peer opportunities to share best practices, enhancing state officials' ability to better prepare for and respond to energy disruptions and emergencies.
- Development of risk assessments and analyses, as well as templates and checklists that will enable state energy offices to develop, maintain, and improve their energy security plans and programs.
- Identifying and addressing organizational gaps For example, Minnesota officials determined a greater focus needed to be dedicated to energy security, which led to the creation of the new Office of Energy Reliability and Security within the state's Department of Commerce (DOC).
- Increased use of the EAGLE-I" (Environment for Analysis of Geo-Located Energy Information) tool which maps energy infrastructure with near real-time information to provide situational awareness.

Storm Communications Guide for Public Power Utilities

When adverse weather hits, it is essential for utilities to have effective and rapid communication messages to address customer and public concerns. In 2022, CESER worked with APPA to revamp its 2016 Storm Communications Guide for Public Power Utilities. The new Public Power Storm Communication Guide offers tips and best practices to communicate effectively before, during, and after a storm. These tips are based on what public power utilities across the country are actually doing to prepare for and respond to adverse weather events. The updates expanded guidance for operations during a heat event, earthquakes, and wildfire. APPA released the guide at their annual Mutual Aid Compact (MAC) in-person meeting and also hosted a well-attended webinar publicizing the guide.

SPOTLIGHT ON LEARNING IMPACTS

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SECTION 2 – EXPANDING RISK-INFORMED POLICY AND INVESTMENT DECISIONS: TECHNICAL ASSISTANCE AND RESOURCE DEVELOPMENT

ENERGY SECURITY

ACES Pilot with Maine and Louisiana

The <u>ACES tool</u> is the first energy security capability maturity model specifically designed for state energy and emergency officials. The tool was developed to support self-evaluation in energy security capabilities— though the framework can also be used as a planning tool to inform development or expansion of a state's energy security program. The tool was designed by DOE/CESER and Argonne National Laboratory (ANL) in coordination with state energy security and emergency management officials ACES helps state governments establish their current energy security baseline and identify opportunities for growth It can be customized for each user's unique needs.

ACES addresses energy security through seven "elements," or key components required for a secure energy system These elements are broken down into 23 "capabilities" comprising 60 "target areas" ACES does not define specific metrics by which to measure success Instead, the framework provides users with a repeatable process to self-assess their energy security capabilities and measure progress over time To facilitate crossorganizational collaboration, the ACES framework is available in an online format that allows for multiple editors and contributors.

In 2023, two states, Louisiana and Maine, with support from CESER and ANL, piloted the tool in an in-person cross-agency stakeholder workshop Both states provided invaluable feedback as well as achieved significant benefits.

In March, the Louisiana Department of Natural Resources, State Energy Office (DNR-SEO) convened a stakeholder workshop with representatives from DNR and the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) to collectively discuss Louisiana's maturity level for six capabilities in the ACES tool. The half-day workshop was structured as six distinct conversations, covering key energy security capabilities selected by the DNR-SEO in advance. Focusing on a few areas provided the opportunity for the agencies in the room to define roles and responsibilities, streamline coordination procedures, and gain insights into each other's steady-state energy security activities.

In June 2023, the Maine Governor's Energy Office (GEO) convened government energy security and resilience officials across the state government in a workshop designed to examine the state's energy security capabilities. GEO's primary objectives were to identify opportunities to improve interagency communication surrounding energy security topics and collect useful information from participants to help craft Maine's SESP. The half-day workshop fostered better coordination between the GEO, Maine Emergency Management, and other state agencies in the room, who left with a better understanding of the energy security capabilities.



CYBERSECURITY

Energy Security Primers

In 2023, CESER supported the publication of two NEMA energy security primers: Best Practices for Energy Resilience and Cybersecurity: The Role of State

Emergency Management Agencies and Best Practices for State Emergency

Management Agencies and Integrated All-Hazards Planning. These primers are additional tools to foster collaboration and coordination between state officials before and during energy emergencies. Immediate feedback praised the timeliness and usefulness of the primers. The primers also provide resources and best practices on energy resilience all-hazards planning.

Best Practices for Energy Resilience and Cybersecurity: The Role of State Emergency Management Agencies

Energy Cybersecurity Resource Guide

CESER supported development of the <u>2023 Energy Cybersecurity Resources</u> <u>for Governors' Advisors</u> guide, an overview of federal and state cybersecurity standards for the energy sector. This resource provides governors' advisors with a more robust understanding of the risks to energy infrastructure in their states and territories, as well as the roles governors can play to address those risks.



Cybersecurity Baselines for Electric Distribution Systems and DER

In 2023, CESER continued support of the NARUC-led <u>Cybersecurity Baselines for Electric Distribution Systems and Distributed Energy Resources (DER)</u>. This effort promotes cybersecurity efforts through a set of comprehensive cybersecurity baselines to inform state PUCs, utilities, and DER operators and aggregators. In Phase 1, NARUC established a public–private committee to identify and define cybersecurity best practices for electric distribution systems and DER. The baselines were released in February 2024. In FY24, Phase 2 will focus on developing cybersecurity baseline implementation and adoption guidance to support electric distribution system stakeholders as they continue to develop and refine their cybersecurity requirements. This guidance will take into account recommendations for assessing cybersecurity risks, prioritizing the assets to which the cybersecurity baselines might apply, and prioritizing the order in which the baselines might be implemented based on cyber risk assessments and risk-based implementation timelines.



EMERGENCY PREPAREDNESS

Expanding Outreach and Communication

In 2022, the SLTT Program explored new and innovative ways to reach our stakeholders. As part of their Our American States series, NCSL released two podcast interviews, one with <u>CESER staff</u> and another with <u>NARUC partners</u>, which reached nearly 2,000 listeners. The first podcast discussed CESER's efforts to combat natural and man-made threats, work with state officials and legislatures, and the value of cooperation during steady-state and emergency periods. The second cybersecurity-focused podcast discussed how states can protect against cyber attacks on energy infrastructure.



NCSL also released a three-part energy security report that examines legislation pursued and passed during the 2021–2022 cycle aimed at improving energy security. The reports, on cyber and physical security, service reliability, and emergency planning and response, showed the depth and bipartisan commitment that states are placing on improving the security and reliability of energy infrastructure.

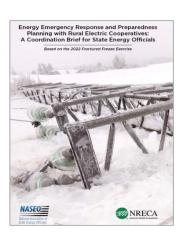


SECTION 3 – ENHANCE SLTT ENERGY INCIDENT PREPAREDNESS AND EMERGENCY RESPONSE: TRAINING, EXERCISES, AND WORKFORCE DEVELOPMENT

ENERGY SECURITY

Enhancing Emergency Preparedness and Coordination Through Exercises

In February 2022, NASEO and the National Rural Electric Cooperative Association (NRECA) facilitated an exercise, titled "Fractured Freeze," for over 60 participants to evaluate emergency response preparedness for state energy offices and state rural electric cooperative association storm coordinators, known as "Statewides." The exercise had two concurrent events: a New Madrid fault earthquake and a polar vortex. The exercise strengthened relationships between the two groups, increased understanding of available resources, and improved future emergency response and hazard mitigation strategies to improve coordination and response efforts. An Energy Emergency Response and Preparedness Planning with Rural Electric Cooperatives Coordinated Brief provided a checklist of opportunities for state energy offices and Statewides to engage further during and prior to emergencies.



CYBERSECURITY

Online Cybersecurity Training



This first-of-its-kind resource from NARUC and CESER provides online, <u>on-demand cybersecurity</u> training to PUCs in evaluating a utility's cybersecurity maturity. The on-demand training is designed to bring training to PUCs, anywhere, anytime, building from in-person cybersecurity workshops held twice every year. This training is a progression of an earlier CESER-funded resource, NARUC's <u>Cybersecurity Preparedness Evaluation Tool</u>

(<u>CPET</u>) <u>Manual</u>. The CPET provides a structured approach for PUCs to use in assessing the maturity of a utility's cybersecurity risk management program and gauging capability improvements over time. The CPET is designed to be used with the <u>Understanding Cybersecurity Preparedness: Questions for Utilities resource</u> (aligned to Cybersecurity Capability Maturity Model [C2M2]) on an iterative basis to help PUCs identify cybersecurity gaps, spur utilities' adoption of additional mitigation strategies, and inform cybersecurity investment decisions.

EMERGENCY PREPAREDNESS

Leadership Emergency Preparedness Workshop

NGA, NARUC, and CESER came together to host <u>a three-day training</u> to help state leaders prepare for a major energy emergency. The training provided knowledge and tools that officials need to coordinate with federal, local, and energy sector partners; communicate with their constituents; and guide their states through recovery and restoration after a disaster. In addition to state officials with vital roles in energy emergency responses, the trainings brought together PUC staff, energy management agency staff, and governors'



advisors from over 25 states. This event was an example of how CESER brings these various groups together to take a holistic look at emergency response. Multiple CESER staff spoke to the attendees about topics such as threat monitoring and analysis, information sharing, and crisis communications, sharing best practices and highlighting DOE's role in supporting our state and local government agencies. There was plenty of time for questions, discussion, and cross-collaboration between groups that don't often have the opportunity to meet at such an in-depth level.

Mutual Aid Tabletop Exercise

On April 27, 2022, in Columbus, Ohio, APPA held a <u>mutual aid tabletop exercise</u> with American Municipal Power (AMP), a nonprofit corporation that provides generation, transmission, and distribution to 134 member utilities across nine states. Exercise participants came from four states and 27 jurisdictions representing AMP members' communities and local county emergency management directors, including municipal power systems. CESER supported the event, and the exercise was kicked off with introductory remarks from CESER staff. The exercise simulated two supercell thunderstorms over the Central/Midwest region in the U.S., and participants discussed improvement strategies and response challenges facing the public power community. An after-action report highlighted strengths of the group and a desire to further engage emergency response and management partners, and local and county officials, and a develop deeper understanding of national incident command systems. Participants noted the exercise helped facilitate vital peer engagement and information sharing across utility communities.

LOOKING AHEAD: 2024 ACTIVITIES

DOE CESER's SLTT Program will continue uplifting state, local, tribal, and territorial governments in building their energy security, cybersecurity, and resilience planning as well as energy emergency preparedness and response capacity. To accomplish this, CESER will continue to partner with APPA, NARUC, NASEO, NCSL, NEMA, and NGA to develop progressive and comprehensive trainings and exercises, tools, guidance, publications, and other resources. Further, we are pleased to lead the assessment of and provide technical assistance for SESPs (BIL provision 40108), with funding from DOE's Office of State and Community Energy Programs. As part of CESER's BIL implementation work in 2023, CESER also launched the first energy security cohort with the Grid Deployment Office (GDO), NASEO, NARUC, and Pacific Northwest National Laboratory (PNNL) on the energy security challenges of remote communities, specifically islands, territories, and Alaska. In 2024 CESER and GDO launched six more cohorts designed to build capacity and support states' energy security planning and implementation through peer-to-peer learning and knowledge sharing. With "first-of-its-kind" guidance on risk assessment and risk mitigation in production in 2023, CESER's SLTT program will be working closely with states and territories to increase the robustness of the risk analysis in their SESPs and also apply that analysis to historic investments in grid resilience and reliability that the states are making through various other DOE grant programs. With in-person events, virtual trainings, and bidirectional information sharing, CESER is dedicated to assisting the states and territories in making successful and effective investments in the future.

Check out our online <u>SLTT Program Resource Library</u> for more resources that CESER's SLTT Program has supported, and follow us on social media to stay up to date with our latest offerings!

RESOURCES TO BOOKMARK

- Online SLTT Program Resource Library
- Energy Security and Resilience Learning Series | Department of Energy
- Cybersecurity Baselines for Electric Distribution Systems and DER
- Energy Waiver Library
- Energy Security Planning Resource Hub
- State Energy Security Plan Resources (including framework and guidance for plans)
- DOE CESER SLTT Training Hub

Social Media and Web





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