

Migration from EDE to ARC-AMPE System and Services Acquisition (SA) controls

CMS requirements for Direct Enrollment Entities

JESSICA PAYNE, CONSULTANT IAN WALTERS, PRINCIPAL

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Purpose

This white paper provides a guide for Direct Enrollment Entities (DEEs) to upgrade their Enhanced Direct Enrollment (EDE) System Security and Privacy Plans (SSPPs) to the Acceptable Risk Controls for ACA, Medicaid, and Provider Entities (ARC-AMPE).

Due to the substantial number of controls, and to facilitate ease of use, this white paper is one of a series of 20 which divides the ARC-AMPE by control family. This white paper addresses the System and Services Acquisition controls.

| ARC-AMPE Control Families | | | |
|---|--------------------|--|--|
| Control Family | Number of Controls | | |
| Access Control | 46 | | |
| Awareness and Training | 9 | | |
| Audit and Accountability | 18 | | |
| Assessment, Authorization, and Monitoring | 12 | | |
| Configuration Management | 25 | | |
| Contingency Planning | 16 | | |
| Identification and Authentication | 21 | | |
| Incident Response | 15 | | |
| Maintenance | 12 | | |
| Media Protection | 8 | | |
| Physical and Environmental Protection | 9 | | |
| Planning | 6 | | |
| Program Management | 5 | | |
| Personnel Security | 8 | | |
| Personally Identifiable Information Processing and Transparency | 10 | | |
| Risk Assessment | 8 | | |
| System and Services Acquisition (This Document) | 18 | | |
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Background

Affordable Care Act

The Affordable Care Act (ACA) revolutionized access to healthcare in the United States by establishing Health Insurance Marketplaces (HIMs). Enhanced Direct Enrollment (EDE) is an ACA innovation that allows third-party entities, such as insurers and web-brokers, to offer consumers a seamless application and enrollment experience directly through their platforms. This approach improves accessibility to the marketplace while maintaining compliance with federal regulations.

Enhanced Direct Enrollment

Direct Enrollment (DE) is a service that allows approved Qualified Health Plan (QHP) issuers and third-party web-brokers (online insurance sellers) to enroll consumers in Exchange coverage, with or without the assistance of an agent/broker, directly from their websites.

The Enhanced Direct Enrollment (EDE) user experience goes well beyond the plan shopping and enrollment experience that is available via Classic DE. EDE is a service that allows approved EDE entities (e.g., QHP issuers and web-brokers approved to participate in EDE) to provide a comprehensive consumer experience including the eligibility application, Exchange enrollment, and post-enrollment year-round customer service capabilities for consumers and agents/brokers working on behalf of consumers, directly on issuer and web-broker websites. Through EDE, approved EDE Entities build and host a version of the HealthCare.gov eligibility application directly on their websites that securely integrates with a back-end suite of Federally Facilitated Exchanges (FFEs) application programing interfaces (APIs) to support application, enrollment and more.

Source: cms.gov

CMS oversight

The Centers for Medicare & Medicaid Services (CMS) exercises oversight of DEEs, which are responsible for overseeing and managing marketplace operations to ensure compliance with federal regulations, safeguard consumer data, and maintain the integrity of the HIM. Key aspects of CMS's oversight include:

- Requiring DEEs to undergo rigorous audit processes, including demonstrating compliance with security and privacy control requirements.
- Enforcing strict data protection measures in the DE environment to ensure the confidentiality, integrity, and availability of consumer data and requiring entities to implement cybersecurity controls, conduct regular risk assessments, and submit independent security audits.
- Requiring DEEs to adhere to operational policies and procedures, such as providing accurate plan information, maintaining transparent consumer interactions, and facilitating HIM enrollment without bias.
- Requiring DEEs to report any data breaches or system incidents promptly and to take corrective actions as directed by CMS and the U.S. Department of Health and Human Services (HHS) Office for Civil Rights (OCR).
- Requiring DEEs to renew their Authority to Connect (ATC) annually, providing updated documentation and evidence of continued compliance with all requirements.

Through these oversight mechanisms, CMS ensures that DEEs in the healthcare.gov environment deliver secure, compliant, and user-friendly services, aligning with the ACA's mission to expand access to quality health coverage.

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ARC-AMPE

CMS published the ARC-AMPE for Direct Enrollment Entities (DEEs) Version 1.0 dated July 7th, 2025. This framework replaces the EDE security and privacy guidelines:

- ARC-AMPE Volume 1 contains high-level guidance, and Volume 2 has the minimum-level security and privacy controls.
- ARC-AMPE Volume 2 is the new format for the SSPP for DEEs.
- The compliance date for DEEs is June 2026.

The minimum control baseline for ARC-AMPE DEE compliance consists of 308 controls which have been derived from the National Institute of Standards and Technology (NIST) Special Publication (SP) 800-53 Revision 5, "Security and Privacy Controls for Information Systems and Organizations."

The number of controls required for the mandatory baseline represents a significant increase from the EDE baseline (295 controls), and DEEs should be prepared for an increased level of effort for developing the SSPP and submitting more artifacts during audits.

Another major change is the format of the SSPP template. EDE used a Microsoft Word format whereas ARC-AMPE is an Excel spreadsheet.

Control mapping

The mapping of the controls found in the EDE audit baseline (based on NIST SP 800-53 Revision 4) to their new locations in ARC-AMPE (based on NIST SP 800-53 Revision 5) are included in the table below. The table lists the EDE control directly compared with the ARC-AMPE equivalent control name, as applicable. The table also documents any new ARC-AMPE controls that do not have EDE equivalents, as well as those controls that have been combined or withdrawn for ARC-AMPE.

Note also that all references to NIST SP 800-53 Revision 5 included below are based on version 5.1.1, which was issued on November 7, 2023.

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System and Services Acquisition (SA)

The set of controls in this family focus on how the Exchange shall: (1) allocate sufficient resources to adequately protect Exchange IT systems; (2) employ system development life cycle processes that incorporate IS considerations; (3) employ software usage and installation restrictions; and (4) ensure that third-party providers employ adequate security measures to protect information, applications, and/or services outsourced from the organization.

| | EDE | | ARC-AMPE |
|--|---|---|---|
| Control | System and Services Acquisition Policy and Procedures | Control | Policy and Procedures |
| SA-1: System and Services Acquisition Policy and Procedures The organization: a. Develops, documents, and disseminates to applicable personnel: 1. A system and services acquisition policy that addresses purpose, scope, roles, responsibilities, management commitment, coordination among organizational entities, and compliance; and 2. Procedures to facilitate the implementation of the system and services acquisition policy and associated system and services acquisition controls; and b. Reviews and updates (as necessary) the current: 1. System and services acquisition policy within every three (3) years; and 2. System and services acquisition procedures within every three (3) years. | | a. b. | Develop, document, and disseminate to [Assignment: organization-defined personnel or roles]: 1. [Selection (one or more): Organization-level; Mission/business process-level; System-level] system and services acquisition policy that: a. Addresses purpose, scope, roles, responsibilities, management commitment, coordination among organizational entities, and compliance; and b. Is consistent with applicable laws, executive orders, directives, regulations, policies, standards, and guidelines; and 2. Procedures to facilitate the implementation of the system and services acquisition policy and the associated system and services acquisition controls; Designate an [Assignment: organization-defined official] to manage the development, documentation, and dissemination of the system and services acquisition policy and procedures; and Review and update the current system and services acquisition: 1. Policy [Assignment: organization-defined frequency] and following [Assignment: organization-defined events]. |
| Control | Allocation of Resources | Control | Allocation of Resources |
| SA-2: Allocation of Resources The organization: a. Determines information security requirements for the information system or information system service in mission/business process planning; b. Determines, documents, and allocates the resources required to protect the information system or information system service as part of its capital planning and investment control process; 1. As part of the capital planning and investment control process, the organization must determine, document, and allocate resources required to protect the privacy and confidentiality of personally identifiable information (PII) in the information system. | | a. Dete requi and b b. Dete requi of the contr c. Estal priva | rmine the high-level information security and privacy irements for the system or system service in mission business planning; rmine, document, and allocate the resources ired to protect the system or system service as part e organizational capital planning and investment rol process; and blish a discrete line item for information security and cy in organizational programming and budgeting mentation. |

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| | EDE | | ARC-AMPE |
|--|--|--|--|
| mission d. Establi budget | es information security requirements in n/business case planning, and shes a discrete line item in programming and ing documentation for the implementation and ement of information systems security. | | |
| Control | System Development Life Cycle | Control | System Development Life Cycle |
| SA-3: System Development Life Cycle The organization: a. Manages the information system using the formally defined and documented system development life cycle (SDLC) process that incorporates information security considerations; b. Defines and documents information security roles and responsibilities throughout the system development life cycle; c. Identifies individuals having information system security roles and responsibilities; and d. Integrates the organizational information security risk management process into system development life cycle activities. | | a. Acquired formation formation for a life cy securing b. Defin roles c. Identity private d. Integri | ire, develop, and manage the system using a ally defined and documented system development ycle (SDLC) process that incorporates information rity and privacy considerations; e and document information security and privacy and responsibilities throughout the SLDC; ify individuals having information security and cy roles and responsibilities; and rate the organizational information security and cy risk management process into SLDC activities. |
| Control | Acquisition Process | Control | Acquisition Process |
| The organiza a. Inclu criter contr or inf appli polici organ 1. 2. 3. 4. 5. 6. 7. b. Wh ser ider con acq | sition Process tion: des the following requirements, descriptions, and ia, explicitly or by reference, in the acquisition act for the information system, system component, formation system service in accordance with cable federal laws, Executive Orders, directives, ies, regulations, standards, guidelines, and nizational mission/business needs: Security functional requirements; Security strength requirements; Security-related documentation requirements; Requirements for protecting security-related documentation; Description of the information system development, implementation and production environments or their equivalents; Acceptance criteria en acquiring information systems, components, or vices used to store, process, or transmit personally ntifiable information (PII), ensure the following, in sultation with the privacy office, are included in the fusition contract: List of security and privacy controls necessary to ensure protection of PII and, if appropriate, enforce applicable privacy requirements. Privacy requirements set forth in Appendix J of NIST SP 800-53, Rev. 4, including privacy training and awareness, and rules of behavior. | SA-04: Acquisition Process Include the following requirements, descriptions, and criteric explicitly or by reference, using organization-defined standardized contract language in the acquisition contract the system, system component, or system service: a. Security and privacy functional requirements; b. Strength of mechanism requirements; c. Security and privacy assurance requirements; d. Controls needed to satisfy the security and privacy requirements. e. Security and privacy documentation requirements; f. Requirements for protecting security and privacy documentation; g. Description of the system development environment environment in which the system is intended to operate the system of the system of privacy, and suppose the system of the system is intended to operate the system of the system is intended to operate the system of the s | |

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| | EDE | | ARC-AMPE |
|--|---|--|--|
| 3. 4. | Privacy functional requirements, i.e., functional requirements specific to privacy. Privacy Act of 1974 and any other organization-specific privacy clauses. | | |
| Control | Functional Properties of Security Controls | Control | Functional Properties of Controls |
| The organiza system, syste | nctional Properties of Security Controls tion requires the developer of the information em component, or information system service to scription of the functional properties of the security e employed. | Require the system serv | Functional Properties of Controls developer of the system, system component, or vice to provide a description of the functional of the security and privacy controls to be d. |
| Control | Design/Implementation Information for Security Controls | Control | Design and Implementation Information for Security Controls |
| Controls The organiza system, system provide design controls to be a. Securit detail to all such b. Source c. High-les | tion requires the developer of the information em component, or information system service to in and implementation information for the security employed, which shall include: y-relevant external system interfaces at sufficient or understand the existence, purpose, and use of interfaces, code and hardware schematics; and evel design documentation at sufficient detail to the security control implementation. | Security Co Require the system servinformation external sys and source | developer of the system, system component, or vice to provide design and implementation for the controls that includes security-relevant stem interfaces, high-level design documentation, code or hardware schematics at n-defined level of detail to prove the control |
| Control | Continuous Monitoring Plan | Control | N/A |
| SA-4 (8): Continuous Monitoring Plan The organization requires the developer of the information system, system component, or information system service to produce a plan for the continuous monitoring of security control effectiveness that is commensurate with Continuous Diagnostics and Mitigation, ongoing authorization, requirements. | | | control: No longer required for the minimum t should still be considered best practice. |
| Control | Functions/Ports/Protocols/Services in Use | Control | Functions, Ports, Protocols, and Services in Use |
| SA-4 (9): Functions/Ports/Protocols/Services in Use The organization requires the developer of the information system, system component, or information system service to identify early in the system development life cycle the functions, ports, protocols, and services intended for organizational use. | | Require the component, | Functions, Ports, Protocols, and Services in Use developer of the information system, system or system service to identify the functions, ports, nd services intended for organizational use. |
| Control | Information System Documentation | Control | System Documentation |
| SA-5: Information System Documentation The organization: a. Obtains administrator documentation for the information system, system component, or information system service that describes: | | a. Obtainsystedescription1. Section | tem Documentation n or develop administrator documentation for the m, system component, or system service that ibes: Secure configuration, installation, and operation of the system, component, or service; |

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| | | EDE | | ARC-AMPE |
|---|---|--|---|---|
| b. c. d. e. | 2. Eff full 3. Kr us Obtain systen descril 1. Us ho full 2. MM ind in 3. Us sy Docum docum unava Protect the risi Distrib (define | ecure configuration, installation, and operation of exystem, component, or service; fective use and maintenance of security notions/mechanisms; and nown vulnerabilities regarding configuration and explored of administrative (i.e., privileged) functions; is user documentation for the information system, in component, or information system service that opes: ser-accessible security functions/mechanisms and invited to effectively use those security notions/mechanisms; ethods for user interaction, which enables dividuals to use the system, component, or service a more secure manner; and ser responsibilities in maintaining the security of the stem, component, or service; nents attempts to obtain information system interaction when such documentation is either idable or nonexistent. Its documentation as required, in accordance with k management strategy; and uttes documentation to defined personnel or roles and in the applicable system security and privacy in the system security and privacy is system. | b. Obta system 1. Under the control of the control | Effective use and maintenance of security and privacy functions and mechanisms; and Known vulnerabilities regarding configuration and use of administrative or privileged functions; in or develop user documentation for the system, em component, or system service that describes: User-accessible security and privacy functions and mechanisms and how to effectively use those unctions and mechanisms; Wethods for user interaction, which enables andividuals to use the system, component, or service in a more secure manner and protect individual privacy; and User responsibilities in maintaining the security of the system, component, or service and privacy of individuals; imment attempts to obtain system, system component, stem service documentation when such mentation is either unavailable or nonexistent and organization-defined actions in response; and ibute documentation to organization-defined ornnel or roles. |
| Con | trol | Security Engineering | Control | Security and Privacy Engineering Principles |
| SA-8: Security Engineering The organization applies information system security engineering principles in the specification, design, development, implementation, and modification of the information system. | | SA-08: Security and Privacy Engineering Principles Apply the following systems security and privacy engineering principles in the specification, design, development, implementation, and modification of the system and system components: organization-defined systems security and privacy engineering principles. | | |
| Con | trol | External Information System Services | Control | External System Services |
| | a. Re- ser sec cor Exi sta b. De- use info agr c. Em (de Priv | quires that providers of external information system vices comply with organizational information curity requirements and employ appropriate atrols in accordance with applicable federal laws, ecutive Orders, directives, policies, regulations, andards, and guidance; fines and documents government oversight and er roles and responsibilities regarding external formation system services in a SLA or similar reement; and apploys defined processes, methods, and techniques fined in the applicable System Security and vacy Plan [SSPP]) to monitor security control appliance by external service providers on an | a. Requisite comprequisite contrelations b. Define roles servions c. Emplement on ar | ernal System Services life that providers of external system services bly with organizational security and privacy rements and employ the organization-defined blos; life and document organizational oversight and user and responsibilities regarding external system blos; losy defined processes, methods, and techniques to tor control compliance by external service providers an ongoing basis: organization-defined processes, lods, and techniques. |
| | | going basis. tion Standards | | |

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| | EDE | | ARC-AMPE |
|--|---|---|--|
| lanç | e service contract or agreement must include guage requiring the provider to be subject to U.S. deral laws and regulations protecting PII. | | |
| lanç priv con | e service contract or agreement must include guage requiring adherence to the security and racy policies and standards set by the organization is sistent with 45 CFR 155.260(b), define security I privacy roles and responsibilities. | | |
| pric | e organization must notify CMS at least 45 days or to transmitting data into an external information vice environment. | | |
| Control | N/A | Control | Processing, Storage, and Service Location |
| Existing NIS AMPE. | ST SP 800-53 Rev.4 control and new to ARC- | Restrict the data, and sy | Processing, Storage, and Service Location location of information processing, information or ystem services to organization-defined locations ganization-defined requirements or conditions. |
| Control | N/A | Control | Processing and Storage Location - U.S. Jurisdiction |
| New NIST SP 800-53 Rev. 5 Control and applicable to ARC-AMPE | | SA-09(08): Processing and Storage Location - U.S. Jurisdiction Restrict the geographic location of information processing and data storage to facilities located within in the legal jurisdictional boundary of the United States. | |
| Control | Developer Configuration Management | Control | Developer Configuration Management |
| The organiza | cloper Configuration Management tion requires the developer of the information em component, or information system service to: | | developer Configuration Management developer of the system, system component, or vice to: |
| | n configuration management during system, nent, or service development, implementation, and ion; | comp | rm configuration management during system, onent, or service design, development, mentation, operation, and disposal; |
| to orga | nent, manage, and control the integrity of changes inization-defined configuration items under uration management; | Document, manage, and control the integrity of changes to organization-defined configuration items under configuration management. | |
| | nent only organization-approved changes to the n, component, or service; | c. Implement only organization-approved changes to the system, component, or service; | |
| d. Docum | nent approved changes to the system, component, rice and the potential security impacts of such | d. Document approved changes to the system, component or service and the potential security and privacy impacts of such changes; and | |
| system defined | security flaws and flaw resolution within the n, component, or service and report findings to d organization-defined personnel or roles (defined applicable system security and privacy plan]). | syste | security flaws and flaw resolution within the m, component, or service and report findings to ization-defined personnel or roles. |

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| | | EDE | | ARC-AMPE |
|---|---|---|---|---|
| Cont | rol | Developer Security Testing and Evaluation | Control | Developer Testing and Evaluation |
| The dayste | creation of the street of the | eloper Security Testing and Evaluation ation requires the developer of the information em component, or information system service to: e and implement a security assessment plan in dance with, but not limited to, current organization | Require the system service developmer a. Deve privace b. Perfore testine define cover c. Produplanta d. Imple | reloper Testing and Evaluation developer of the system, system component, or vice, at all post-design stages of the system at life cycle, to: lop and implement a plan for ongoing security and cy control assessments; rm unit, integration, system, and regression g/evaluation in accordance with the organizational and frequency at organization-defined depth and |
| Implementation Standards If the security control assessment results are used in support of the security authorization process for the information system, ensure that no security relevant modifications of the information systems have been made after the assessment and after selective verification of the results. Use hypothetical data when executing test scripts or in a test environment that is configured to comply with the security controls as if it is a production environment. All systems supporting development and pre-production testing are connected to an isolated network separated from production systems. Network traffic into and out of the development and pre-production testing environment is only permitted to facilitate system testing and is restricted by source and destination access control lists as well as ports and protocols. | | | | |
| Cont | rol | Development Process, Standards, and Tools | Control | Development Process, Standards, and Tools |
| SA-15: Development Process, Standards, and Tools The organization: a. Requires the developer of the information system, system component, or information system service to follow a documented development process that: 1. Explicitly addresses security requirements; | | a. Requor systemb. proce1. E | relopment Process, Standards, and Tools ire the developer of the system, system componer stem service to follow a documented development ess that: Explicitly addresses security and privacy equirements; | |

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| | EDE | | ARC-AMPE |
|--|--|---|---|
| and yea and em Acc | Identifies the standards and tools used in the development process; Documents the specific tool options and tool configurations used in the development process; and Documents, manages, and ensures the integrity of changes to the process and/or tools used in development; and views the development process, standards, tools, d tool options/configurations at least every three (3) ars to determine if the process, standards, tools, d tool options/configurations selected and ployed can satisfy all applicable System quisition (SA) and Configuration Management (CM) curity controls | 3. C 4. C 5. Revie option year of tools, emplo | dentifies the standards and tools used in the development process; Documents the specific tool options and tool configurations used in the development process; and Documents, manages, and ensures the integrity of changes to the process and/or tools used in development; and ew the development process, standards, tools, tool ns, and tool configurations at least every one (1) or as needed to determine if the process, standards, and tool options/configurations selected and by oped can satisfy organization-defined security and cy requirements. |
| Control | N/A | Control | Minimize Personally Identifiable Information |
| Existing NIS | T SP 800-53 Rev.4 control and new to ARC-AMPE. | Require the minimize the | Minimize Personally Identifiable Information developer of the system or system component to e use of Personally Identifiable Information (PII) in and test environments. |
| Control | Developer Security Architecture and Design | Control | Developer Security Architecture and Design |
| SA-17: Developer Security Architecture and Design The organization requires the developer of the information system, system component, or information system service to produce a design specification and security architecture that: a. Is consistent with and supportive of the organization's security architecture (see PL-8), which is established within and is an integrated part of the organization's enterprise architecture; and b. Accurately and completely describes the required security functionality and the allocation of security controls among physical and logical components; and c. Accurately and completely describes the privacy requirements and the allocation of security and privacy controls among physical and logical components d. Expresses how individual security functions, mechanisms, and services work together to provide required security capabilities and a unified approach to protection. | | Require the system servand privacy a. Is corrurated in a system servant is corrurated in a system servant in a system servant is consistent in a system servant in a | reloper Security Architecture and Design e developer of the system, system component, or vice to produce a design specification and security architecture that: Insistent with the organization's security and privacy tecture that is an integral part the organization's prise architecture; rately and completely describes the required security privacy functionality, and the allocation of controls and physical and logical components; and esses how individual security and privacy functions, lanisms, and services work together to provide red security and privacy capabilities and a unified bach to protection. |
| Control | Unsupported System Components | Control | Unsupported System Components |
| The organiza a. Replace possibits no le | cupported System Components ation: ces information system components as soon as alle after discovery that support for the components conger available from the developer, vendor, or facturer; and | a. Replacomp vendo b. Provicontir | supported System Components ace system components when support for the conents is no longer available from the developer, or, or manufacturer; or de the following option(s) for alternative sources for nued support for unsupported components: provide cation and document the approval for the continued |

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| EDE | ARC-AMPE |
|---|--|
| b. Where immediate replacement is not possible, provides justification and documents approval for the continued use of unsupported system components required to satisfy mission/business needs. | use of unsupported system components required to satisfy mission/business needs. |

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References

NIST SP 800-53 Revision 5.1.1

NIST SP 800-53 Revision 4

CMS Standards

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About the authors

Jessica Payne, Consultant

Jessica joined Coalfire in 2024 with five prior years of cybersecurity consulting experience. She supports our clients as a Consultant for the GRC Healthcare team where she specializes in cybersecurity risk management, cybersecurity program advisory, and compliance for the healthcare industry.

Her extensive experience in cybersecurity consulting allows her to provide customized solutions and guidance on industry bestpractices, greatly improving client security postures and ensuring compliance with regulatory standards. She is dedicated to ongoing improvement and to staying abreast of the latest cybersecurity trends and technologies to offer innovative solutions to her clients.

Ian Walters, Principal

lan is a seasoned cybersecurity professional with a wealth of experience across a spectrum of frameworks and standards, including NIST SP 800-53, HIPAA, ISO 27001, ISO 20000, and ISO 9001.

With a meticulous eye for detail and a strategic mindset, lan excels in developing tailored solutions to ensure compliance and mitigate risks within complex organizational environments. His expertise extends to leading audits and risk assessments, as well as providing advisory for driving continuous improvement initiatives to enhance cybersecurity posture and operational resilience.

About Coalfire

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