



Australian Government

Australian Digital Health Agency

Connecting Australian Healthcare

National Healthcare Interoperability Plan 2023–2028

National Healthcare Identifiers Roadmap 2023–2028

Quarterly Progress Report
October 2025 – December 2025

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Introduction

The *Connecting Australian Healthcare – National Healthcare Interoperability Plan 2023–2028 (Interoperability Plan)* is Australia's first national plan to deliver a connected healthcare system for more personalised holistic care and better health and wellbeing outcomes for all Australians.

The Interoperability Plan sets out a national vision to share consumer health information in a safe, secure and seamless manner and identifies 44 actions across five priority areas - identity, standards, information sharing (sending, receiving and finding the right information), innovation (initiatives that drive interoperability) and measuring benefits - and policy tools to support interoperability.

The Australian Digital Health Agency (the Agency) established the Council for Connected Care (the Council) as the key governance body to provide strategic advice, oversee implementation of the Interoperability Plan, and report on progress.

The Interoperability Plan was published on the Agency's website on 11 July 2023. This is the tenth progress report against the 44 actions in the Interoperability Plan.



National Healthcare Interoperability Plan 2023–2028



Quarterly progress					
Identity	Standards	Information Sharing	Innovation	Benefits	
3 actions completed in Q2 2025–26 Actions completed in Q2 2025–26 <ul style="list-style-type: none"> 1.5 Review Healthcare Provider Identifier Individual (HPI-I) conformance 2.10 Including terminology in datasets 3.10 Publish-subscribe service 	PRIORITY AREA 1 Total actions: 10 Complete actions: 4 <div>40% complete</div>	PRIORITY AREA 2 Total actions: 14 Complete actions: 12 <div>86% complete</div>	PRIORITY AREA 3 Total actions: 12 Complete actions: 8 <div>66% complete</div>	PRIORITY AREA 4 Total actions: 3 Complete actions: 2 <div>67% complete</div>	PRIORITY AREA 5 Total actions: 4 Complete actions: 4 <div>100% complete</div>
Open actions 2026–27 delivery	1.6 Develop deeper network structures 1.10 Integrating the NHSD and the Health Provider Directory (HPD)	2.12 API information exchange	3.9 Information-sharing model agreement		
Open actions 2027–28 delivery	1.1 Using healthcare identifiers 1.2 Promoting healthcare identifiers 1.4 Healthcare identifier matching 1.7 Using the National Health Services Directory (NHSD)	2.3 HL7 FHIR® AU usage	3.2 API Gateway information exchange 3.11 Consistent legislative health definitions 3.12 Harmonising legislation	4.2 Interoperability workforce	
Completed Actions	1.3 Healthcare Identifiers Roadmap 1.5 Review Healthcare Provider Identifier Individual (HPI-I) conformance 1.8 Implementing the 2019 National Health Services Directory (NHSD) review 1.9 Provider Connect Australia™	2.1 Terminology in digital health systems 2.2 Develop specifications and standards 2.4 International standards participation 2.5 Standards catalogue 2.6 National Digital Health Standards Program (NDHSP) 2.7 Standards guiding principles 2.8 Standards gap analysis 2.9 Engage standards stakeholders 2.10 Including terminology in datasets 2.11 National library of terminology mapping 2.13 Develop a conformance framework 2.14 Standards development cooperative	3.1 Interoperability in procurement 3.3 Procurement guidance 3.4 Online interoperability toolkit 3.5 GP and aged care facility interoperability 3.6 Consent Management 3.7 Research international practice 3.8 Care Management Network 3.10 Publish-subscribe service	4.1 Interoperability innovation challenges 4.3 Develop education content	5.1 Administer interoperability survey 5.2 Publish annual report 5.3 Assess digital health maturity models 5.4 GDHP interoperability maturity model 6.1 Review policy tools*

*This action item is included under Section 8 of the Interoperability Plan, Policy tools to support Interoperability.



Identity



Progress highlights

This quarter marks a major step forward in strengthening Australia's digital health foundations. The legislative reform program reached its final milestone with amendments to the Healthcare Identifiers Act 2010 (HI Act) receiving Royal Assent in December 2025. These changes update authorisations for health technology solutions, enhance the Healthcare Provider Directory, and establish a legal framework for health information and data standards—positioning the HI Act as the cornerstone of a truly interoperable national health system.

Technical progress has also been strong. The Healthcare Identifiers (HI) Service introduced a new identity attribute and improved search functionality to boost clinical accuracy, increase match rates and reliability, and support safer health information exchange. In November, the successful release of Provider Connect Australia™ (PCA™) R25.2 further strengthened HI Service support, improving the management of organisations and individuals while delivering a refreshed user experience.

Integration of national directories is advancing well. Healthdirect and the Agency are developing a joint strategic roadmap for the National Health Services Directory (NHSD) and Health Connect Australia Provider Directory, with workshops completed and further consultation scheduled for January 2026.

Action status

4 actions have been marked as complete under the Identity priority area. As action 1.5 was completed in this reporting period, it has been included in this section. The Agency will no longer be reporting against completed action items.

Priority Area 1 – Identity: Q2 2025-26 update

Action 1.1 Using healthcare identifiers	Lead(s)	Timeframe	Status
<p>Jurisdiction health departments, the Agency and Services Australia will adopt and use national healthcare identifiers in future digital health initiatives involving health information sharing.</p>	<ul style="list-style-type: none"> • The Agency • Services Australia • All Health Departments 	Ongoing	On track
<p>The planned legislative reform for Healthcare Identifiers has progressed, with further amendments to the Healthcare Identifiers Act 2010 (HID Act) passed on 27 November 2025 via the Regulatory Reform Omnibus Bill 2025 and receiving Royal Assent on 4 December 2025.</p> <p>Key amendments include:</p> <ul style="list-style-type: none"> • Updated authorisations for health technology solutions. • Enhanced Healthcare Provider Directory (HPD) for more efficient provider communication. • Legal authority to establish health information and data standards. <p>This marks the final stage of the legislative reform program, positioning the HID Act as the foundation for an interoperable, digitally connected national health system.</p> <p>Regulatory changes are being developed to support legislative reform, enabling healthcare provider directories to use healthcare identifiers. This applies to directories such as:</p> <ul style="list-style-type: none"> • National Health Services Directory (under the leadership of Healthdirect) • Provider Connect Australia (under the leadership of the Agency) • Other government-operated or funded directories 	<p>Services Australia continues to work in close partnership with the Department of Health, Disability and Ageing to advance options for consolidated identifiers. These efforts aim to enable connected care by establishing common identifiers for consumers, providers, and organisations across Services Australia's health, aged care, and disability programs.</p> <p>Services Australia is actively adopting and integrating national healthcare identifiers into future digital health initiatives to enable secure and efficient health information sharing. This will strengthen interoperability across health, aged care, and disability programs.</p> <p>Allied health associations can now use the enhanced HPI-I registration functionality to directly register and maintain Healthcare Provider Identifier–Individual (HPI-I) records on behalf of their members, ensuring streamlined access to the HI Service and My Health Record system.</p>		

Action 1.2 Promoting healthcare identifiers	Lead(s)	Timeframe	Status
<p>Jurisdiction health departments, the Agency and Services Australia will adopt and use national healthcare identifiers in future digital health initiatives involving health information sharing.</p>	<ul style="list-style-type: none"> • The Agency • Services Australia 	Ongoing	On track
<p>The Agency is advancing deliverables under the Healthcare Identifiers Roadmap (HI Roadmap) to promote the use of healthcare identifiers, supported by educational resources and guidance materials.</p>	<p>Services Australia continues to progress preliminary development activity in preparation for uplifting the current IHI for Newborn webservice to the FHIR Standard.</p>		

Action 1.4 Healthcare identifier matching	Lead(s)	Timeframe	Status
Develop and implement a program of improvements in healthcare identifier matching (especially IHI), focusing on data quality, user interfaces, service improvements, enhancements and proactive efforts on IHI retrieval.	<ul style="list-style-type: none"> • The Agency • Services Australia 	Short	On track
<p>Services Australia has commenced development of a framework and process for ongoing identification of future enhancements and continuous improvement activity. This will support the development of a Data Matching and Data Quality improvement plan, scheduled to commence in FY2026/27.</p> <p>Services Australia has implemented a new data element, Sex Assigned at Birth, into the Healthcare Identifiers (HI) Service to enhance identity management. This update aims to improve clinical accuracy and facilitates safer health information exchange across digital health systems. The inclusion of this data element represents a significant step toward reducing data ambiguity and supporting inclusive, standards-based identity attributes within national health infrastructure.</p>	<p>Services Australia has also reclassified Email as an Identifier Search to enhance the Healthcare Identifiers (HI) Service search functionality so that email-based searches for Individual Healthcare Identifiers (IHIs) apply the same soft-matching rules used for ID Number Search. By treating email as an identifier rather than an address, the change is expected to improve match rates and support more reliable identity resolution across health information systems.</p> <p>The Agency is implementing changes to HI Service conformance requirements based on plan-of-action recommendations to promote best practices and improve IHI matching.</p>		

Action 1.5 Review Healthcare Provider Identifier – Individual (HPI-I) conformance	Lead(s)	Timeframe	Status
Review conformance requirements for using HPI-Is when uploading documents to the My Health Record system, recognising that providers are at different stages of use of HPI-Is.	<ul style="list-style-type: none"> • The Agency 	Short	Complete
<p>The Agency continues to work with states, territories, and private health organisations to progress transition timelines and implement Healthcare Provider Identifiers – Individual (HPI-Is) in clinical document uploads to My Health Record.</p> <p>To help overcome potential barriers to implement HPI-Is, new clinical document template packages have been developed and published on the Developer Portal, providing additional support for jurisdictions and private health organisations as they implement their transition plans.</p>	<p>From June 2026, it is expected that most jurisdictions and private health organisations will no longer require exemptions and will include HPI-Is in uploads to My Health Record. This action is now complete, and we will continue to monitor progress as part of BAU and ongoing improvements.</p>		

Action 1.6 Develop deeper network structures	Lead(s)	Timeframe	Status
Develop deeper Healthcare Provider Identifier – Organisation (HPI-O) network structures, including revising published guidance, to support enhancing online HPI-O network registration, and work with vendors to address software limitations.	<ul style="list-style-type: none"> The Agency Services Australia 	Short	On track
Services Australia continues to work in partnership with the Department of Health, Disability and Ageing and the Australian Digital Health Agency to refine organisational structures that support recent and upcoming legislative amendments.		These efforts aim to strengthen HPI-O network structures, enhance online registration processes, and address software limitations in partnership with vendors. This work will expand the use and adoption of healthcare identifiers across health administration, aged care, and disability programs.	

Action 1.7 Using the National Health Services Directory (NHSD)	Lead(s)	Timeframe	Status
Use the NHSD as the service directory for digital health programs. Where this is not possible (such as for a specialised directory), jurisdictions will work with Healthdirect Australia and the Agency to support the required flow of information.	<ul style="list-style-type: none"> All Health Departments 	Ongoing	On track
Building on the previous quarter's progress, Healthdirect and the Agency have advanced work on the joint strategic roadmap to ensure alignment between the NHSD and the Health Connect Australia Provider Directory. This roadmap will underpin integration efforts and support the seamless flow of information across the healthcare ecosystem.		Momentum continues, with recent Health Connect Australia workshops helping to shape a unified approach for directory alignment and interoperability. Further consultation with jurisdictions is scheduled for January 2026, reinforcing collaboration and ensuring NHSD remains a core data source within the national Health Information Exchange.	

Action 1.10 Integrating the NHSD and the Health Provider Directory (HPD)	Lead(s)	Timeframe	Status
Assess the feasibility of integrating the NHSD and the HPD to reduce duplication and rationalise the national directory infrastructure.	<ul style="list-style-type: none"> The Agency 	Short	On track
Feasibility of integrating the NHSD and HPD has been assessed and confirmed, and this integration is reflected in the Health Connect Australia conceptual architecture.		Implementation of the NHSD integration is planned for post-pilot phase of the Health Connect Australia Health Provider Directory which is due to commence in late 2026.	
Work is underway to develop a joint strategic roadmap for the National Health Service Directory (NHSD), the Health Connect Australia Provider Directory, and Provider Connect Australia (PCA).			



Standards



Progress highlights

This quarter has seen strong progress in advancing interoperability and standards across Australia's digital health ecosystem, with significant developments in standards, terminology, and authentication.

The adoption of HL7 FHIR® AU Core and AU Base continues to expand across new and existing systems, ensuring alignment with international standards. Ongoing development of FHIR Implementation Guides is driving consistent interoperability, while technical initiatives are improving user experience and enabling seamless data exchange.

Terminology integration has also advanced considerably. Action 2.10 is now complete, reinforcing the foundations for implementing and adopting national clinical terminologies. Recognising that terminology evolves continuously, the National Clinical Terminology Service (NCTS) will maintain monthly releases to deliver updated content and support safer care.

To ensure secure and scalable access to national digital health services, a business case for future authentication solutions is in development, ensuring standards underpin information exchange.

In November, more than 100 healthcare leaders gathered for [INSPIRE: Interoperability & Standards in Practice – Innovation, Readiness and Education](#). The event, hosted by the Agency, highlighted key enablers of success, addressed contemporary challenges, and fostered a shared understanding of the strategic steps required to enable connected care through the adoption and implementation of digital health standards.

Action status

12 actions have been marked as complete under the Standards priority area. As action 2.10 was completed in this reporting period, it has been included in this section. The Agency will no longer be reporting against completed action items.

Priority Area 2 – Standards: Q2 2025-26 update

Action 2.3 HL7 FHIR® AU usage	Lead(s)	Timeframe	Status
Develop and expand on HL7 FHIR® AU Core and AU Base for all Agency and Healthdirect digital health systems and services, including modifications and new systems.	<ul style="list-style-type: none">• The Agency• Healthdirect	Ongoing	On track
<p>The Agency has continued to develop its FHIR® Implementation Guides, to maximise the use of existing HL7 standards such as FHIR® AU Core and FHIR® AU Base. This approach promotes greater interoperability and consistency across the national digital health infrastructure.</p> <p>Healthdirect continues to broaden its use of FHIR standards, with solution design for FHIR-based booking provider integration with Symptom Checker now finalised and the Virtual GP service data model also aligning with AU-CDI.</p>		<p>Minor improvements to National Health Services Directory (NHSD) FHIR Implementation Guide (IG) profiles, identified during the AU Core alignment assessment in Q1 of FY25/26, are being evaluated for effort and prioritisation as part of the FY25/26 NHSD work plan.</p> <p>In addition, Healthdirect has become an active participant in the national Sparked initiative. In November 2025, it presented at the Sparked Clinical Design Group (CDG), showcasing ongoing efforts to enhance FHIR-based data exchange capabilities.</p>	

Priority Area 2 – Standards: Q2 2025-26 update

Action 2.10 Including terminology in datasets	Lead(s)	Timeframe	Status
Coordinate discussions on expanding minimum datasets to incorporate the use of SNOMED CT-AU, AMT and LOINC for data not currently collected in areas such as medications, adverse reactions, pathology and radiology.	• The Agency	Short	Complete
<p>The National Clinical Terminology Service (NCTS) manages, develops, and distributes national clinical terminologies and related tools and services to support the Australian healthcare community. The NCTS provides state-of-the-art terminology services that promote implementation and adoption of national clinical terminologies in Australia.</p> <ul style="list-style-type: none"> SNOMED CT-AU supports safer care, enables tools like clinical decision support, and allows health data to be reused for research, reporting, and system improvement The Australian Medical Terminology (AMT) is integrated with PBS listings and supports interoperability, decision support, and safe medication management across care settings LOINC is used for standardising the reporting of pathology and diagnostic results. 	<p>The process to incorporate terminology standards through the NCTS is ongoing, and so this action is being reported complete.</p> <p>Each month, the NCTS releases include applicable content for SNOMED CT®-AU, AMT and LOINC.</p> <p>Any opportunities to incorporate terminology standards through national priorities will continue to be identified, scoped and included in the NCTS.</p> <p>This action is now complete, and we will continue to monitor progress as part of BAU.</p>		

Action 2.12 API information exchange	Lead(s)	Timeframe	Status
Engage with the health technology sector to enhance digital health systems to use HL7 FHIR®, OAuth and OpenID Connect for API information exchanges.	• The Agency	Short	On track
<p>The Agency is working closely with Services Australia and the Department of Health, Disability and Ageing to develop a business case for future authentication solutions that will strengthen security and improve user experience.</p> <p>The Agency's Foundation FHIR Framework is being refined following expert input and internal reviews. A governance submission is on track for early 2026, and an external stakeholder awareness forum is planned for mid-2026.</p> <p>Development of the Health Connect Authorisation Service is progressing, with the first release planned for mid-2026.</p>	<p>Work on the Identity, Authentication and Authorisation Framework is advancing to guide key programs such as My Health Record on FHIR and Health Connect Australia. This includes developing the Health Connect Authorisation Service and common service specifications to ensure secure access and interoperability.</p> <p>The Record Sharing Services Framework for consumers and providers is also progressing, ensuring consistency across systems and supporting seamless information sharing.</p>		



Information Sharing



Progress highlights

This quarter saw significant progress in governance, legislative reform, and technical enablement to support a more connected and secure health information environment.

Amendments to the Healthcare Identifiers Act were passed in November 2025, strengthening the Healthcare Provider Directory and providing legal authority to establish national health information and data standards. These changes lay the groundwork for cross-jurisdictional sharing. Jurisdictional consultations also advanced policy settings for the authorisation framework, enabling consistent health information sharing across all states and territories.

A National Clinical Governance Committee for Digital Health has been approved by the Minister for Health and Ageing, and it has been established to oversee Share by Default implementation and provide guidance on virtual care, telehealth, and the safe use of AI in healthcare.

Through consultation and engagement, an efficient funding approach for the publish–subscribe service has been put forward, removing the need for a separate business case and allowing Action 3.10 to be marked complete.

Action status

8 actions have been marked as complete under the Information Sharing priority area. As action 3.10 was completed in this reporting period, it has been included in this section. The Agency will no longer be reporting against completed action items.

Priority Area 3 – Information Sharing: Q1 2025-26 update

Action 3.2 API Gateway information exchange	Lead(s)	Timeframe	Status
Promote the use of the API Gateway to support interoperable information exchange, including development of a service catalogue.	• The Agency	Ongoing	On track
Building on the production release of the Comprehensive Health Assessment Form (CHAP) reported in the last quarter, in this quarter an operational support model has been established for the National Smart Apps and Forms service and the CHAP Smart on FHIR® form. This foundation strengthens future deployments and accelerates interoperability across systems. Vendor integration activities for CHAP are progressing, including a dedicated Smart on FHIR track at the HL7 Australia FHIR Melbourne Connectathon held in December.		Additionally, service design and discovery for the Health Connect Australia Marketplace has commenced, with an initial focus on engaging software vendors and the developer community.	
Action 3.9 Information-sharing authorisation framework	Lead(s)	Timeframe	Status
Collaborate with jurisdictions and other stakeholders to develop a legislative and policy framework that sets out the authorisations and prohibitions for the collection, use and disclosure of health information through a national health information exchange. The framework will address healthcare provider roles and responsibilities, patient control and consent and a regulatory approach to standards, privacy, audit, compliance and security.	• The Department	Short	On track
A policy paper has been developed outlining a proposed authorisation framework to strengthen governance for health information sharing within the HealthConnect ecosystem, following extensive jurisdictional consultation last quarter. The Department has completed targeted consultation with key stakeholders on the Share by Default Rules for pathology and diagnostic imaging services, including: <ul style="list-style-type: none">Peak bodies (pathology and diagnostic imaging)States and TerritoriesMedical software vendorsConsumer Health ForumNACCHO The Department is preparing the pathology and imaging sectors to implement Share by Default, ensuring providers are ready to share required health information.		In addition, the Department is exploring options to broaden health information sharing for consumers and healthcare providers, including expanding the scope of Share by Default. Any new requirements will undergo stakeholder consultation and detailed rulemaking. Future possibilities may include sharing medication management and care planning information in My Health Record. A new National Clinical Governance Committee for Digital Health (NCGC-DH) has been established after being approved by the Minister for Health and Ageing. The NCGC-DH replaces the former Clinical Reference Group, and has an expanded remit beyond Share by Default and Faster Access to include Virtual care and telehealth, as well as safe and responsible use of AI in healthcare	

Action	Lead(s)	Timeframe	Status
Action 3.10 Publish–subscribe service			
Develop a business case for a national publish–subscribe service to support actions such as alerts, changes to an individual’s health information and notifications of acute episodes. This would be available to individuals, healthcare providers and healthcare provider organisations.	• The Agency	Medium	Complete
Engagement with digital health advisors and the Health Connect Clinical Working Group has taken place, and all outputs have been documented. Clinical insights and project inputs have been integrated into the Agency’s Digital Health Investment Plan, eliminating the need for a separate business case.		The Digital Health Investment Plan approach will underpin funding requests for the next stages of work in the 2026/27 financial year. As a stand-alone business case is no longer required, this action has been marked complete.	
Action 3.11 Consistent legislative health definitions	Lead(s)	Timeframe	Status
Collaborate with jurisdictions and key stakeholders to develop consistent definitions to support health information sharing.	• The Department	Medium	On track
Recent amendments to the Healthcare Identifiers Act (HID Act) were passed on 27 November 2025 via the Regulatory Reform Omnibus Bill 2025 and received Royal Assent on 4 December 2025. These changes lay the foundation for cross-jurisdictional health information sharing. Key changes include: <ul style="list-style-type: none">Enhancing the Healthcare Provider Directory (HPD) to ensure accurate provider identification and more efficient communication.	• Granting legal authority to establish national health information and data standards, enabling greater interoperability across systems. The HID Act changes are foundational pieces to support health information sharing but a review of the My Health Record Act to determine what changes will be needed to support information sharing will commence in early 2026.		
Action 3.12 Harmonising legislation	Lead(s)	Timeframe	Status
Undertake collaborative intergovernmental work on harmonising relevant jurisdiction legislation, drawing on outcomes from Action 3.11.	• All Health Departments	Medium	On track
The HealthConnect Legal and Policy Working Group met twice this quarter, focussing on policy settings for a proposed authorisation framework governing the collection, use, and disclosure of health information within HealthConnect.	Key work included foundational amendments to the Healthcare Identifiers Act 2010 (HID Act) to enable cross-jurisdictional health information sharing: <ul style="list-style-type: none">Enhancing the Healthcare Provider Directory (HPD) for accurate provider identification and efficient communication.Establishing legal authority to create national health information and data standards to support interoperability.		



Innovation



Progress highlights

The Agency continues to deliver targeted initiatives to build a skilled digital health workforce, advancing innovation and workforce capability across the health sector under the Capability Action Plan, and in partnership with the Australasian Institute of Digital Health (AIDH). Two key outputs were delivered this quarter:

- Digital Health in Healthcare: Understanding My Health Record – a literacy course designed for vocational healthcare students.
- Supporting Quality Aged Care with My Health Record – a course tailored for the current aged care workforce

Looking ahead, two additional resources are scheduled for release in early 2026:

- A train-the-trainer toolkit for educators to embed digital health content in health-related degrees.
- A digital health foundations course for nursing and midwifery students.

To ensure these resources are effectively embedded and support long-term capability building, broader implementation planning is underway across education and workforce sectors.

Action status

2 actions are complete under the innovation priority. The Agency will no longer be reporting against completed action items.

Priority Area 4 – Innovation: Q2 2025-26 update

Action 4.2 Interoperability workforce	Lead(s)	Timeframe	Status
Implement the National Digital Health Workforce and Education Roadmap to support the workforce required to progress interoperability.	<ul style="list-style-type: none">• The Agency• Australasian Institute of Digital Health	Ongoing	On track
Throughout 2025, the Agency partnered with multiple universities, research and educational institutions to create digital health education content to build the digital health capability of the current and future health and care workforce. This quarter saw delivery of 2 key outputs: <ul style="list-style-type: none">• Digital Health in Healthcare: Understanding My Health Record – a digital health literacy course for vocational healthcare students.• Supporting quality aged care with My Health Record – a course for the current aged care workforce	<p>There are 2 additional resources which will be released in early 2026:</p> <ul style="list-style-type: none">• Train the trainer toolkit for educators to embed digital health content in health-related degrees.• Digital health foundations course for nursing and midwifery students. <p>Broader implementation is being planned across education and workforce sectors. These activities support the long-term goal of building capability across the health sector to deliver more connected and digitally enabled care.</p>		



Benefits

Progress highlights

As the peak governance body for the Interoperability Plan, the Council for Connected Care (Council) ensures that investments in interoperability deliver measurable benefits for Australians. The Council provides strategic advice on national priorities and supports implementation efforts that strengthen connected care across the health system.

On 12 November 2025, the Council met face-to-face to focus on improving transitions of care through greater interoperability. Discussions explored opportunities to enhance continuity, integration, and consumer-centred approaches across Australia's connected care ecosystem. This reinforced the Council's commitment to improving patient outcomes by addressing critical points of care transition and chronic condition management.

In November 2025, enhancements to My Health Record were introduced to support continuity of care for older Australians. These improvements streamline digital processes and strengthen coordination during transitions between aged care and hospital settings. They contribute to better outcomes in aged care environments and improved transition management across Australia's health network.

Action status

All actions are complete under the Benefits priority area.



Australian Government

Australian Digital Health Agency

National Healthcare Identifiers Roadmap

Quarterly Progress Report
October 2025 – December 2025

Delivered as part of the National Healthcare
Interoperability Plan 2023–2028



Introduction

The Agency, in collaboration with the Department of Health, Disability and Ageing and Services Australia, has developed a [National Healthcare Identifiers Roadmap 2023–2028](#) that includes 20 activities to drive uptake of the Healthcare Identifiers Service.

Healthcare identifiers are fundamental to a connected healthcare system. They support information sharing by accurately identifying the healthcare recipient, provider and organisation, ensuring information is shared for the right individual to the right provider. This improves the quality, safety and efficiency of care provided and puts Australians even more firmly at the centre of their own healthcare experience.

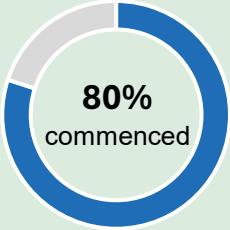
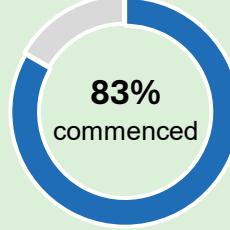
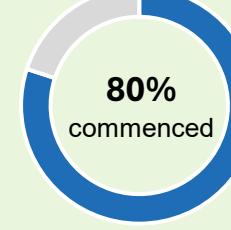
The Healthcare Identifiers Roadmap is an action in [the Connecting Australian Healthcare – National Interoperability Plan 2023–2028](#) that is governed by the [Council for Connected Care](#) and is critical for progressing national digital health programs, including Share by Default for pathology and diagnostic imaging reports, electronic prescribing, electronic requesting, MyMedicare and Health Connect Australia.



Identity

Health information associated with the right people

National Healthcare Identifiers Roadmap 2023–2028

Legislation and Policy	HI Service Improvement	Architecture and Data Standards	Operational Improvement
Category 1 Total activities: 5 Commenced activities: 4 Completed activities: 0	Category 2 Total activities: 6 Commenced activities: 5 Completed activities: 0	Category 3 Total activities: 5 Commenced activities: 4 Completed activities: 1	Category 4 Total activities: 4 Commenced activities: 4 Completed activities: 1
Key outcomes include: <ul style="list-style-type: none"> Legislative reform to support all parties to manage the health sector effectively and efficiently, and research and evaluation to support continued improvements to outcomes for patients. Use of national healthcare identifiers to identify a consumer, healthcare provider individual or healthcare provider organisation. 	Key outcomes include: <ul style="list-style-type: none"> HI Service integrated to enable visibility of Individual Healthcare Identifiers (IHIs) to clinical and administrative users within patient administration and clinical systems Improved data quality and error resolution rates Increased data match rate returns 	Key outcomes include: <ul style="list-style-type: none"> IHIs, Healthcare Provider Identifiers – Individual (HPI-Is) and Healthcare Provider Identifiers – Organisation (HPI-Os) are integrated into all systems supporting clinical workflows IHIs, HPI-Is and HPI-Os are available for any form of clinical communication or handover 	Key outcomes include: <ul style="list-style-type: none"> Identifier matching errors are minimised Effective and streamlined management of healthcare identifiers Processes in place for managing healthcare identifiers across the lifecycle from birth to death. 
Commenced Activities <ul style="list-style-type: none"> HIA-01 HI legislative reform program HIA-02 Australian Government policy position for HI Service adoption HIA-03 Development of a simplified guide to the HI Act HIA-04 Template policies and guidelines on HI use 	<ul style="list-style-type: none"> HIA-06 Data matching and data quality improvements HIA-07 Review existing messages and responses HIA-08 Improvements to data matching for Aboriginal and Torres Strait Islander people HIA-09 Enhanced search considerations HIA-10 Individual Healthcare Identifiers for newborns 	<ul style="list-style-type: none"> HIA-12 Healthcare Provider Identifier – Organisations: Guidance on appropriate structures HIA-14 Update technical standards HIA-15 HI Service architecture and future extensibility 	<ul style="list-style-type: none"> HIA-18 Development of education materials for HI Service HIA-19 HI support model and future operational requirements HIA-20 Enhanced governance
Future Activities <ul style="list-style-type: none"> HIA-05 HI use in consumer applications 	<ul style="list-style-type: none"> HIA-11 Consumer empowered matching 	<ul style="list-style-type: none"> HIA-16 Clinical systems architecture and design 	

HI Roadmap – Legislation and Policy: Q2 2025-26 update

HIA 1 HI legislative reform program	Lead(s)	Start date	Status
<p>Further amendments to the Healthcare Identifiers Act 2010 (HID Act) were passed on 27 November 2025 via the Regulatory Reform Omnibus Bill 2025 and received Royal Assent on 4 December 2025, concluding the planned legislative reform program for the HID Act. These reforms position the HID Act as the foundation for an interoperable, digitally connected national health system.</p> <p>Key changes include:</p> <ul style="list-style-type: none"> Updated authorisations for health technology solutions. Enhancements to the Healthcare Provider Directory (HPD) to ensure accurate provider identification and efficient communication. Legal authority to establish health information and data standards to support interoperability. 	<ul style="list-style-type: none"> The Department 	2023–2024	On track
<p>The next phase focuses on the regulatory framework, including draft Healthcare Identifiers Regulations that will authorise provider directories to use healthcare identifiers. These regulations will apply to directories such as:</p> <ul style="list-style-type: none"> National Health Services Directory (Healthdirect) Provider Connect Australia (Australian Digital Health Agency) Other government-operated or funded directories. <p>The draft is progressing through a comprehensive governance process, including review by the Digital Health Oversight Committee (DHOC) Healthcare Identifiers Sub-Committee (HISC). Completion of this review is expected in early 2026, marking the final step in implementing these reforms.</p>			

HIA 2 Australian Government policy position for HI Service adoption	Lead(s)	Start date	Status
<p>The Department of Health, Disability and Ageing focused on amendments to the Healthcare Identifiers Act 2010 (HID Act) to establish the policy position for HI Service adoption. This work supported the progress of legislative changes and consolidated previous reviews and assessments to ensure alignment with broader digital health objectives.</p>	<ul style="list-style-type: none"> The Department 	2023–2024	On track
<p>Consolidation activities included synthesising stakeholder feedback, analysing prior implementation challenges, and mapping dependencies across related health legislation and standards.</p> <p>As a result, the amendments were informed by a strong evidence base, and the HID Act was ultimately positioned as a key enabler of interoperability within the national health system.</p>			

HIA 3 Development of a simplified guide to the HI act	Lead(s)	Start date	Status
	• The Department	2025–2026	On track
Work commenced on the development of a simplified guide to the Healthcare Identifiers Act 2010 (HID Act), with the aim of improving accessibility and understanding for stakeholders, including healthcare providers, technology vendors, and policy teams. The first round of content development is underway and is expected to be completed by mid 2026.			The guide is being designed as a dynamic resource that will be continuously reviewed and updated, supporting consistent interpretation and compliance across the sector. It will remain adaptable to future legislative changes, evolving digital health standards, and stakeholder needs.
HIA 4 Template policies and guidelines on HI use	Lead(s)	Start date	Status
	• The Agency • The Department	2025–2026	On track
<p>Jointly led by the Department of Health, Disability and Ageing and the Agency, the initial phase of this Healthcare Identifier activity is progressing.</p> <p>This phase focuses on establishing a baseline through a comprehensive review of the Healthcare Identifiers Act—including recent legislative amendments—alongside associated regulatory instruments and existing policy frameworks.</p> <p>The key deliverable for this phase is a baseline report that consolidates requirements and dependencies to inform the development of a standardised policy template and guidance materials for HI usage across the sector.</p>			<p>The initial phase commenced in November with a baseline review of the Act and an environmental scan of existing policies and template guidance related to HI use, including comparable resources from adjacent programs.</p> <p>Amendments introduced through the Aged Care and Other Legislation Amendment Act and the Regulatory Reform Omnibus Act have now come into effect, aligning with plans to accelerate this work in early 2026.</p> <p>The Agency is moving to modular conformance requiring HI Service to be a mandatory foundational component of any national service connection to ensure the HI Service adoption occurs.</p>
HIA 5 HI use in consumer applications	Lead(s)	Start date	Status
	• The Agency	2026–2027	Not commenced
<p>The Omnibus Act legislative changes have added the use of health identifiers for wearables and consumer apps from 2027.</p> <p>This activity will be progressed in the 2026–27 financial year.</p>			

HI Roadmap – HI Service Improvement: Q2 2025-26 update

HIA 6 Data matching and data quality improvements	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency • Services Australia 	2024–2025	On track
<p>The Agency is progressing changes to the HI Service conformance requirements as part of the plan of action recommendations to improve data matching.</p> <p>During this period, Services Australia commenced a detailed analysis of data matching trends to identify irregular use. This analysis aims to support improved system efficiency and business processes through targeted engagement activities.</p>		<p>The outcomes of this work will inform the development of the Data Matching and Data Quality Improvement Plan, scheduled for implementation in FY2026/27.</p>	
<p>HIA 7 Review existing messages and responses</p>			
	<ul style="list-style-type: none"> • The Agency • Services Australia 	2024–2025	On track
<p>Services Australia is undertaking a comprehensive review of error messages and response codes. A consolidated catalogue will be developed to support rationalisation, eliminate duplication, and introduce clearer, more consistent messaging.</p>		<p>These improvements are designed to streamline communication and prepare for the transition to Fast Healthcare Interoperability Resources (FHIR) as the national data standard.</p>	
<p>HIA 8 Improvements to data matching for Aboriginal and Torres Strait Islander peoples</p>			
	<ul style="list-style-type: none"> • The Agency • The Department • Services Australia 	2024–2025	On track
<p>The Agency continues to engage with the Aboriginal Community-Controlled Health sector to identify systemic and operational factors impacting Individual Healthcare Identifier (IHI) matching accuracy. Insights from this consultation will inform a targeted improvement plan, which is currently under development by Services Australia.</p>		<p>Services Australia has commenced internal engagement activities, including collaboration with Indigenous Services Teams, to establish communication channels and enable input and review into the broader plan for data matching and data quality improvements.</p>	

HIA 9 Enhanced search considerations	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency • Services Australia 	2025–2026	On track
Work is continuing under this Healthcare Identifier activity to enhance Individual Healthcare Identifier (IHI) record search results and improve match rate accuracy. Engagement with stakeholders remains a key focus to identify best practices, while subsequent phases will assess options to expand identifying information and refine matching criteria.	Services Australia continues to support the Agency's research efforts by reviewing outputs and providing feedback.		

HIA 10 Individual Healthcare Identifiers for newborns	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency • Services Australia 	2025–2026	On track
Services Australia continues to progress preliminary development activities in preparation for uplifting the current IHI for Newborn web service to the FHIR® Standard.	The Agency is advancing updates to the FHIR implementation guide to support IHI for newborn functionality, building on draft work completed in FY24/25		

HIA 11 Consumer empowered matching	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency • The Department • Services Australia 	2026–2027	Not commenced

This activity will be progressed in the 2026–2027 financial year.

HI Roadmap – Architecture and Data Standards: Q2 2025-26 update

HIA 12 Healthcare Provider Identifier – Organisations: Guidance on appropriate structures	Lead(s)	Start date	Status
	<ul style="list-style-type: none">• The Agency• Services Australia	2024–2025	On track
The Agency, the Department of Health, Disability and Ageing (DHDA), and Services Australia continue to collaborate on adjustments to healthcare provider organisation structures within the Healthcare Identifiers (HI) Service to ensure they support a broad range of digital health use cases and remain compatible with national systems.		Building on earlier work, Services Australia is progressing its internal analysis and engagement with the Agency and DHDA. This activity is focused on organisation structures that will support the establishment of a common healthcare identifier across organisations.	

HIA 14 Update technical standards	Lead(s)	Start date	Status
	<ul style="list-style-type: none">• The Agency• Services Australia	2024–2025	On track
Planning for the HI Service transition to FHIR® standards continues, focussed on delivering enhanced accuracy, consistency, and interoperability of health data across Australia's digital health systems in a fiscally responsible manner.		To support the transition, four FHIR concept map resources have been published that support two-way mappings between the SNOMED provider and service type codes used by FHIR directories and the legacy codes used by the HI Service so that software products (including the HI Service itself) can transition to the new codes. To support preparation activities for FHIR® transition, Services Australia is leveraging training provided by the Agency and engaging with HL7 and Sparked stakeholders	

HIA 15 HI Service architecture and future extensibility	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency • Services Australia 	2025–2026	On track
<p>Services Australia has commenced an internal analysis of current and projected HI web service traffic.</p> <p>This analysis will support planned modelling that will be used to identify enhancement or changes that may be required to current infrastructure and architecture to maintain service levels and system functionality considering increases to the HI Service.</p>			

HIA 16 Clinical systems architecture and design	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> • The Agency 	2026–2027	Not commenced
<p>This activity will be progressed in the 2026–27 financial year.</p>			

HI Roadmap – Operational Improvement: Q2 2025-26 update

HIA 18 Development of education materials for HI Service	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> The Agency 	2023–2024	On track
<p>The Agency continues to make significant progress in the development, creation, and refinement of our educational materials, with a focus on meeting the current needs of a diverse range of users, particularly healthcare professionals and technology partners who use the Healthcare Identifiers Service.</p> <p>The Digital Health Foundation webinars are being redeveloped and redesigned into an engaging four-video microlearning series, with a strong focus on the effective use of the Healthcare Identifiers Service.</p>		<p>The update of the My Health Record Organisation Registration Checklist, which outlines essential steps for healthcare organisations, including registration requirements, governance roles, security policies, and the use of healthcare identifiers (HPI-O, HPI-I, and IHI) to ensure accurate identification and secure access is in progress.</p>	
HIA 19 HI support model and future operational requirements	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> The Agency Services Australia 	2023–2024	On track
<p>The Healthcare Identifier (HI) Service is progressively adopting FHIR standards to improve interoperability, data accuracy, and real-time information exchange across the digital health ecosystem, and the Agency continues to review the operational support model to ensure future requirements are understood and expectations can be met.</p>		<p>Services Australia continues to progress activities in line with the agreed Activity Plans. Some activities have been paused pending outcomes of legislation updates and changes that provide future direction of Healthcare Identifiers.</p>	
HIA 20 Enhanced governance	Lead(s)	Start date	Status
	<ul style="list-style-type: none"> The Agency The Department Services Australia 	2024–2025	Completed
<p>This quarter, the Department achieved significant progress by supporting the passage of amendments to the Healthcare Identifiers Act 2010 (HID Act), positioning the legislation as a foundation for an interoperable, digitally connected national health system. The Healthcare Identifiers Sub-Committee (HISC) advanced its advisory role through the review of draft regulations authorising provider directories - such as the National Health Services Directory and Provider Connect Australia - to use healthcare identifiers.</p> <p>With the legislative reform program now complete, the Digital Health Oversight Committee (DHOC) will consider concluding the time-limited HISC at its meeting in February 2026.</p>		<p>Governance arrangements between agencies have been refreshed to support the ongoing management of the Healthcare Identifiers program of work. A current-state analysis of stakeholder engagement is underway to simplify and consolidate processes where needed, reducing duplication.</p> <p>The Agency continues to lead coordination of the Healthcare Identifiers Working Group (HIWG), strengthening collaboration between the Agency, the Department of Health, Disability and Ageing, and Services Australia. A recent review has refined meeting cadence and sharpened the focus on strategic agenda items, enabling greater participation and driving collective progress toward roadmap objectives.</p>	



Australian Government

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