



Australian Government

Australian Digital Health Agency

Connecting Australian Healthcare

National Healthcare Interoperability Plan 2023–2028

Quarterly Progress Report
July 2025 – September 2025



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Australian Digital Health Agency ABN 84 425 496 912,
GPO Box 9942 Canberra ACT 2601 digitalhealth.gov.au
Telephone 1300 901 001 or email help@digitalhealth.gov.au

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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.

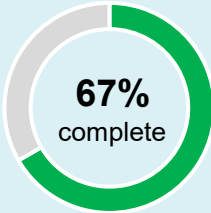
The Australian Digital Health Agency (the Agency) established the Council for Connected Care (the Council) as the key governance body to provide strategic advice, oversee implementation of the Interoperability Plan, and report on progress.

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



National Healthcare Interoperability Plan 2023–2028

64%
actions
complete

Quarterly progress 4 actions completed in Q1 2025–26 Actions completed in Q1 2025–26 1.8 Implementing the 2019 National Health Services Directory (NHSD) review 2.1 Terminology in digital health systems 3.1 Interoperability in procurement 3.8 Care Management Network	Identity  PRIORITY AREA 1 Total actions: 10 Complete actions: 3  30% complete	Standards  PRIORITY AREA 2 Total actions: 14 Complete actions: 11  78% complete	Information Sharing  PRIORITY AREA 3 Total actions: 12 Complete actions: 7  58% complete	Innovation  PRIORITY AREA 4 Total actions: 3 Complete actions: 2  67% complete	Benefits  PRIORITY AREA 5 Total actions: 4 Complete actions: 4  100% complete
	Open actions 2026–27 delivery	1.4 Healthcare identifier matching 1.5 Review Healthcare Provider Identifier – Individual (HPI-I) conformance 1.6 Develop deeper network structures 1.10 Integrating the NHSD and the Health Provider Directory (HPD)	2.10 Including terminology in datasets 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 1.7 Using the National Health Services Directory (NHSD)	2.3 HL7 FHIR® AU usage	3.2 API Gateway information exchange 3.10 Publish-subscribe service 3.11 Consistent legislative health definitions 3.12 Harmonising legislation	4.2 Interoperability workforce
Completed Actions	1.3 Healthcare Identifiers Roadmap 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 2.11 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	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

Amendments to the Healthcare Identifiers Act 2010 were passed in September 2025, expanding the scope of who can be assigned and use healthcare identifiers. These changes will take effect from 1 November 2025 and include:

- New identifiers for Healthcare Support Service Providers (HSP-Os) and Health Administration Entities (HAEs).
- Expanded eligibility for Healthcare Provider Identifiers – Individual (HPI-Is) to more allied health professionals.
- A streamlined process for non-Ahpra registered professionals to obtain HPI-Is.

The legislative reform enables a range of expanded use cases for Healthcare Provider Identifier – Organisation (HPI-O) seed and network structures, and the Agency and Services Australia continues to focus on ensuring any changes to these structures will be supported by national systems.

Four organisations - UnitingCare, Healthscope, WA Health and St John of God – have successfully transitioned to now include HPI-I's when uploading clinical documentation to My Health Record (MHR). All other jurisdictions and private health organisations are working towards inclusion of HPI-Is when uploading clinical documents to MHR and have submitted transition plans.

Action status

3 actions are complete under the Identity priority area. As action 1.8 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: Q1 2025-26 update

Action 1.1 Using healthcare identifiers	Lead(s)	Timeframe	Status
Jurisdiction health departments, the Agency and Services Australia will adopt and use national healthcare identifiers in future digital health initiatives involving health information sharing.	- The Agency - Services Australia - All Health Departments	Ongoing	On track
Services Australia continues to work collaboratively with the Department of Health, Disability and Ageing to progress options for consolidated identifiers that will enable connected care through common identifiers for consumers, providers and organisations across Services Australia's health, aged care, and disability programs. The Digital Health Oversight Committee (DHOC) Healthcare Identifiers subcommittee met throughout the period with a focus on discussing proposed legislative reforms to expand the scope of healthcare identifiers and address adoption barriers. In addition to consulting on reform, this group will continue to support efforts to ensure HIs are embedded across the health, aged care, and disability sectors. Amendments to the Healthcare Identifiers Act 2010 were passed by the Commonwealth Parliament on 4 September 2025, and further reforms are proposed under the Regulatory Reform Omnibus Bill 2025 (Omnibus Bill). The amendments will commence from 1 November 2025 and will broaden the scope of who can be assigned and use healthcare identifiers (HIs).	The changes include: - Healthcare Support Service Providers (HSP-Os): A new type of identifier will be assigned to organisations providing non-clinical support services (e.g. in-home care, personal care) to older Australians and people with disabilities. - Health Administration Entities (HAEs): Entities involved in administrative functions (e.g. data quality, claims processing, health program analysis) will be authorised to use HIs for health-related administration purposes. - Expanded eligibility for Healthcare Provider Identifiers – Individual (HPI-Is) to a broader range of allied health professionals (e.g. speech pathologists, dietitians, sonographers). - Introduction of a streamlined process for non-Ahpra registered professionals to obtain HPI-Is via their professional bodies, reducing administrative burden and improving uptake.		

Action 1.2 Promoting healthcare identifiers	Lead(s)	Timeframe	Status
Jurisdiction health departments, the Agency and Services Australia will adopt and use national healthcare identifiers in future digital health initiatives involving health information sharing.	- The Agency - Services Australia	Ongoing	On track
The Agency has continued to progress initiatives under the National Healthcare Identifiers Roadmap, including regulatory changes to the Healthcare Identifiers Act to enable broader use of identifiers across aged care, disability, and health services.	Services Australia has commenced preliminary work on the viability of uplifting the current IHI for Newborn webservice to the FHIR Standard.		

Action 1.4 Healthcare identifier matching	Lead(s)	Timeframe	Status
Develop and implement a program of improvements in healthcare identifier matching (especially IHIs), focusing on data quality, user interfaces, service improvements, enhancements and proactive efforts on IHI retrieval.	- The Agency - Services Australia	Short	On track
The Agency analysed proposed activities to promote best practice approaches to optimise successful IHI matches, with a plan of action for the Agency and Services Australia to be incorporated into future work plans.	Services Australia continues to monitor IHI match rate performance and identify opportunities to improve match rates and data quality that focus on several themes including technical solutions, business process, education and engagement.		

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.	The Agency	Short	On track
The Agency continues to support states, territories, and private health organisations in progressing their transition timeline plans and implementing Healthcare Provider Identifiers – Individual (HPI-Is) in clinical document uploads to My Health Record.	Transition timeline plans have now been received from all jurisdictions and private health organisations. To help address barriers to transition, new clinical document template packages are currently in development. In addition, Communications and Engagement planning is underway to further support implementation efforts.		

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.	- The Agency - Services Australia	Short	On track
Services Australia continues internal analysis and engagement with the Department of Health, Disability and Ageing and the Australian Digital Health Agency (the Agency) into organisation structures to support the recently passed and upcoming legislation amendments. These will expand the usage and adoption of health identifiers across health administration, Aged Care and Disability.	Collaboration between the Agency and Services Australia continues to focus on ensuring any changes to Healthcare Provider Identifier – Organisation seed and network structures will support multiple use cases in digital health and can be supported by national systems.		

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.	All Health Departments	Ongoing	On track
Healthdirect and the Agency are working on a joint roadmap to ensure strategic alignment between the National Health Services Directory (NHSD) and the Health Connect Australia Provider Directory.	Health Connect Australia Provider Directory will support the required flow of information across the healthcare ecosystem and will integrate with the NHSD.		

Action 1.8 Implementing the 2019 National Health Services Directory (NHSD) review	Lead(s)	Timeframe	Status
Healthdirect, in partnership with the Australian Government Department of Health and Aged Care and state and territory health departments, will implement the work packages developed in response to the 2019 AHMAC NHSD review, which include positioning the NHSD as core national infrastructure.	Healthdirect	Ongoing	Complete
In Q1 FY25/26, Healthdirect continued to progress the agreed priority initiatives against the FY25/26 workplan to further embed the National Health Services Directory (NHSD) as a core element of national digital health infrastructure. This included: - Ongoing requirements gathering and preparatory work to support connection to the Healthcare Identifiers (HI) Service, subject to the finalisation of enabling regulation by the end of 2025. - Continued collaboration with the Agency to align the NHSD and Provider Connect Australia™ (PCA™) to ensure that healthcare provider attributes such as language and specialty are stored consistently, and health service type sub-categories are in place to optimise search results for consumers.	In addition, the NHSD continues to be a core component of high priority jurisdictional and national programs such as the NSW Mental Health Single Front Door and the Medicare Mental Health program by supporting a range of referral pathways for mental health patients via Healthdirect telephone and online channels. While ongoing and follow-on actions will continue to be tracked through NHSD workplan updates to jurisdictions, this action is being reported complete as all time-bound work packages have been addressed. Updates will be provided periodically to the Digital Health Oversight Committee (DHOC), including particular focus on work relating to HealthConnect Australia.		
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.	The Agency	Short	On track
The Agency continues to advance the transition of the Healthcare Provider Directory (HPD) from Services Australia and the establishment of the Health Connect National Provider Directory. This new directory will build on the HPD and integrate additional data sources to provide a more comprehensive resource for healthcare organisations and providers. In parallel, the Agency and Healthdirect are jointly developing a strategic roadmap for the National Health Service Directory (NHSD) and the Health Connect Australia Provider Directory, with Provider Connect Australia (PCA) considered as a key publishing platform for both.	The roadmap aims to: - Define the distinct roles and value of each directory within the national health infrastructure. - Minimise duplication of functionality, effort, and investment. Feasibility scoping is underway, focusing on: - Technical compatibility, data standards, and integration opportunities. - Regulatory, policy, and operational constraints. - Stakeholder impacts and risks to ensure alignment with sector needs. This work supports a more interoperable, efficient, and sustainable national directory infrastructure.		



Standards



Progress highlights

In the first quarter of 2025-26, implementation and adoption work for the National Clinical Terminology Service (NCTS) continued, including:

- In August CSIRO and the Agency endorsed an outreach and education strategy to drive adoption.
- The Agency and CSIRO held a workshop to explore native and mapped SNOMED CT implementations, informing future strategy.
- Monthly releases of SNOMED CT-AU and AMT via NCTS.

Work to embed SNOMED CT-AU, AMT, and LOINC into minimum datasets for medications, pathology, and radiology is progressing, with scoping underway to include medicinal cannabis in AMT, and a work plan being developed to address terminology gaps in Allied Health.

Activities to align documentation and systems with AU Core have been carried out. FHIR implementation guides have been updated for Provider Connect Australia™, and development has commenced on the Health Connect National Provider Directory FHIR® IG. In addition, Healthdirect tested NHSD FHIR implementation against AU Core v2.0.0, confirming broad alignment.

To ensure secure and scalable access to national digital health services, a business case is being developed for future authentication solutions aligned with the Provider Authentication and Digital Identity Strategy. Work is underway on the Health Connect Authorisation Service to enable secure, role-based access, and architecture and specification artefacts are being developed to support interoperability across identity, authentication, and record-sharing domains.

Action status

11 actions have been marked as complete under the Standards priority area. As action 2.1 was completed in this reporting period, it has been included in this section. The Agency will no longer be reporting against complete action items.

Priority Area 2 – Standards: Q1 2025-26 update

Action 2.1 Terminology in digital health systems	Lead(s)	Timeframe	Status
Engage with the health technology sector and health departments to enhance digital health systems to integrate national terminologies and classifications natively.	• The Agency	Ongoing	Complete
Monthly releases of combined Systematised Nomenclature of Medicine – Clinical Terms (SNOMED-CT) AU and Australian Medicines Terminology (AMT) have continued to be provided to users of the National Clinical Terminology Service (NCTS). In August 2025, CSIRO and the Agency endorsed the outreach and education strategy for the National Clinical Terminology Service which provides a framework for coordinated activities to drive the adoption and implementation of the NCTS.	In September 2025, the Agency hosted a workshop with CSIRO to investigate opportunities, challenges and risks of both native and mapped SNOMED CT implementations. The output of this workshop will be fed into the overarching strategy and workplan for the National Clinical Terminology Service.		

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.	• The Agency • Healthdirect	Ongoing	On track
The Agency has completed technical updates to the Provider Connect Australia™ (PCA™) FHIR® Implementation Guide (IG), ensuring its profiles are now derived from FHIR® AU Core. The updated IG is scheduled for publication before the end of 2025. In parallel, the Agency has commenced development of the Health Connect National Provider Directory FHIR® IG, which will leverage both FHIR® AU Core and FHIR® AU Base, supporting greater interoperability and consistency across national digital health infrastructure.	Healthdirect conducted conformance testing of the current NHSD FHIR implementation against the HL7 AU Core specification using the Sparked Inferno test suite, confirming broad alignment with AU Core v2.0.0. Some minor areas for potential enhancement were identified, which will be considered for future adoption. Healthdirect is progressing several initiatives that further embed FHIR standards into service delivery, including: • the use of FHIR APIs to support secure referrals for the Medicare Mental Health program, • FHIR-based booking provider integration with Symptom Checker, and • Exploring the alignment of our internal clinical data models to align with the AU-CDI as appropriate/viable.		

Priority Area 2 – Standards: Q1 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	On track
The National Clinical Terminology Service (NCTS), led by the Agency in collaboration with CSIRO, the Department of Health, and Australian Institute of Health and Welfare (AIHW), is focused on embedding standardised clinical terminologies into digital health systems. Work continues with scoping the inclusion of medicinal cannabis products into Australian Medicines Terminology (AMT).	The Agency is developing a work plan to support the identified gaps in Allied Health terminology in line with other national programs of work. Further work is ongoing as part of the delivery of the NCTS with additional support from wider adoption and implementation activities.		

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
The Agency is actively contributing to the development of a business case for future-state authentication solutions, aligned with the Provider Authentication and Digital Identity Strategy, which will underpin secure, scalable access to national digital health services. Initial work has commenced to define the business requirements and architectural foundations for the Health Connect Authorisation Service to support secure, role-based access to health information across connected platforms.	In addition, work is continuing on Architecture and Specifications artefacts as part of the AU Core Framework for Interoperability to guide consistent technology adoption across authentication domains. Initially, the conceptual artefacts will be used to support internal programs of work including My Health Record on FHIR and Health Connect Australia, ensuring interoperability across Identity, Authentication & Authorisation, and Record Sharing domains. Work has also progressed on the draft Foundation FHIR Framework, with inputs provided from an external panel of FHIR experts. This framework will move through further internal reviews and governance, with a broader external stakeholder 'awareness' forum anticipated towards the middle of 2026.		



Information Sharing



Progress highlights

As part of work to embed interoperability requirements into procurement processes, a public consultation process on Procurement Guidelines concluded in September 2025, with feedback supporting a more modern, user-friendly toolkit.

The Comprehensive Health Assessment Form (CHAP) was deployed into the production environment of the Producer Portal, making SMART on FHIR® application templates available to enable standardised development.

In addition, the Agency has explored ways to help individuals manage their formal and informal care networks, and has conducted a discovery phase for user journeys, business requirements, and solution architecture to support enhancements of my health app.

Three new information sharing actions commenced this financial year, with early planning underway to explore the development of a national publish-subscribe service for health information changes. This will allow individuals and healthcare providers to receive alerts and updates when important health information changes.

The Department has begun work to develop a consistent set of rules and principles for sharing health information across Australia's healthcare system and planning is underway to consult on harmonising legislation across states and territories.

Action status

7 actions have been marked as complete under the Information Sharing priority area. As actions 3.1 and 3.8 were completed in this reporting period, they have been included in this section. The Agency will no longer be reporting against complete action items.

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

Action 3.1 Interoperability in procurement	Lead(s)	Timeframe	Status
The Agency, health departments and Services Australia will specify interoperability requirements in procurement requests where they meet business objectives. This will leverage existing national infrastructure, terminology and standards. Building on the work undertaken throughout 2024–25, the Agency has continued key efforts to embed interoperability requirements into procurement processes. These activities support the consistent adoption of national digital health infrastructure, terminology, and standards across jurisdictions. Sector feedback remains critical to ensuring that the Procurement Guidelines continue to deliver value in driving interoperability through procurement.	- The Agency - All Health Departments - Services Australia	Ongoing	Complete
In September 2025, a public consultation on the Procurement Guidelines concluded, inviting sector-wide input on the content and identifying areas for improvement. The consultation focused on ensuring the Guidelines provide relevant, practical, and actionable guidance that meets the needs of all stakeholders. Feedback confirmed that the Guidelines are a valued foundational resource. There was strong consensus on the need to evolve the Guidelines into a more modern, practical, and user-friendly toolkit. Work will continue to develop the product in line with this direction.			
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 Comprehensive Health Assessment Form (CHAP) was deployed into the production environment of the Producer Portal, making SMART on FHIR® application templates available to enable standardised development. A national service for Smart on FHIR® forms and applications has been established to support future deployments and accelerate interoperability. Phase 3 of the Producer Portal work has commenced, with the focus in the next quarter on an operational model to support the Producer Portal and integrations with CHAP, and discovery of other use cases to onboard onto the platform.	The Agency	Ongoing	On track
Phase 3 also includes exploration of the Health Connect Australia Marketplace, which will support the vision for an API and Smart on FHIR® catalogue, by creating an ecosystem of interoperable digital health solutions, services, and tools that are enabled and supported by the Health Connect Australia infrastructure.			

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

Action 3.8 Care management network	Lead(s)	Timeframe	Status
Investigate opportunities to build capability to identify and manage individuals within a consumer's formal and informal care management network.	The Agency	Short	Complete
The activities to investigate Multidisciplinary Care Team capabilities are focused on exploring ways to help people better manage their care networks—both formal providers like doctors and nurses, and informal supports such as family members or carers. These efforts aim to improve continuity of care by making it easier for individuals to identify and coordinate with those involved in their health and wellbeing. The Agency has completed several important steps to support this outcome: - Mapped out how consumers and healthcare providers might use this feature, tested early ideas, and gathered feedback to confirm the approach. - A clear summary of what the system needs to do was finalised in September. - A high-level design for how the system could work has been prepared	This investigative phase is now complete. The Agency will continue to support care team coordination and work with delivery partners to assess the best practice approach to develop and implement agreed capabilities.		
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
The Department is progressing the Sharing by Default (SBD) Rules with the aim that they will be in place by the end of 2025 and commence in the second half of 2026. The Department has continued to work with states and territories focusing on ensuring a national consistent approach to improve interoperability across Australia's healthcare system. The Agency is continuing to engage with the pathology and diagnostic imaging sector to ensure provider readiness to share by default, including targeted outreach, software enablement and delivery of supporting resources ahead of the Rules being in place.	The Clinical Reference Group (CRG) provided recommendations and advice to improve the sharing of pathology and diagnostic imaging information in My Health Record in May. The CRG is now formally closed. In its place the Agency has established the National Clinical Governance Committee of Digital Health (NCGC-DH) to handle ongoing evaluation to assess implementation effectiveness and the feasibility of removing delays for additional test reports and new diagnostic tests. The Department is exploring future options to expand the scope of Share by Default. Previous consultation has highlighted medication management and care planning as key health information that would be valuable to share to My Health Record.		

Action 3.10 Publish–subscribe service	Lead(s)	Timeframe	Status
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	On track
Work began in July 2025 to explore the development of a national publish-subscribe service—a system that would allow individuals and healthcare providers to receive alerts and updates when important health information changes. Early planning is complete, and the next step is to engage with digital health advisors and the Health Connect Clinical Working Group in November.	These discussions will help define what types of events should trigger notifications, when people might want to opt in to receive updates, and how preferences for receiving alerts should be managed. This input will shape the detailed requirements and business case for the service.		
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
The Department has begun work on a consistent set of rules and principles for sharing health information across Australia's healthcare system. Through consultation, an authorisation framework is being shaped to guide how health information can be accessed and shared safely and appropriately.	This framework will support the broader Health Connect ecosystem, helping ensure that health data is shared in a way that protects privacy, supports care delivery, and aligns with national standards.		
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
Building on the Department's work to develop consistent rules for sharing health information, planning is underway to consult on harmonising legislation across states and territories. This work will start in early 2026 and aims to ensure that laws across jurisdictions support a more connected and consistent approach to health information sharing.	These reforms will help make it easier for healthcare providers to access and share information safely, supporting better care across Australia.		



Innovation



Progress highlights

Under the Capability Action Plan, the Agency continues to support the development of a skilled digital health workforce with targeted initiatives across education and workforce sectors. This included the following pilot programs which are progressing toward broader rollout:

- Digital health literacy course for vocational healthcare students.
- Toolkit for educators to embed digital health content in health-related degrees.
- Foundational course nearing completion for nursing and midwifery students.

In addition, and in partnership with the Australasian Institute of Digital Health (AIDH), the Agency launched an introductory e-learning course on clinical safety in digital health and completed a pilot program focused on digital health skills for the aged care workforce.

Action status

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

Priority Area 4 – Innovation: Q1 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.	- The Agency - Australasian Institute of Digital Health	Ongoing	On track
The Agency continues to advance the Capability Action Plan (CAP) through a range of targeted initiatives aimed at strengthening Australia's digital health workforce. The CAP will continue until 2027. This quarter, several pilot programs were completed and are now moving toward broader implementation across education and workforce sectors. Key achievements include: - Finalising a digital health literacy course for vocational healthcare students. - Progressing a toolkit to help educators include digital health content in health-related degrees. - Nearing completion of a foundational course for nursing and midwifery students.	In partnership with the Australasian Institute of Digital Health (AIDH), the Agency also launched an introductory course on clinical safety in digital health, with an intermediate course currently in development. A pilot program focused on digital health skills for the aged care workforce has also been completed. These activities support the long-term goal of building capability across the health sector to deliver more connected and digitally enabled care.		



Benefits



Progress highlights

As the peak governance body for the Interoperability Plan, the Council for Connected Care helps to ensure the investment in interoperability delivers expected benefits. The Council comes together regularly to provide strategic advice on matters related to interoperability and support national implementation of the Interoperability Plan.

The Council met on 21st August for an Annual Review, and considered the following Council priorities for 2025–26:

- Improved monitoring and reporting to help identify and highlight what is working well, and address challenges to progress in national interoperability initiatives, ensuring more consistent delivery.
- Stronger cross-sector collaboration with deepened engagement across health, aged care, and support services to foster more integrated care models.
- Driving better patient outcomes by focusing on transitions of care and chronic condition management to improve continuity and quality of care for Australians.
- Aligning policy and legislative reforms with foundational supports (e.g. disability services) to strengthen the policy environment for connected care.
- Exploring innovation and trust in technology and AI in interoperability to support safer, more productive digital health solutions.
- Supporting workforce capability growth to build a skilled workforce equipped to deliver interoperable care.
- Ensuring inclusive governance and more participatory Council meetings so that diverse perspectives shape national priorities.
- Increasing visibility and real-world impact through site visits and case studies to showcase innovation and practical benefits of connected care.

Action status

All actions are complete under the Benefits priority area.



Australian Government

Australian Digital Health Agency

National Healthcare Identifiers Roadmap

Quarterly Progress Report July 2025 – September 2025

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



Introduction

The Agency, in collaboration with the Department 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

Quarterly progress 2 activities completed in Q1 2025–26 Activities completed in Q1 2025–26 HIA-13 HI Service conformance review and update HIA-17 Develop and implement HI stakeholder engagement and communication plan	Legislation and Policy Category 1 Total activities: 5 Commenced activities: 4 Completed activities: 0 Key outcomes include: - 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. 80% commenced	HI Service Improvement Category 2 Total activities: 6 Commenced activities: 5 Completed activities: 0 Key outcomes include: - 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 83% commenced	Architecture and Data Standards Category 3 Total activities: 5 Commenced activities: 4 Completed activities: 1 Key outcomes include: - 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 80% commenced	Operational Improvement Category 4 Total activities: 4 Commenced activities: 4 Completed activities: 1 Key outcomes include: - 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. 100% commenced
	Commenced Activities 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	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	HIA-12 Healthcare Provider Identifier – Organisations: Guidance on appropriate structures HIA-14 Update technical standards HIA-15 HI Service architecture and future extensibility	HIA-18 Development of education materials for HI Service HIA-19 HI support model and future operational requirements HIA-20 Enhanced governance
	Future Activities HIA-05 HI use in consumer applications	HIA-11 Consumer empowered matching	HIA-16 Clinical systems architecture and design	

HI Roadmap – Legislation and Policy: Q1 2025-26 update

HIA 1 HI legislative reform program	Lead(s)	Start date	Status
	• The Department	2023–2024	On track
In September 2025, Parliament passed amendments to the Healthcare Identifiers Act 2010 as part of the Aged Care and Other Legislation Amendment Bill. These changes support broader reforms by allowing healthcare identifiers to be used more widely across aged care, disability, and health services, helping improve coordination and information sharing. Further reforms are proposed under the Regulatory Reform Omnibus Bill 2025 (Omnibus Bill).			
HIA 2 Australian Government policy position for HI Service adoption	Lead(s)	Start date	Status
	• The Department	2023–2024	On track
This quarter, efforts focused on supporting the progress of amendments to the Healthcare Identifiers Act 2010. Looking ahead, further consultation will help determine the most effective ways to implement the new provisions, particularly to expand the use of healthcare identifiers in aged care and disability services. Work will also continue to explore broader opportunities to strengthen adoption across the health sector, including identifying suitable policy approaches.			
HIA 3 Development of a simplified guide to the HI act	Lead(s)	Start date	Status
	• The Department	2025–2026	On track
Amendments to the Healthcare Identifiers Act 2010 were passed by the Commonwealth Parliament on 4 September 2025, and work on a simplified guide to the HI Act is expected to commence in the last quarter of 2025. The amendments are proposed to commence from 1 November 2025 and will broaden the scope of who can be assigned and use healthcare identifiers (HIs).			

HIA 4 Template policies and guidelines on HI use	Lead(s)	Start date	Status
	- The Agency - The Department	2025–2026	On track
Work has commenced on developing template policies and guidelines to support consistent use of Healthcare Identifiers (HI). The Agency is working in partnership with the Department of Health, Ageing and Disability to establish a shared approach. The initial phase is focused on defining baseline requirements.	Further development will proceed following the passage of relevant legislative reforms through Parliament. Activity is progressing well and is expected to ramp up in early 2026.		

HIA 5 HI use in consumer applications	Lead(s)	Start date	Status
	The Agency	2026–2027	Not commenced
This activity will be progressed in the 2026–27 financial year.			

HI Roadmap – HI Service Improvement : Q1 2025-26 update

HIA 6 Data matching and data quality improvements	Lead(s)	Start date	Status
	- The Agency - Services Australia	2024–2025	On track
After the strong foundations established in 2024-25 under HIA-06, the Agency and Services Australia are continuing work on data matching and data quality improvements. Services Australia is conducting data analysis to identify opportunities that will inform a plan of prioritised improvements and developing a framework for ongoing continuous improvement.	The Agency completed an action plan of activities to promote best practice approaches to optimise successful IHI matches, by improving processes, education, conformance and other areas.		
HIA 7 Review existing messages and responses	Lead(s)	Start date	Status
	- The Agency - Services Australia	2024–2025	On track
The Agency and Services Australia are progressing their review of existing error messages in the Healthcare Identifier (HI) Service.	Services Australia made improvements to error messages in 2024/25, and these updates are now available. Services Australia is continuing to make further improvements, especially as the service moves to a more modern FHIR based technology platform. Work on the HI Service will progress, with delivery timing subject to resourcing considerations.		

HIA 8 Improvements to data matching for Aboriginal and Torres Strait Islander peoples	Lead(s)	Start date	Status
	• The Agency • The Department • Services Australia	2024–2025	On track
In the first quarter of 2025–26, the Agency, Services Australia, and the Department of Health, Disability and Ageing collaborated with the Aboriginal Community-Controlled Health sector to better understand the current state of Individual Healthcare Identifier (IHI) usage. This included identifying enablers, barriers, and known issues within the sector. Key activities undertaken included: • The development and distribution of a sector-wide survey to gather quantitative insights. • Participation in focus groups and workshops to collect qualitative data and lived experiences.	Services Australia has completed data analysis to inform an insights report into data matching improvements for Aboriginal and Torres Strait Islander peoples. The findings from this report and stakeholder engagement will be used to support the development of a wider plan of data matching and data quality improvements.		

HIA 9 Enhanced search considerations	Lead(s)	Start date	Status
	- The Agency - Services Australia	2025–2026	On track
Jointly led by Services Australia and the Agency, work has commenced in 2025–26 under this Healthcare Identifier Activity (HIA) to enhance Individual Healthcare Identifier (IHI) record search results and match rate accuracy. Initial engagement activities are underway to identify current best practices.		Subsequent phases will explore the feasibility, value, and options for expanding identifying information and improving matching criteria. Services Australia is focusing on service improvements that will be available in the new FHIR web service.	

HIA 10 Individual Healthcare Identifiers for newborns	Lead(s)	Start date	Status
	- The Agency - Services Australia	2025–2026	On track
This Healthcare Identifier Activity (HIA) commenced in FY2025–26, with initial planning collaboratively led by Services Australia and the Agency. Ongoing engagement with key stakeholders is focused on co-developing a comprehensive activity plan that aligns with the intended outcomes.		Services Australia has initiated preliminary work to assess the viability of uplifting the current Individual Healthcare Identifier (IHI) for Newborn web service to align with the FHIR (Fast Healthcare Interoperability Resources) standard.	

HIA 11 Consumer empowered matching	Lead(s)	Start date	Status
	- 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: Q1 2025-26 update

HIA 12 Healthcare Provider Identifier – Organisations: Guidance on appropriate structures	Lead(s)	Start date	Status
	- The Agency - Services Australia	2024–2025	On track
The Agency and Services Australia are working together to ensure that any changes to how healthcare provider organisations are structured within the Healthcare Identifiers (HI) Service support diverse digital health use cases and remain compatible with national systems.	Services Australia continues internal analysis and engagement with the Australian Digital Health Agency and the Department of Health, Disability and Ageing into organisation structures to support the establishment of a common health identifier across organisations.		

HIA 13 HI Service conformance review and update	Lead(s)	Start date	Status
	The Agency	2024–2025	Complete
In July 2025, the Agency released a significant update to the HI Service Conformance Profile (v5.0), reflecting enhancements made by Services Australia to improve Individual Healthcare Identifier (IHI) data matching. This update provides software developers with a clearer and more comprehensive set of conformance requirements to support system updates aligned with these improvements. The updated profile and supporting documentation are available on the Agency Developer Portal. Notable changes include: - New functional requirements for: - Searching for an IHI using a mobile number or email address - Updating patient details in the HI Service, including mobile number, email address, additional names, and date of birth - Mandatory support for IHI search/validation using: - IHI number - Medicare number - DVA number	- Inclusion of Medicare IRN in Medicare number-based IHI search/validation for systems that have not previously passed conformance - A consolidated summary of use cases, detailing purpose and occasion of use Conformance Assessment Scheme Update The validity period for conformance assessments has also been revised. Software assessed as conformant against v5.0 or later will now have a 3-year validity period, starting from the date of the latest production access letter issued by Services Australia. Improvements to the software conformance process aligned with HI Service Conformance Profile version 5.0 are progressing with support from several vendor partners.		

HIA 14 Update technical standards	Lead(s)	Start date	Status
	- The Agency - Services Australia	2024–2025	On track
Work is progressing to confirm fiscally responsible future funding pathways for transitioning the HI Service to FHIR® standards. This shift is expected to improve the accuracy, consistency, and interoperability of health data across Australia’s digital health systems.			

HIA 15 HI Service architecture and future extensibility	Lead(s)	Start date	Status
	- The Agency - Services Australia	2025–2026	On track
Work has commenced to assess the HI Service Architecture and identify enhancements needed to support current and future performance expectations, in light of projected increases in usage of My Health Record. Engagement with key stakeholders is already underway and will inform the development of a strategic plan to guide this work, including the sequencing and prioritisation of architectural improvements, service expansion, and reuse opportunities. As part of this process, service levels and HI technical specifications will be reviewed to identify potential issues and ensure the HI Service remains robust, scalable, and fit for purpose. This uplift of the HI Service to FHIR is a key enabler of Health Connect and the transition of the My Health Record to FHIR so that software developers are able to use common standards and common tools when integrating with the HI Service, Health Connect and the My Health Record system.			

HIA 16 Clinical systems architecture and design	Lead(s)	Start date	Status
	The Agency	2026–2027	Not commenced
This activity will be progressed in the 2026–27 financial year.			

HI Roadmap – Operational Improvement: Q1 2025-26 update

HIA 17 Develop and implement HI stakeholder engagement and communication plan	Lead(s)	Start date	Status
	• The Agency	2023–2024	Complete
The Agency, in collaboration with the Department of Health, Disability and Ageing and Services Australia, has finalised a comprehensive stakeholder engagement and communications plan. Implementation is now underway and includes the development of an operational register, created jointly with HI Roadmap co-leads and key stakeholders. This register will support effective stakeholder coordination and help maintain strong collaboration with delivery partners as work progresses.			
HIA 18 Development of education materials for HI Service	Lead(s)	Start date	Status
	• The Agency	2023–2024	On track
The Agency continues to strengthen education and awareness around the Healthcare Identifiers (HI) Service. Work is underway to refresh and expand existing resources to make them easier to understand and more accessible for a wide range of users. This includes updating materials to reflect current needs and presenting information in more engaging formats. Building on the success of the Digital Health Foundation webinar series, the Agency is refreshing key digital health education materials to better support use of the Healthcare Identifiers Service. This work will transform existing content into more contemporary formats. Efforts also include developing new educational content to support both healthcare professionals and technology partners. The Agency is working closely with stakeholders to ensure the resources are practical, relevant, and aligned with broader goals to improve connected care and digital health capability across the sector.			

HIA 19 HI support model and future operational requirements	Lead(s)	Start date	Status
	- The Agency - Services Australia	2023–2024	On track
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 is reviewing the operational support model to ensure future requirements are understood and expectations can be met.	Services Australia has commenced activities in line with agreed Activity Plans, undertaking current state analysis to provide a baseline for gap analysis and determine future reporting requirements for all stakeholders using the HI Service.		
HIA 20 Enhanced governance	Lead(s)	Start date	Status
	- The Agency - The Department - Services Australia	2024–2025	On track
The Agency continues to coordinate the monthly Healthcare Identifiers Working Group (HIWG) meetings, fostering consistent and effective intergovernmental collaboration between the Agency, the Department of Health, Disability and Ageing, and Services Australia. The HIWG brings together internal and external subject matter experts to present, discuss, and progress key activities under the HI Roadmap, ensuring that initiatives are aligned, challenges are addressed collectively, and outcomes are achieved efficiently.	To further strengthen the group's effectiveness, the Agency recently completed the first review of the HIWG's terms of reference and membership list, working closely with Services Australia and the Department to review group structures and processes. This ensures multilateral agreements are fit for purpose and meet governance requirements, and targeted expertise is focused on priority projects. The Digital Health Oversight Committee (DHOC) strengthened its oversight role of Healthcare Identifier reforms and adoption, with all relevant stakeholders actively participating in the established Healthcare Identifiers sub-committee (HISC). This governance structure enabled coordinated progress across jurisdictions and drove reforms to the Healthcare Identifiers framework.		

Thank you to the Council for Connected Care
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Australian Government

Australian Digital Health Agency