



FOR INTERNAL USE

European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Italy

National Agency for Active Labour Market Policies
(ANPAL)

2019



EUROPEAN COMMISSION

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The European Network of Public Employment Services was created following a Decision of the European Parliament and Council in June 2014¹. Its objective is to reinforce PES capacity, effectiveness and efficiency. This activity has been developed within the work programme of the European PES Network. For further information: <http://ec.europa.eu/social/PESNetwork>.

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¹ DECISION No 573/2014/EU

About the Italian PES

Name of PES	ANPAL (National Agency for Active Labour Market Policies)
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1. Background

1.1. Status of the national PES

The provision of employment services in Italy is characterised by decentralised responsibilities with many different actors.

Since 1st January 2017, the national responsibility for the PES has been located within the National Agency for Active Labour Market Policies (ANPAL) which receives policy guidelines from the Ministry of Labour and Social Policy (MLSP) and is under its supervision. The Director General of ANPAL is the Head of the PES.

Due to the Italian administrative structure, partnerships are defined regionally. The social partners are not involved in the management, supervision or monitoring of the Italian PES. The main objectives of the PES are:

- Designing employment services policies to improve labour market matching and social inclusion;
- Enhancing the efficiency and effectiveness of the PES;
- Monitoring activities to identify areas for improvement.

The provision of employment services was transferred to the 19 regions and the two autonomous provinces (Trento and Bolzano) from the 102 provinces. Each region works under the framework of regional labour market legislation, with additional reference to the Ministry of Labour and ANPAL. In consequence, some of the people previously working for provinces opted to work in the Regional Administration. In most cases, the re-organisation did not result in changes to the services offered by the PES.

1.2. Geographical organisation

The PES is organised according to the following structure:

Level	Description
National	<i>National level</i> – the MLSP designs labour market policies and ANPAL oversees the coordination of PES actions.
Regional	<i>Regions (19) and Autonomous Provinces (2)</i> - design the labour market policies in cooperation with the MLSP and they are responsible for designing the regional policies and for implementing measures and services.
Local	<i>Jobcentres</i> - regions have their own local jobcentres (CPI, <i>Centri per l'Impiego</i>), which help jobseekers on income support with their job search, matching and other administrative procedures provided by law.

1.3. Relationships and cooperation with other organisations

The PES has different types of relationships and cooperates with a range of organisations. This is particularly significant at the level of the regions and autonomous provinces and in the delivery of services to the local level.

1.4. Key PES responsibilities






The key activities and tasks and the PES responsibilities within them are set out in the table below:

Activity/Task	PES Responsibility
Implementation of services of individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-)employment (cf. services as in Eurostat LMP database Category 1.1.2).	Fully responsible
Implementation of ALMP (Active Labour Market Policies) measures (any measures within Eurostat LMP database Cats. 2-7) financed by national funds or co-funding with the European Social Fund (ESF).	Fully responsible
Administration of national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Not responsible
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Not responsible
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Not responsible
Approval of layoffs by employers. Please specify if this concerns specific conditions or situation only:	Not responsible
Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work agencies, or another type of service provision by private companies:	Fully responsible – covered at national level by ANPAL and not by local offices
Notification of apprenticeship places and placement of apprenticeship candidates:	Not responsible
Careers advice and guidance for young people still in education:	Partly responsible – for people aged over 16 registering as unemployed
Acting as Managing Authority for the ESF:	Fully responsible – at national and regional levels
Managing training centre for jobseekers (that are an integral part of the PES):	Not responsible
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Partly responsible – ANPAL covers workers in the entertainment sector (e.g. cinemas, theatres, nightclubs, etc.)

Activity/Task	PES Responsibility
Other – please specify: <ul style="list-style-type: none"> - Acting as Managing Authority for the EU Youth Employment Initiative (YEI), EGF and coordination of ESF programmes - NCO for EURES (European Employment Service) - Coordination of training programmes for workers and national contact point for Europass (which coordinates qualifications across the EU) and the EQF 	Fully responsible - at national level, while regions are the Managing Authorities for ESF programmes and Intermediate Bodies for YEI

1.5. PES good practice

Examples of good practice in the Italian PES identified by the European Network of PES are listed below:

EN		PES Practice: Business start-up grant	2015
EN		PES Practice: Endowment for Relocation and Requalification	2015
EN		PES Practice: Welfarma	2015
EN		PES Practice: Individual Learning Account	2015
EN		PES Practice: Work experience	2015

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

2. Annual expenditure

Due to the complex decentralised structures of the PES, no information is provided by ANPAL on PES expenditure. Note: The principal sources of funding for PES activities are not known.

3. Human resources

Current information on PES staffing at the national level shows that there were 7 852 staff at the end of 2019 (excluding the Autonomous Province of Bolzano) of whom around 30% were in front- office functions dealing with jobseekers and employers. The overall staff turnover in 2019 was 2%.

Staff numbers increased in 2019, mainly due to the personnel hired to support the management of the newly introduced Minimum Income Scheme (*Reddito di Cittadinanza*). No changes in allocation of staff were expected in 2019.

Table 1. Staffing summary (Full Time Equivalent, as at 30 April each year)

Staff category	2016	2017	2018	2019
Total PES staff	N/A	7 733	7 591	7 852
Of which (absolute and in % of total PES staff):				
Front-office staff	N/A	2 326	2 197	2 372
% front-office staff	N/A	N/A	29%	30%
Staff turnover (for all reasons – figure for calendar year)	N/A	3%	4%	2%

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

Note: Data on registered unemployed jobseekers at national level are not provided by the PES through the Annual PES Benchmarking Data Collection. The ongoing reform of employment services in the country includes setting up a national database which will eventually include administrative data on registered unemployed jobseekers as clients of the PES.

5. Job Vacancies

The share of the job finders who found their present job through PES involvement at any point remained stable between 2013 and 2018 ending the period at 1.8%.

Table 2. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	N/A	N/A	N/A	N/A	N/A	N/A
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	N/A	N/A	N/A	N/A	N/A	N/A
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	N/A	N/A	N/A	N/A	N/A	N/A
Share of the formerly unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding their current job (<i>proxy for vacancies filled with PES assistance</i>) **	2.1%	1.6%	2.4%	2.5%	2.3%	1.8%

Source:

* Annual PES Benchmarking Data Collection.

** European Union Labour Force Survey (EU LFS).

6. Active labour market policies (ALMPs)

Six new employment measures were introduced in 2018 (see Table 3). Two amendments were made to existing measures last year (see Table 4).

Table 3. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type
<i>Riservato alle sole Regioni del Sud e in transizione Misura 1. 'Creazione di reti territoriali per l'attivazione di contratti di apprendistato di I, di II e di III livello' Applies only to Southern Regions and Regions in transition Intervention 1. 'Creation of territorial networks to set up apprenticeship contracts at Level I, Level II and Level III.'</i>	NEETs and the LTU	2
<i>Misura n. 2 'Strumenti per incentivare l'accesso ai corsi di ITS' Intervention 2: The 'tools to promote access to technical education' intervention supports strengthening technical education, so it becomes a driving force for economic development in strategic areas.</i>	NEETs and the LTU	2
<i>Misura n. 3 'Progetto pilota per la creazione di strumenti di finanziamento di investimenti a impatto sociale (Social Impact Investments)' Intervention 3: Pilot project on the creation of Social Impact Investments which creates social impact investing tools as an intervention strategy against youth unemployment.</i>	NEETs and the LTU	2 and 6
<i>Crescere in digitale 2.0 The aim is getting young NEETs closer to the labour market through enhancing their digital skills, and, by introducing them to small-to-medium sized companies, getting them to see how these digital skills are used in the workplace.</i>	NEETs	2
<i>Progetto a titolarità nazionale «Giovani Programmatori nel settore ICT» The 'Young ICT Programmer' is a nationwide intervention that promotes highly specialised training classes and vocational services, sometimes leading to job placements. It includes Java programmers, young web developers and young data scientists, and it provides certification in these technical skills.</i>	NEETs	2
<i>Progetto EST –Lavoro Applies only to Southern Regions and Regions in transition Developing a new model of intervention and support for unemployed people.</i>	NEETs and the LTU	4

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire

Table 4. ALMPs modified in 2018

Intervention name	Target groups	Type	Main modifications
<i>YES, I START UP Training and assistance in self-employment and entrepreneurship for young NEETs</i>	NEETs	6	The National Microcredit Body developed a new model to create a network of public and private stakeholders to develop a training programme geared to specific regional needs and the requirements of final beneficiaries.
<i>Incentivo occupazione NEET</i>	NEETs	4	After a Decree of December 28, 2018 from the Directorate, ANPAL was able to extend the terms for using the NEET Employment Incentive. The

Intervention name	Target groups	Type	Main modifications
<i>Employment incentives for NEETs</i>			employment incentive is now recognized for young people enrolled in the Youth Guarantee programme. The application is run by the Italian Social Security System (the INPS) and it provides reductions, from January 1, 2019 to December 31, 2019, in contributions paid by private employers when they are hiring new NEETs (see above).

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire

The following table shows the types of ALMPs that are primarily used for each of the client sub-groups listed in the table.

Table 5. Types of ALMP for specific client groups

Type of ALMPs \ Target group	Young people (aged under 25)	Long-term unemployed	Older workers	Disabled	Refugees*
2: Training	✓	✓			
4: Employment incentives	✓	✓	✓		
5: Supported employment and rehabilitation					
6: Direct job creation	✓	✓			
7: Start-up incentives					

*Applies only to those with a temporary or permanent resident permit (status).

Source: Responses to PES Capacity Questionnaire.

7. Main strategic targets for 2018

Table 6 lists the main strategic targets set by the PES in 2018 for all clients and for sub-groups. The first column describes the indicators used, while the second column contains the actual targets set.

Table 6. Targets for all clients in 2018

Indicator, including target group and time frame where applicable	Target(s) set for 2018
<i>In Italy, ANPAL and Regions have agreed on a framework of Annual Objectives for the system of ALPs and on a system of indicators to verify the degree of achievement of the former ones. The definition of the indicator's calculation methods, the recognition of the information sources necessary for the calculation, as well as the definition of the annual baselines are currently in 'work in progress'.</i>	N/A

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

The Youth Guarantee (YG) was launched in Italy on 1 May 2014 (the National Youth Guarantee Implementation Plan was presented in December 2013²). The PES has responsibility for establishing and managing the YG and coordinating partnerships. The Ministry of Labour and Social Policy, the Regions and the Provinces are also involved in its management and implementation, and it will be one of the main pillars in the reorganisation of the PES.

The National PES is responsible for designing the national plan in cooperation with the Regions, managing the national database, collecting data on beneficiaries and undertaking monitoring activities.

The PES is one of the implementers of the national YG scheme. The main areas where the Italian PES has responsibility within the YG are as follows:

- Registration of young people;
- Provision of PES services including YG services to young people;
- Coordination of partners;
- Outreach to NEETs;
- Follow up of all young people who received YG services.

Involving young people and youth organisations

The youth organisations (i.e. the ANG – ‘National Youth Agency’, and the ‘Forum Nazionale Giovani’ – the ‘National Youth Forum’) are members of the Joint Surveillance Committee of the National Operational Programmes of the YEI and the ESF. Although youth organisations are not involved in the design/re-design of YG services at the central level, they may be involved by regional authorities in the design and implementation of the YG services at the local level. No young people were directly involved in the design/re-design or improvement of the YG measures.

Partnerships in place and main developments

The PES has three types of partnerships in place for the implementation of the YG:

- Partnerships to ensure that young people have full information and support available to them – to implement the measures and to manage the resources, negotiations on the conventions governing relations and the distribution of tasks have taken place in the development of the Regional Implementation Plans (RIP). Joint actions defined at national level have been translated into regional strategies able to reflect the local context. The strong synergy in this matter between central and local government has provided a degree of uniformity and coherence not always evident at the local level. This approach was applied over the period April 2017 to April 2019. Also, the ANPAL (the Managing Authority of PON IOG/ ‘Programma operativo nazionale Iniziativa Occupazione Giovani’), in agreement with the Department for Cohesion Policy, sent a reprogramming proposal to the EC that was approved on 18 December 2017. This proposal modifies the budget and the strategy of the Programme and it has led to a revision of some elements of its implementation. The programme has been extended to the end of 2020. Moreover, a new axis has been included which is aimed at supporting the young unemployed (not necessarily NEETs), coming from less developed regions, in their transition to employment (axis 1a).

² <https://ec.europa.eu/social/main.jsp?catId=1161&langId=en&intPageId=3340>

- Partnerships that serve to increase employment, apprenticeship and traineeship opportunities – the YG Plan has boosted cooperation between public and private employment services, and the PES has been effective in assessing the needs of young people and constructing pathways for their integration into the labour market. The same approach was implemented in the past 24 months, so it was possible to consolidate the public-private partnerships (including in areas traditionally lagging behind in this field). Moreover, cooperation with employers has been enhanced.
- Partnerships that support transitions from unemployment, inactivity and education into work – the work of the PES has been effective in collaboration with the private employment services. This approach is in place, and there were no further developments in the past 24 months.

How these partnerships are implemented largely depends on regional legislation and capacity.

New projects focusing on young people

In the last 24 months, the following new projects focusing on young people have been introduced specifically in Southern Regions and in Regions in transition:

- Measure 1: Network creation for apprenticeship level I, II and III;
- Measure 2: Tools to promote access to technical education. It is aimed to strengthen technical education, so it becomes a driving force for the economic development in strategic areas;
- Measure 3: The creation of social impact investing tools as an intervention strategy against youth unemployment.
- 'Crescere in digitale 2.0' aims to bring NEETs closer to the labour market by enhancing their digital competences;
- The 'Young Programmer in ICT' Project (a nationwide initiative) is another project that promotes highly specialised training courses (with technical certification), vocational services and job placement for Java programmers, junior web developers and junior data scientists.

Resources for implementing the Youth Guarantee

Human resources

The PES does not have staff at a national level specifically dedicated to the implementation of the YG, though this specialisation may be found in the regional structures. A plan for the overall reinforcement of the PES staff was developed for implementation in 2019. However, it is not known whether the regions, in their autonomous management of employment services, will allow the relevant PES staff to specialise in the provision of YG services.

No information is available on possible training (during the past 24 months) of PES staff working on the implementation of the YG.

Funding for Youth Programmes (planned)

Specific YG measures are principally funded from government sources, along with a substantial contribution from the ESF.

Reaching out to young people, including NEETs

The PES reaches out to young people (including NEETs) through the following activities:

- Proactive work with schools – this outreach tool is not specifically used by the PES, but the PES cooperates with other relevant actors in provision of this

intervention. It works through FIO YEI, which is designed and implemented by the Italia Lavoro agency to tackle youth unemployment. It focuses on a more rapid and effective transition from education and training to the labour market. The programme encourages alternating between school and work, including through the development of an Italian 'dual system' with the support given to vocational training centres (VTCs). FIO supports: 75 universities, which aim to deliver services targeted at recent graduates; 1 000 Schools that will deliver the services that recent graduates, and young NEETs in compulsory education, expect from the YG; 2 000 additional schools that will be involved in information on the characteristics and opportunities offered by the YG and, if necessary, the transfer of operational methods for the management of related services.

- Single point services (one-stop shops) - an outreach tool used by PES.

Information management

Overall there is no common template for data collection to support YG implementation and the availability of data depends on the region.

In addition, there is an internal PES database of young people registered in the YG programme that have already been in receipt of YG measures.

Timing in the provision of PES services

- The percentage of young people profiled within two months of registration on the YG shows that in the first 10 months of 2018, 67.1% were assessed within two months.
- The average time for making an offer to a jobseeker after he/she registers in the Youth Guarantee scheme is 4 months.

Monitoring and evaluation

Time-bound targets

Normally, the PES and accredited private employment services are expected to register young people on the YG within two months of their registration on the website. At the end of this starting step (the so-called 'Service Pact'), the young people then 'take charge' and develop their personal and professional plan which should help them in their active job search.

Proportionate targets

The target for 2018 is to involve about 560 000 individuals in labour market support and integration actions. Considering that the YG Programme intends to mainly involve young people under age 25, it is expected to reach around 448 000 individuals aged 15 to 25, reaching 80% of total target recipients. Up to the end of September 2018, the number of participants involved in active policy initiatives funded by the EU's Youth Employment Initiative (YEI) was 480 639. This is an 'achievement rate' of 85.8%.

Numerical targets

There are programme implementation targets set for the regions based on the number of registered NEETs and 'Service Pacts' signed by NEETs.

Specific targets include:

- Number of registered young people - current data (up to 31 December 2018) shows the total number of registered users was over 1.65m (or, net of cancellations, over 1.42m);

- Number of young people who signed a Service Pact - current data (to 31 December 2018) shows a total of around 1.06m (or 75.1% of registered users);
- Number of young people who received specific ALMPs – specific measures were proposed to 0.69m young people (up to 31 December 2018).

Monitoring and evaluation activities

- Satisfaction surveys for young jobseekers.
- Satisfaction surveys for employers;
- Monitoring young people who leave the unemployment register – these are monitored by INPS (Istituto Nazionale della Previdenza Sociale).
- Monitoring how many young people receive an offer within 4 months.

Mutual learning activities

During the period April 2017 to April 2019 PES staff did not take part in any mutual learning or technical assistance activities relating to youth.