IMPLEMENTATION SUPPORT TO THE ITALIAN POVERTY REDUCTION PROGRAM AND ITS LINK TO SOCIAL SERVICES

May 23, 2024
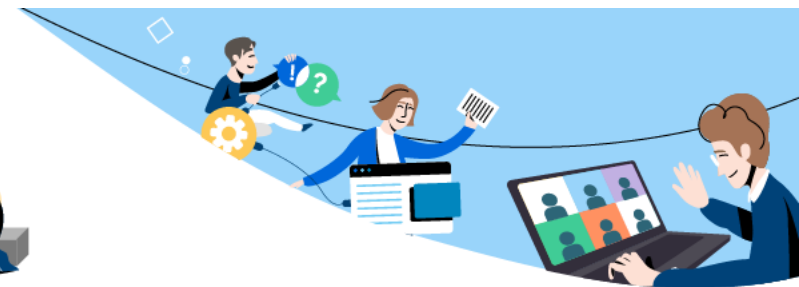
Why is the WB working in Italy?
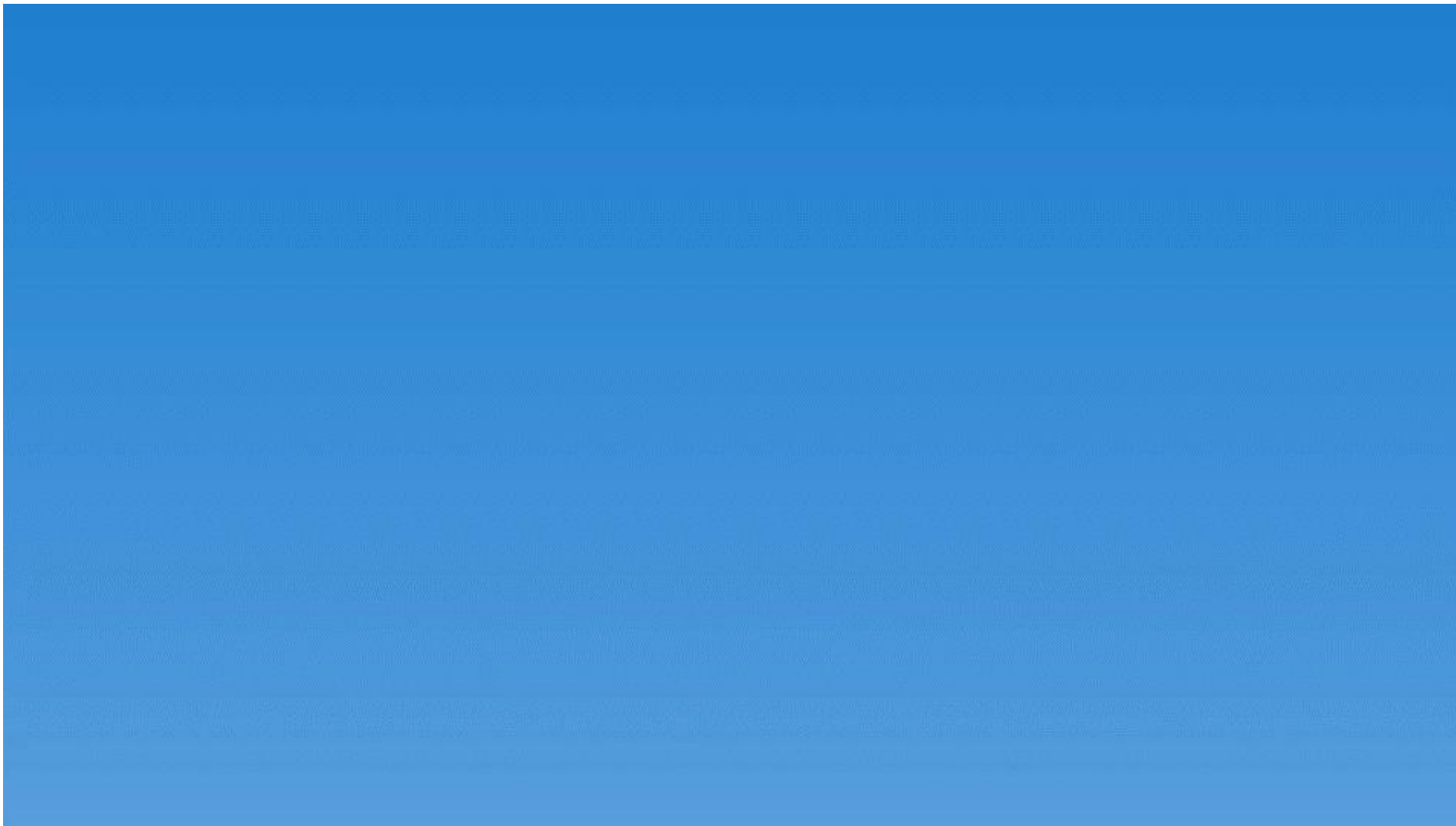
Part I | WB SUPPORT TO ITALIAN POVERTY REDUCTION PROGRAM

Italian Poverty Reduction measures: 2018-2024

Inclusion Income (REI) is introduced
(first national Guaranteed Minimum Income - GMI)

Citizenship Income (RdC) replaces ReI, more generous, focus on activation

Inclusion Allowance ADI replaces RdC, focusing on disadvantaged families

2017 — **2018** — **2019** — **2023** — **2024**

First Partnership agreement with World Bank

Second Partnership agreement with World Bank

Last EU country to introduce national anti poverty measure

PM Meloni: 5th government in office since WB engagement (2023)

Assegno di Inclusione

The Inclusion Allowance – ADI: A strong Focus on Social Inclusion

Inclusion Allowance Monetary transfer

+

Social Inclusion Pathway

Social Workers @ Municipalities

Labor Activation Pathway

Officials @ Public Employment Services

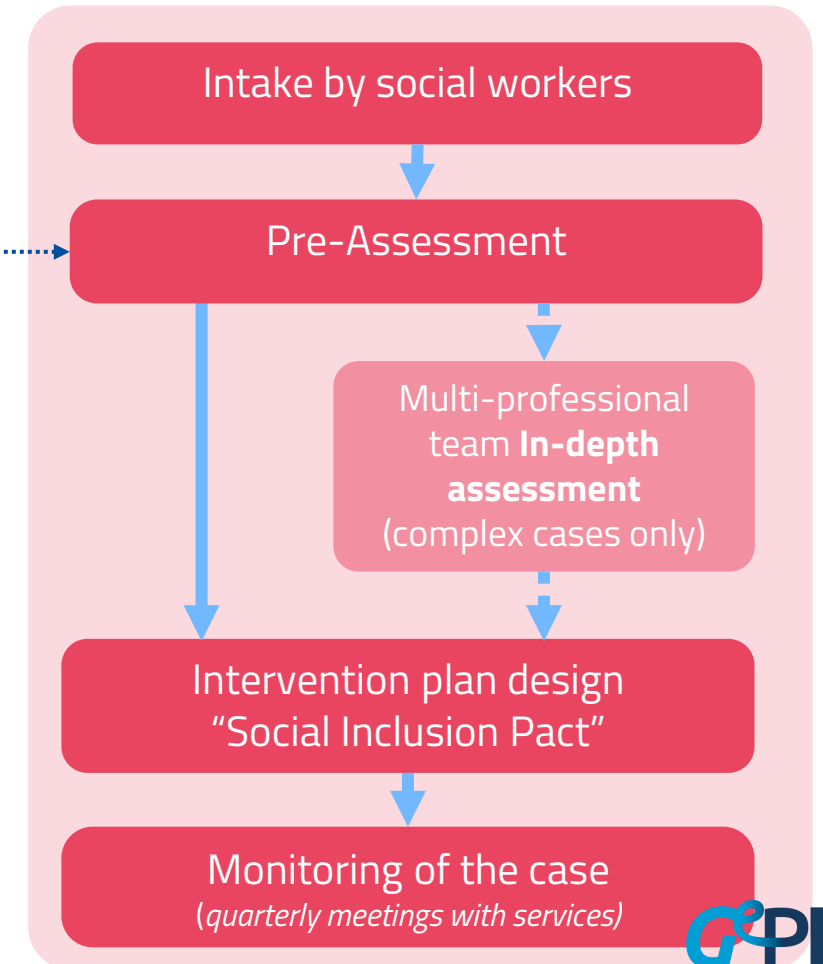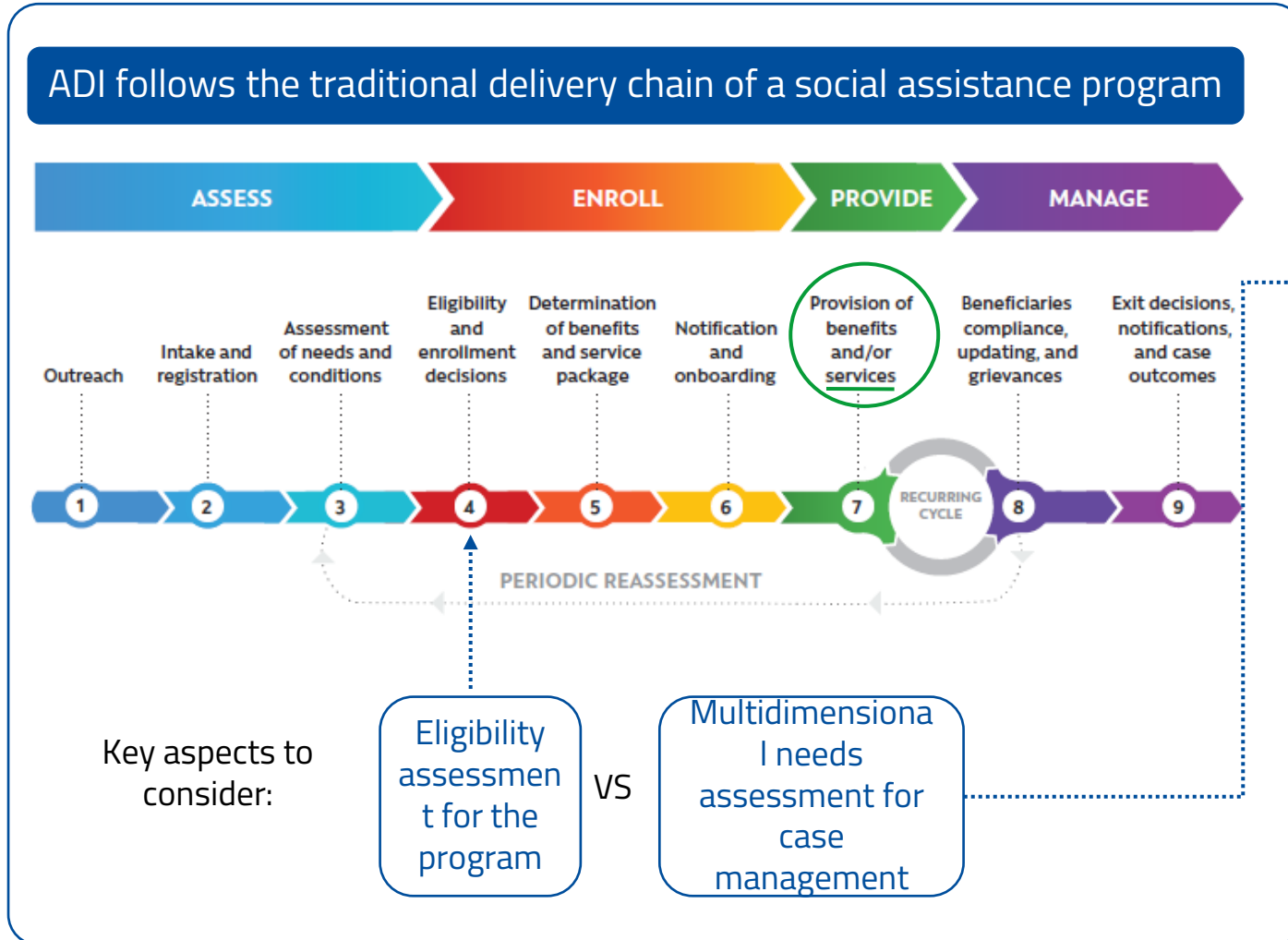For household members activable in the labor market

ADI follows the **traditional delivery chain** of a social assistance program with a social inclusion pathway following a **case management approach**

INCLUSION ALLOWANCE MONETARY TRANSFER

+

SOCIAL INCLUSION PATHWAY
ADI's social inclusion pathway follows a Case management methodology to link beneficiaries with services

ADI follows the traditional delivery chain of a social assistance program

ASSESS	ENROLL	PROVIDE	MANAGE

1. Outreach
2. Intake and registration
3. Assessment of needs and conditions
4. Eligibility and enrollment decisions
5. Determination of benefits and service package
6. Notification and onboarding
7. Provision of benefits and/or services
8. Beneficiaries compliance, updating, and grievances
9. Exit decisions, notifications, and case outcomes

RECURRING CYCLE

PERIODIC REASSESSMENT

Key aspects to consider:

Eligibility assessment for the program

VS

Multidimensional needs assessment for case management

Intake by social workers

Pre-Assessment

Multi-professional team **In-depth assessment** (complex cases only)

Intervention plan design "Social Inclusion Pact"

Monitoring of the case
(*quarterly meetings with services*)

GePI
Gestione Patti per l'inclusione sociale

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Challenge: a national measure in a complex system of multilevel governance for social policies

Italy in numbers

- **60** million people, **25.7** million families

- **21** regions, **592** clusters of municipalities (*Ambiti Territoriali Sociali* -ATS)

- **7,914** municipalities in charge of implementation of social policies

Ministry of Labor and Social Policies

Sets nationwide benefits & minimum standard of services

21 Regions

Plan social policy in line with the national plan

7,914 municipalities

Implement social policies following the national and regional plans

Partnership with World Bank: main objective

The Government of Italy requested the World Bank to **support the homogeneous implementation of Italy's first national Guaranteed Minimum Income program and its social inclusion pathways**
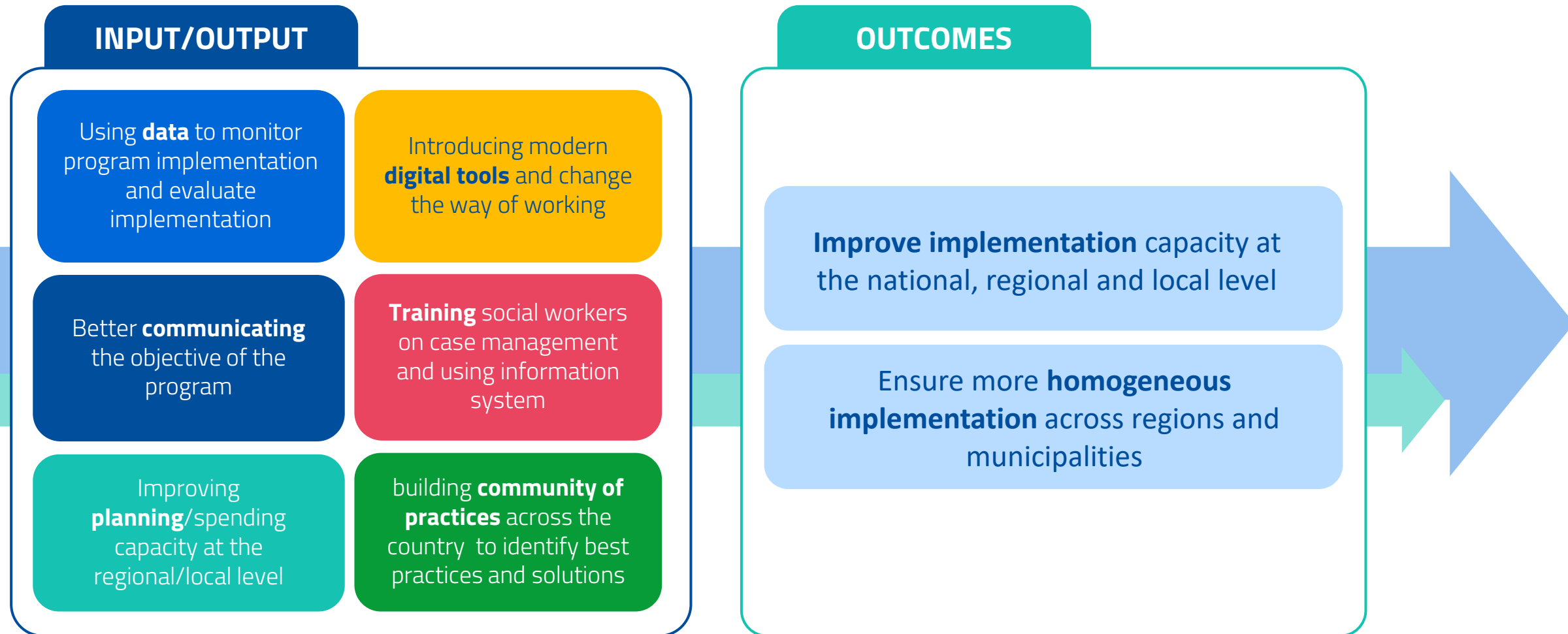
MoLSP	World Bank	Regions	Ambiti/ municipalities

Theory of change

INPUT/OUTPUT

Using **data** to monitor program implementation and evaluate implementation

Introducing modern **digital tools** and change the way of working

Better **communicating** the objective of the program

Training social workers on case management and using information system

Improving **planning**/spending capacity at the regional/local level

building **community of practices** across the country to identify best practices and solutions

OUTCOMES

Improve implementation capacity at the national, regional and local level

Ensure more **homogeneous implementation** across regions and municipalities

Our Team

Coordinamento progetto

Washington, D.C.
- Mattia Makovec
- Lucia Solbes
- Loan Thi Phuong Nguyen
- **Alessandra Marini**
- **Ludovica Cherchi**
- Emanuela Galasso

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Milano
- Daniela Mesini
- Federica Ambrosio

Cremona
- Ettore Uccellini

Ancona
- Giovanni Santarelli

Torino
- Luca Qiu
- **Laura Figazzolo**

Canarie
- Vikesh Martinez

Palermo
- Claudio Giambrone

Atene
- **Stathis Marinos**
- George Karkalis

Bucarest
- Oana Caraba

Roma
- **Francesco Cenedese**
- Ana Lia Rebuelto
- **Elvira Zaccari**
- **Robin Hendrix**
- Xhuliano Dule
- **Cristina Perricone**
- Erik Trautman
- Federica Chiozza
- Giacomo Bonato

Coordinamento regionale

Milano
- Cecilia Guidetti
- Valentina Ghetti

Venezia
- Paolo Tomasin

Torino
- Luca Milanetto

Ancona
- Carlos Chiatti

Firenze
- Andrea Bilotti

Bari
- Piero D'Argento

Napoli
- Cristiana Morbelli

Palermo
- Elisabetta Sciotto
- Giovanni Conigliaro

Catanzaro
- Mario Gatto

Legend
- 🔵 Coordinamento progetto
- ⚫ Monitoraggio e valutazione
- 🔴 Sistemi informativi
- 🟣 Comunicazione e grafica
- 🔵 Formazione
- 🟢 Assistenza alle regioni
- 🟤 Supporto Amministrativo
- 🔴 Monitoraggio attività
- 🔵 Dashboard
- 🔵 GePI Task Force

Areas of Knowledge Spillover

Solutions in Multi-level governance settings

Integrated Case Management and Digital Solutions to match needs and services

Implementation of social inclusion pathways

Part II | SUPPORT TO KEY BUILDING BLOCKS

Enhance the **use of data**
to monitor & evaluate the program

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OBJECTIVES OF THE MONITORING AND EVALUATION (M&E) COMPONENTS

Maximize data utilization to monitor implementation of the program & produce rigorous evidence to improve data-driven policy design, while strengthening the Ministry's capacity and ownership

THE STARTING POINT:

1 **Monitoring and evaluation strategy**

- Prepared a <u>practical</u> multi-tool **M&E strategy**, integrating dashboards, studies, and evaluations, to address key questions and apply evidence rigorously.

- Established a **common working method** across different government ministries.

- Started from **a logical framework** and defined a **broad set of indicators** for a comprehensive view of program implementation.

- <u>Training and capacity building</u> plan.

The ADI logical framework to cooordinate approach/indicators

Indicators of:		Indicators linked to economic benefit	Indicators related to social inclusion pathway
Efficiency: ratio between the resources used and the output achieved **Performance indicators**	**Input:** Human and financial resources	Financial and organizational resources allocated to the AdI measure	Social workers assigned for case management of AdI beneficiaries and local service organization
	Activity/process: Actions taken to generate outputs	Processing of AdI applications and verification of eligibility Issuance of "Inclusion Cards" for the provision of the economic benefit	Calling of beneficiaries to the social service and case management
Effectiveness: Adequacy of the output to achieve the objectives of the program **Performance indicators**	**Outputs:** Resources and services actually provided	The beneficiaries receive the economic benefit	The beneficiaries are provided case management by social or employment services (within the expected time frame) Beneficiaries actually access services and benefit from supports
	Intermediate results: Impact	Beneficiaries receive the services they need Improvement in income, housing, work situation, school attendance and performance, state of health, etc. Improved awareness of one's family situation, strengths and needs Greater well-being (psychological and decision-making skills, perceived poverty, social and family networks	
	Final results Impact	Long-term reduction of poverty and social inequalities Greater social cohesion and economic stability within the community	

Framework further expanded in **specific indicators**. Example of performance indicator (efficiency): **N. cases processed per active case manager (social worker)**

Assegno di Inclusione
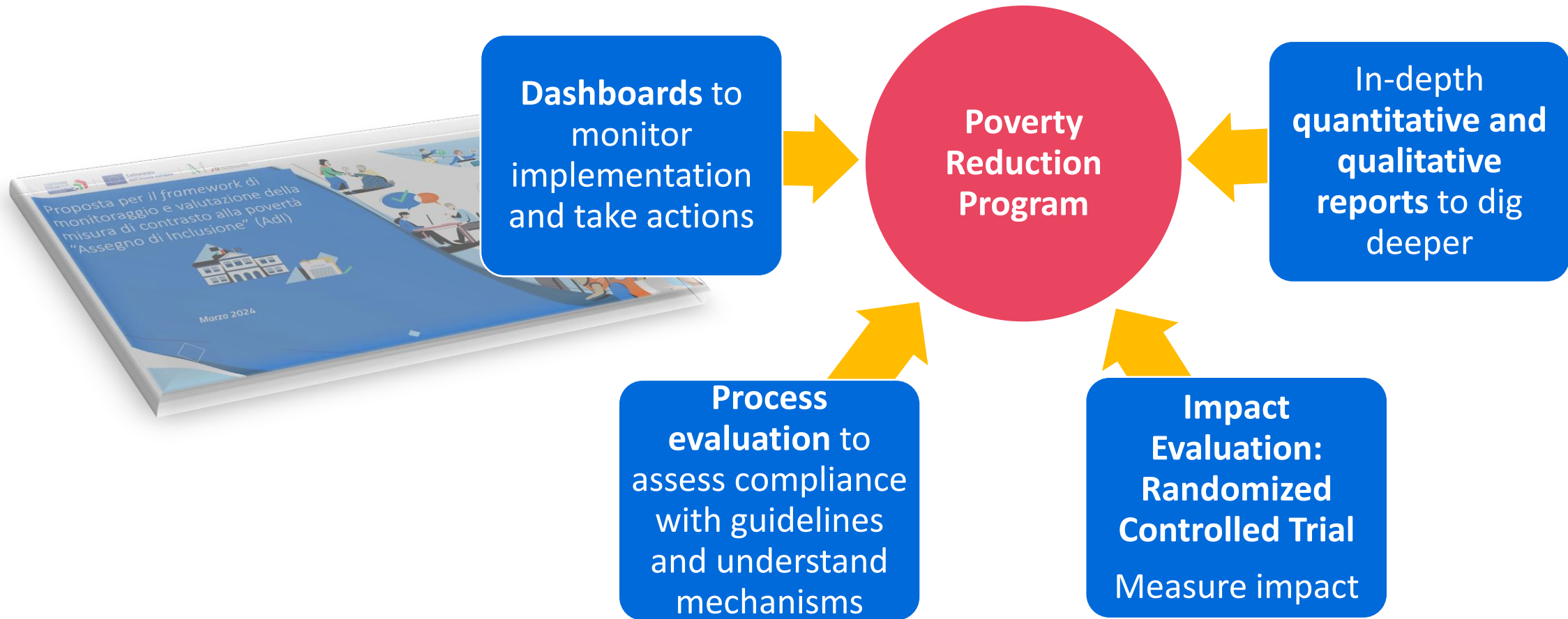
Development of 4 dashboards with 4 different objectives

DATA WAREHOUSE (anonymized data)

1
INTERNAL MINISTRY DASHBOARD

Access:
Restricted to MLPS
Objective:
Supervision and monitoring

2
DASHBOARD FOR LOCAL RESOURCE PLANNERS

Access:
Restricted operators
Regions, municipalities
Objective:
Monitoring and scheduling

3
DASHBOARD FOR COORDINATORS AND CASE MANAGERS

Access:
Restricted to case managers and coordinators
Objective:
Monitoring of own work and supervision/ performance

4
PUBLIC DASHBOARD

Access:
Open to the public
Objective:
Transparency/open data

Not yet active!

Example 1: internal Ministry dashboard and "Red Flags"

DATA WAREHOUSE (anonymized data)

1

INTERNAL MINISTRY DASHBOARD

Access:
Restricted to MLPS
Objective:
Supervision and monitoring

N. ATS che non hanno avviato nemmeno un caso — **5**

N. ATS che non hanno completato nemmeno un'analisi preliminare — **10**

N. ATS con casi avviati <= 10 % sul totale nuclei indirizzati ai servizi — **61**

N. ATS con analisi preliminari completate <= 5 % sul totale nuclei indirizzati ai servizi — **54**

N. ATS con Nuclei esclusi >= 20 % su totale nuclei indirizzati ai servizi — **4**

N. ATS con Nuclei indirizzati ai CpI >= 50 % su totale nuclei indirizzati ai servizi — **3**

Totale ATS con Red Flags — **133**

Totale red flags — Red Flags
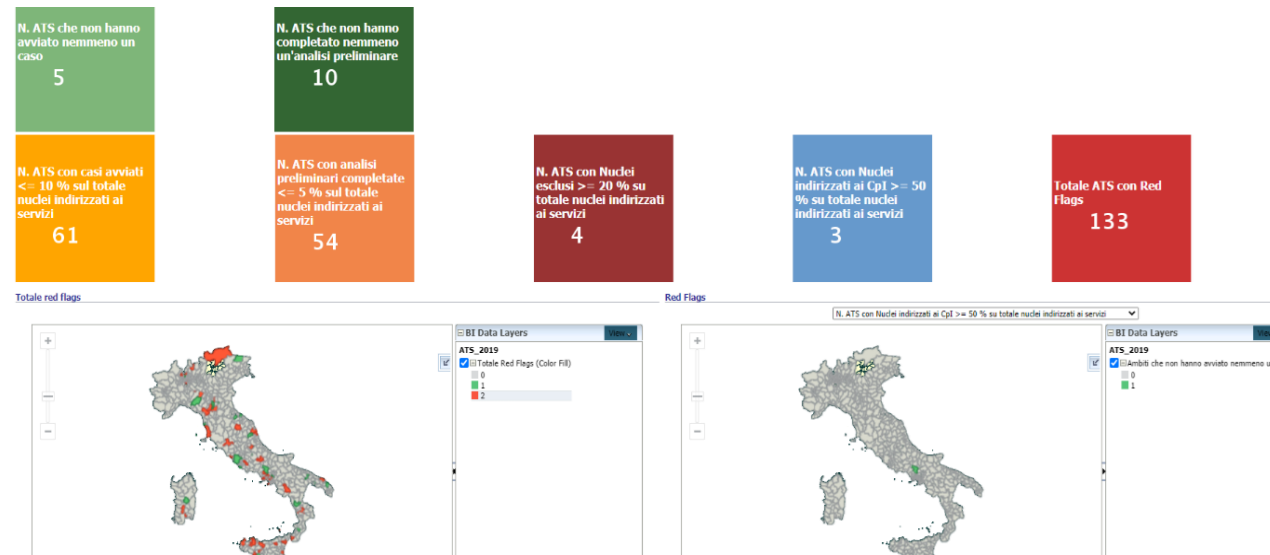
1) <u>Ministry</u> can monitor how local clusters of municipalities are performing across different key performance indicators. Which are the municipalities in which the case managers are underperforming in terms of case processed compared to the national average?

2) Follow-up actions: call them to understand what is not working and activate technical assistance

Example 2: Dashboard to plan resources locally

DATA WAREHOUSE (anonymized data)

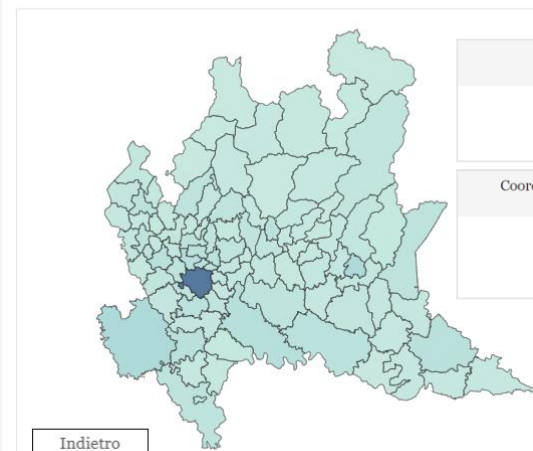### 2

DASHBOARD LOCAL RESOURCE PLANNERS

Access:
Restricted operators Regions, municipalities
Objective:
Monitoring and scheduling

Distribuzione territoriale nuclei familiari

Case Manager registrati alla piattaforma	Coordinatori registrati alla piattaforma	Coordinatori Controlli Anagrafici registrati alla piattaforma
1,362	449	878

Coordinatori Verifica Nucleo Familiare registrati alla piattaforma	Responsabili PUC registrati alla piattaforma	Responsabili Controlli Anagrafici registrati alla piattaforma	Responsabili Verifica Nucleo Familiare registrati alla piattaforma
521	755	1,269	695

Indietro

1) <u>Local clusters of municipalities</u> can monitor how they are performing across different indicators and use data to plan resources at the local level. How many case managers per beneficiary do I have compared to the national or regional average?

2) Follow-up actions: If you are understaffed, plan to allocate further resources (including transfers from national or EU level) to strengthening social workforce.

Example 3: Dashboard for coordinators to monitor the work

DATA WAREHOUSE (anonymized data)

3

DASHBOARD FOR COORDINATORS AND CASE MANAGERS

Access:
Restricted to case managers and coordinators
Objective:
Monitoring of own work and supervision/ performance

Casi avviati	Analisi preliminari (AP) completate	Esito A	Patti semplici firmati
11	17	4	5

Esito B — 7 · Patti complessi firmati — 2

Esito C — 5

Esito D — 1

Esclusi — 0

Media giorni trascorsi:

Assegnazione		Avvio		AP Completata		Firma Patto Semplice
	15		14		499	
					0	Firma Patto Complesso

1) <u>Coordinators of social workers</u> operating in GePI (the case management information system) can monitor the workload of case managers, how many cases each case manager is processing and the timing

2) Follow-up actions: assign cases to case managers according to the workload, understand why some case managers taking longer or shorter time

Example 4: Dashboard for data transparency

DATA WAREHOUSE (anonymized data)

4

PUBLIC DASHBOARD
Access:
Open to the public
Objective:
Transparency/open data

Not yet active!

Distribuzione territoriale nuclei familiari

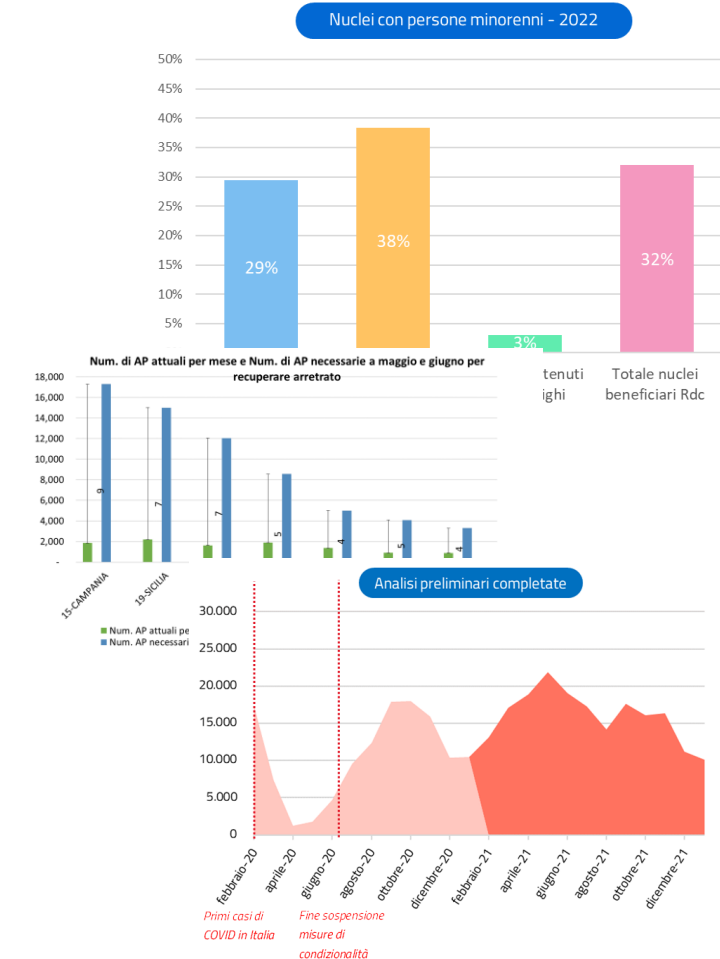Indietro

Incidenza dei nuclei familiari su famiglie residenti ⓘ

Region	%
Campania	7.10%
Sicilia	6.52%
Calabria	5.93%
Puglia	3.78%
Sardegna	3.02%
Molise	2.40%
Basilicata	2.28%
Lazio	2.03%
Abruzzo	1.99%
Piemonte	1.38%
Liguria	1.34%
Umbria	1.31%
Marche	0.94%
Toscana	0.88%
Lombardia	0.83%
Emilia Romagna	0.72%
Friuli Venezia Giulia	0.70%
Veneto	0.55%
Valle d'Aosta	0.52%
Trento	0.48%
Bolzano	0.05%
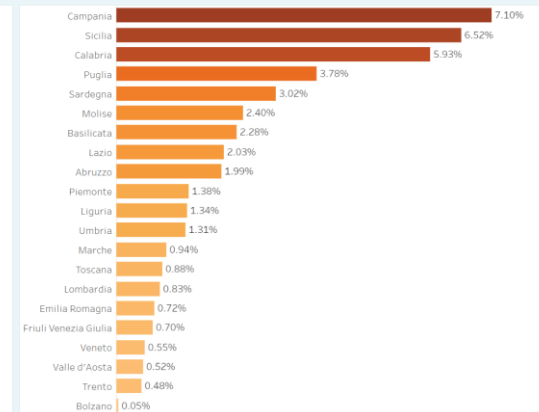
1) Allow **the public** to see the basic indicators and ensure that the national debate on the program is solidly grounded on data

2) Follow-up actions/results: citizens are more informed and less anecdotal evidence on the program

Assegno di Inclusione

Dual approach to meet Ministry needs: Ad Hoc and Regular quantitative analysis

The cycle for each report
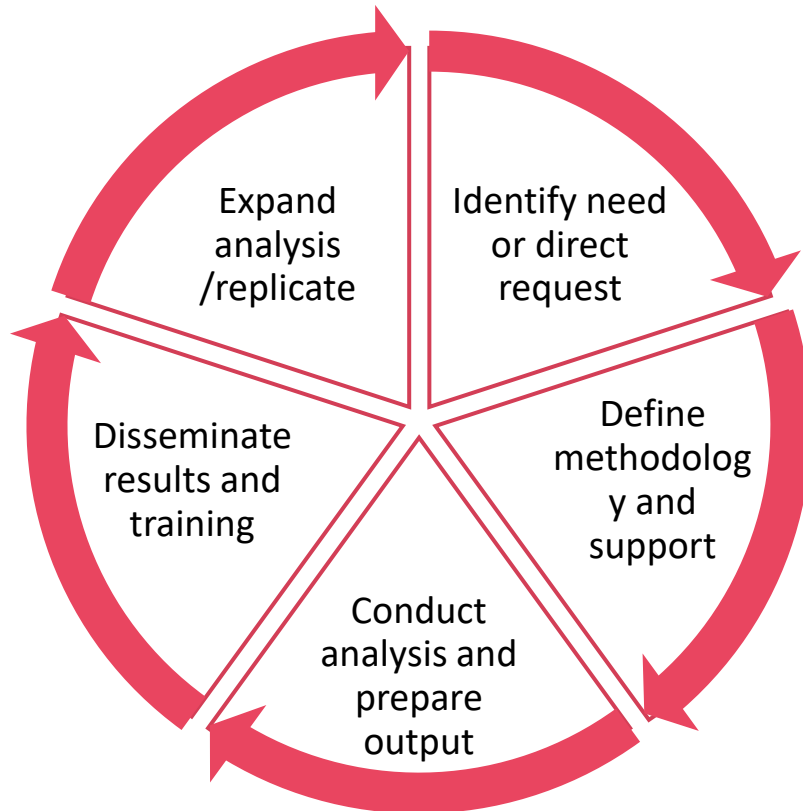
- Annual reports on 5 years of the measure

- 10+ ad hoc analysis to support program implementation

- 2 Scientific Committee reports

- Structured datasets for easy access

Nuclei con persone minorenni - 2022

Num. di AP attuali per mese e Num. di AP necessarie a maggio e giugno per recuperare arretrato

Analisi preliminari completate

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OBJECTIVE
- Evaluation

Produce rigorous evidence to strengthen policy design and improve implementation

ACTIONS

Completed a **process evaluation** to provide actionable insights for program improvements in a moment of policy change and design of the impact evaluation

Designed and started a **rigorous impact evaluation of active inclusion pathways** embedded in the government program and systems

Community of Practice on evaluation to bring together practitioners to strengthen **evidence on impact of active inclusion pathways**

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Completed a process evaluation in 2023 to inform improvements of social inclusion pathways during policy change

OBJECTIVES

1. Understanding actual implementation of case management methodology at the local level

2. Identify bottlenecks in implementation and propose adjustments

METHODOLOGY

- Administrative Data
- Online Survey
- Focus Groups

RESULTS

- Informed the definition of new program
- Inspired revisions and improvements in Social Inclusion Pathways and Case Management Information System

Case management trends

Mese splitting

— Trend presa in carico 3 mesi   — Trend presa in carico 6 mesi
— Trend presa in carico 9 mesi

IL PATTO PER L'INCLUSIONE SOCIALE DEL REDDITO DI CITTADINANZA: UNA VALUTAZIONE DI PROCESSO DELLA PRESA IN CARICO
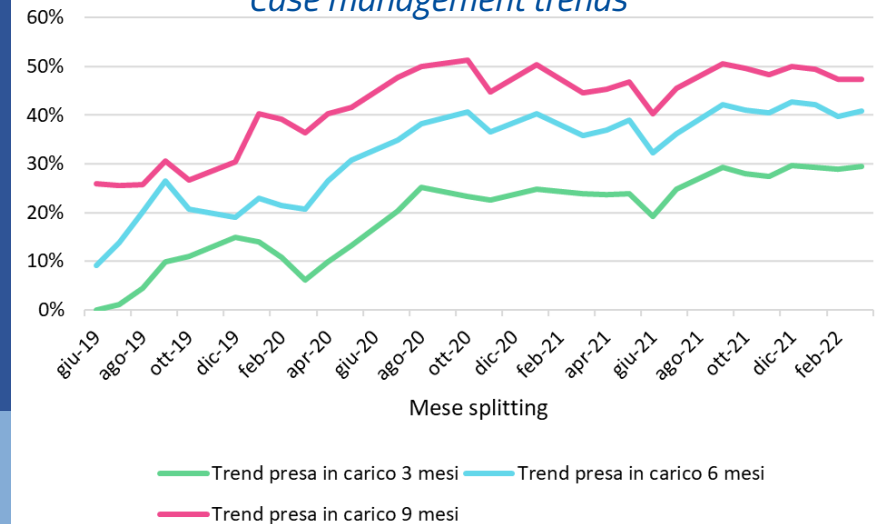
Embedding a rigorous impact evaluation in the program to answer innovative questions and strengthen capacities

OBJECTIVE

1. Quantifying the impact of a **combination of income support and inclusion pathways,** compared to only income support

2. Identifying the additional impact of **applying compulsory conditionalities within** the active inclusion pathways?

RIGOROUS RCT

TREATMENT GROUP (S)

CONTROL GROUP

Random assignment to the treatment vs control group

Only the treatment group(s) participate in the **inclusion pathways**

Differences between groups due only to the different assignment, **ie the impact of participating to the inclusion pathways**
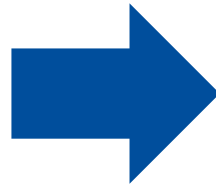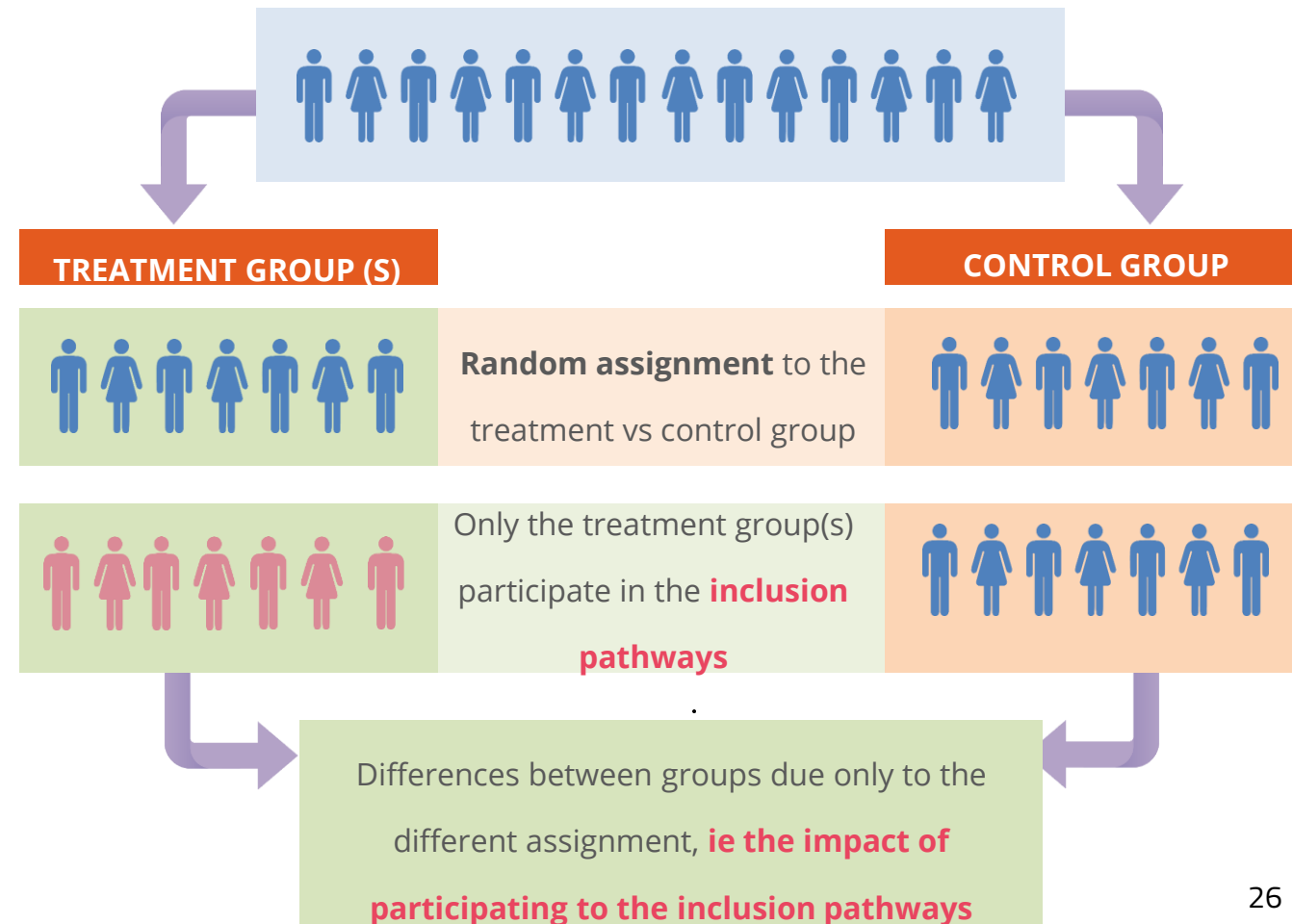
Nationwide evaluation with 6.000 households involved requires coordinated approach at the national and local level

IMPLEMENTATION SUPPORT

1. Collaborative Treatment Definition

2. Customized digital platforms and communication to participants

3. Focus on treatment compliance with continuous training, support and monitoring

Supporting the regional and local capacity for the implementation of the National Measure to Fight Poverty and its integration with social services

REGIONAL LEVEL SUPPORT
Regional focal points

1 Constant regional presence to support <u>day-to-day</u> implementation

2 Ministry <u>listens</u> to local level and systemically addresses implementation challenges/bottlenecks

3 Structured methodology of work → <u>Regional Action Plans (RAPs)</u> = tailor made TA activities agreed upon with regions; aim at <u>building capacity</u> at local level

4 <u>Community of Practice (CoP)</u> to support social workers - within & between regions

OUR METHODOLOGY OF WORK AT THE REGIONAL LEVEL

KEY RESULTS
- Consistency btw national & regional policy directions
- Enhanced case management & activation of services
- Increased levels of spending
- Social workers feel accompanied & listened to

PERSISTENT CHALLENGES
- Capacity transfer vs capacity substitution
- High turnover of regional/municipal staff
- Great heterogeneity between & within regions
- Maintaining technical-level support

INTENSIVE SUPPORT TO LAGGING TERRITORIES
- Improving case management & enhancing spending, particularly using CoPs as a capacity-building tool

Support to improve
COMMUNICATION
capacity

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Support to Communication Activities - Objective

Foster a uniform understanding of the program, including objectives, processes, and best practices.

Main target: social operators

ACTIONS

1

KNOWLEDGE PLATFORM

a centralized source for information, to facilitate the dissemination of knowledge and best practices related to the program.

2

KNOWLEDGE MATERIALS

to create and disseminate information and training materials about the measure and its case management system, including slides, tutorials, infographics, manuals, short videos and using new communications channels

3

COMPREHENSIVE TRAINING PROGRAM

free and public e-learning training designed to be engaging and informative, with the involvement of key partners to ensure a wide-reaching and impactful learning experience and in-person training in all territories in Italy

Assegno di Inclusione

HOW WE IMPLEMENTED

1 Knowledge platform

- 2 websites/**knowledge repositories for social workers and operators**
- Website used by ~700,000 users/year
- Ministry responsible for communication and outreach to citizens (blog, social media)

Website for social workers and operators
~700,000 views per year

2 Knowledge materials

- **Training materials on** case management system, slides on nor
- Collection of **best practices** on management of social services during the pandemic
- **Newsletter** as source of direct communication with operators on law update, deadline, social reports and opportunities

100+ training documents
including slides, tutorials, infographics, manuals, short videos
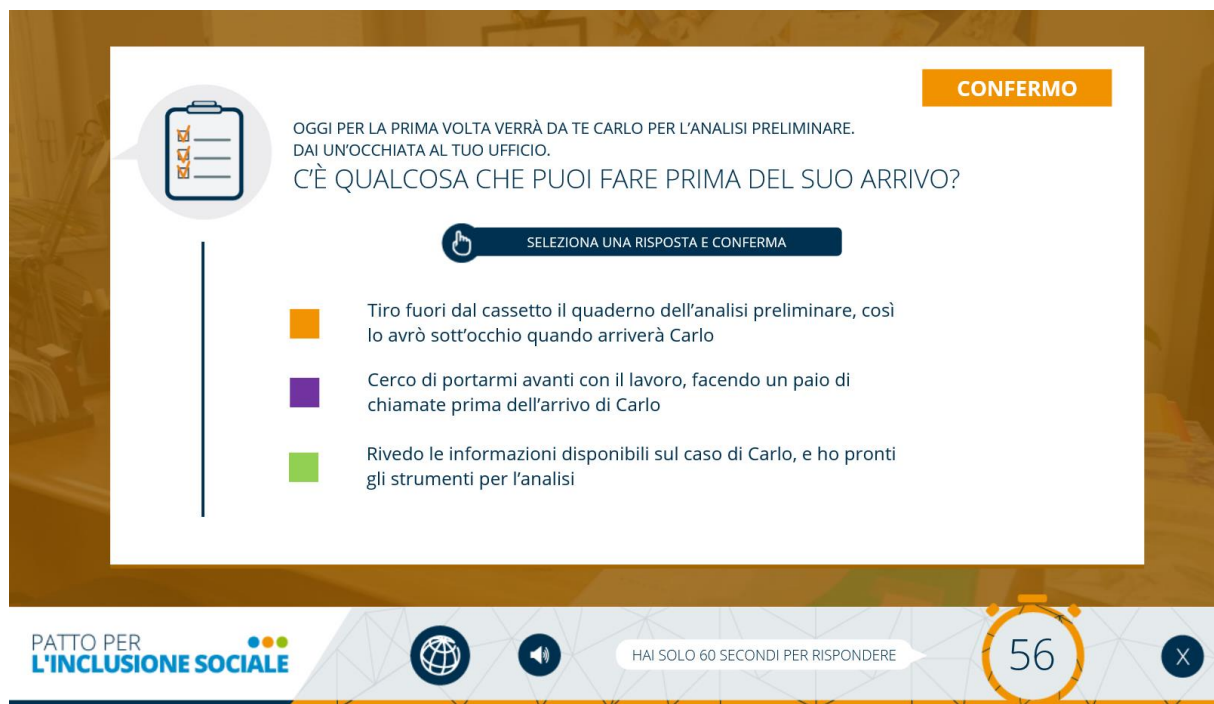
3 Training program

- Free and public **e-learning training** with key partners to ensure a wide-reaching and impactful learning experience
- **In-person training** in all regions

~20,000 operators trained
through national e-learning and face-to-face training

LESSON n°1

An example of e-learning

Leveraging active learning: challenging users to manage video case studies inspired by real-life experiences in the implementation of GMI

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New needs, new responses
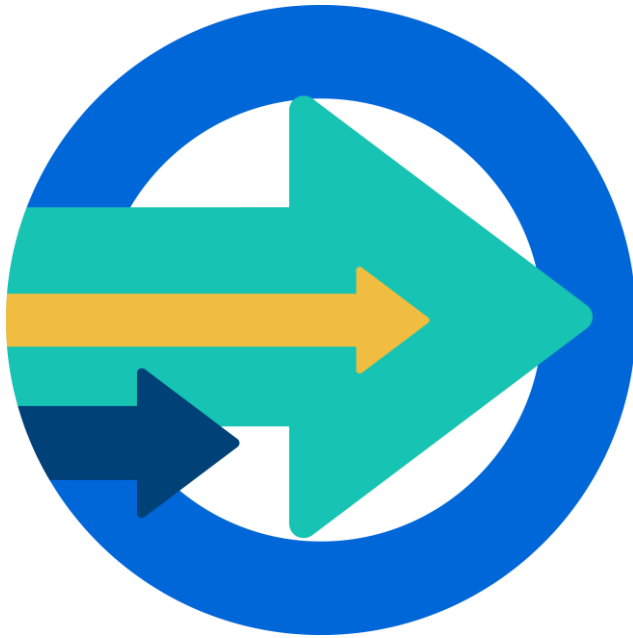
New target: social operators and citizens

1 Foster outreach using visual communication and dissemination of information through the partnership network

2 Drive the use of storytelling and data-storytelling to promote social change, through new narratives

3 Building communication capacity at the local level, offering training and visual communication templates and promoting development of communities of practices

Challenges and lessons learned

To be flexible and to use internal resources

- Launching innovative products online can be time-intensive due to the creation and revision processes of all the stakeholders, it is necessary to use tools and methods that allow constant changes

To set realistic goal considering the context

- If public administration is understaffed and has a very complex internal structure, realizing innovative product can take time. It is critical to balance promotion of innovation with capacity of the administration with the objective of sustainability
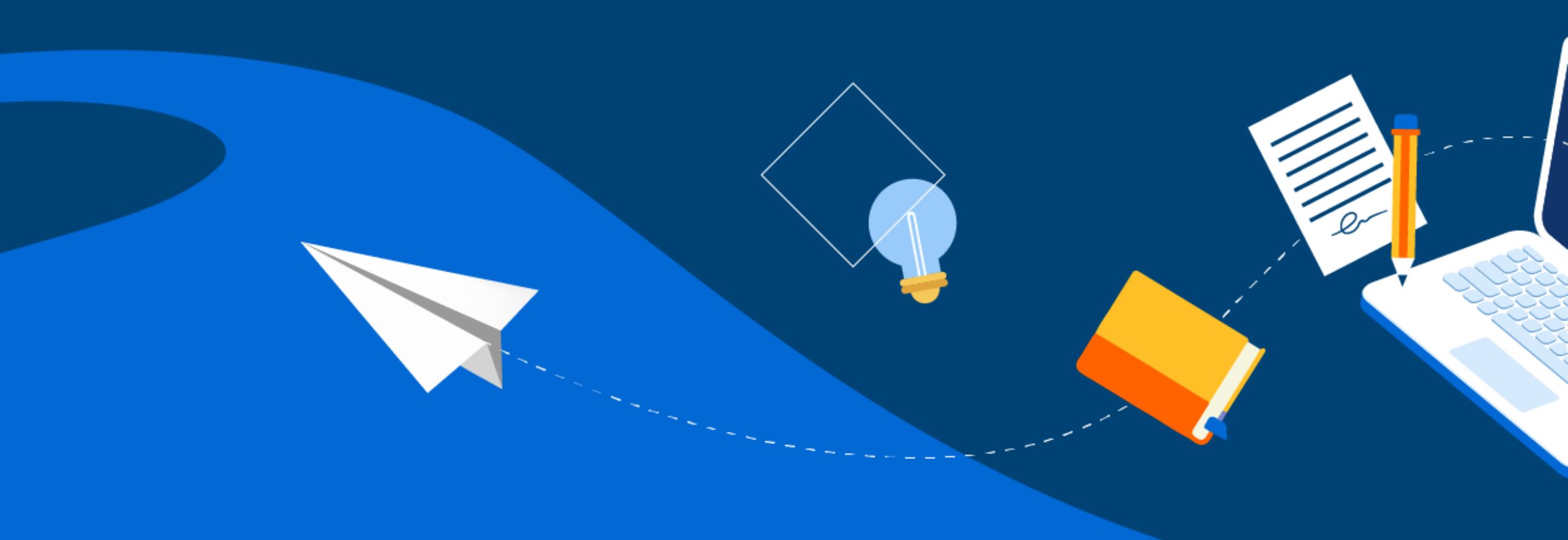
Support to improve
TRAINING

Support to Training Activities - Objective

Support municipalities in implementing the GMI measure and rolling out case management through the Case Management Information System (CMIS)

ACTION

1 **Comprehensive and continued training**

A multi-faceted training program with diverse formats and in-depth thematic discussions. Training has evolved over time to adapt to improved use of the CMIS and changes in the measure

2 **An in-depth focus on implementation**

The training activities have provided an opportunity to share best practices across municipalities and to discuss bottlenecks and implementation challenges

3 **Inform improvements to the CMIS and beyond**

The feedback collected during training has informed decisions by the Ministry's technical teams on changes in the GMI measure, in case management and – as a result – in the CMIS

HOW WE IMPLEMENTED ACTIONS

1
Training webinars

- Over 200 training sessions with almost 60 thousand participants
- Differentiated sessions by audience and topics
- Proactive approach and flexible programming to ensure social workers were continuously informed of changes in the measure and their impact on case management
- Increased collaboration with key stakeholders (national association of municipalities and social workers)

2
Training material

- Regular updates and explanatory slides on new releases of the information system platform
- In-depth guidelines and short video tutorials on roles and functionalities associated to different CMIS users
- FAQs on issues raised frequently in training
- Case studies to untangle complex scenarios regarding different actors in the GMI's implementation

3
Coordination

- Regular feedback to the Ministry on the outcomes of training sessions
- Meetings to discuss main complexities in the GMI implementation and possible technical and legislative adjustments

LESSONS LEARNT
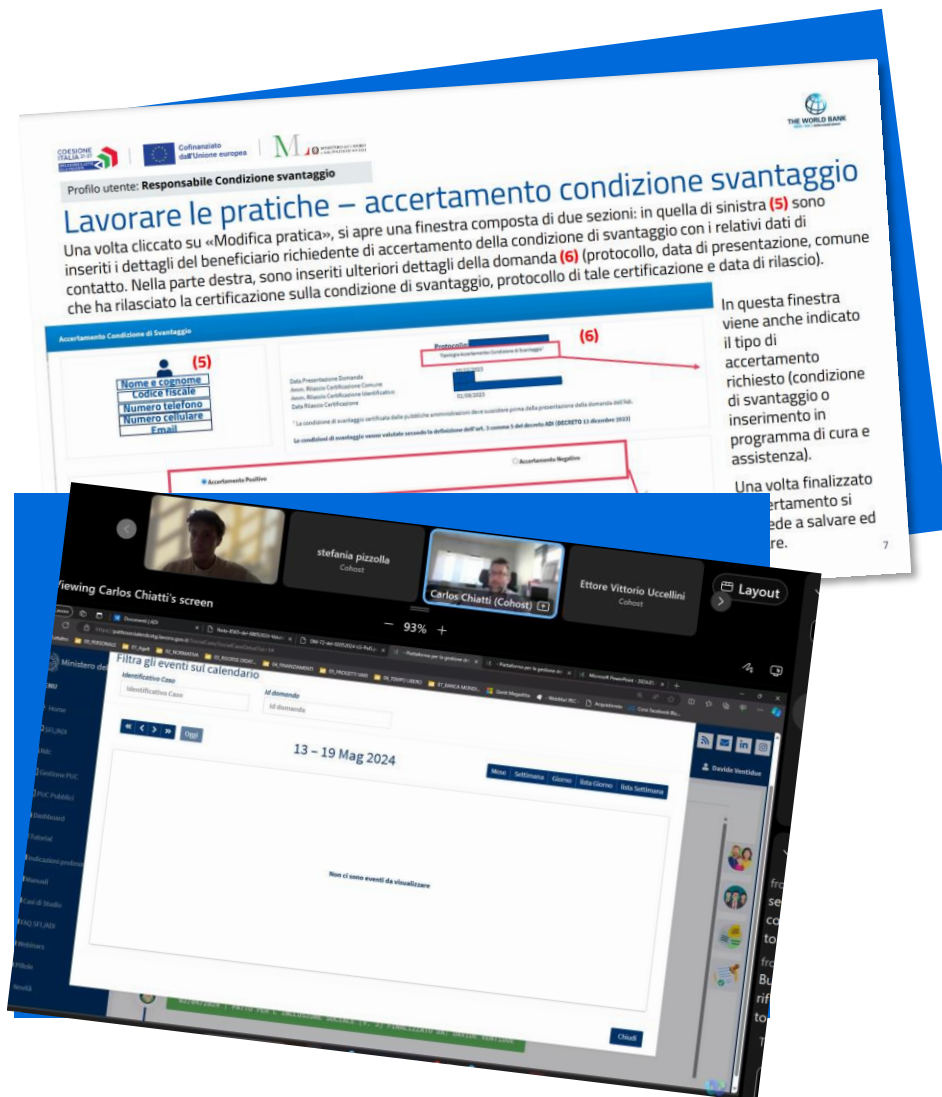
1 Persistent challenges

- High turnover of social workers and numerous changes to the GMI require continuous training
- "Change takes time"

2 Key results:

- CMIS platform is being used across ~8.000 municipalities
- Social workers have a reliable source of training and informative material
- Ministry's technical team sighted on implementation challenges at the local level
- Adjustments in case management methodology and CMIS to ensure beneficiaries are supported through case management

Support to strengthen

CASE MANAGEMENT

Through information systems

Context

- Case management as a conditionality of the GMI scheme

- Centrally designed case management **tools** (pre-assessment, assessment, intervention plan)

- **Existing regional systems** (enterprise resource planning systems rather than Case Management or Customer Relationship Management systems)

- **Multiple stakeholders** effecting the implementation of the measure and GePI

- General Data Protection Regulation (GDPR) and data privacy considerations

Our proposal

"**Creation of a centrally administered CMIS to be used by all municipalities**" aimed at:

- Establishing a common case management workflow helping social workers during case management

- Allowing interested parties (mainly the MLPS) to collect vital data about the measure's implementation progress

Over time, additional requirements raised (ex-post validations, catalogue of local services, etc)

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GePI released in July 2019

Gestione Patti per l'inclusione sociale

A nationwide fully-fledged case management information system (without any pilot phase)

GePI supports:

- Case management (intake, preassessment, assessment, intervention plan agreement, meetings management for monitoring)
- Different user roles for different actors (case managers, coordinators, admins, ect)
- Additional modules for measure-specific needs
- Dashboards and data warehouse

7,841 Municipalities

Organized in 596 clusters of municipalities

596 tenants (GePI is a multi-tenant application)

Operators: 35,702

- **Case managers: 15,327**
- **Coordinators: 4,926**

The approach

System's original design

- Semi-working prototype as a basis for decisions on the basic functionality

- Agile methodology

- User requirements document

- Guidance and advices on patterns and tools

System development

- Development team selected by MLSP following the procurement procedure of the Italian public sector (agile methodology → different type of procurements)
- B-spoke (tailored made) system rather that configuring an *off the shelf* product for maximum flexibility
- Short cycles of product delivery (new version every month)
- Close collaboration between MLSP, WB team, development team

Gestione Patti per l'inclusione sociale

Despite the challenges:

- Decentralized system
  - Municipalities with different levels of infrastructure, administration capabilities, etc.
  - Population with different needs
- 5 governments, 3 measures
- No interoperability. Still the cause of many problems that affect GePI's acceptance by the users

... GePI is scaling up

- From GePI to GePI per tutti (GePI for all)
  - Both indirect and direct intake will be supported
  - The "case" has its own lifecycle regardless if the household is beneficiary of a measure or not
  - Catalogue of local social services points of service will be supported

- AI copilot
  - To answer questions about the measure
  - To identify gaps between the questions and the legislation, published material

Lessons learned

- Avoid building a single huge system. Break it to smaller interoperable systems for more efficient and quick development.

- Try to make the system agnostic to the measure.

- Use Agile methodology

- User friendliness matters! Use human center design, avoid digitizing the bureaucracy

- It takes more than a good software
  - *Task force*
  - *Training material (online manuals, videos, web site, distribution lists)*
  - *Trainings*
  - *Copilot*