

The GOL Programme: An Impact Evaluation

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Presentation outline

- 1 Motivation and institutional framework
- 2 Existing evidence and the evaluation gap
- 3 Evaluation design and empirical strategy
- 4 Data, outcome variable and covariates
- 5 Covariate balance
- 6 Estimated impact of the GOL reform
- 7 Heterogeneous effects
- 8 Robustness to alternative propensity-score matching specifications
- 9 Robustness to treatment and control-group time windows
- 10 Conclusions and next steps

A PNRR-funded national reform of active labour-market policies, implemented by Regions from 2022.

Policy core

GOL reorganises active labour-market support around **multidimensional assessment, differentiated pathways** and common essential service standards (**LEP**).

Tuscany maintains a **public-centred entry model**: access, assessment and pathway assignment are exclusively handled by public employment centres, while subsequent services may also be delivered by accredited private providers.

Five pathways

1. Reinsertion into work
2. Upskilling
3. Reskilling
4. Work and inclusion
5. Collective redeployment

Financing and targets

€4.4bn

initial PNRR investment
+€1.2bn in 2023

3 million

beneficiaries target
by 2025

800,000

beneficiaries in training
300,000 digital skills

80%

employment centres
meeting LEP standards

What we evaluate

Whether the transition from the pre-GOL DID regime to the GOL take-up and service-allocation regime improved **post-separation employment outcomes** in **Tuscany**.

Interpretation. The “treatment” is the new activation regime as a whole, not a single activity such as training, coaching or job-search assistance.

**The relevant change is not only additional funding:
it is the move from profiling to assessment, from generic access to pathway-based activation**

Dimension	Before GOL	With GOL
Assessment / profiling	Quantitative profiling mainly measuring distance from the labour market.	Multidimensional assessment combining quantitative and qualitative evaluation of employability, skills and individual needs, with more in-depth skills analysis where required
Service allocation	No systematic link between profiling outcome and predefined service packages.	Assessment maps users into differentiated pathways , each with a specific service mix and intensity.
Training	Training largely ESF-funded and not systematically integrated with individual profiling and activation.	Training embedded in the activation pathway: skills-gap assessment informs needs, from short vocational Upskilling to qualification-oriented Reskilling.
Delivery model	Regional PES system with substantial discretion in ALMP provision.	Common national framework and LEP standards; regional implementation through PES and accredited private providers.

Evaluation implication:
the estimated effect should be read as the incremental effect of the GOL activation regime relative to the previous DID regime

Existing evidence and the evaluation gap

1. GOL: monitoring and early evidence

MLPS/Inapp - National monitoring

Take-up, pathways, services and LEP compliance are regularly tracked. No published national counterfactual impact evaluation has been identified yet.

IRPET - Tuscany · 2024

Early-stage implementation analysis combining monitoring data and stakeholder interviews. Focus on governance, integration between employment and training policies, and public–private cooperation; non-counterfactual.

Trento · 2025

First regional GOL impact-evaluation exercise presented at AISRe and at the 40th Employment Report; official slides/presentation, no paper located.

IRES - Piemonte · 2025

Two implementation studies on GOL 2022–25 and the GOL–training system; non-counterfactual evaluation reports.

2. Counterfactual evidence from a related active labour-market programme: Youth Guarantee

Study	Scope	Method	Main findings
ANPAL (2019)	Italy	Nearest-neighbour matching	Initial lock-in; then positive impact on employment probability and employment continuity.
Senate Impact Assessment Office (2017)	Piedmont, Sardinia	Difference-in-differences	Positive impact overall; strong regional heterogeneity.
Cappellini, E., Duranti, S., Patacchini, V., & Sciclone, N. (2019).	Tuscany	Propensity-score matching	Higher employment probability and greater job stability.
S. Comi, M. Grasseni, T. Ramella & L. Resmini (2022)	Lombardy	IPWRA	Higher employment probability and greater job stability; high heterogeneity between subgroups.

Empirical strategy

Difference-in-differences combined with nearest-neighbour propensity score matching (with replacement, caliper = 0.2σ , 1:3 ratio; exact match on month/year of separation and prior-unemployment-duration class).

Timeline: pre-reform (Jan 2021–Mar 2022) → transition excluded (Apr–Jun 2022) → post-reform (Jul 2022, Jun 2024).

Unit of analysis: the job-separation event, not the individual.

$$ATT_h = E[Y_{ih}(1) - Y_{ih}(0) | Trattamento_i = 1]$$

$$Y_{ih} = \alpha + \beta Trattamento_i + \rho Post_{t(i)} + \delta_h(Trattamento_i \times Post_{t(i)}) + X_i' \gamma + \lambda_{my(i)} + \varepsilon_{ih}$$

Sample definition

- **Treated:** take-up (DID/GOL) within 90 days of separation
- **Controls:** no DID/GOL take-up within 18 months of separation
- For workers with multiple separations, only the separation closest to take-up is kept as treated
- A later separation defines a new episode only if its outcome window does not overlap the previous one
- Overlapping 18-month control windows are collapsed to a single event
- **Exclusions:** agriculture, domestic work, seasonal work, teaching occupations, exit via retirement or death

268.895

taken into GOL, Jul 2022–Jun 2024

189.737

of which following a job separation

71.230

remaining after sample selection

Outcome variable

- Employment outcomes measured from the date of separation (time zero)
- Days worked within three horizons: 6, 12 and 18 months after separation
- Computed for all contract types and, separately, for standard contracts only

Data sources

Tuscany Region Labour Information System (**Sistema Informativo Lavoro**)

- Mandatory notifications (**Comunicazioni Obbligatorie**) on job spells
- **Public Employment Centre (CPI) records** on GOL/DID take-up

Covariates	Definition
Sex	Sex of the worker
Age	Age in years at separation (also entered as age ²)
Detailed citizenship	Italy, EU, new EU members, advanced economies, non-EU Eastern Europe, North Africa/Middle East, other Africa, Asia, Central/South America & Oceania
Education level	None, primary, lower secondary, 2–3yr diploma, upper-secondary diploma, degree, postgraduate
Economic sector	Sector of the terminated job (ATECO classification)
Occupational qualification	Occupational group of the terminated job (detailed classification)
Contract type	Permanent, apprenticeship, fixed-term, agency, intermittent, para-subordinate, internship
Reason for separation	Involuntary loss, voluntary quit, end of term, other
Days unemployed, prior 2 years	Classes of total days unemployed in the 24 months before separation
Year of separation	Calendar year of the separation
Month of separation	Calendar month of the separation

Covariate balance

Variable	Controls pre-match	Treated	Controls post-match	SMD pre-match	SMD post-match
Sex					
Female	41.3%	51.2%	52.1%	0.200	0.018
Male	58.7%	48.8%	47.9%	0.200	0.018
Age					
15–29	36.4%	28.7%	30.4%	0.166	0.038
30–44	30.1%	34.8%	35.1%	0.099	0.006
45–54	16.9%	21.8%	21.0%	0.124	0.019
55+	16.6%	14.8%	13.6%	0.050	0.036
Citizenship					
Italian	80.6%	78.9%	78.0%	0.041	0.023
Non-Italian	19.4%	21.1%	22.0%	0.041	0.023
Days unemployed, prior 2 years					
0 days	49.4%	72.5%	72.6%	0.488	0.000
1–30	1.6%	2.4%	2.3%	0.056	0.000
31–90	1.9%	2.4%	2.4%	0.034	0.000
91–180	2.9%	3.6%	3.6%	0.038	0.000
181–365	7.6%	7.8%	7.7%	0.006	0.000
366+	36.6%	11.4%	11.3%	0.619	0.000

Month of separation

Month	Controls pre-match	Treated	Controls post-match	SMD pre-match	SMD post-match	Month	Controls pre-match	Treated	Controls post-match	SMD pre-match	SMD post-match
Jan	6.6%	8.7%	8.7%	0.077	0.000	Jul	8.5%	7.6%	7.6%	0.031	0.000
Feb	5.7%	6.4%	6.4%	0.029	0.000	Aug	7.9%	5.8%	5.8%	0.083	0.000
Mar	7.2%	7.5%	7.5%	0.013	0.000	Sep	10.9%	10.7%	10.7%	0.006	0.000
Apr	6.9%	6.8%	6.8%	0.004	0.000	Oct	7.8%	9.3%	9.3%	0.054	0.000
May	7.6%	7.5%	7.5%	0.004	0.000	Nov	6.6%	7.4%	7.4%	0.029	0.000
Jun	11.2%	9.7%	9.6%	0.051	0.000	Dec	13.0%	12.6%	12.6%	0.012	0.000

Covariate balance

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Variable	Controls pre-match	Treated	Controls post-match	SMD pre-match	SMD post-match
Education level	11.1%	5.3%	5.2%	0.213	0.004
High	36.4%	36.8%	36.7%	0.009	0.001
Medium	52.5%	57.9%	58.1%	0.108	0.003
Low					
Economic sector in the last job	26.3%	34.1%	32.8%	0.170	0.025
Industry	34.5%	31.5%	33.7%	0.064	0.046
Retail, tourism & leisure	16.0%	15.0%	14.4%	0.028	0.016
Wholesale, logistics, finance & advanced services	23.2%	19.5%	19.1%	0.092	0.011
Personal & other services					
Occupational qualification in the last job	16.7%	7.1%	6.7%	0.297	0.019
High-skilled occupations	12.1%	14.8%	13.9%	0.077	0.025
Clerical occupations	15.4%	16.3%	16.3%	0.025	0.001
Service occupations	55.9%	61.8%	63.2%	0.121	0.029
Other occupations					
Contract type in the last job	33.8%	33.4%	31.1%	0.009	0.047
Permanent & apprenticeship	40.0%	60.5%	62.8%	0.420	0.045
Fixed-term & agency	26.2%	6.1%	6.1%	0.568	0.000
Other					
Reason for separation	47.9%	10.9%	10.7%	0.888	0.008
Voluntary	52.1%	89.1%	89.3%	0.888	0.008
Involuntary (incl. end of term)					

Estimated impact of the GOL reform

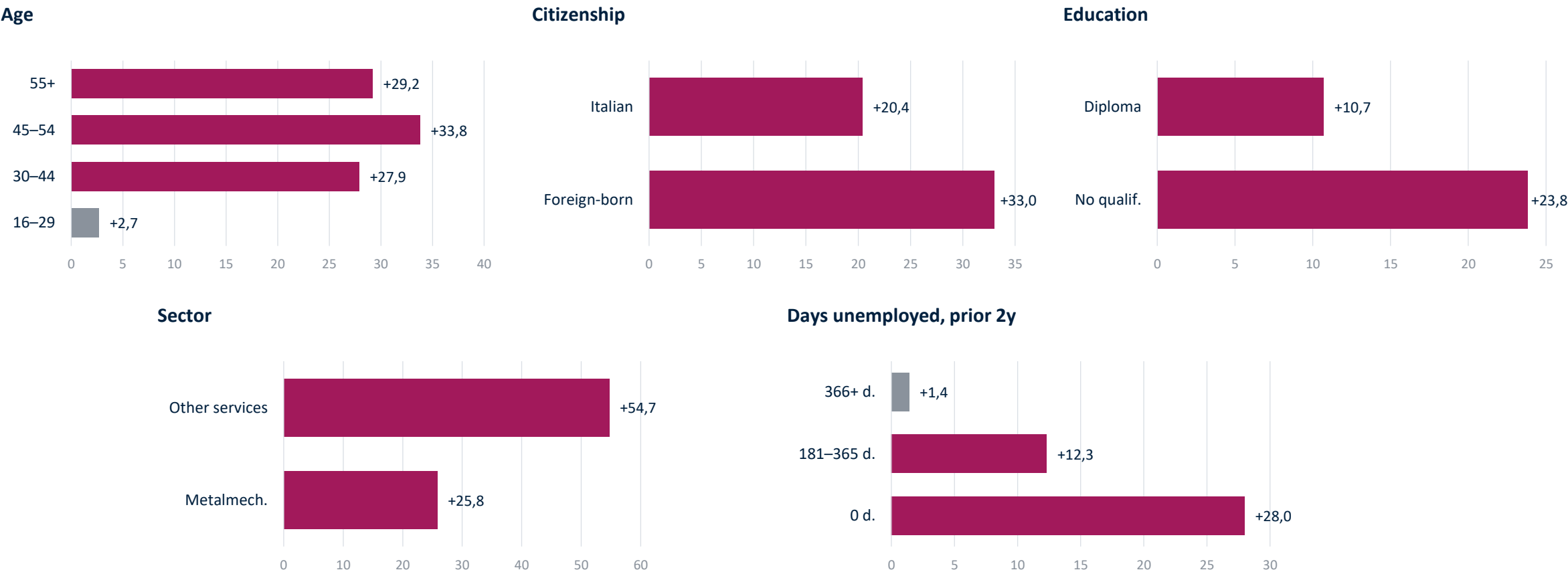
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All contract types	6 months	12 months	18 months	Standard contracts	6 months	12 months	18 months
Treated × Post	8.442***	14.275***	19.823***	Treated × Post	8.133***	14.951***	21.814***
	(0.834)	(1.593)	(2.403)		(0.808)	(1.546)	(2.333)
% change vs. pre-reform mean (treated)	14%	11%	9%	% change vs. pre-reform mean (treated)	15%	13%	12%
Month × year fixed effects	Yes	Yes	Yes	Month × year fixed effects	Yes	Yes	Yes
Observations	243,950	243,950	243,950	Observations	243,950	243,950	243,950
R ² / Adj. R ²	0.21/0.21	0.22/0.22	0.21/0.21	R ² / Adj. R ²	0.212/0.212	0.222/0.222	0.211/0.211

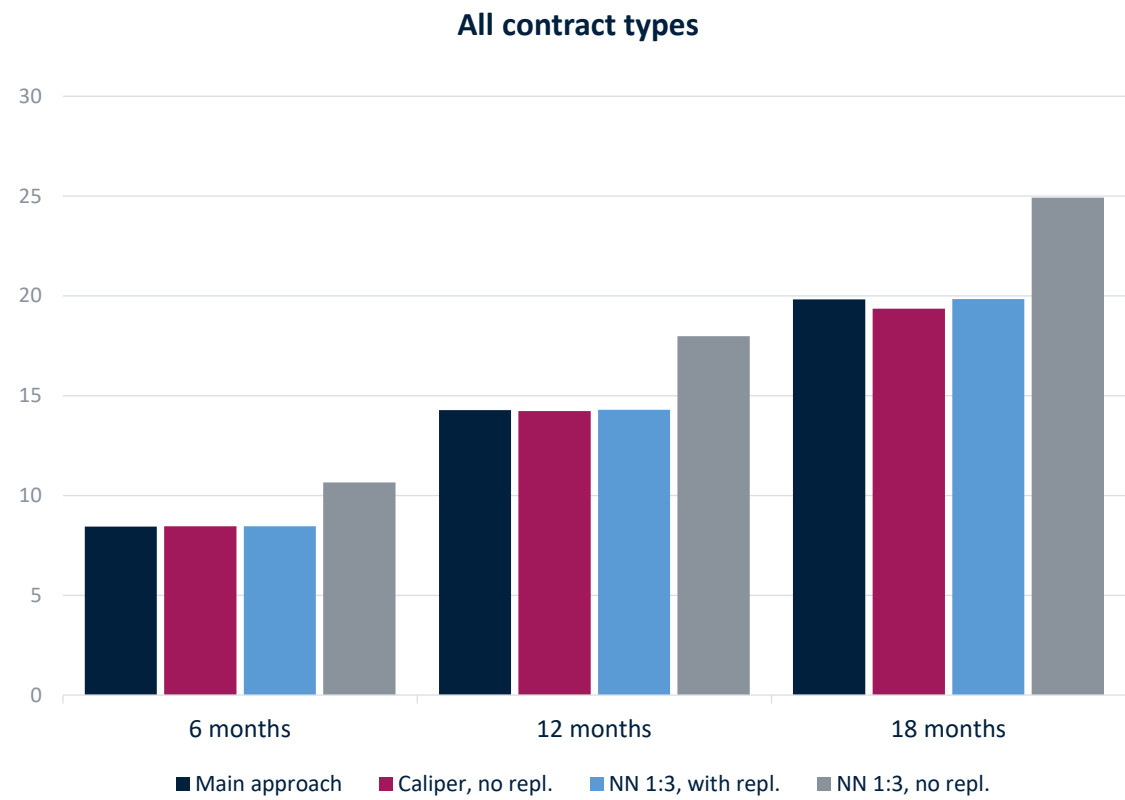
*** p<0.01. Robust standard errors clustered by worker. All specifications include individual, contractual, sectoral and prior-employment-history controls plus month×year fixed effects.

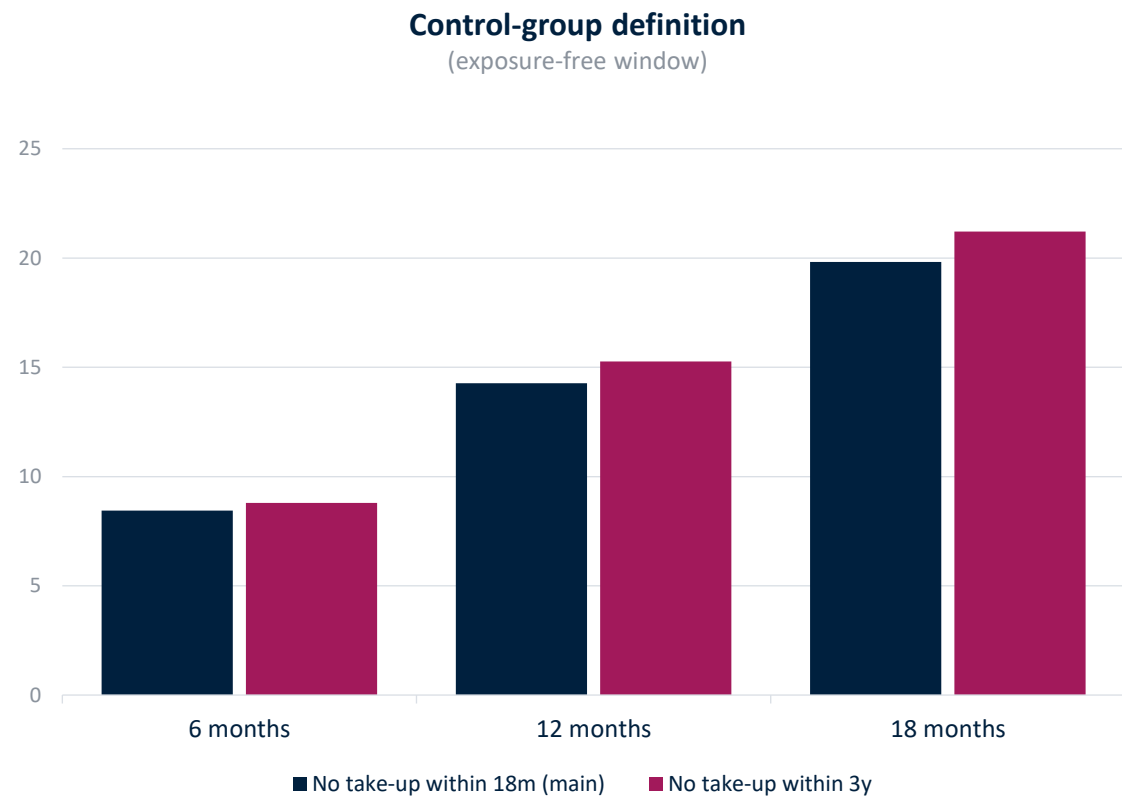
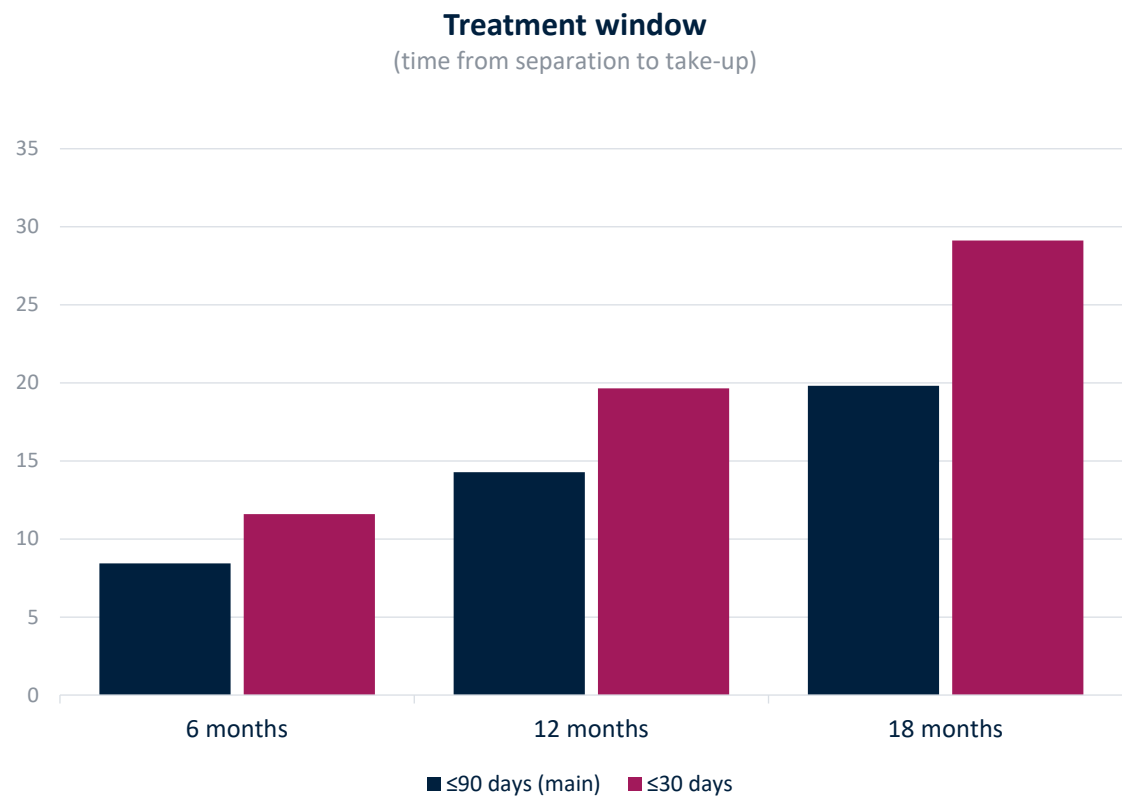
Overall effect on standard-contract days worked within 18 months, by subgroup

Reference-category effect + interaction term · burgundy = statistically significant ($p < 0.10$) · grey = not significant



Robustness to alternative propensity-score matching specifications





Main findings

- ✓ The transition to GOL is associated with a robust, positive effect on employment: +8 days worked at 6 months, +14 at 12 months, +20 at 18 months (all contract types); slightly larger for standard contracts
- ✓ Effects are larger for adults (30+), foreign-born workers, and low-educated workers, and increase with prior labour-market attachment — fading to near zero for the longest prior unemployment spells
- ✓ Results are robust to alternative matching specifications and to alternative treatment/control window definitions, supporting the credibility of the estimated effects.

Next steps for research

- Staggered / event-study exploiting the exact timing of take-up
- Analysis of specific GOL activities (training, coaching, traineeships) and their sequencing, and a closer comparison of beneficiaries by pathway and type of action

Thank you

Questions and comments are welcome

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