

SHORT PAPER

The New Guarantee System for Monitoring Healthcare Services Delivery in Italy: technical remarks and recommendations

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Abstract

Background. Over the past 15 years, Italy's National Health Service has been the object of increased governmental attention, due to the need to control public spending, reduce waste, and maintain acceptable levels of quality, accessibility and appropriateness of healthcare services.

Methods. One of the key mechanisms to achieve this has been the implementation of performance assessment systems. Among these is the New Guarantee System, introduced in 2019, which utilizes 88 indicators across three key macro-areas — public health and prevention, primary health care, and hospital care — to assess the quality and equity of essential healthcare services.

Results. This paper critically analyzes the 2025 New Guarantee System report, identifying strengths, limitations, and potential improvements for a more effective monitoring system. The findings reveal significant gaps in the current healthcare performance evaluation system. The reliance on descriptive statistics limits the ability to interpret healthcare outcomes accurately. The absence of indicators addressing chronic diseases, health inequalities, new technologies and qualitative patient experiences suggests the urgent need of a more comprehensive evaluation approach.

Conclusions. To improve the healthcare performance evaluation system, it is recommended to incorporate more comprehensive indicators that address the identified gaps. Enhanced data integration, qualitative assessments, and an increased focus on chronic diseases and health disparities are essential to provide a more accurate evaluation of healthcare services.

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Background

Italy has a free and universal access healthcare system, known as the Italian National Health Service (I-NHS), and is articulated into 21 different regional healthcare services (1,2). The I-NHS aims to guarantee the health of all the Italian citizen, European Union (EU) citizen, and regular foreign residents, providing all of them with an essential set of services equal on all the national territory (but delivered at regional level), known as “Essential Levels of Assistance” (in Italian *Livelli Essenziali di Assistenza*, hereinafter referred to as LEA). In recent years, monitoring and evaluating effective healthcare performances have become crucial tools for ensuring the quality and sustainability of the I-NHS (1-3). The New Guarantee System (NGS), established in 2019 (4), which replaced the older system in place since 2000, aims to assess the provision of LEA at regional level through a set of 88 indicators based on administrative data. Compared to the old system, thanks to the introduction of information flows on an individual basis and with information at the level of the specific service provided, the NGS aims to develop indicators that are better suited to describing the performance and responsiveness of the regional health services to the health needs of the population (5). These indicators are categorized into three macro-areas: (a) prevention and public health, (b) primary healthcare, and (c) hospital care. Each year, approximately 20 core indicators (24 in 2023) are selected to provide a comparative evaluation of the regional healthcare services (including those of the autonomous Provinces of Trento and Bolzano). Despite the importance of the NGS in shaping the Italian healthcare policies, its scientific and technical validity has not been thoroughly assessed. This paper presents a critical review of the NGS following the publication of the 2025 report (based on 2023 data), analyzing its effectiveness, limitations, and areas for possible improvement (5).

Methods

Our study critically evaluated the 2023 NGS indicators to determine their validity, reliability, and utility for measuring the quality, appropriateness, and uniformity of healthcare services throughout Italy’s regions and autonomous provinces.

Data was searched through the official website of the Italian Ministry of Health (MoH) and extracted (5). Our comments focused primarily on the 24 core

indicators, used by the MoH to evaluate regional healthcare services during 2023. The analysis was articulated according to the three macro-areas already quoted and to the different LEA’s domains, as shown in Table 1:

- prevention and public health
- primary healthcare
- hospital care

A critical approach was adopted to evaluate the coherence and transparency of the NGS indicators, with particular attention to methodological rigor and alignment with contemporary healthcare needs.

First, we assessed the stability of key indicators over time and their capacity to support interregional comparisons, including an analysis of consistency between the 2022 and 2023 editions.

Second, the indicators were examined under the light of evolving social, economic, and healthcare contexts — such as demographic shifts, workforce constraints, digital transformation, and recent healthcare reforms.

Third, the analysis identified major methodological shortcomings, including the lack of clarity regarding numerator and denominator definitions and the absence of appropriate statistical detail.

Finally, where relevant, NGS methodologies were compared with other national benchmarking tools, such as the National Outcomes Program (in Italian *Programma Nazionale Esiti*, hereinafter referred to as PNE), coordinated by the National Agency for Regional Health Services (in Italian *Agenzia Nazionale per i Servizi Sanitari Regionali*, hereinafter referred to as AGENAS) (6).

Results

The NGS is designed to verify the provision of LEA services, with a threshold of 60% set as the minimum acceptable target for each region and autonomous provinces (Figure 1). However, the publication of crude numerical values often leads to rankings that may be misleading. Core indicators in 2023 primarily used descriptive statistical methods, leading to fragmented assessments that did not account for the overall healthcare performance. Unlike the PNE, coordinated by the AGENAS (6-9), the NGS neither disclosed numerator and denominator data for each indicator, nor provided details on statistical adjustments. This lack of transparency raises concerns about the reproducibility and reliability of the system. Additionally, between 2022 and 2023, changes

Table 1 - The *New Guarantee System's* core indicators and their descriptions and ID codes by Health Service Area (Prevention, Primary Care, Hospital Care)

Area	Code	Indicator
Prevention and public health	P01C	Vaccination coverage in children at 24 months by basic cycle (polio, diphtheria, tetanus, hepatitis B, pertussis, Hib)
Prevention and public health	P02C	Vaccination coverage in children at 24 months for the 1st dose of measles, mumps, rubella (MPR) vaccine
Prevention and public health	P10Z	Coverage of the main activities related to the control of animal registries, livestock feeding and drug administration for the purpose of food safety guarantees for citizens
Prevention and public health	P12Z	Coverage of the main control activities for food contamination, with particular reference to the search for illicit substances, contaminant residues, drugs, pesticides and additives in food of animal and plant origin
Prevention and public health	P14C	Composite indicator on lifestyles
Prevention and public health	P15C	Proportion of people having had first-level screening tests, in an organised programme, for cervix, breast, colorectum cancers
Primary Health Care	D01C	Proportion of Major Adverse Cardiac and Cerebrovascular events or deaths (MACCE) within 12 months of an episode of Acute Myocardial Infarction
Primary Health Care	D02C	Proportion of Major Adverse Cardiac and Cerebrovascular events or deaths (MACCE) within 12 months of an ischaemic stroke episode
Primary Health Care	D04C	Standardised paediatric (< 18 years) hospitalisation rate for asthma and gastroenteritis
Primary Health Care	D09Z	Alarm-Target Interval of Rescue Vehicles
Primary Health Care	D10Z	Percentage of services, guaranteed on time, of priority class B in relation to total class B services
Primary Health Care	D14C	Sentinel drug/tracer consumption per 1,000 inhabitants. Antibiotics
Primary Health Care	D22Z	Rate of patients treated in integrated home care by intensity of care
Primary Health Care	D27C	Re-hospitalisation rate between 8 and 30 days in psychiatry
Primary Health Care	D30Z	Number of deaths due to cancer assisted by the Palliative Care Network out of the number of deaths due to cancer
Primary Health Care	D33Z	Number of dependent elderly in residential social care treatment in relation to the resident population, by type of treatment (intensity of care)
Hospital care	H02Z	Proportion of operations for malignant breast cancer performed in wards with an activity volume of more than 150 operations per year (10% tolerance)
Hospital care	H03C	Proportion of re-operation for resection within 120 days after conservative surgery for malignant breast cancer
Hospital care	H04Z	Ratio of admissions attributed to DRGs at high risk of inappropriateness to admissions attributed to DRGs not at risk of inappropriateness in ordinary regimen
Hospital care	H05Z	Proportion of laparoscopic cholecystectomies with a post-operative stay of less than 3 days
Hospital care	H08Zb	Transfusion activities (self-sufficiency of blood products immunoglobulins, Factor VIII, Factor IX, albumin)
Hospital care	H013C	Proportion of patients (age 65+) diagnosed with femoral neck fracture operated within 2 days in ordinary care
Hospital care	H017 H018C	Percentage of primary caesarean sections (CS) in level I maternity hospitals or those with <1,000 deliveries and % of primary CS in level II maternity hospitals or those with ≥1,000 deliveries
Hospital care	H23C	Mortality at 30 days after first admission for ischaemic stroke

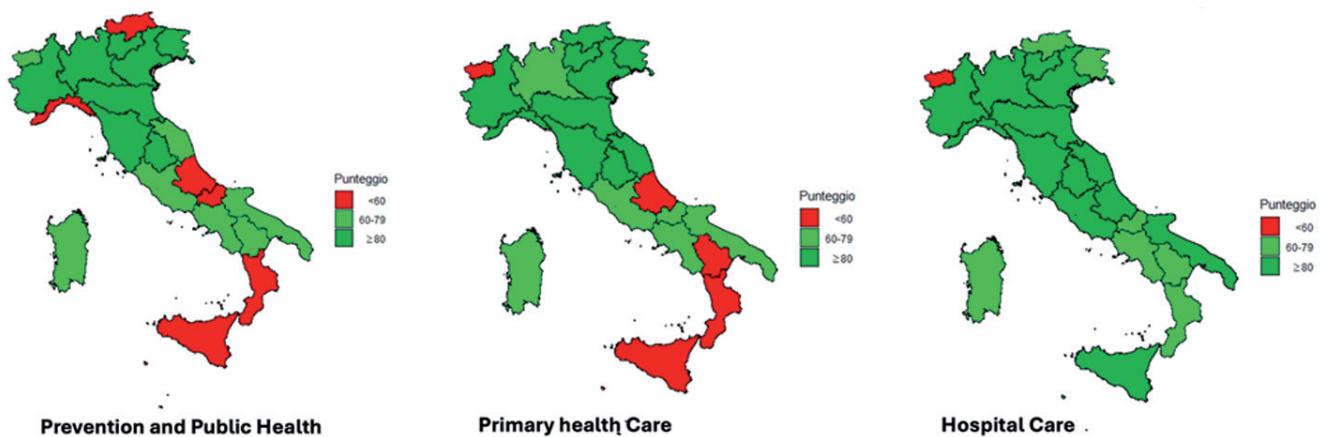


Figure 1 - "Regional LEA Delivery Scores by Health Service Area (Prevention, Primary Care, Hospital Care) – Italy, 2023

were made to various core indicators, including the elimination (two), merging (two), and addition (five) of various metrics, further complicating comparability.

Prevention and Public Health (6 core indicators in 2023)

- The NGS assessed only mandatory vaccinations, which measured civic compliance rather than the effectiveness of outreach programs (10-14). It is recommended that the system include also indicators for strategically important recommended vaccines (e.g., HPV for adolescents and influenza for healthcare workers);
- The composite lifestyle indicator lacked clear documentation and epidemiological validation (15,16);
- Animal activities registry, while part of LEA, are not a priority for evaluating human healthcare performance;
- There were no indicators for workplace safety and prevention;
- The combined mass screening adherence indicator did not differentiate between call coverage and actual participation and did not consider opportunistic screening that took place outside of an organized screening program (17,18).

Primary Healthcare (10 core indicators in 2023)

- Indicators assessed service provision but did not consider regional disparities in healthcare workforce availability;
- Certain hospitalization rates were standardized based on outdated population data (2001 ISTAT census), which did not reflect current demographics

or disease prevalence;

- The indicator for non-self-sufficient elderly individuals lacked quality and appropriateness criteria;
- The outpatient specialty care sector was not covered, despite post-pandemic issues such as longer waiting lists and the identification of the post-COVID syndrome;
- No indicators evaluated the implementation of healthcare reforms (e.g., Ministerial Decree 77/2022) or the role of community pharmacies (19-21);
- Pharmaceutical prescriptions, a key measure of healthcare appropriateness, were not included;
- There was no assessment of patient experiences related to healthcare access and waiting times (22,23).

Hospital Care (8 core indicators in 2023)

- The overall picture of the hospital area scores (Figure 1) showed uniformity and positive values that did not correspond to the reality of Italian hospital structures that showed notable heterogeneities and different critical areas as highlighted by other reliable indicators and reports (6,8,21);
- Despite accounting for approximately 50% of healthcare spending, hospital care was assessed using only 8 indicators, 2 of which focused on breast cancer surgery (24,25);
- Major disease networks (e.g., cardiovascular and respiratory diseases) were underrepresented.
- The Caesarean Section rate indicator did not account for maternal preferences (permitted by law), making it an inadequate measure of healthcare quality;

- The NGS did not evaluate hospital equipment modernization, despite its importance in care accessibility (26-29);
- Healthcare-associated infections and antimicrobial resistance, major public health concerns, were not addressed (30-32).

Discussion

A reliable healthcare indicator should be valid, sensitive to change, and comparable across regions and time (33,34). Indicators that fail to reflect reality risk being dismissed politically, as seen with recent criticisms from the Italian Governors of Lombardy and Campania regarding the 2023 NGS results. Although the MoH emphasizes that NGS scores were not meant to determine rankings, they could influence resource allocation. The case of Lombardy documented NGS's limitations. In 2023, Lombardy ranked only 7th nationwide, contradicting other positive performance indicators such as PNE hospital rankings (35), HPV vaccination coverage (36) and international hospital quality assessments (e.g., Newsweek's Top 250 Hospitals ranking).

Conclusions

The current NGS - the most significant among the I-NHS tools - was developed in a markedly different era: prior to the COVID-19 pandemic, before the healthcare workforce crisis reached critical levels, and ahead of major systemic reforms. To remain relevant and impactful, the NGS must be updated to reflect today's healthcare landscape. Key priorities include:

- Revising core indicators to align with current healthcare challenges and ensuring consistency over time to enable meaningful longitudinal comparisons;
- Standardizing calculation methods using up-to-date demographic and workforce data (37);
- Expanding the framework to include indicators on community pharmacies, digital health services, telemedicine, and electronic health records (38,39);
- Integrating indicators that address antimicrobial resistance and promote antibiotic stewardship;
- Strengthening transparency in methodology and promoting expert-driven governance of the system.

With these enhancements, the NGS has the potential to evolve into a more robust, transparent, and responsive tool for monitoring and guiding the

I-NHS in an increasingly complex and dynamic environment.

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Riassunto

Il Nuovo Sistema di Garanzia per il monitoraggio dell'erogazione dei servizi sanitari in Italia: considerazioni tecniche e raccomandazioni

Introduzione. Negli ultimi 15 anni, il Servizio Sanitario Nazionale italiano è stato oggetto di una crescente attenzione da parte del governo per la necessità di controllare la spesa pubblica, ridurre gli sprechi e mantenere livelli accettabili di qualità, accessibilità e appropriatezza dei servizi sanitari.

Metodi. Uno dei meccanismi chiave per raggiungere questo obiettivo è stata l'implementazione di sistemi di valutazione delle prestazioni. Tra questi c'è il Nuovo Sistema di Garanzia, introdotto nel 2019, che utilizza 88 indicatori in tre macro-aree chiave (prevenzione e sanità pubblica, assistenza distrettuale e assistenza ospedaliera) per valutare la qualità e l'equità dei servizi sanitari essenziali.

Risultati. Il paper analizza criticamente il rapporto Nuovo Sistema di Garanzia del 2025, identificando punti di forza, limiti e potenziali miglioramenti per un sistema più efficace. I risultati rivelano lacune significative nell'attuale sistema di valutazione delle prestazioni. L'affidamento alle statistiche descrittive limita la capacità di interpretare accuratamente i risultati sanitari. L'assenza di indicatori che affrontino malattie croniche, disuguaglianze sanitarie, impiego di nuove tecnologie ed esperienze qualitative dei pazienti suggerisce la necessità di un approccio di valutazione più completo.

Conclusioni. Per migliorare il sistema di valutazione delle prestazioni sanitarie, si raccomanda di incorporare indicatori più rappresentativi che affrontino le lacune identificate. Una migliore integrazione dei dati, valutazioni qualitative e una maggiore attenzione alle malattie croniche e alle disparità sanitarie sono essenziali per fornire una valutazione più accurata dei servizi sanitari.

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