

Belgrade (Serbia)

REPORT BY THE EXPERT

Advice case title: Going beyond obstacles in yachting internship and training.

Thematic Area: Labour markets and education (education and training)

Full official name of the advised entity: Provincia di Lucca / Province of Lucca

Name of the expert contracted for the advice case: Prof. Michele Vellano

Date: 19 October 2023

I. Executive summary

The Yachting sector¹ has been expanding for many years now and finds its ideal environment in the Mediterranean waters where about 74% of the total fleet volume operates and, more specifically in the Tyrrhenian Sea, where 59% of the total is located. There are yachts of varying length and size, from 13 metres upwards. Those exceeding 24 metres or, according to others, 40 metres in length are commonly called

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¹ The name Yacht first denoted, in the 17th century, a small, fast military sailing vessel used for exploration and liaison, and later, in the 18th century, a vessel, often sumptuously fitted out and decorated, used for leisure activities especially in inland and coastal waters. It then came to generically indicate a pontooned and cabin-rigged vessel, with sail or motor propulsion, for pleasure, of considerable size (length over 13 m, tonnage up to 50 t), with comfortable accommodation and, often, elegant fittings.

megaYachts². In special cases, the length of the yacht can exceed 100 metres³. In view of the considerable cost of the yacht and its maintenance, the market for charter yachts thrives, especially in the sub-category of MegaYachts, which also includes highly specialised crew to make the best use of it. There is, therefore, clearly a well-paid segment of employment, which contemplates various professional figures in the areas of safe navigation, mechanics, on-board assistance, quality catering, and relations with landing facilities for refuelling and shore/touristic recreation.

In this context, there is a clear possibility of collaboration and synergy between Italy and France, since both countries play a strategic role in the yachting sector, which is also an important part of the local economy in terms of GDP and employment. In particular, the Tuscan and Ligurian coasts stand out for yacht production (Viareggio in particular, due to the conformation of the seabed, is the production centre for megaYachts in the Province of Lucca) and refitting; the Côte d'Azur, stands out particularly for the services offered in the docking ports and for refitting. In any case, the two countries are complementary in the sector and at the forefront of the entire Mediterranean. In fact, it should be considered that yachts and superyachts essentially sail in this sea, from north to south, from east to west, due to the favourable climatic conditions and the beauty of the coastline with its inland areas.

A decisive factor affecting the full development of the sector under consideration here is the on-board personnel and the corresponding figures of on-board chief, on-board steward, on-board engineer in the vachting sector (which is different in professional terms from the shipping sector: merchant and cruise). These personnel, in their various sub-articulations, require the use of specialised and dedicated training activities which, in turn, naturally entail periods of training on board even on the open sea (national territorial sea of one or both of the two neighbouring states or international sea). This training activity, which is absolutely essential to complete the training of dedicated personnel, requires the full cooperation and synchronisation of the private and public sector; the former represented by recruitment and training agencies, yacht building and chartering companies; the second represented by technical and vocational secondary schools, territorial offices of the Ministry of Education, Education and training Regional departments. This collaboration currently encounters regulatory and administrative obstacles that limit and, in some cases, prevent its full expression in a transnational and synergic manner. This report addresses, in particular, two obstacles in relation to which the assessment of a legal expert was requested. These obstacles are described in the next section.

II. Description of the obstacle with indication of the legal/administrative provisions causing the obstacle

II.1 The nature of the obstacle

² An estimated 1,000 magaYachts ply the waters of the upper Tyrrhenian Sea every year.

³ There are an estimated 6,000 mega-yachts with a length of more than 24 mm. Those longer than 40 mm number a few hundred, and those longer than 100 metres number a few dozen worldwide.

The obstacles put forward by the Province of Lucca, with respect to the full achievement of the objectives set forth in the previous paragraph, are essentially two and strictly related to the implementation of Mediterranean yachting crews:

<u>The first obstacle</u> concerns, in particular, the impediment to carrying out *internships/stages on board* private yachts, in the course of their current activity and also on the open sea, by students pursuing training curricula related to the sector taken as reference here. These *internships on board* are, from what we have been told at the beginning, widely and fully practised by French students and, conversely, carried out amidst many difficulties and impediments (in particular, with regard to *internships on board* to be carried out at open sea) by Italian students. On closer inspection, it emerged from the interviews with both Italian and French experts invited by the Province of Lucca that the obstacle in question therefore concerns both Italian and French students and occurs as a consequence of restrictive regulatory provisions and administrative impediments, in particular the need for students to have the STCW certificate, which stands for 'Standards of Training, Certification, and Watchkeeping', to carry out internships on board private yachts⁴.

<u>The second obstacle</u> concerns, specifically, of extra-curricular training activities, albeit highly specialised and qualifying. In fact these extra-curricular activities that could be promoted by the technical and professional schools (training in the field of tourism or catering) for specializing those students interested in the yachting sector, cannot currently be exploited in the labour market. This would depend the absence of recognition, on the part of both the French and Italian legal systems, of extra-curricular training activities, albeit highly specialised and qualifying because they are expressly dedicated to the professional sector taken into consideration here, to be valorised at the time of placement in the world of work. This would depend on the absence of a European regulation offering guidelines for the standardisation of recognition process within Member States.

The removal of such obstacles would undoubtedly stimulate an increase in the profitable movement of young people trained on the basis of common and shared rules between France and Italy and with such preparation, including linguistic preparation, as to make them indifferently and equivalently available in the stretch of sea considered and which, as already noted, is particularly affected by the phenomenon in exam⁵.

The question at this point is to understand the actual nature of these obstacles and whether and how they can be removed.

II.2 The neutrality of EU law with respect to the obstacles considered.

⁴ This certificate is issued by certifying bodies after a training course, mainly dedicated to safety on board, which must be paid for by the attendee. These standards cover personal survival techniques; fire prevention and firefighting; medical first aid; maritime security awareness; communication; leadership; teamwork & human behavior. The certificate is issued in all states (including Italy and France) that have adhered to the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) 7 July 1978; Entry into force: 28 April 1984.

⁵ It should be noted that on-board personnel, particularly those who deal with yacht passengers, are normally required to have knowledge of two or three languages, of which English is certainly one. The cumulative knowledge of Italian and French, in addition to English, would therefore be a considerable added value.

According to Article 165 of the Treaty on the Functioning of the European Union (TFEU): 'The Union shall contribute to the development of quality education by encouraging cooperation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity'. According to the second paragraph of the same article, 'The Union's action shall be aimed at: - encouraging the mobility of students and teachers, inter alia by promoting the academic recognition of diplomas and periods of study; - promoting cooperation between educational establishments' and, in the fourth paragraph, 'In order to contribute to the achievement of the objectives referred to in this article: the European Parliament and the Council, (...) shall take **incentive measures**, <u>excluding any harmonisation of the laws and regulations of the Member States</u>'.

With particular reference to the sector of traineeships, the European Union, i.e. the Council, has intervened in the sector of traineeships linked to access to the world of work, so-called <u>extra-curricular</u>, and, more specifically, of those so-called *open market traineeships*. It has, however, limited itself to adopting a Recommendation of 10.3.2014, recalling arts. 153 and 166 TFU, on a quality framework for traineeships also in which some measures are suggested to improve the quality of traineeships also in order to make them effective and recognisable. Since this is merely a recommendation, states remain free to regulate the matter at their own discretion even though it is likely that they will take into account the indications contained in the Recommendation also because they are the result of their own proposals and reasonable mediation and, in the end, shared by all governments.

In a nutshell, therefore, it can be stated that, in the sector relevant here, the States have not entrusted the European Union with regulatory powers, but with a role of support and encouragement, on the one hand, of the mobility of students and teachers and, on the other hand, of the mutual recognition of qualifications awarded on the basis of the respective national systems. The European Union intervenes essentially through the partial and, in some cases, even total financing of particularly qualified and selected projects in this dual perspective (mobility and recognition). The Union also admits that collaboration takes place on a bilateral level between Member States provided that the advantages created as a result of this collaboration are extended, under the same conditions, to all citizens of the European Union registered to attend the educational and university establishments that are involved in this collaboration. There is, therefore, ample room for bilateral collaboration that, in the present case, takes place between Italy and France also as a consequence of the recent entry into force (1 February 2023) of the Trattato del Quirinale - Quirinal Treaty.

We now come to the examination of the specific obstacles before us.

<u>Regarding the first obstacle</u>. The European Union has, in view of what has been said above, no competence with regard to the compulsory regulation of the requirements for access to curricular or extra-curricular internships linked to national school activities, nor with regard to their performance. Therefore, the issue of the more or less easy ways of carrying out <u>on-campus internships</u> appears to be outside the scope of European Union law and is, on the contrary, left to the regulatory availability of national law, in this case Italian law. The latter may, if necessary, be amended to make these procedures easier, or, on the contrary, more stringent than those in force, in any case without there being any interference, either positive or negative, from European Union law.

<u>Regarding the second obstacle</u>. The same considerations made in relation to the previous obstacle apply, with the clarification that the European Union, although lacking regulatory powers, can, nevertheless, support and economically incentivise any initiatives aimed at fostering the mobility of students and teachers also in the specific sector considered here (that of yachting)⁶ as well as the recognition, which remains at the full disposal of the individual State, of the study activity carried out abroad.

II.3 The instruments available for bilateral cooperation: the opportunities offered by the entry into force of the Quirinal Treaty.

As noted in the previous section, the European Union allows Member States to reach agreements on a bilateral basis that facilitate student and teacher mobility and the recognition of educational activities and qualifications. Indeed, it finances specific projects that pursue this objective.

The case of cooperation between Italy and France in the sector under consideration here is, from this point of view, emblematic. It is a long-standing cooperation that has already produced and continues to produce excellent results⁷.

At present, there is already bilateral cooperation between France and Italy in the area of secondary investigation.

The EsaBac dual diploma is the most advanced expression of the intense bilateral collaboration between Italy and France in the field of educational cooperation, thanks to the Agreement between the two Ministries of Education signed on 24 February 2009, by which France and Italy promote a three-year bilingual pathway in their school system in the second cycle of education that allows for the simultaneous award of the Italian State Examination Diploma and the French Baccalauréat.

⁶ During the on-site meetings, the Province of Lucca illustrated to us the contents of the E-JOB project, also financed with European Union resources within the France-Italy cross-border programme, transnational training, which allowed for a fruitful collaboration between school institutes in the Province of Lucca and the Côte d'Azur. This was a very successful project that could be followed up further. Province of Lucca as all Provinces in Italy, on the basis of the national law n. 556 April 2014 is responsible of the coordination of high school network educational planning and the training offer. It collaborates with the regional government (responsible for the recognition of trainings), the high schools of the whole provincial territory and the territorial Educational Service which is a local department of the national Ministry of Education.

⁷ The roots of current cultural cooperation between Italy and France are deep and go back a long way. At the basis of the cultural exchanges are undoubtedly the geographical proximity of the two countries, the historical events that have on several occasions strongly intertwined their destinies, the not dissimilar territorial, demographic and economic dimensions but, above all, the strong sharing of the ideals of Humanism. In this regard, please refer to our paper M. Vellano, "La contribution de l'Union européenne au renforcement de la coopération culturelle franco-italienne", in Il Diritto dell'Unione europea, 2020, pp. 211-226 (ISSN 1125-8551).

The Italian curriculum in the EsaBac sections provides for the study of French language and literature over a three-year period, for four hours per week, and History taught in French for two hours per week.

In France, the curriculum includes teaching Italian Language and Literature and History in Italian.

The EsaBac route offers students in the last three years of secondary school an integrated education based on the in-depth study of the language and culture of the partner country, with a specific focus on the development of historical-literary and intercultural skills, acquired in a European and international perspective. At the end of the course, students attain a language proficiency level of B2. It is only possible to obtain this particular qualification in schools authorised by the Miur to activate the EsaBac curriculum.

There are two types of EsaBac diploma: the general EsaBac, in classical, linguistic, scientific and humanities high schools, and the Technological EsaBac (**Esabac Techno**) in technical institutes in the economic sector - 'administration, finance and marketing' and 'tourism' addresses.

The bilingual pathway is currently offered by more than 319 schools in Italy (a steadily increasing number of <u>which 44 are EsaBac Techno</u>) and more than 60 schools in France and constitutes a reference model that can potentially be reproduced among other EU Member States⁸.

In the present case, EsaBac Techno would be in the spotlight, with particular reference to tourism⁹.

As a further supplement to the double diploma approach, there are further forms of encouraging mobility between Italy and France, which provides for the exchange of students enrolled in EsaBac and their attendance, in principle for a fortnight, at homologous schools. This kind of programme is activated on the initiative of individual institutions. More specifically, as far as the Italian school system is concerned, it is sufficient for a school that falls into the categories envisaged by the protocol agreement between France and Italy, in the case of the EsaBac Technio Istituto tecnico commerciale economic-finance-marketing and tourism address, to formulate individually and without the need for a prior agreement with a counterpart French school, a request for the activation of an EsaBac that will be sufficiently taken into consideration and authorised by the competent regional offices after verification of the relevant requirements. It is therefore a relatively simple and not too lengthy procedure.

However, it is worth emphasising that the EsaBac Techno currently only applies to technical institutes in Italy; this excludes vocational institutes in which, for example,

⁸ In 2021, 9016 Baccalauréat diplomas were awarded to Italian high school students. And today, almost 50,000 students hold a Baccalauréat diploma from EsaBac. The success rate of almost 90% in the French exam reflects the excellence of this bilingual programme.

⁹ The issuing of the EsaBac Techno double diploma takes place following the conclusion of a special protocol agreement between the Italian and French governments on 6 May 2016.

cooks are trained, who could have their specialisation in "Cook on board".

For the sake of completeness, it should be noted that the bilateral activity between Italy and France also continues at the level of university collaboration¹⁰.

Lastly, the Quirinal Treaty, which entered into force on 1 February 2023, is intended to provide, in Article 8, the legal basis for furthering this enhanced bilateral cooperation also in the field of education¹¹ : "The Parties shall strive for ever closer cooperation between their respective education systems, with the aim in particular of contributing to the construction of the European Education Area. They shall encourage the mobility of young people, in particular in vocational education and training, with a view to lifelong learning, with the aim of setting up French-Italian and European centres of vocational excellence and encouraging the recognition of these pathways. They develop joint Italian State Examination and French Baccalauréat (ESABAC) pathways and encourage systematic partnerships between Italian and French institutions offering them, as well as the mobility of students and their teachers. Furthermore, they undertake to cooperate on education for sustainable development and global citizenship through dedicated collaboration programmes'. The rule recalled here clearly has an essentially programmatic vocation but contains references of particular value and significance for the case under consideration. In fact, we read that particular attention is paid by the Contracting Parties to encouraging the mobility of young people 'in particular for education and vocational training' and in view of the establishment of 'Italian-French centres of professional excellence'. Specific mention is also made of the experience of the development of mutually recognised educational pathways awarding a double gualification at the end of secondary school.

III. Description of possible solution(s)

During the Legal Assistance activity carried out at the EU Offices of the Province of Lucca, it was possible, thanks to the effective and efficient organisational capacity of the office in charge, to meet with various representatives of the educational institutes interested in being involved in the cross-border collaboration project and also with private bodies and associations for the promotion of yachting in a transnational key. These meetings, with exponents from both the Italian and French territorial sides, proved extremely useful in focusing on the needs related to the implementation of a transnational collaboration in the training sector and in finding practical solutions.

¹⁰ The universities of the two countries have always forged stable relations, in the fields of teaching and research, giving rise over time to an impressive network of agreements that today expresses all its potential in double and joint degrees. There are currently more than 260 Italian-French double or joint degrees of this type, essentially for the master's degree and in the field of engineering, for the bachelor's and doctorate degrees and in the fields of law, literature and management. This collaboration rests firmly on the legal and financial instruments offered once again by the European Union, starting with the so-called Bologna Process and the Erasmus and Erasmus Plus programme.

¹¹ The Quirinal Treaty is perfectly in line with the much older agreement signed on 4 November 1949 to foster bilateral cooperation between Italy and France in cultural matters. The text of the agreement, aimed at 'further strengthening the literary, artistic, scientific and academic relations that have existed between their two peoples for so many centuries', is extremely interesting and striking, seventy years after its drafting, for its clarity, effectiveness and completeness.

Moreover, a Project, called "E-Job" - Excellente Job on board, financed by the Transborder Programme Italy-France Maritime has already made it possible to realise an extra-curricular training activity, through the realisation of 8 training models, attended (mostly at a distance as it was realised during the COVID-1 pandemic) by 60 students of French and Italian nationality. This important and successful project could have a further follow-up in the next three years.

Although, as noted in the previous paragraphs, it was not possible, given the neutrality of EU law with respect to the obstacles represented, suggest a legal path aimed at overcoming the first obstacle (that of the legal feasibility in Italy of an extra-curricular internship to be carried out by students of technical and professional institutes on board yachts sailing on the open sea) it was nevertheless possible to find a practical solution to this requirement. In fact, it emerged during talks with representatives of the various schools involved that one of them, the Artiglio State Technical Nautical Institute in Viareggio (Province of Lucca), was willing to consider the possibility to make its school-ship available also to the students of the C. Piaggia Technical Institute and the Marconi Professional Institute (the other two schools on Viareggio involved in the project). This availability, if realised, eliminates the need for students to have the previously mentioned STCW certificate, certificate otherwise required by Italian law in the case of internships on private yachts. During discussions with French representatives of the schools involved, it was explained to us that a practical solution was similarly found.

With regard to <u>the second obstacle</u> (that of obtaining a formal recognition in employment interviews of the school or extracurricular activity carried out in virtue of transnational Italian-French collaboration projects such as in the case of the E-Job project), the collaboration carried out in Lucca made it possible to identify the tools made available by the Italian-French cooperation as the ideal way to achieve the best results.

In this regard, it is suggested to consider the activation of an EsaBac Techno school pathway leading to the award of a double title by one or more institutes in Lucca/Viareggio and simultaneously by one or more counterpart institutes in Nice/Antibes¹². This recommendation concerns, in particular, the activation of an EsaBac Techno (from now EsaBac Techno Yachting) on relating to a specialised pathway to enhance the specific skills of personnel on board (Stewart) in the area of assistance in the provision of food and wine on board and in the preparation of visits and excursions both at sea and ashore in relation to the Mediterranean (in other words in the touristic sector). This professional figure is essential in the case of chartered yachts and MegaYachts in particular. This figure, by virtue of transnational preparation, would have the advantage of being employed on both Italian and French maritime routes.

During the course EsaBac Techno Yachting course, schools offering this type of course, could participate in a Cooperation Programme to encourage mobility, particularly with regard to on-board placements. In order to realise this bilateral

¹² From the talks held thanks to the coordination of the Province of Lucca, the institute that appears, at least at first glance, to be the ideal candidate to activate the EsaBac Techno is the 'Istituto Tecnico Economico "C. Piaggia" di Viareggio', which has an active course of study expressly dedicated to tourism and which expressed a strong interest in this solution during the preliminary phase of this report. Similar interest was expressed by a Lycée des métiers du tourisme, de l'hôtellerie et de la restauration à vocation internationale in Nice.

foresight, the Italian national discipline could first be given a hand to make it simpler and, above all, more consistent with the one currently in force in France. A solicitation in this sense could be brought by the Province of Lucca to the attention of the legislative and deliberating bodies, endowed with the necessary competences, at the level of the Tuscan Region and the Italian Republic.

The proposed solution would have the merit of de facto overcoming both of these obstacles.

In fact, with reference to <u>the first obstacle</u>, the activation of an EsaBac Techno Yachting course would motivate and justify the request, addressed to the Italian legislative and administrative authorities, to intervene in order to guarantee educational reciprocity to French and Italian students also with regard to their on-board experiences also on private Yachts and not only on the school ship eventually made available by Artiglio State Technical Nautical Institute in Viareggio. Besides the EsaBac Techno, an EsaBac-Pro (Pro in the sense of Professional) should be promoted by the Italian Ministry of Education so to extend the opportunity to vocational schools.

With reference to the <u>second obstacle</u>, the activation of an EsaBac Techno Yachting pathway would guarantee students who obtain it full equivalence of the qualification (Italian in France and French in Italy) without the need for ad hoc recognition but rather automatically. In addition, this qualification would be fully and incontrovertibly recognised at recruitment interviews in the two States.

Last but not least, the EsaBac Techno Yachting course could find particular prominence within the framework of the Quirinal Treaty, given that the latter (see the aforementioned art. 8) expressly contemplates and, indeed, encourages the creation of highly professionalised double diploma courses, as in the case in point. EsaBac Techno Yachting could then become a building block in view of the creation of an 'Italian-French centre of professional excellence' expressly dedicated to yachting¹³. In the latter regard, it is suggested that contact be made with the Strategic Operational Management Committee of the Quirinal Treaty both for further technical support in the continuation of the cross-border relationship and to give adequate publicity to the project in the annual report of activities carried out within the framework of the Quirinale Treaty.

IV. A full list of all legal provisions relevant to the case

Art. 165 del Trattato sul funzionamento dell'Unione europea - - Article 165 of

¹³ The economic and pioneering significance of this sector has already been mentioned in the first section of this report, to which reference is made here. During the academic year -2022-2023, the first two Franco-Italian professions campuses were inaugurated in Lombardy and Piedmont, in collaboration with the Auvergne-Rhône Alpes and Franche-Comté regions. These campuses of excellence focus on the fields of automotive maintenance and aeronautical mechanics. Within the framework of the synergy initiated between the Auvergne-Rhône Alpes region and Piedmont and Lombardy, the Auto'mobilités Campus, composed of five vocational training institutes and two associations, will work with the CNOSFAP Lombardy in Brescia, the Zanardelli Provincial Training Centre and the CNOSFAP Piedmont Training Centre in Turin (Source: French Embassy in Italy). In Viareggio, not far from Lucca, a Higher Technical Institute called ISYL - Italian Super Yacht Life has existed and successfully operated for years and already delivers high-level training courses in the yachting sector.

the Treaty on the Functioning of the European Union;

- Legge 12 luglio 2022, n. 90, recante ratifica ed esecuzione del Trattato tra la Repubblica italiana e la Repubblica francese per una cooperazione bilaterale rafforzata, fatto a Roma il 26 novembre 2021 in Gazzetta Ufficiale n. 164 del 15 luglio 2022 - Law No. 90 of 12 July 2022, ratifying and executing the Treaty between the Italian Republic and the French Republic for Enhanced Bilateral Cooperation, done in Rome on 26 November 2022 in Official Journal No. 164 of 15 July 2022;
- Legge 7 aprile 2014, n. 56 Disposizioni sulle città metropolitane, sulle province, sulle unioni e fusioni di comuni in Gazzetta Ufficiale n. 81 del 7 aprile 2014 -Law No. 56 of 7 April 2014 Provisions on metropolitan cities, provinces, unions and mergers of municipalities in Official Journal No. 81 of 7 April 2014;
- Decreto del Ministero delle Infrastrutture e dei Trasporti n. 121 del 10 maggio 2005, Regolamento recante l'istituzione e la disciplina dei titoli professionali del diporto - Decree of the Ministry of Infrastructures and Transport No. 121 of 10 May 2005, Regulation on the establishment and regulation of professional titles in yachting;
- Decreto del Ministro dell'Istruzione, dell'Università e della Ricerca n. 614 del 4 agosto 2016 sull'istituzione dell'EsaBac Techno - Decree of the Minister of Education, University and Research No. 614 of 4.8.2016 on the establishment of EsaBac Techno;
- Raccomandazione del Consiglio del 10 marzo 2014 su un quadro di qualità per i tirocini (2014/C 88/01) in Gazzetta ufficiale dell'Unione europea C 88 del 27 marzo 2014 - Council Recommendation of 10 March 2014 on a quality framework for traineeships (2014/C 88/01) in Official Journal of the European Union C 88 of 27 March 2014.

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