



Country case study
on the implementation of directive 2003/59/EC
Italy

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A. Baseline

Before the implementation of the Directive, professional truck drivers were requested to have just driving license "C" or (drivers less than 21 years old that want to drive a vehicle of over 7,5 t) a special CPC named "KC"; professional bus drivers were instead requested to have both driving license "D" + special CPC named "KD".

The training content of the Course was less detailed and suitable than now and prices of Courses were lower than now.

Many driving license "C" were granted in the frame of the levy system.

B. Preparing for the Directives implementation

Italy started to implement the directive from 2005 to 2010 by a set of legislative and ministerial decrees.

The implementation involved from the beginning more drivers than company owners/employers. Furthermore it has been introduced quite "softly" as (See section C and E) licences related to carriage of goods and issued within 2009 can be automatically converted in CPC within 2014. So, we can't speak of "company owners' reaction".

C. Directive implemented

The Directive has been implemented from 2005 to 2010 by a set of legislative and ministerial decrees (see below)

Decreto legislativo, 21 novembre 2005, n.286

"Disposizioni per il riassetto normativo in materia di liberalizzazione regolata dall'esercizio dell'attività di autotrasportatore"

MINISTERO DEI TRASPORTI, DECRETO 7 febbraio 2007

"Enti per la formazione dei conducenti professionali e programmi del corso e procedure d'esame per il conseguimento della carta di qualificazione del conducente".

MINISTERO DEI TRASPORTI, DECRETO del Capo di Dipartimento dei trasporti terrestri 7 febbraio 2007, n.372

"Gestione dei punti della carta di qualificazione del conducente".

MINISTERO DEI TRASPORTI, DECRETO del Capo di Dipartimento dei trasporti terrestri, 7 febbraio 2007, n. 371

"Rilascio della carta di qualificazione del conducente".

Circolare - 27/03/2007 - Prot. n. 29092/23.18.03 - Carta di qualificazione

"Norme in materia di rilascio della carta di qualificazione del conducente ai sensi della direttiva 2003/59/CE (1 parte)"

Decreto Legislativo 22 dicembre 2008, n. 214

"Modifiche ed integrazioni al decreto legislativo 21 novembre 2005, n. 286, recante disposizioni per il riassetto normativo in materia di liberalizzazione regolata dell'esercizio dell'attività di autotrasportatore"

Decreto Ministeriale 16 ottobre 2009 (G.U. n. 259 del 6.11.2009)

"Disposizioni applicative in materia di formazione accelerata per il conseguimento della Carta di qualificazione del conducente e riordino delle disposizioni del decreto 7 febbraio 2007"

Ministero Delle Infrastrutture e Dei Trasporti , Decreto Dirigenziale - 22/10/2010 - (G.U. n. 258 del 4.11.2010)

Rilascio CQC

Nuove disposizioni in materia di rilascio della carta di qualificazione del conducente.

The competent authority responsible for the implementation of the Directive is the Government, specifically the Ministry of Transport. The implementation is quite fully completed: currently the Transport Department is still elaborating the evaluation questionnaires related to the final test of the initial training.

The CPC introduced by the directive is a new professional certificate in Italian named "Carta di Qualificazione del Conducente" (CQC). In terms of national qualification, the CQC is overall an essential requirement to perform the professional driver's activity. The CQC is issued after training and test. It is not really referenced into national qualifications framework as Italy hasn't yet fully established a national qualifications framework.

Nevertheless, the Government doesn't have much interest in supporting the implementation of the directive besides laws and regulations, as the transport sector represents just the 1 % the GDP (no financial incentives are available for instance for new drivers who want to start this career).

Inspections are done on the road to drivers by the traffic police or to employers by the Department of Labour just to verify that drivers have the CPC, drive in conformity of transport rules (speed, work/rest cycle etc.) and, in case, fine employers and/or drivers.

Due the directive implementation, some schools had to change some aspects of their internal organization (i.e. new pc, new courses timetable – more intensive schedule, further trainers, new kind of trainers like engineers etc.)

D. Exams

The final test of the initial training should take place in the premises of the "Motorizzazione civile" (local government office that issues driving licenses and registers vehicles). It should consist of 2 questionnaires (respectively on the common and specialized part; both have 60 questions to be completed in 120 minutes, max 6 errors: it means multiple-choice sections of the driving written test (just "ticking the right answer").

Waiting for the elaboration of the questionnaires by the Transport Department, the test is an oral examination. The examiners will be 2 officers of the Transport Department (one of them should be an expert on the technical area, like an engineer).

At the present time the Nord-West area (Lombardia and Liguria Regions) is already testing written exams. In the rest of Italy exams will be oral till September. Starting from September 2011, every Region should have written exams.

The CPC is issued by the competent local "Motorizzazione civile".

Instead, after the end of the periodic training, the body that provided the Course just forwards the participants attendance list to the competent local "Motorizzazione civile" that will issue the updated CPCs.

No deviations from the training programs.

The assessment is on the competences learned during the training course.

E. Periodic training

In order to continue practising the profession, drivers are required to participate in mandatory five-yearly training courses, with a total duration of 35 hours. The aim of (initial and) periodic training shouldn't be just the driving activity but the awareness of being professional driver and the role of that profession in the society.

Nevertheless, such "periodic training" provides in fact just theory and, at the present time, it has not yet been put into practice: the CPC was introduced in Italy in 2007 and, since 2007, initial training is mandatory (but old licences related to carriage of goods and issued within 2009 can be automatically converted in CPC within 2014.); it means that the first periodic training should start in 2012. In the meantime (till 2014), most of the driving licences were/are/will be automatically converted in CPC, just a few new truck drivers had/ have to apply ex novo for their CPC and attend initial training + exams. It means that when in 2012 the periodic training activity will be provided, it will be the "first" training ever done by most of the truck drivers.

Here the periodic training program:

- a) General programme (21h) [a.1. to know the controls of the vehicle and behaviour of the driver (7h); a.2. to know behaviour rules and responsibility of the driver (7h); a.3. to know professional risks. Psycho-physical conditions of the driver (7h)];
- b) Special programme (14h) for truck drivers [b.1) load and unloading of good; tasks of the driver (7h); b.2) regulations of carriage of goods (7h)];
- c) Special programme (14h) for bus drivers [c.1) duties of drivers as regards company and passengers (7h); c.2) regulation of carriage of passengers (7h)]

The periodic training has to be done "from 6 months before"/ "to 2 years after" the CQC expiring date.

2 years after the CQC expiring date, the driver must instead not only attend the training course but also pass the exam.

F. Execution of the training by public and private providers

The training (initial or periodic) is provided by private single driving schools, driving schools' associations or by organizations functionally related to road transport associations /confederations.

In order to provide training courses they should have obtained a quality certificate from the competent authority that states the accordance with the requested requirements (in terms of premises, didactic material, trainers, vehicles etc. specified in the regulations).

Providers that already offers initial training are going to offer also periodic training.

Professionals involved in initial and periodic training:

- a) teacher for the theory: the teacher should have a specific qualification and, in the past 5 years, should have provided lessons for at least 3 years
- b) driving instructor: the instructor should have all the driving licenses, a specific qualification and, in the past 5 years, should have provided lessons for at least 3 years

c) doctor expert on legal medicine, socialized medicine or occupational medicine or, in the past 5 years, should have provided lessons for at least 3 years in training courses related to the road transport activities.

d) expert on business organization particularly of road transport companies that, in the past 5 years, has worked in a road transport company for at least 3 years or that published specific text on legal-administrative activity related to the road transport.

The following profiles are considered as expert on business organization:

d1) teacher of letter a) that have the certificate of eligibility for access to the profession for carriage of goods and passengers.

d2) people that, in 3 years out of the last 5, were teacher in training courses for professional truck or bus drivers.

G. Reflection on the implementation

See H.

The directive doesn't much address shortage of professional drivers nor increase road safety.

Till now, the implementation has not increased drivers employability nor their quality. With regard to the quality, it could be increased if exams and related training were more practical oriented (particularly medical and legal training could be reduced)

H. Competition and European context

In Italy, the general opinion of the branch is founded on lack of motivation and lack of faith in the directive and in the related implementation.

The directive is differently implemented in every EU countries, due to different previous regulations, branch system and role of the truck sector in the economic national output (so we can't maybe yet speak of a European directive)

Specifically, in Italy, the sector has never made a strong appeal to the government.

Nevertheless, until 15 years ago, the profession was quite satisfactory: although training didn't have a priority in the branch, efforts and incomes of professional truck drivers were well balanced (retired truck drivers working in that period have pretty earned and are today completely autonomous and satisfied from an economic point of view). On the contrary, today more difficulties have to be faced by truck drivers: new strict regulations, more fees and expenses, no bargaining power on customers (customers don't favour high quality professional drivers but the cheapest offer), more competition, new mandatory tools (i.e. digital tachograph), more strict rules on work/rest cycle....), no balance between high efforts and money earned etc.

The new regulation and the related training are, therefore, perceived as duty and/or obstacle from drivers and employers. They are not interested in it nor in a better comparability of qualifications of professional drivers, as they have to face other bigger daily difficulties before. Time and money have to be spent in working.

On the contrary, stakeholders (like truck associations) and driving school are interested in guaranteeing training, safety and health.

Unfortunately, the implementation will not guarantee a real and immediate positive effect: the CPC was introduced in Italy in 2007 (carriage of goods); it means that the first periodic training will start in 2012.

Until now, most of the driving licences were automatically converted in CPC (it will be possible until 2014 for driving licences issued by 2009), so just a few new truck drivers had/have to apply ex novo for their CPC and

attend initial training + exams. It means that when in 2012 the periodic training activity will be provided, it will be the "first" training ever done by most of the truck drivers.

Therefore, a better comparability of qualifications of professional drivers from Italy and other EU countries, is mainly not yet possible.

I. Prospects

Besides what above mentioned, it is desirable more intervention from the side of government (more incentives to cover training expenses, grants/benefits for those employers that provide training and guarantee high quality of their performances and of their drivers), more proactive role of trade unions.

Starting from 2012, periodic training should start.

Starting from 2014, driving licences issued by 2009 should not be automatically converted in CPC any more.

For further information on the project please consult:

www.project-profdrv.eu

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