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Draft Government Bill to Parliament amending the Act on Transport Services and certain other Acts

MAIN CONTENT OF THE PROPOSAL

The proposal proposes to amend the Act on Transport Services, the Vehicles Act and the Act on the Grey Economy Information Unit.

The bill proposes to amend the provisions of the Act on Transport Services on the prerequisites for obtaining a taxi service licence. According to the proposal, the assessment of good repute would include taking into account certain crimes against life and health, as well as sexual offences, fraud and payment instrument offences. It is proposed that the organisation of the entrepreneur examination in taxi services is transferred to the Finnish Transport and Communications Agency. At the same time, a herd prevalence could be set in the entrepreneur examination in the future, and the prevalence of post-detected fraud would also be taken into account.

In addition, the Bill would introduce an obligation for the holder of a taxi licence to register a vehicle used as a taxi in the exclusive possession of the vehicle and to include the vehicle in the licence in the register. The Bill would also propose to extend the fine for incorrect registration to holders of a taxi licence. The proposal would also extend public information on taxi service operators. According to the Proposal, a traffic penalty fee could also be imposed for activities contrary to the rules on pricing in the future, and the taxi driver would also be responsible for notifying the price information.

The Bill proposes that the collection of data collected on a taxi journey be amended so that, in the future, vehicles used in taxi service should have a taximeter that meets the requirements of the Measuring Instruments Act. In addition, a new penalty regulation is proposed if the licence holder does not comply with the requirements for taximeters.

According to the Bill, certain offences against liberty, tax fraud, fraud, payment instrument offences and firearms offences would be prevented from obtaining a taxi driver's licence. In addition, according to the proposal, the granting of a taxi driver's licence would be conditional on completing the training of the taxi driver. According to the proposed temporary amendments to the Act on Transport Services, the holders of a taxi driver's licence valid at the time of entry into force of the Act would have to undergo one-off further training for taxi drivers in order to renew the taxi driver's licence. In addition, the Bill proposes amendments to the regulation on the taxi driver examination and the approval of taxi service training organisations. In addition, the Finnish Tax Administration's Grey Economy Information Unit could carry out a compliance audit on granting and withdrawing the approval of taxi service training organisations.

The bill would amend the Vehicles Act to issue a special number plate for a vehicle used in taxi service. According to the proposal, the use of a taxi sign would be monitored and a penalty could be imposed for non-compliance with the requirement concerning it.

The Acts are intended to enter into force primarily on 1 January 2026, 1 October 2026 and 1 January 2027. According to the proposal, the temporary act would be in force until 31 December 2034.

DRAFT

CONTENTS

MAIN CONTENT OF THE PROPOSAL.....	1
EXPLANATORY MEMORANDUM.....	4
1 BACKGROUND AND PREPARATORY WORK.....	4
1.1 Background.....	4
1.2 Preparation.....	5
2 CURRENT SITUATION AND ITS ASSESSMENT.....	6
2.1 Requirements for granting a taxi service licence.....	6
2.2 Taxi identification, monitoring and fares.....	12
2.3 The taximeter and the data to be collected on the journey.....	22
2.4 Requirements for granting a taxi driver's licence.....	28
2.5 Certification and supervision of training organisations.....	33
2.6 Professional Qualifications Directive and proportionality assessment of professional regulations.....	37
2.7 Services Directive.....	39
3 OBJECTIVES.....	39
4 PROPOSALS AND THEIR IMPACTS.....	41
4.1 Key proposals.....	41
4.1.1 Requirements for granting a taxi service licence.....	41
4.1.2 Taxi identification, monitoring and fares.....	41
4.1.3 The taximeter and the data to be collected on the journey.....	42
4.1.4 Requirements for granting a taxi driver's licence.....	43
4.1.5 Certification and supervision of training organisations.....	43
4.2 Main impacts.....	44
4.2.1 Requirements for granting a taxi service licence.....	44
4.2.2 Identification, monitoring and pricing of taxis.....	46
4.2.3 Taximeter and data collected on a taxi journey.....	51
4.2.4 Certification and supervision of training organisations.....	54
4.2.5 Requirements for granting a taxi driver's licence.....	55
4.2.6 Proportionality assessment of amended professional regulations.....	59
4.2.7 Directive (EU notification) on the technical rules of commerce.....	60
4.3 Combined effects.....	61
5 OTHER IMPLEMENTATION OPTIONS.....	65
5.1 Options and their impact.....	65
5.1.1 Requirements for granting a taxi service licence.....	65
5.1.2 Taxi identification, monitoring and fares.....	65
5.1.3 The taximeter and the data collected on the journey.....	67
5.1.4 Approval of training organisations.....	68
5.1.5 Requirements for granting a taxi driver's licence.....	68
5.2 Legislation and other means in place in other countries.....	69
5.2.1 Requirements for granting a taxi service licence.....	69
5.2.2 Identification and control of taxis.....	71
5.2.3 Taximeter and data collected on a taxi journey.....	72
5.2.4 Requirements for granting a taxi driver's licence.....	74
6 FEEDBACK FROM CONSULTATION.....	75
7 PROVISION-SPECIFIC RATIONALE.....	75
7.1 The Act on Transport Services.....	75

DRAFT

7.2 Temporary amendments to the Act on Transport Services.....	94
7.3 Vehicles Act.....	96
7.4 Act on the Grey Economy Information Unit.....	99
8 REGULATION AT THE LEVEL OF SECONDARY LEGISLATION.....	99
8.1 Powers of the government to issue decrees.....	99
8.2 The powers of the Finnish Transport and Communications Agency to issue regulations.....	99
9 ENTRY INTO FORCE AND TRANSITIONAL PROVISIONS.....	101
10 RELATIONSHIP TO THE CONSTITUTION AND LEGISLATIVE PROCESS.....	103
10.1 Non-discrimination § 6.....	103
10.2 Protection of property § 15.....	105
10.3 Right to work and freedom to conduct a business, section 18.....	106
10.4 § 124 Delegation of an administrative function to a party other than the authority.....	111
10.5 Delegation of legislative powers under section 80.....	113
10.6 Administrative sanctions.....	114
LEGISLATIVE PROPOSALS.....	117
Act amending the Act on Transport Services.....	117
Act on the temporary amendment of the Act on Transport Services.....	125
Act amending the Vehicles Act.....	127
Act amending Section 6 of the Act on the Grey Economy Information Unit.....	130
PARALLEL TEXTS.....	131
Act amending the Act on Transport Services.....	131
Act on the temporary amendment of the Act on Transport Services.....	145
Act amending the Vehicles Act.....	148
Act amending Section 6 of the Act on the Grey Economy Information Unit.....	152

EXPLANATORY MEMORANDUM

1 Background and preparatory work

1.1 Background

The Act on Transport Services (320/2017) (hereinafter the *Transport Services Act*), which entered into force gradually during 2018 and 2019, brought together the majority of legislation on transport markets. A significant part of the regulations relating to the carriage of passengers and goods by road were integrated into it. At the same time, the regulation on taxi transport was eased. The Act promoted the introduction of new technology, utilisation of data and new business concepts, as well as enabling integrated travel chains. At the same time, the regulation on taxi services was eased. With the Act on Transport Services, regulation of the number of taxi licences, regulation of the maximum price of services, the obligation to provide emergency services and base stations, and the taxi licences were abandoned. The Transport Services Act was a very significant change in the market whose operations had been regulated in very detail for a long time.

The previous government carried out a ‘correction series’ on the regulation of taxis in the Transport Services Act between 2020 and 2021, in which the necessary corrections related to detected irregularities were implemented, taking into account, in particular, the safety of operations and the fight against the shadow economy, price transparency and the availability of taxis. The amendments entered into force gradually in 2021. The amendments to the Act on Transport Services added regulation on, for example, the examination and organisation of a taxi driver, the voluntary driver training of taxi drivers that supports participation by special needs groups, the collection of data on all taxi rides for tax control, the ‘Y’ code as a condition for granting a taxi service licence and the mandatory entrepreneur training and entrepreneur test. It was also specified when a taximeter must be used to determine the price of taxi rides and the obligation to use, in the future, for all taxis, either a taximeter or other equipment or system that collects the data on taxi rides required by law for tax control purposes.

In Prime Minister Petteri Orpo’s Government Programme, Strong and intermediate Finland has been outlined on the implementation of the legislative project on taxis. In the Government Programme, the objective of the legislative project is to strengthen consumer confidence in taxi services, to promote the availability of taxis, to take into account the different customer groups throughout the country, and to enhance the supervision of taxi services and tackle the grey economy.

In the Government’s resolution of 19 December 2024 entitled ‘Strategy to combat the shadow economy and financial crime 2024–2027’, the Government committed itself to stepping up the fight against the grey economy in taxi services during the strategy period.¹ The Action Programme to combat the shadow economy and economic crime 2024–2027, which is completed in parallel with the resolution in principle, therefore includes a project (Project No 1.2) amending the Transport Services Act. The project highlights the objectives highlighted in the Government Programme. From the point of view of combating the shadow economy, according to the operational programme, it is essential for authorities to have access to the most standardised and consistent reference data on taxi journeys driven.²

¹ Ministry of Economic Affairs and Employment, p. 4, see <https://tem.fi/paatos?decisionId=2596>.

² Ministry of Economic Affairs and Employment, p.3, cf. <https://tem.fi/paatos?decisionId=2596>.

1.2 Preparation

The proposal has been prepared by the Ministry of Transport and Communications. The preparation of the proposal was initiated in accordance with the legislative project decision on 3 October 2024.

The Ministry of Transport and Communications began the preliminary preparation of the project during autumn 2023, when the information basis was collected in the official preparation and proposals for solutions were sought in close cooperation with the Finnish Transport and Communications Agency. During the preliminary preparation, the Ministry of Transport and Communications prepared, on the basis of the authorities, stakeholders and its own reports, an assessment memorandum on taxi regulation.³ In accordance with the Government Programme, the memorandum of assessment discussed increasing the reliability and safety of taxi services and combating the shadow economy, and examined ways to improve access to the taxi services.

In addition, extensive consultations were held with various stakeholders during the preliminary preparation and discussions were held with the authorities supervising taxi operations (the National Police Board, the Finnish Tax Administration and the Grey Economy Information Unit, the Finnish Competition and Consumer Authority). The Ministry of Transport and Communications also organised two round tables for key stakeholders. During the autumn 2023 round table, stakeholders were able to present their proposals for the necessary legislative amendments. At a round table held in the spring of 2024, the Ministry presented the freezes and selected changes in the pre-drafting phase.

The assessment memorandum was available for consultation on the opinion service lausuntopalvelu.fi website from 24 May to 21 June 2024.⁴ Comments were broadly requested from entities whose activities the Ministry considered the changes under preparation to have an impact on. A total of 92 statements were received. The consultation service lausuntopalvelu.fi website included questions clarifying each section of the assessment memorandum which could be answered. A number of issuers of opinions responded only to some of the questions. A summary of the opinions has been drawn up. The preparatory documents for pre-drafting are publicly available on the Government's project window at <https://valtioneuvosto.fi/hankkeet> under the identifier LVM062:00/2023.

The opinions received from the memorandum of assessment have been used to assess the current state of the government proposal and to identify implementation options and assess their impact.

The legislative project itself and the preparation of the Government Proposal were launched on 3 October 2024. The draft Government proposal was sent to the consultation via the lausuntopalvelu.fi service X.X.2025. The consultation period ended on X.X.2025. (from the *opinions*)

³ Finnish Transport and Communications Agency: project review of taxi legislation, materials available in the government project window: <https://valtioneuvosto.fi/hanke?tunnus=LVM062:00/2023>,

⁴ Consultation service: <https://www.lausuntopalvelu.fi/FI/Proposal/Participation?proposalId=79601217-1927-4121-a758-eac57c3bd547>

[A summary of the opinions has been drawn up.] The documents for the preparation (request for consultation of the draft Government Proposal, opinions received on the draft Government Proposal and summary of opinions) as well as other preparatory documents for the Government Proposal are publicly available at the Government project window on <https://valtioneuvosto.fi/hankkeet> under the identifier LVM038:00/2024.

2 Current situation and its assessment

2.1 Requirements for granting a taxi service licence

Assessment of good repute

In order to operate taxi services, a taxi company needs a taxi service licence in accordance with § 4 of the Act on Transport Services, which is to be issued by the Finnish Transport and Communications Agency (hereinafter the ‘Finnish Transport and Communications Agency’). Under the Act, a taxi service licence or a passenger or goods transport licence is required for professional passenger transport by road and the provision of these services to the public by passenger cars, vans, trucks, three-wheel vehicles, light quadricycles or heavy quadricycles (*taxi transport*) referred to in the Vehicles Act. The holder of an authorisation for passenger or goods transport may also engage in taxi transport operations subject to notification. In such a case, the licence holder shall notify taxi service operations to the Finnish Transport and Communications Agency. The notification of operating a taxi service had been made to the Finnish Transport and Communications Agency by approximately 647 holders of a passenger or goods transport licence and at the same time, taxi licences were valid on n.10 262.⁵

Section 6 of the Act on Transport Services defines the conditions for granting a licence. For example, an applicant for a taxi service licence shall meet the requirements of good repute laid down in § 8 of the Act on Transport Services for a natural person and § 9 of the Act on Transport Services for a legal person. The requirement of good repute applies both to the applicant for a permit and to the applicant’s transport manager. In assessing a person’s good repute, prison and financial penalties shall be taken into consideration in the manner specified in § 8 of the Act on Transport Services. The requirement for a good reputation is not met if a person’s good reputation is jeopardised and the acts are considered to indicate a manifest disregard. If a company applies for a permit, the company must also not have community fine judgments indicating obvious unsuitability.

Under § 8 of the Act on Transport Services, situations in which a person has been sentenced to a fine for at least four employee or salary relationships, accounting, taxation, race, transport operations, transport or vehicle safety, environmental protection or other professional liability, violation of provisions on trafficking in human beings, drug offences, illegal immigration or infringement of the provisions mentioned in Article 6(1)(b) of the EU Road Transport Operator Regulation shall be taken into account as factors endangering good repute. Fines and other sanctions imposed shall be taken into account for the last two years, imprisonment for the last five years. According to § 242(2)(1) of the Act on Transport Services, the Finnish Transport and Communications Agency may amend or restrict a licence or restrict activities subject to an approval decision, or revoke a licence or approval decision, if the conditions for granting the licence or approval decision are no longer met and the errors or deficiencies in the conditions are not corrected within the set time limit. Therefore, the requirement of good repute does not only apply to the applicant, but also to the licensee for the entire 10-year licence period.

⁵ As at December 2024.

DRAFT

An amendment to the Act, which entered into force on 1 March 2022, added an infringement of the provisions on trafficking in human beings, drug offences and the organisation of illegal immigration to the subjects referred to in Article 8(1)(1) of the Act on Transport Services.⁶ At the same time, the impact of imprisonment on a person's good reputation was increased from two years to five years. Since the amendments to the Act on Transport Services that took place in 2022 were based on the changes in the regulation of freight and passenger transport authorisations resulting from the EU road transport mobility package⁷, the project did not separately assess any other need for amendments from aspects of the taxi industry.

The assessment of good repute is two-tier, first by defining, on the basis of § 8(1), factors that pose a risk to reputation and then assessing, on the basis of paragraph (2), whether they make the natural person unsuitable to carry out professional transport operations. According to § 8(2) of the Act on Transport Services, a transport manager or a natural person cannot be considered to be of good repute if his or her reputation has been compromised by the offences referred to in paragraph 1 and this shows that he or she is clearly not suited to engaging in professional transport. When assessing what is manifestly unsuitable, account shall be taken of the large number of acts, the seriousness of the act, the planning of the act, the targeting of the object or authority of the transport, the fact that the act has been committed when practising professional transport, the impact of the act is detrimental to traffic safety, and if the act otherwise demonstrates disregard for passenger or traffic safety.

The Act provides that the number of acts is specifically examined. The essence is therefore not the number of units of the financial penalties imposed, but the number of breaches stated therein, as one financial penalty may include more than one act. If the applicant has at least four offences mentioned by the Act in the last two years or the sentenced person is serving a prison sentence, assessment shall be made as to whether the acts are manifestly unsuitable. The Finnish Transport and Communications Agency is the authority granting the licence, so the agency will also assess the good repute of the persons when applying for a licence. Each application for a licence is submitted to the Legal Register Centre for an automatic fine and criminal record survey. The fine and criminal records extracts received in response to a query are interpreted as to whether the applicant meets the condition for good repute under the law.

However, as regards passenger transport in particular, certain challenges have been identified in practice in the application of some of the subjects referred to in Article 8(1)(1) of the Act. In the decision-making practice of the Finnish Transport and Communications Agency, for example, engaging in payment transactions in the exercise of passenger transport may have been considered to have been a violation of the provisions on transport operations or other professional liability, or both, as the case may be, and thus to jeopardise the good reputation of the person. In situations where the Act applies, it is not entirely clear, on the basis of the Act and the preliminary work of the Act, which categories of offences may be included in these. In the application of the Act, professional liability and the operation of transport have been interpreted to include, for example, fraud when practising professional transport, but this interpretation has been challenged in the Administrative Court and the relevant control decision was repealed in the Administrative Court of Vaasa.⁸

⁶ HE 194/2021 vp: Government proposal to Parliament for an Act amending the Act on Transport Services and related acts.

⁷ Official Journal of the European Union, L 249, 31 July 2020
<https://eur-lex.europa.eu/legal-con-tent/FI/TXT/?uri=OJ:L:2020:249:TOC>

⁸ Decision of the Administrative Court of Vaasa 1180/2024 of 6 September 2024, Reg. no. 1422/03.04.04.04.36/2023

DRAFT

According to the decision of the Administrative Court, the list of crimes and offences affecting the granting of a taxi service licence provided for in § 8(1) of the Act on Transport Services is to be considered exhaustive, and good reputation cannot be deemed to be endangered on the basis of crimes and offences other than those mentioned therein. The Administrative Court further stated that the regulation of a taxi service authorisation is a question of restricting the freedom to conduct business provided for in § 18 of the Constitution, which is why, in view of the requirement of precision and accuracy, the list provided for in § 8(1) of the Act on Transport Services cannot be interpreted in an expansive manner to the detriment of the licence holder. According to the wording of the provision, in the case of transport operations and professional liability, only the penalty imposed for infringement of the provisions concerning them will be relevant. Although the fraud judgement was related to the operation of taxi services, according to the decision of the Administrative Court, good reputation, as defined in the Transport Services Act, could not be considered to have been compromised due to the fraud judgement on the basis of the above.

The assessment of good reputation does not currently take into account the perpetrators of life and health or sexual offences. The addition of these offences to the assessment of good reputation has been raised before, e.g. in the context of the national implementation of the Mobility Package, in the consideration of the Transport and Communications Committee.⁹ According to the Committee's report (LiVM 28/2021), the expert consultation revealed that it would be necessary to supplement the requirements of good reputation of the Act on Transport Services, in particular with regard to imprisonment for life and health or to sexual offences against the customer, for example. The committee drew attention to the fact that the requirements relating to the granting of a taxi driver's licence, including clarification of criminal history, are laid down in section 25 of the Act on Transport Services, but considered that it would be necessary to examine those observations, their effects and possible methods of implementation in the further preparation of the Act on Transport Services. In addition, the committee proposed a statement to the Parliament for approval, according to which the Parliament would require the Government to examine and assess the need for amendments related to the regulation of good reputation and the authorisation to drive a driver, in particular with regard to life and health imprisonment or other offences against the customer, such as sexual offences. The Parliament accepted the statement in its response.¹⁰

Failure to meet the conditions of good reputation results in a few decisions to reject each year. Other reasons mainly leading to a rejection decision, mainly a failure to fulfil obligations (taxes, other public-law fees) and a lack of solvency or professional competence. Neither application nor supervision has yet acquired crimes of katefin, trafficking in human beings or the offences of organising illegal immigration.

Year	Total rejected	Rejected good reputation
2020	248	14
2021	210	2
2022	251	3
2023	221	8
2024	106	4

Source: Finnish Transport and Communications Agency

⁹ HE 194/2021 vp, Case processing information

https://www.eduskunta.fi/FI/vaski/KasittelytiedotValtiopaivaasia/Sivut/HE_194+2021.aspx

¹⁰ Reply of the Finnish Parliament EV 222/2021 vp,

https://www.eduskunta.fi/FI/vaski/EduskunnanVastaus/Documents/EV_222+2021.pdf

DRAFT

A more detailed breakdown of the offences for which rejection decisions are based is not available.

Entrepreneur training and examination

Obtaining a taxi service licence requires, among other things, the completion of the entrepreneur training and the entrepreneur examination for taxi service pursuant to § 6a of the Act on Transport Services. Upon the entry into force of the Act on Transport Services, the mandatory entrepreneur training and examination under the repealed Taxi Traffic Act were abandoned. In the previous amendment to the taxi regulation, entrepreneur training and the entrepreneur examination were re-established as mandatory from 2021.¹¹ The objective of the entrepreneur training and examination for taxi services is to improve the financial management and business competence of entrepreneurs entering the sector and to ensure that entrepreneurs entering the sector have sufficient basic knowledge to carry out their business-related mandatory obligations.¹²

Since the entry into force of the Act, the entrepreneur examination has successfully completed more than 1 000 people per year.

2021: 1325
2022: 2670
2023: 1119
2024: 1202

Source: Finnish Transport and Communications Agency

The purpose of the entrepreneur examination is to ensure that the applicant for a taxi service licence has taken the essential training content of the entrepreneur training and has been able to fulfil their entrepreneur obligations under legislation. Under § 6a of the Act on Transport Services, the Finnish Transport and Communications Agency is authorised to issue more detailed regulations on the content of the entrepreneur training and examination, such as the more detailed topics to be discussed in the examination, the duration and minimum number of questions of the examination, and its implementation, and the assessment criteria for the examination. The purpose of the power to issue regulations has been to ensure that the Finnish Transport and Communications Agency could, if necessary, rapidly provide training organisations with more detailed guidance on the content of the training and examination, as well as on the implementation of the entrepreneur examination and their alignment between different training providers.

The way the examination is organised differs from the taxi driver examination. Under § 25a(2) of the Act on Transport Services, the Finnish Transport and Communications Agency is responsible for the organisation of the taxi driver examination and the supervision of the examination. The Finnish Transport and Communications Agency has also been given the power to issue further regulations on the content and implementation of the taxi driver examination, as well as on registering for the examination. The taxi driver examination is organised by a service provider on which the Finnish Transport and Communications Agency

¹¹ Government Bill to Parliament amending the Act on Transport Services, §§ 155 and 171 of the Road Traffic Act and the Vehicles Act (176/2020)

https://www.eduskunta.fi/FI/vaski/KasittelytiedotValtiopaivaasia/Sivut/HE_176+2020.aspx

¹² HE 176/2020 vp, p. 27.

DRAFT

has given responsibility for the organisation of the examination on the basis of a tender pursuant to the rules in Part V, Chapter 24 of the Act on Transport Services.

The current cooperation in the practical arrangements for the taxi driver examination with a private service provider is based on § 209 of the Act on Transport Services, under which the Agency may, by contract, delegate to a private or public service provider tasks that support its own activities or other defined administrative tasks. The regulation related to this has been specified in section 211, subsection 2 of the Act, according to which the Finnish Transport and Communications Agency may transfer the reception and supervision of an examination relating to the assessment of professional qualifications and the issue of a certificate as an ancillary task related to the verification of professional qualifications. Pursuant to the above provisions, the Finnish Transport and Communications Agency purchases the services related to the practical examination arrangements of the taxi driver examination from a service provider it has tendered for. At present, the service provider is the Karjaportti Oy ('Karjaportti'). According to the Finnish Transport and Communications Agency, when implementing the practical arrangements for the taxi driver examination, Karjaportti acts on behalf of and for the account of the Agency. The security guard is also responsible for the reception of the taxi driver examinations and the associated supervision of the tests. The responsibility for supervising the tests is based on an agreement concluded with the Finnish Transport and Communications Agency, as provided for in § 213 of the Act on Transport Services. The Finnish Transport and Communications Agency is responsible for drawing up the content of the taxi driver examination and the methods for carrying out the examination.

Entrepreneur training and entrepreneur examination for taxi services are organised by training organisations approved by the Finnish Transport and Communications Agency. There are currently 18 approved training organisations on a national level. Of these 18 training organisations, around 10-15 organisations have organised the exams, slightly depending on the year. Training organisations shall notify the performance to the Finnish Transport and Communications Agency. The training organisation is responsible for organising the test session, ensuring the appropriate supervision of the test and planning the test questions on the basis of the regulations issued by the Finnish Transport and Communications Agency.

In practice, the supervision of the quality and combined dimension of entrepreneur training by the authorities has proved challenging. At present, nationally, the test offer is limited, as some of the trainers offer the test only to those who have completed their own training. In addition, only a limited number of trainers currently offer the test on a national level. The taxi driver examination is, in turn, organised under a service contract by the Ajoneuvohallintokeskus, which has a total of 99 operating points at national level, which, in accordance with the agreement, have the opportunity to provide examination services also in other tests. If the responsibility for organising an entrepreneur examination were also transferred to the Finnish Transport and Communications Agency, the national coverage of the entrepreneur examination could also improve.

In addition, in a situation where the same training organisation acts as both the training and test organiser, it is difficult to effectively monitor the extent to which the training is mainly aimed at passing the test, and the management of skills needed in the field for practical work is not sufficiently taken into account. Although the Finnish Transport and Communications Agency has laid down in its Regulation¹³ on the completion, content and assessment of both the training and the examination, the Regulation does not ensure that the training and tests are

¹³ Traficom Regulation on the entrepreneur training and the entrepreneur test for taxi services (TRA-FICOM/391032/03.04.03.00/2020).

DRAFT

equal and in reality measure the matters required in the field. At present, the Finnish Transport and Communications Agency cannot effectively determine which tests or what aspects are measured by the examination when the Agency has no responsibility for the organisation of the examination.

Acting in bad faith in the examination

§ 246 a of the Act on Transport Services concerns the fraud detected in the examination performance of the taxi driver examination and the entrepreneur examination. According to subsection 1 of the section, if a person participating in a taxi driver examination or an entrepreneur examination is found committing an act considered fraudulent during the examination, the examination organiser shall interrupt the person's examination and reject the examinee. A dishonest act or omission, the purpose of which is to give a false impression of one's own or that of another person's skills, shall be deemed acts of deception. The suspension of the examinee performance due to fraud therefore applies to both tests.

However, even at this time, there are situations where fraud has been detected in such a way that the person carrying out the test has had time to complete the test before the matter has been addressed. In this case, in accordance with the current regulation, it is not possible to interfere with the approval of a test carried out in bad faith. It would therefore be appropriate to allow for the possibility of imposing penalties also for post-detected fraud.

Camera surveillance of the test situation has been in place in all theoretical test facilities since 1 January 2023. In practice, this meant that the service provider's staff had monitored the performance of theoretical tests from the evidence and had intervened in the test if fraudulent behaviour had been detected. Afterwards, the cameras have been unable to establish the existence of fraud due to the absence of recording of the camera surveillance. Since the beginning of May 2024, a recorded camera surveillance has been implemented, which makes it possible to detect possible fraudulent activity also afterwards. Camera surveillance (CCTV) recording was introduced in theory tests for the driving examination, theoretical knowledge examinations for taxi drivers, vocational qualification examinations for lorry, bus and coach drivers, examinations for ADR licences and safety advisers for dangerous goods, and theoretical examinations for the entrepreneur examination. The processing of personal data is based on Article 6(1)(e) of the General Data Protection Regulation (EU) 2016/679 and § 4(1) (2) of the Data Protection Act, which further specifies it. The decision of the Parliamentary Ombudsman EOAK/4451/2021 concerning the description of the driving test in which the Deputy Parliamentary Ombudsman supported the description based on legal protection also influenced the introduction of camera surveillance to be recorded.

DRAFT

The Act on the Transport of Dangerous Goods (541/2023) has also made it possible to reject ex post fraud in accordance with section 145 of the Act. The Article provides that the proof performance for an ADR driving licence also has to be rejected if the cereal is found after the proof performance. Retrospective intervention on the flash by means of recordings also reduces error rates during the experiment. The possibility of imposing a six-month trial ban when registering for the test on the basis of false identity prevents the use of so-called stunts in the test, i.e. situations in which the examinee is made by someone other than those who registered for the test. The phenomenon of the use of stunts is increasing and causes a lot of additional work at test sites. Although efforts have been made to check the identity and the service provider has been trained in recent years, there is still the possibility of a fraudulent examination by another person. Taking ex post fraud into account would make it possible to impose sanctions on a person who has registered for the test even after registration in such situations.

According to § 246 a(2) of the Act on Transport Services in Respect of Fraud, the Finnish Transport and Communications Agency shall impose a temporary ban of six months on a person found guilty of an act considered fraudulent during an examination for a taxi driver. The Agency shall impose a temporary ban on such a person on who is found guilty of an act considered fraudulent during the examination. Because the taxi driver examination is organised by a service provider on which the Finnish Transport and Communications Agency has given responsibility for the organisation of the examination on the basis of a competitive tender, the examination organiser shall send information on the fraudulent activity detected to the Finnish Transport and Communications Agency. This paragraph does not apply to fraud detected in the entrepreneur examination. It was stated in the preparatory work for the provision that it was not possible to impose an effective temporary prohibition on participating in the entrepreneur examination, as the organisation of the entrepreneur examination is the responsibility of a private training organisation approved by the Finnish Transport and Communications Agency. These private training organisations do not have access to the Agency's system on which the information on the temporary prohibition decision related to a driver's licence requirement is stored, so the test organisers would not be able to know if someone who has registered for the test has been guilty of fraud elsewhere. On the basis of a report received from the Finnish Transport and Communications Agency, a register for private training organisations that would export the data of persons responsible for fraudulent activities would require the development of a completely new system. Such a register would also be problematic from the point of view of data protection, as several private entities would have access to the data of applicants guilty of fraud. If the Finnish Transport and Communications Agency were made responsible for the organisation of the examination, this contradiction would also be eliminated if the map under paragraph 2 of the section could also be applied to the fraud in the entrepreneur examination.

2.2 Taxi identification, monitoring and fares

The supervision and identification of taxis is very important from the point of view of the reliability of the taxi industry. Consumers must be able to trust, when sitting on a vehicle with a taxi lamp on its roof, that it is the right taxi with licences in good condition. A taxi vehicle means a vehicle registered for licensed transport and used in taxi transport.

Registration of a vehicle under the sole control of the licence holder and transfer of the registration number to the taxi service licence

Section 17 of the Act on Transport Services applies to a vehicle used in traffic. Paragraph 1 requires that the holder of a taxi service licence shall ensure that the vehicle is registered in the Transport Register referred to in § 216 and that its intended use is reported to be subject to a licence. This applies not only to the holder of a taxi service licence, but also to holders of an authorisation for passenger or goods transport. Furthermore, under paragraph 2 of the section, the holder of an authorisation for passenger and goods transport shall ensure that the vehicle in question used in professional transport is under its exclusive control and that it is entered in the transport register. This paragraph 2 does not currently apply to holders of a taxi licence.

§ 216 of the Act on Transport Services lays down provisions on the transport register. Pursuant to the section, the Finnish Transport and Communications Agency maintains a transport register electronically, which contains data on transport vehicles, i.e. vehicles, aircraft, vessels and water craft, railway rolling stock and related equipment, operator licences and operations subject to notification and passenger licences related to transport. The transport register includes a variety of systems, such as the transport authorisation system (LJA) and the vehicle information system (ATP). The data content of LILJA is laid down in §§ 216–220 of the Act on Transport Services. LILJA contains information on, for example, the valid traffic licences, the names of the licence holders, the Y codes and the persons responsible for the traffic. In addition, the LILJA contains data in accordance with Article 16 of the EU Road Transport Operator Regulation, including the registration numbers of the vehicles at the disposal of the licence holder, the number, category and type of serious infringements of Community rules for which a conviction or a penalty has been issued over the last two years. The content of the vehicle information system is laid down in § 219 and § 221 of the Act on Transport Services. This information includes, for example, the registration number, commercial and technical data on the vehicle, vehicle inspection data, official inspection data, owner/holder data and data on the vehicle's entry into service.

The obligation for holders of an authorisation for freight and passenger transport to register a vehicle under the exclusive management of the holder of the authorisation was added to the Act on Transport Services in the context of national implementation of the EU Regulation concerning road transport operators (EC) 1071/2009, amending Regulation (EU) 2020/1055. As of 21 May 2022, a motor vehicle used for the carriage of passengers or goods has been under the sole control of a permit holder or a service provider and has been entered in the transport register. The aim of the amendment was to make the information on carriers in the national electronic registers as complete and up-to-date as possible, so that national supervisory authorities would have an adequate picture of carriers and would be able to target the national and cross-border controls required by the EU Road Transport Operator Regulation.

According to Article 5 of the EU Road Transport Operator Regulation (1071/2009) (establishment requirement), when an authorisation has been granted, an undertaking must have at its disposal one or more vehicles that are registered or put into circulation and for the use of which an authorisation has been granted in accordance with the law of the Member State of establishment, regardless of whether the undertaking fully owns these vehicles or holds them, for example under a hire or lease agreement covering the right of redemption. This recording also allows for the use of rental equipment for companies engaged in passenger and freight transport. In this case, another party (e.g. a financial company) may be the owner of the vehicle and the holder of the licence may be the holder of the vehicle. This is a fairly

DRAFT

common practice among existing holders of an authorisation for passenger and goods transport. The basic definition of the holdership at national level is section 2, subsection 15 of the Vehicles Act (2021/82), which determines that the holder of a vehicle means a natural or legal person who is not the owner of the vehicle and to whom the principal use of the vehicle has been transferred or to whom the vehicle has been handed over for use for over 30 days on the basis of a contract.

The term exclusive management in section 17 of the Act on Transport Services does not mean that a vehicle can only have one owner or holder. Exclusive management means that only one licence holder can be a *user* of a vehicle at a time. Several persons, companies or permit holders may be the owner or holder of a vehicle. There is also no direct obstacle in law to owning a vehicle with a single licence holder and having a different licence holder. In practice, however, such situations are very rare. The data pertaining to the holder of a vehicle may not be changed in the electronic service of the Finnish Transport and Communications Agency by a party other than its owner. The holder of the vehicle may only modify this information if a certificate is received from the owner of the vehicle for the purpose of making the modification.

By entering a vehicle in the transport register, the exclusive management of the licence holder or the service provider with the obligation to register ensures the integration of the transport company's major production tool, i.e. the vehicle, into the company's business. One key part of business taxation is the depreciation of the company's capital assets, which is derived from their calculated consumption. The aim of the obligation to register a motor vehicle for the management of the holder of an authorisation for passenger and goods transport was to improve the control powers of the supervisory authorities to link a service provider to a vehicle used in transport.¹⁴ The objective of the obligation was to link the company's factor of production to its activities, which means linking the company to accounting, taxation and their control. This obligation would also be a significant improvement in the tax supervision of taxi business and in the allocation of risk-based supervision. However, since the EU Road Transport Operator Regulation and its national implementation only concerned professional practice under an authorisation for passenger and goods transport and the legislation on professional carriage of goods referred to in section 16, the obligation to register was excluded for professionals under a national taxi service authorisation. Currently, the Act does not require taxi service authorisation holders to register vehicles for their use under the sole control of the licence holder, and the production factor (vehicle) of the company is not linked to company taxation or accounting.

In business tax, the company's sales revenue is reduced by the expenses pursuant to the Trade Tax Act, and the profit on which the company pays taxes is left. In the form of business tax deductions, the taxi company may, for example, reduce wage costs, tyre costs, fuel costs, insurance fees, maintenance and repair costs, etc. If it is not known which vehicle is subject to these costs and whether they are at all intended for business operations, the holder of a taxi licence can currently attempt to deduct anything from the business tax deduction, for example the costs of his or her own personal vehicle. Or uses the vehicle used as a taxi for the entrepreneur's own journeys and also uses these costs as a business tax deduction for tax purposes. At the moment, this is practically possible when the vehicle used as a taxi is not connected to the traffic permit in any respect.

In taxi business, expenses resulting from the entrepreneur's own use, e.g. fuel costs, are corrected as a share of own use for tax purposes, as they are not deductible in trade tax under

¹⁴ HE 194/2021 vp s.88

DRAFT

the Trade Tax Act. In the case of business activities, regardless of the sector, it must be possible to reliably determine the turnover of the company and what the company proposes as the basis for the business tax deduction. Here, the integration of the production factor into the company is key. In the taxi industry, this would mean connecting vehicles to the management of the company. This will be more pronounced in sectors where the cash flow from one service delivery is relatively low, such as in the taxi industry.

In terms of tax control, the current legislation makes it difficult to ascertain with which vehicle taxi business operations have been carried out, so that it is currently not possible to carry out complete checks on the costs related to a vehicle in tax supervision. In the taxi business, specifically, the vehicle is a factor of production, which consists of costs that are deductible for business tax purposes, for example, provided that the factor of production is used in connection with business-related activities. For the same reason, the use of a production factor, e.g. for own use, must be differentiated, i.e. own trips driven by a vehicle in taxi traffic, and for this reason the entrepreneur is liable to pay a kind of compensation.

Supervision by the police is also involved. The Act currently makes it possible for a licence holder to use a vehicle owned or held by any person, as long as the vehicle is marked as subject to licence. In practice, it is very difficult to find out who is actually engaged in traffic in the situation and whether the permits are in good condition. Since vehicles used as taxis do not need to be registered outside the licence requirement, it is currently also not precisely known how many vehicles are used in professional taxi services. The exact number of taxis would be easier, for example, in the calculation of the cost index for taxi services, in the market monitoring of taxi services, and, of course, in the determination of security of supply and preparedness. The number can currently be verified by means of a separate search in a register and manual screening, but the results are still inconclusive.

In accordance with Article 16 of the EU Regulation concerning road transport operators, in addition to the registration of vehicles under the exclusive management of vehicles by holders of an authorisation for passenger and goods transport, the national electronic registers must also contain the registration numbers of the vehicles that the undertaking has at its disposal.¹⁵ The wording of the Decree obligates Member States, not directly companies. In practice, in order for the Finnish Transport and Communications Agency to be able to meet the obligation of the Regulation, it must receive this information from companies. Holders of an authorisation for freight and passenger transport shall keep the data of motor vehicles up to date in the traffic authorisation register. This information must be available to the competent authorities of all EU Member States and, for example, the validity of the licence may be checked on the basis of the vehicle's registration number. However, this is not a precise obligation for undertakings in the Transport Services Act. However, from the point of view of legal certainty, it would be better for the obligation to be imposed on undertakings to be clearly laid down in the Transport Services Act.

In practice, the obligation means that the holders of an authorisation for freight and passenger transport must, in the electronic register, link the vehicles at their disposal to the traffic authorisation. This is a simple link to the register.¹⁶ In order to be able to link the registration number to the traffic authorisation, it must first be ensured that the holder of the traffic authorisation is indicated in the traffic register as the owner or holder of the vehicle as

¹⁵ The obligation is also accompanied by the so-called ERRU data exchange, 2016/480 Annex II: ERRU Functions

¹⁶ <https://www.traficom.fi/fi/ajankohtaista/tavara-ja-linja-autoliikenteen-harjoittaja-liita-ajoneuvot-liikennelupa-uudessa>

DRAFT

described above. Only then can a registration number be attached to the traffic licence in the register. This prevents registration marks that are outside the licence holder's control from being assigned to the licence.

Since the requirement to register a vehicle in the sole possession of the licence holder does not currently apply to taxi licence holders, there is also no obligation for the holders of a taxi licence to include the vehicle in their licence. If in the future, the obligation to register a vehicle in the exclusive possession of a taxi service licence would also apply to taxi service licence holders, the connection obligation should also apply to taxi service licence holders. If the taxi service licence had been linked to the vehicle, the roadside control of the police would be significantly enhanced by the direct display of the basic data of the licence holder (and the licence) in the register. Similarly, if a vehicle were to operate in a taxi service without a valid taxi service licence, it would be much easier to take such dark taxis to a targeted control and inspection.

Although currently it is possible to use a vehicle that has been notified as subject to a licence but does not have to be associated with a licence holder, just under 5 % of the owners or holders of a passenger-automatic taxi register were not clearly linked to a taxi service licence at the end of March 2023.¹⁷ The figure of 5% at the time of the reference means just under 600 vehicles. Based on the results of the annual monitoring data of the market monitoring carried out by the Finnish Transport and Communications Agency for 2022, 365 licence holders had used a vehicle that is also used by another licence holder to operate taxi services. Thus, around 6% of permit holders who responded to the survey had a link to a vehicle used by two or more companies. According to the monthly monitoring data submitted by the dispatcher centres and large taxi companies in 2022 and 2023, there were between 7.5% and 13% of all reported vehicles used by several licence holders, and between around 1 400 and 2 070, the operator had been linked to a vehicle that had also been used by another operator. However, based on market monitoring data, it is not possible to determine whether the vehicle has been continuously used by different licence holders to engage in professional transport or whether the holder of the vehicle has changed during the year. It is not very common for the same car to be used by two or more licence holders at the same time, since it is natural for different licence holders to take care of, for example, the identification markings of a car indoors (the name and contact details of the licence holder), price labels and payment terminals. However, since there is currently no obligation in the Act to attach the taxi service licence to the vehicle, it is not possible to estimate the exact figures.

Public Traffic Licence Information

At present, the Finnish Transport and Communications Agency provides an electronic service from which the public traffic licence information can be checked. The service provides information on valid passenger, freight and taxi licences issued in Finland and on notifications concerning the operation of goods and taxi services. The service is free of charge and the service is available on the website of the Finnish Transport and Communications Agency.¹⁸ The use of the service requires login to the transport own service and strong identification using, for example, bank IDs. The search can be carried out on the basis of the name of the licence holder, the business Y-N or the licence number.

¹⁷ Finnish Transport and Communications Agency, [Situational picture for the taxi business market](#). Published on 28 June 2023.

¹⁸ The service is available from the Traficom website at <https://www.traficom.fi/fi/asioi-kanssamme/julkiset-liikennelupa-ja-ilmoitustiedot>.

DRAFT

The Finnish Transport and Communications Agency service also has the possibility to review vehicle data. The service may search by registration number or vehicle identification number free of charge for any vehicle entered in the Transport Register, for example, technical data, inspection data and tax data. The owner and history of the vehicle shall be subject to a fee. The information to be displayed also includes the intended use of the vehicle. When operating licensed transport, the intended use must be marked as 'licensed'.

If, in the future, the operating licence and the vehicle were linked to each other in the transport register, it would also be possible to extend the public register. The Ministry of Transport and Communications has, together with the Finnish Transport and Communications Agency, investigated the possibility of improving the safety of passengers by extending publicly available information on taxi operators. An electronic public query would also enable consumers to verify, for example, on the basis of the registration number of the vehicle, whether the vehicle in question is declared for use in taxi transport, which company carries out taxi transport operations with the vehicle in question and which operator holds a valid taxi transport licence. The same information could also be inspected in respect of other traffic licences.

Taxi number plate

There is no special coloured vehicle registration plate for a taxi (taxi number plate) in Finland: vehicles used to provide taxi services in Finland have a normal vehicle registration plate. In Finland, therefore, there is no telling from the physical vehicle registration plate whether the vehicle is one that provides a taxi service. As it is, consumers recognise a vehicle as a taxi from the taxi top light and the fare and licence information displayed on the vehicle.

A separate taxi number plate is used in Sweden, for example. In Sweden, the taxi number plate is a sign that certain criteria have been checked by an authority or otherwise with the operator of the taxi service for the plate to be issued for the vehicle. Taxi number plates help to distinguish taxis from other means of transport in the same way a taxi top light does, but presumably with greater certainty, because the number plate is issued by an authority, whereas the licence holder purchases the taxi light without any official inspection. The use of taxi number plates must be monitored to ensure that the conditions are still complied with, to prevent the misuse of vehicle registration plates and to ensure that the taxi number plate is a clear indication to consumers that the business of the taxi company is in proper order. The aim of this Government bill is to boost confidence in the taxi industry and make taxi identification more reliable through the use of number plates would support this aim. However, effective monitoring and a system of sanctions must be in place to ensure that the misuse of taxi tickets is minimised. Misuse would erode the confidence inspired by taxi number plates.

In Finland, there are no administrative processes or regulations governing the issuance of separate taxi number plates or to control their use. For this reason, currently the Finnish authorities and operators incur no costs in connection with taxi number plates, and there is consequently no administrative burden on them in this area. The current Finnish system, where taxis use ordinary registration plates, is far less demanding administratively for any party. It allows the use of a vehicle as a taxi service without the need to change registration plates or incur the associated direct and indirect costs. This lack of any burden makes it easier to start a taxi service, although the vehicle registration plates for taxis do not make it possible to distinguish them from other vehicles. In Finland, a taxi must be registered for use subject to licence, which means that the use of the vehicle has been changed and this must be notified by the owner or keeper of the vehicle. However, the validity of the vehicle operator licence

DRAFT

enabling taxi services will not be checked at the time. The conversion of a vehicle into one with a taxi number plate would require a new type of usage change registration related to number plates, where the validity of the licence would also be checked. To preserve the confidence of consumers inspired by taxi number plates, there would have to be more efficient and effective monitoring of the use of taxi plates and penalties for misuse.

There is no practical experience in Finland of anything directly comparable with the issuance and control of taxi number plates. It is true that blue vehicle registration plates are issued for diplomatic use, but they are few in number and the issuance procedures are exceptional. Diplomatic plates are issued on application from a foreign mission and on the basis of a Ministry for Foreign Affairs approval coming directly from the Finnish Transport and Communications Agency. Nor are the Finnish authorities involved in monitoring diplomatic plates. Thus, the procedures for diplomatic plates are not a good point of comparison, even if there may be apparent similarities. The comparison should be made between the current situation, where there is nothing at all of any relevance, and the target situation, where there would be entirely new administrative involvement. The introduction of taxi number plates into Finnish legislation would require the adoption and enforcement of rules on the issuance, fixing, use and control of the plates. Enforcement, in particular effective monitoring, would require changes or additions to the current operational processes and IT solutions for public authorities such as the Transport and Communications Agency and the police.

Currently, provisions on vehicle registration plates / marks are laid down in section 99 of the Vehicles Act (82/2021), according to which further provisions on the issuance of vehicle registration plates, the content of the number plate, the colour of the plates, and how the registration mark is decided may be issued by Government Decree. The Finnish Transport and Communications Agency may issue further provisions on the forms used in the registration process as well as the dimensions and other technical characteristics of the number plates. In addition, the section provides for registration plates for a vehicle registered for the first time or first driven on the road, bearing the unique registration mark for the vehicle. At the time of first registration, an EU plate is automatically issued for the vehicle, one bearing the next free registration mark. For new pre-registered vehicles, the plate is supplied at the time of importation, but the registration plate can also be obtained from the vehicle inspection station registering the vehicle at the time of first registration. The registration plate on a used vehicle may be replaced for various reasons. For example, if registration plates or number plates are stolen, the registration mark should be changed, in which case the next free registration mark will be issued and the change of number will be processed at the relevant vehicle inspection station. A personalised number plate or an additional plate is available from the Finnish Transport and Communications Agency for a charge. The personalised option is a registration plate bearing the applicant's own letter and number combination and, as a general rule, the additional plate is the third plate for the vehicle if, for example, the vehicle's original plate is concealed by a bike rack at the rear of the vehicle. The plates are collected at the relevant vehicle inspection station. A taxi number plate would be an exceptional registration plate which would be ordered and would replace the normal registration plate that had already been issued for the vehicle in question.

Section 100 of the Vehicles Act provides for the fixing of registration plates to vehicles. Number plates issued for a vehicle must not be fixed to the vehicle before its first registration. Additionally, the section contains further provisions on, inter alia, the number and position of registration plates on the vehicle and the plate's visibility. Further provisions on the fixing of registration plates may be provided by Government Decree issued pursuant to this section. Provisions on the use of vehicle registration plates are laid down in section 101 of the

DRAFT

Vehicles Act. Under that section, it is prohibited to use or fix to the vehicle registration plates or transfer badges other than those that pertain to that vehicle, or other plates or combinations of letters or numbers which misleadingly resemble a number plate or registration mark, a transfer badge or an International Vehicle Registration Code. The section also contains provisions on the use of a temporary plate and the fact that the plate must be perfectly legible on the road. Section 194(1) (4) of the Vehicles Act provides for a fine in the event of any infringement of these provisions. These provisions should also apply to taxi number plates and their misuse, i.e. the taxi number plate should only be used if the prescribed conditions for the use of taxi plates are met.

The monitoring of taxi number plates would introduce an entirely new element into the monitoring of taxi traffic. The monitoring of taxi number plates should be carried out both as part of current roadside checks and when a vehicle used to provide a taxi service, i.e. in service subject to licence, is submitted for a periodic roadworthiness test. In the annual roadworthiness test, it is the vehicle's technical requirements that are mainly checked, but the other requirements are also monitored. For example, under section 153 of the Vehicles Act, a roadworthiness test may not be completed if the vehicle is prohibited from use because the tax has not been paid or a payment or charge associated with it has not been honoured, or there are issues regarding the obligation to insure the vehicle. In those circumstances, the ban on the use of the vehicle provided in the relevant section is checked in the periodic roadworthiness test. Information on the ban on the vehicle's use can be viewed in the Transport Register and is unambiguously verified in the information system. The section also provides for exceptions to the rules on how to verify the payment of a charge or tax, if necessary. The rules relating to the validity of operators' licences are not at present checked during the periodic roadworthiness test and, therefore, the rules relating to the conditions governing taxi number plates would be an entirely new area of data control in the test. In addition, from the point of view of monitoring, it is crucial that the authorities overseeing traffic (the police, the Finnish Border Guard, Finnish Customs) would easily be able to identify in checks taxi number plates (i.e. taxis) that for one reason or another do not meet the conditions for use. A system would have to be adopted where taxis with taxi number plates that no longer meet the conditions for their use would be banned immediately by virtue of the Act. A ban on the use of a vehicle if the conditions governing taxi number were no longer being met could serve as a deterrent and, on the other hand, would make monitoring effective by allowing intervention in the misuse of taxi number plates. The supervisory authorities would have to assess the need to develop appropriate practical methods of control within the framework of the regulations.

The Finnish Transport and Communications Agency is responsible for the registration of vehicles in Finland and for the production of official registration plates. The plate supplier is sought by means of a public sector tendering process for a fixed period and the supplier supplies all the different types of plates. At the moment, a total of 28 different types of plates are manufactured, varying in their features, such as colour and size. The background colours on the different types of plate are white, yellow, black and blue. The type of plate for a single vehicle is mainly determined by the category of the vehicle, but the size of the number plate space also affects the choice of plate. By means of competitive tendering, the Transport and Communications Agency has kept the price of registration plates reasonable. Taxi number plates have not been included in the competitive tendering process for a supplier of plates, and, since different vehicle categories may be used as taxis, a taxi number plate would also have to be available for each vehicle category. This requirement would have to be included in the next competitive bidding procedure, if taxi number plates were introduced in Finland. The current plate contract put out to tender by the Agency will expire in 2026 and the new contract must be put out to tender so that it enters into force on 1 January 2027.

DRAFT

Vehicles of the Finnish Defence Forces (military vehicles) and vehicles registered in Åland have their own plates, which are not included in the Vehicles Act.

Penalties for non-price behaviour

Consumer confidence in the taxi industry is also linked to the reliability of pricing. In market-based transport, taxi journeys can be freely priced, but it is essential that the price information is clearly indicated before the start of the journey. According to § 152(1) of the Act on Transport Services, a licence holder providing passenger transport and a brokerage service provider must provide the consumer, before the start of a taxi journey or the confirmation of an order, with information on the total price of the journey, including taxes, or, if an exact price cannot be given in advance, the criteria for determining the price, including taxes. The total price or the criteria for determining the price shall be indicated in a clear, unambiguous and easily understood manner for the consumer. The price information shall be presented in such a way that it is easily noticeable by the consumer before the start of the journey.

Subsection 3 also lays down provisions on the price of a representative journey. If a fixed price is not agreed for a taxi journey to consumers, the licence holder providing passenger transport shall provide the passenger with information on the price of a representative journey before the start of the taxi journey. The price of a representative journey is the price, inclusive of VAT, for a journey of 10 kilometres in length and 15 minutes. The price of the representative journey shall also be presented in such a way that the passenger can easily notice it before the start of the journey. The subsection also provides for the power of the Finnish Transport and Communications Agency to issue more detailed regulations on the disclosure and presentation of price information and the price of a representative journey. No direct sanctions have been imposed by the Act on Transport Services for the reporting of price data in violation of paragraphs 1 and 3 or otherwise incorrectly.

The obligation to provide price information and the price of a representative journey before the start of the journey is laid down as the responsibility of the licence holder and the dispatcher service provider, and there are no obligations concerning the notification of prices for the taxi driver. For prepaid rides, the ride price is set according to the application or other order channel, or according to a separate price list of the licence holder, and the price information is indicated either in the application or on the taxi company's website. When ordering a journey in advance, the consumer undertakes the pricing of the service provider, in which case when entering the car, the consumer should already have an idea of the price if it has been agreed in advance, or the grounds for determining the price in the case of a variable-damage ride. In these situations, the driver's responsibility for the display of price data is less essential than in the case of unordered rides.

The exact presentation of price and price information is more relevant for non-pre-ordered journeys, i.e. directly on the street or on a taxi ticket. For these journeys, the driver is actually the person who is responsible for the display and display of the price. A taxi driver operates on a street or toll-on-road ride without any dispatcher service, in which case it is relevant whether the price information on the vehicle used as a taxi is clearly visible, whether it is possible to make an oral agreement with the driver in advance of the price, or whether the driver indicates the price setting criteria. However, the responsibility to report price data is limited to the licence holder and the transmission service provider.

DRAFT

Pursuant to section 151(3) of the Act, the Finnish Transport and Communications Agency has issued a supplementary regulation on the information to be provided to passengers on a taxi journey and the display of price data.¹⁹ According to the regulation, the price list must state the current price of the journey or the current criteria for determining the price in such a way that pricing is displayed as referred to in section 152, subsection 1 of the Act. Under the regulation, the price or the criteria for determining the price must also be communicated to the passenger orally upon request. The price list shall be displayed on the right-hand rear side window of the vehicle, elsewhere on the right side of the vehicle or otherwise in a position visible to the right side of the vehicle, so that it is easily noticeable by the passenger from outside the vehicle. The regulation also provides, for example, for the machines used in the price list, the size, colour and placement of the price list, and the indication of the price of a representative journey. However, the Regulation only applies to taxi journeys starting from a taxi station or taxi ticket and to journeys starting without prior ordering or reservation.

In terms of price transparency and adequate information for consumers, the most problematic journeys are precisely those that are not pre-ordered. In these situations, it should be possible to intervene in abuses on the same route, for example by means of a traffic penalty fee imposed by the police. In order to impose a penalty on the driver, the obligation imposed on the driver to ensure the reporting of the price information should also be included in the Act, as well as the possibility of a traffic penalty fee to be paid by the police if the price information under the Regulation is not displayed when the vehicle is taking over taxi fares or streets. The absence of a price list or the fact that it is unclear is the third most common deficiency in field control in taxi vehicles. The lack of clarity in pricing also becomes feedback from consumers to a significant extent. In this respect, amending legislation would also improve the possibility for police to intervene in the absence of a price list or the lack of clarity thereof, and would encourage entrepreneurs to deal with this if their drivers also drive non-ordered journeys. In addition, the general penalties imposed on licence holders and dispatcher service providers for breaches of the Act have been specified in sections 242 (revocation, amendment or restriction of a licence or authorisation decision), 245 (notice and warning) and 255 (periodic penalty payments, notices of enforced compliance and suspension) of the Act.

In addition, a taximeter that meets the requirements of the Measuring Instruments Act must be used to determine the price of variable-damage rides. According to § 152(2) of the Act, if a fixed price is not agreed for a taxi journey offered to consumers, the price of the journey shall be based on the distance and duration of the journey, and a taximeter that meets the requirements of the Measuring Instruments Act shall be used to determine the price. In addition, a separate starting fee and other additional fees, which are known to the passenger in advance, may be charged for the journey. The price determination criteria used to determine the price shall not change during the taxi journey.

In practice, the use of a taximeter in variable-damage rides is the responsibility of the driver, as the driver is the person who is in the vehicle with the consumer. If a driver does not use a taximeter as a basis for determining the price on variable-damage rides or otherwise acts contrary to the rules of subsection 2, a traffic penalty fee should also be able to be imposed. Currently, the uncertainties concerning pricing between the consumer and the driver are clarified through the procedures of the Consumer Protection Act, but the failure to use a taximeter in the determination of pricing should be sanctioned by the police on the road. The

¹⁹ Traficom's Regulation on the information to be provided to passengers on a taxi journey and the display of price information (TRAFICOM/690724/03.04.03.00/2024).

DRAFT

requirement to use a taximeter as the basis for determining the price is unambiguous in the Act.

2.3 The taximeter and the data to be collected on the journey

The taximeter in the Act on Transport Services

At present, the Act on Transport Services does not contain a mandatory requirement for a taximeter for all taxis. The requirement to use a taximeter that meets the requirements of the Measuring Instruments Act is based on how the fare was decided, i.e. whether it is a fixed fare agreed in advance or it is dependent on various factors. According to section 152(2) of the Act on Transport Services, if no fixed fare has been agreed for a taxi journey offered to consumers, the fare shall be based on the distance travelled and the time the journey took, and the fare shall be determined using a taximeter that meets the requirements of the Measuring Instruments Act. The obligation to use a taximeter to determine the fare for a journey by taxi dependent on various factors aims to ensure that the fare is based on reliable measurement data. A taximeter will not fully guarantee that the fare charged to the customer is entirely correct but it does reduce the risk of scams.

Additionally, section 15a of the Act on Transport Services requires a vehicle used to provide a taxi service to use a taximeter in accordance with the Measuring Instruments Act or another device or system that reliably collects the data described in more detail in the Act in electronic form for each taxi journey. The collection of data is linked to tax control and combating the shadow economy, and to the fact that all taxi journeys leave a ‘comparison trace’ in electronic form. However, the collection of data does not require a taximeter within the meaning of the Measuring Instruments Act; instead, a technology-neutral approach to the collection of data has been made possible, allowing room for technological development, and the provision of a taxi service is not tied to any one type of device, as long as another device or system is also able to produce the necessary data in an equally reliable form. However, in practice, it has proved to be a problem that other equipment and systems are currently less precise and easier to manipulate than a taximeter. If the vehicle does not have a taximeter, it is at least theoretically possible that the journeys will be made without the relevant reference data being registered, with the tax authorities, for example. However, the extent to which such unofficial journeys are made cannot be reliably estimated.

The data collected by the taximeter

Before the Act on Transport Services entered into force, a passenger car used for licensed passenger transport had to have a taximeter (section 25(2) of the Vehicles Act [1090/2002]). When the Act entered into force, it was no longer compulsory for all taxis to have a taximeter installed, the aim being to lower the threshold for entering the sector and to allow part-time taxi driving. In the preparatory work on the Act on Transport Services, a taximeter was seen as preventing the development of all kinds of fixed-fare services and technological innovations in order to move on from the taximeter requirement for taxi services to more technology-neutral regulation.

In the abandonment of taximeters in fixed fares for taxis, there was no requirement to use any data collection device or data storage, so that not all taxi journeys generated the data necessary for tax control, at least in electronic form. The taxi company was able to offer fixed-fare rides

DRAFT

paid in cash, information on the journey not necessarily being registered in any system, as there was no law at the time that said it had to be. In such cases, the journey did not generate any data that would aid monitoring. Of course, even then, the taxi company had a legal obligation to include cash payments in its accounts, but it was a huge challenge to check on this without any technical tools.

In order to ensure the completeness and uniformity of the data collected for tax control purposes in the set of reviews of tax regulations in 2020-2021, a provision was added to the Act on Transport Services regarding what data should be collected and stored on all taxi journeys and which equipment or systems should be used for the purpose.²⁰ Section 15a of the Act on Transport Services specifies the information on taxi journeys collected by a taximeter or other device. The section states that the identification data of the relevant entrepreneur, the vehicle, the driver, the date, length and duration of the journey and data on the fare and payment method must be collected in electronic format for each taxi journey. This information must be automatically submitted in electronic form to a third-party data storage facility. Anyone can be a third party in principle, but in practice, at least to some extent, intermediary service providers and measuring instrument manufacturers play this role.

Under the current legislation, the data collected in the context of the data collection system is fragmented and qualitatively variable in terms of territorial and material scope, which is largely explained by the fact that, in practice, the obligation to provide information depends on the technical capabilities of each operator to produce the data necessary for the data collection system. The harmonisation of technical capabilities, for example through the introduction of a mandatory taximeter, could ensure the consistency of data transmission and collection practices.

The tax authorities can use the data collected by the tax meter for tax control purposes, which is seen as a deterrent to the shadow economy. The taximeter stores data in such a way that the tax authority can verify the payments made and received, as well as the distance travelled by the vehicle. This information can be used to assess potential tax evasion, for example. The taximeter also collects data other than those specified in the Act, such as the total kilometrage for the vehicle. The statements in the assessment memorandum on taxi regulation found a taximeter would provide certain benefits, in that it would function as a cash register, and the data it collected could help, for example, the company with its accounts, driver tracking and the calculation of pay or commission, and, in addition, the taximeter will reliably record the total number of kilometres travelled by the vehicle. It should therefore be possible to distinguish between private journeys taken by the taxi and professional journeys that generate income. A taxi company may deduct value added tax included in the purchase and operating costs of a vehicle only insofar as the vehicle is used for professional transportation. The entrepreneur must be able to refer to a daily driver log book, for example, to show the extent to which the kilometrage accounts for professional transportation. Where a taximeter and a system for issuing a receipt are used by the company, the report it produces shall also serve as the log book.

The taximeter in combating the shadow economy

In combating the shadow economy, of particular relevance is the tax revenue that currently never materialises. During the period of enhanced surveillance of the taxi industry carried out between spring 2021 and September 2022, the Tax Administration found a total of EUR 8.7 million not recorded in the books, EUR 4.3 million in other false statements

²⁰ HE 176/2020 vp,

affecting the amount of taxable income, and almost EUR 3 million in undeclared income.²¹ A typical form of tax fraud is to fail to record cash sales in the company's books or, for example, to fail to record all the journeys and takings for a month. The taximeter may also be intentionally misused to allow sales recorded in the accounts to be less in total than they actually are. Approximately 850 taxi operators, drivers and accounting firms selected on the basis of a risk analysis were inspected. The true monetary value of the shadow economy is probably even higher.

Even before the entry into force of the Act on Transport Services, in a control project carried out by the Tax Administration on the taxi industry for the period 2015-2017, a good 300 tax inspections carried out revealed deficiencies in more than 60 % of the companies investigated.²² Significant findings related to the shadow economy, such as the concealment of income, had been detected in around 30% of cases. The most typical violations were the concealment of income and the addition of private expenses to the company accounts. Making taximeters compulsory will not therefore prevent the shadow economy, but it would facilitate ex-post checks and the collection of data relating to taxi travel. Nevertheless, a taximeter alone is not up to the challenge of tackling the shadow economy.

In the feedback in the assessment memorandum on taxi regulation, the Tax Administration's customer service unit ('Finnish Tax Administration') stated that, although the assessment memorandum mentioned that legislation has now provided for a 'comparison trace' to be available in electronic form for all taxi journeys, this is not consistent with the Tax Administration's experience of monitoring the taxi industry. In the case of the shadow economy, it is typical that such data do not exist and may also have been destroyed. The Tax Administration also pointed out that information useful for combating the shadow economy and for tax control would also be the number of journeys made by a vehicle that were not in the nature of a taxi service, i.e. the total number of kilometres driven, and for this reason, the use of taximeters should also be looked into, where possible, to allow this. However, the Finnish Tax Administration stated that it is also typical that shadow economy operators consciously and purposefully avoid using a taximeter, and that is not always just a temporary measure. In Sweden, for example, a taximeter is compulsory, but journeys booked via an app must be recorded in the meter manually, which allows for data errors. The use of a taximeter could cause the shadow economy to contract somewhat and facilitate ex-post inspections, but it could not completely prevent tax evasion.

The obligation of platform operators to provide information

It is also worth realising that platform companies operating in the taxi market via an app (so-called reporting platform operators) are also required to provide the Tax Administration with information under the separate tax transparency rules.²³ The reporting platform operator's obligation to provide information on tax matters is based on Council Directive (EU) 2021/514 amending Directive 2011/16/EU on administrative cooperation in the field of taxation

²¹ Tax Administration 2022: [Taksialan tehovalvonta paljasti 8,7 miljoonaa euroa kirjanpidon ulkopuolelle jääneitä tuloja – Vero-hallinto toivoo lakimuutosta](#). Published on 26 October 2022.

²² Tax Administration (2016): [The Tax Administration has revealed the shadow economy in the intensive monitoring of the taxi industry](#). Published on 15 November 2016.

²³ Tax Administration Directive <https://www.vero.fi/syventavat-vero-ohjeet/ohje-hakusivu/209369/raportoivan-alustaoperaattorin-tiedonantovelvollisuus-dac7/>

(‘DAC7’)²⁴. The due diligence procedures and reporting requirements of platform operators under DAC7 have been brought into force by the Act on the Disclosure Obligations of Digital Platform Operators in the Field of Taxation (1267/2022) (hereinafter the Act on the Disclosure Obligations of Platform Operators), by adding a new section 17f to the Act on the Tax Procedure (1558/1995), and by also taking into consideration the effects of the Directive in other Acts. The objective of the DAC7 rules is to improve tax transparency in transactions on digital platforms.

Platform operators must collect the information required by law on the essential activities carried out by natural persons and entities through the platforms administered by platform operators and ensure that the information is accurate. The platform operator subject to the reporting obligation must report annually to the Tax Administration on the sellers who have used the platform, the essential activities they have been engaged in and the consideration paid for them. Essential activities means, inter alia, the sale of goods and services and the rental of immovable property and vehicles. The Act on the Disclosure Obligation of Platform Operators entered into force in January 2023, so the first data for 2023 were reported in January 2024.

Requirements of the Act on Measurement Instruments and the Directive on the harmonisation of the laws of the Member States relating to the making available on the market of measuring instruments

Directive 2014/32/EU (‘Measuring Instruments Directive’)²⁵ applies to taxi meters, which must comply with its requirements. Indeed, taximeters are measuring instruments falling within the scope of Directive 2014/32/EU, in accordance with its Article 2(1) and Annex IX (MI-007).

The Measuring Instruments Directive defines the types of measuring instruments that may be made available on the internal market for sale and use. According to Article 3 of the Directive, Member States may prescribe the use of measuring instruments for measuring tasks, where they consider it justified for reasons of public interest, public health, public safety, public order, protection of the environment, protection of consumers, levying of taxes and duties and fair trading. Where a Member State has decided to require the use of an instrument covered under the Directive for a measuring task, that Member State shall ensure that measuring instruments made available on the market comply with the requirements of the Directive. The Measuring Instruments Directive regulates the technical characteristics of instruments but does not rule on how at national level the public interest goals mentioned in the Directive, such as consumer protection and the levying of taxes, are to be promoted. If the grounds for having to use an instrument were to be different from those mentioned in the Directive, this should be notified to the Commission and to the other Member States separately. Under this so-called principle of optionality, Member States are not obliged to prescribe the use of measuring instruments within the meaning of the Directive. However, a detailed description of the statutory measurement task would have to be specified in national legislation. In Finland, the obligation to use a taximeter has traditionally been thought to have two main purposes: consumer protection and the reliable collection of data needed for tax control.

The Measuring Instruments Directive has been implemented in Finland with the Measuring Instruments Act (707/2011) and the Government Decree on Essential Requirements, Demonstration of Compliance and Specific Technical Requirements of Measuring Instruments

²⁴ <https://eur-lex.europa.eu/legal-content/FI/TXT/PDF/?uri=CELEX:32021L0514>

²⁵ <https://eur-lex.europa.eu/legal-content/FI/TXT/PDF/?uri=CELEX:02014L0032-20150127>

(1432/2016) issued pursuant to it. The requirements relating to the features of taximeters and the provisions relating to making them available on the market are contained in these statutes. Section 2 of the Measuring Instruments Act defines its scope. It states that the Measuring Instruments Act lays down requirements for measuring instruments and methods and the procedures for their verification when a measuring instrument and method is used, in trade, to determine the price or other economic benefit of a product or service on the basis of the results of measurements, in consumer measurement to determine the price or other economic benefit on the basis of the results of measurements, in decision-making based on the result of a measurement of a public authority or an operator comparable to a public authority, or in a measuring event that is relevant to the public interest, public health and safety, public order or environmental protection. The Measuring Instruments Act does not specifically define any criterion for the levying of taxes and collection charges contained in the Directive, but this may be regarded as being included in the requirement concerning the importance of the public interest.

The current use of a taximeter based on journeys where the fare may vary in section 152(2) of the Act on Transport Services relates specifically to the use in trade of a measuring instrument and method, as defined in section 2 of the Measuring Instruments Act, in order to determine the price of the service on the basis of the results of measurements. If it were also required that only a taximeter in accordance with the Measuring Instruments Act be used to collect the data referred to in section 15a of the Act on Transport Services, the requirement could be seen to be based on section 2(1) of the Measuring Instruments Act on a measurement event that is relevant to the public interest, public security and public order.

In the previous legislative project on taxi regulation, discussions were held with the European Commission on the application of the Measuring Instruments Directive. In its letter to the Ministry of Transport and Communications of 10 June 2020, the European Commission stressed that where a Member State requires the use of taximeters, the taximeters used for this purpose must meet the requirements set out in the Measuring Instruments Directive. The Commission also pointed out that devices other than those covered by the Measuring Instruments Directive do not fall within the scope of the Directive. According to the Commission, the distinguishing feature of taximeters may be that they are permanently installed in the vehicle and operate in conjunction with a signal generator and perform functions relating to the measurement of distance and time and the calculation of the fare for the journey.

At present, the data referred to in section 15 a of the Act on Transport Services can be collected either by means of a taximeter or other device and system to which the provisions of the Measuring Instruments Act do not apply. For this reason, the form and storage of data collection are not fully commensurate with each other, as they differ.

Monitoring of taximeters

There is no absolutely certain data on how many vehicles currently have a taximeter. However, according to a rough estimate by the Finnish Transport and Communications Agency, up to 70–85% of vehicles currently have one. The Finnish Transport and Communications Agency has issued a regulation under section 152(2) of the Transport Services Act concerning the technical requirements of a taximeter.²⁶ According to that, a taximeter must comply with the requirements for a taximeter as defined in the Measuring Instruments Directive and implemented at national level in the Measuring Instruments Act.

²⁶ TRAFICOM/423523/03.04.03.00/2020, <https://www.finlex.fi/fi/viranomaiset/normi/454001/46916>

DRAFT

The protection against data corruption required by the Measuring Instruments Directive shall be implemented using a seal applied by a holder of an installation and repair permit issued by the Finnish Transport and Communications Agency or other reliable method that meets the requirements of the Measuring Instruments Directive. The sealing arrangement shall be such that meter indications cannot be changed without breaking the seal, with the obvious exception of electronic remote installations of taxi fares via taxi information systems.

Under section 6(1)(15) of the Measuring Instruments Act, sealing means a physical or electronic method which prevents access to parts or functions affecting the metrological features of the measuring instrument and which is broken or otherwise shows that the instrument is in uncertified mode. Section 10 of the Act on Measuring Instruments provides for sealing. Under that section, the measuring instrument must be sealed in accordance with the manufacturer's instructions, unless it is exempt from the sealing requirement. Sealing shall be carried out either before or when the instrument is first used by a notified body, inspection body, or the manufacturer of the device if it has the approval of a notified body or inspection body, when the measuring instrument is being serviced by a maintenance company or inspection body as referred to in section 19, or, during the course of an in-service verification, by an inspection body, if the seal has been opened. The taximeter in use must thus comply with the Measuring Instruments Act and be sealed.

Provisions on taximeters are also still contained in the Vehicles Act. According to section 180(1) of the Vehicles Act (82/2021), a licence must be obtained from the supervisory authority for the installation and repair of taximeters. The Transport and Communications Agency oversees vehicle repair shops carrying out work subject to licensing or notification requirements, such as the installation and repair of taximeters. Workshop oversight is carried out in response to requests for clarification and in on-site inspections at repair shops. The provisions on confidentiality notwithstanding, the supervisory authority shall have the right to access the installation and repair location and to obtain the information necessary for control purposes from the holder of the installation and repair licence.

Section 152 of the Vehicles Act contains the rules on periodic roadworthiness tests. Under this section, the vehicle is inspected in a periodic roadworthiness test to ensure that it is in a condition compliant with the relevant provisions and regulations, that it is safe for use on the road, that it does not cause unnecessary environmental damage, and that the data on it in the register are correct. In addition, section 2 gives the Transport and Communications Agency the power to issue regulations on such matters as periodic roadworthiness tests for motor vehicles and their trailers. The Finnish Transport and Communications Agency regulation on the assessment criteria for periodic roadworthiness tests stipulates that if the vehicle is fitted with a taximeter, a visual check of the installation certificate and of the sealing arrangement or one of the taximeter installation or inspection certificate and a visual inspection of the correct tyre size must be carried out.²⁷ The inspection fails if the sealing arrangement for the taximeter or its installation receipt is missing, the certificate is missing or is incomplete, the tyre's standard rolling circumference does not match the tyre recorded on the installation or inspection certificate or the taximeter is not of the approved type. Thus, in practice, the taximeter is currently inspected to check the installation and sealing of the meter, if the vehicle is equipped with one.

According to section 149 of the Vehicles Act, the periodic roadworthiness testing of vehicles used for a taxi service is carried out more frequently than the equivalent testing of vehicles

²⁷ TRAFICOM/423528/03.04.03.00/2020,

used for private use. No later than one year after the date a vehicle is first used on the road, and thereafter no later than one year after the previous roadworthiness test, and if, however, more than one year has elapsed since the date the vehicle is first used on the road before the commencement of taxi services, the vehicle shall be approved in a periodic roadworthiness test before the commencement of taxi services. As a taximeter is not a compulsory item of equipment in a vehicle, it is not currently inspected other than when a roadworthiness test is being performed. Other monitoring procedures and penalties with respect to taximeters should also be looked at in more detail.

2.4 Requirements for granting a taxi driver's licence

General

According to the Act on Transport Services, a taxi driver must have a taxi driver's licence. A taxi driver's licence is personal and concerns the right of a person acting as a driver to drive a taxi. Pursuant to § 25 and § 26 of the Act on Transport Services, driving licences are granted and renewed by the Finnish Transport and Communications Agency. According to § 26, a driver's licence is valid for five years from the date of issue, or once the driver's licence reaches the age of 68, it is valid for two years from the date of issue. Among other things, a category B driving licence that was obtained at least one year earlier, health requirements that are stricter than those for private motorists, and passing the taxi driver examination are a prerequisite for obtaining a driving licence.

Health requirements for driving licences

Under § 25(2)(2) of the Transport Services Act, the Finnish Transport and Communications Agency shall, upon application, issue a taxi driver's licence to a person who meets the health requirements for a group 2 driving licence laid down in § 18 of the Driving Licence Act. The detailed health requirements are specified in § 18 of the Driving Licence Act, but that section does not contain any indication of how these requirements shall be met and certified. A separate medical certificate is provided for in § 10 of the Driving Licence Act, which lists the annexes to be added to the licence application. Under § 10(1)(1) of the Driving Licence Act, a medical opinion issued no more than six months earlier and, in addition, a special medical opinion, if such a medical opinion has been submitted or is otherwise necessary for processing the application for a reason that has come to the attention of the Finnish Transport and Communications Agency, must be attached to the driving licence application. Neither § 25 of the Transport Services Act nor § 18 of the Driving Licence Act contains a reference to a medical certificate under § 10 of the Driving Licence Act, so for the time being, the act does not require the applicant for a taxi driver's licence to submit a medical opinion. The health requirements in the Act must therefore be met, but the regulatory lacuna concerns how these health requirements will be demonstrated and checked.

The situation may have arisen in connection with the adoption of the Act on Transport Services. The Act on the Professional Qualification of Taxi Drivers (695/2009) did not contain any provision on medical opinion, but only the requirement that the applicant meets the prescribed health requirements. The delivery of a medical opinion was separately provided for in the Decree (825/2009) and in § 5(1) thereof, it was stipulated that an application for a taxi driver's licence must be accompanied by a medical opinion issued no more than six months earlier. The obligations of the Decree were not imported as such into the Act on Transport Services, but only the section of the Act on health requirements. The Government Proposal for the Transport Services Act states that the requirements for issuing a taxi driver's

licence would be partly based on the current Act on the professional qualification of taxi drivers, but that the requirements have been significantly reduced.²⁸ The provisions of the Decree were not brought into the level of an Act, and the submission of a medical certificate was therefore not provided for in the Transport Services Act.

However, in practice, proof of compliance with the health requirements laid down in § 18 of the Driving Licence Act may only be obtained by submitting a medical certificate. However, since section 25, subsection 2, paragraph 2 of the Act on Transport Services does not currently specify how compliance with health requirements must be demonstrated, it makes it possible to avoid the submission of a medical report related to group 2 driver's health status. In the Driving Licence Act, this has been taken into account in § 10(1)(1) of the Act, which states that a medical opinion issued no more than six months earlier and, in addition, a special medical opinion, if this is necessary for processing the application as a result of the submitted medical opinion or for any other reason which came to the attention of Traficom, must be attached to the driving licence application. A provision of this kind is missing in the Act on Transport Services regarding the medical opinion of taxi drivers.

Offences that prevent the issuance of a driver's licence

A taxi driver's licence may not be granted if the applicant has committed the offences referred to in § 25(3) or (4) of the Act on Transport Services. The offences to be taken into account in the criminal records during the five years preceding the decision on the application for a driver's licence are exhaustively listed in the Act. Section 25, subsection 3 of the Act lists serious crimes against life and health, and the list of offences referred to in subsection 1 is the same as that defined in section 6, subsection 2 of the Criminal Records Act (770/1993), even though currently the Act on Transport Services no longer contains a reference to the said Act. Under paragraph 1 of the subsection, the dissemination of an image infringing sexual attractiveness as referred to in chapter 17, section 18 of the Criminal Code (39/1889), a sexual offence as referred to in chapter 20, a crime concerning human life or health as referred to in chapter 21, sections 1 to 3, 6 or 6b, a trafficking offence as referred to in chapter 25, sections 3 and 3a, a serious robbery as referred to in chapter 31, section 2, or a drug offence as referred to in chapter 50 is considered to be obstacles to obtaining a driving licence. Under paragraph 2 of the subsection, certain offences against the life or health of chapter 21 of the Criminal Code, certain property offences under chapter 28, pillaging under chapter 31, section 1 or concealed and money-laundering offences under chapter 32, sections 1 to 10, also constitute a barrier, as is a serious endangerment to traffic safety, drunk driving and aggravated drunkenness under chapter 23 of the Criminal Code or unauthorised transport of a means of transport, as defined in paragraph 3. In addition, under paragraph 4 of the subsection, an obstacle may also constitute an offence equivalent to one of the offences referred to above in paragraphs 1 to 3, for which a court settlement has been entered in the criminal records register pursuant to section 2(2) of the Criminal Records Act.

Furthermore, the Finnish Transport and Communications Agency may not grant a taxi licence if the person has committed a serious traffic hazard referred to in Chapter 23(2), drink driving referred to in § 3 or severe drink driving referred to in § 4 of the Criminal Code during the three years preceding the decision on the application for a taxi driving licence as indicated in the register of fines, if the act proves that he or she is manifestly unsuitable to act as a taxi driver or an act referred to in § 10 of Chapter 23 of the Criminal Code, if the act proves that he or she is manifestly unsuitable to act as a taxi driver or an act referred to in points 1, 2 or 4 of

²⁸ HE 161/2016 p.143.

DRAFT

paragraph 3 above, if the act proves that he or she is manifestly unsuitable to act as a taxi driver.

When considering the impact of the applicant's criminal history and personal characteristics on his or her suitability, the applicant's propensity to commit crimes against life and health, the propensity to commit violent behaviour and sexual offences is assessed in particular. These are seen as having a key impact on passenger safety and guaranteeing personal integrity. In addition, for other acts arising from the criminal and fine register, such as traffic offences leading to immobilisation, property offences and narcotics offences, the driver's reliability and suitability to act as a taxi driver is assessed. These are also seen as having a key impact on road safety and passenger safety.

The taxi driver operates in customer service work and therefore the professional skills and competence of the driver affect the customers' trust in the safety and sector. For this reason, it has been considered that certain offences that have not now been taken into account in the Act are added as a barrier to obtaining a driving licence. From the point of view of licence control and the prevention of criminal offences, prior surveillance is the most effective means of intervention. At the same time, it should also be noted that the same acts that hinder the obtaining of a driving licence may also be grounds for revocation under § 246 of the Act on Transport Services.

The assessment memorandum published in the preliminary preparation of the legislative project describes in more detail the consumer's views on the taxi market, and research shows that the significant attention is to reducing the consumer's sense of safety.²⁹ The biggest decrease in satisfaction from 2019 (a score of 3.94) to 2023 (a score of 3.65) has taken place in the feeling of safety. In the Helsinki Metropolitan Area, the degree of safety was still lower than in the country as a whole (3.26). On the basis of the surveys, it can be stated that the aim of restoring confidence is justified. Trust is also closely linked to the feeling of safety experienced by customers.

From the point of view of taxi passengers, experience in safety may be influenced by, among other things, the driver's behaviour in traffic, the quality of the rolling stock, the behaviour towards the customer and, for example, the feeling of being cheated by the customer in the price or quality of a ride. The feeling of the driver's local knowledge and language skills may also affect the perceived feeling of safety. The behaviour towards the customer and the driver's competence to take into account the customer's special needs are emphasised especially in services for persons with reduced mobility and other special groups.

The purpose of the requirements imposed on drivers has been to ensure that drivers have the necessary skills and health status to ensure that the safety of passengers is not endangered. The taxi driver's licence requirements are also part of ex ante control which can address the skill required of the taxi driver. Effective ex-ante control can influence the reputation of taxi drivers and consumer safety and security awareness.

At present, offences related to the life and health of chapter 20 of the Criminal Code and offences related to the trafficking in human beings in chapter 25 of the Criminal Code, which are related to the safety of passengers, are defined as an offence against obtaining a taxi driver's licence. In addition to trafficking in human beings, Chapter 25 of the Criminal Code also contains, among other things, provisions on deprivation of liberty and the taking of a hostage, unlawful threats, persecution and coercion, but they do not currently prevent a person

²⁹ [Assessment memorandum of the regulation on taxis](#), pp. 10–13.

from obtaining a driving licence. In the statements of the assessment memorandum on the need to amend the taxi regulation, the remarks of these offences were also proposed to prevent the acquisition of a taxi driver's licence.³⁰ The memorandum of assessment also suggested that certain offences related to the possession of firearms and dangerous objects under Chapter 41 of the Criminal Code should be taken into account, as they are also directly related to the personal security of the customer.

In addition to crimes against another person, financial crimes are also a barrier to obtaining a driving licence, for example, property offences in Chapter 28 and concealment and money laundering offences in Chapter 32. It was proposed in the preliminary preparation that in future certain fraud and payment instrument offences should also be taken into account as a barrier to obtaining a driving licence.³¹ The taxi driver may have direct access to the customers' payment cards if the journey is not pre-paid. In this case, it is important to be able to trust that the driver will not abuse the payment card. The opinions on the memorandum also broadly took into account the offences against public finances in chapter 29 of the Criminal Code, in which case tax evasion could also be better prevented, for example, when serious tax fraud would prevent a driving licence from being granted.

Training requirements for taxi drivers

The training requirements for taxi drivers were abolished on 1 July 2018 by the Act amending the Act on Transport Services (301/2018) as a condition for obtaining a driving licence. The obligation of the holder of a taxi licence to ensure the skills of drivers laid down in § 151(1) of the Act on Transport Services was replaced. A licence holder providing passenger transport is responsible for ensuring, inter alia, that the driver ensures the passenger's safe entry and exit from the vehicle and provides him or her with the assistance he or she needs (paragraph 2), that the driver has sufficient interpersonal skills, language skills and local knowledge in the main area of operation (paragraph 3), and that the driver has the ability to take into account the special needs arising from the passenger's operational limitations (paragraph 4).

§ 25 of the Act on Transport Services lays down the requirements for taxi drivers. According to subsection 2, paragraph 3 of this section, the granting of a taxi driver licence is subject, among other things, to the approved completion of the taxi driver examination.

In the previous review of the taxi regulation³², driver training on special needs groups was included in the Act on Transport Services, the use of which is not compulsory for the purpose of obtaining a taxi driver's licence. The provisions on driver training and driver attestation on special needs groups entered into force on 1 May 2021 and are included in Section 26a of the Act on Transport Services. According to section 26a, subsection 1 of the Act on Transport Services, driver training on special needs groups must include teaching on the impact of reduced mobility and disability on using taxi services, on meeting and communicating with customers with reduced mobility and disabilities, assisting special needs groups, assisting the vehicle, and on special issues related to school and day care transport. The second paragraph of the same Article provides for the duration of the training. The duration of the training is 21 hours, including at least 7 hours of practical instruction. According to § 26a(1) of the Act, the

³⁰ [A summary of the statement feedback](#) as well as all the statements can be found on the project window page <https://valtioneuvosto.fi/hanke?tunnus=LVM062:00/2023>. Summary of offences to be added from the consultation feedback p.4 to 7.

³¹ [Assessment memorandum of the regulation on taxis](#), p. 16

³² Act amending the Act on Transport Services, HE 176/2021 vp.

training organisation that has provided the training shall issue a training certificate to the person who has completed the driver training on special needs groups in taxi services.

Although the training of taxi drivers is not a prerequisite for obtaining a taxi driver's licence, several coordination centres and the largest taxi companies require their drivers to undergo in-house training. The training offered by transfer centres and taxi companies varies in educational content and level. Several public operators also require the driver training on special needs groups to be carried out in public tenders for rides. However, the sector is currently estimated to have drivers who have not undergone any training related to the profession of taxi driver when starting work.

The development of the level of competence of taxi drivers is difficult to measure. One way to do this is through consumer satisfaction surveys. Customers' experiences with taxi services have been mapped through various surveys, for example the Finnish Transport and Communications Agency's surveys of 2019, 2021 and 2023, which examined the satisfaction of citizens with different aspects of the transport system.³³ The surveys asked about customer satisfaction with the transport system on a scale of 1 to 5, where 1 was very dissatisfied and 5 were very satisfied. The skills of taxi drivers, i.e. the knowledge and skills needed in the profession, can be thought to indirectly reflect the quality and safety of taxi services experienced by customers. However, in addition to the level of competence of the taxi driver, the quality and safety of taxi services may also be influenced by other factors, such as the quality of the fleet, the feeling of defrauding experienced by the customer or the mood of conversation in the media.

Satisfaction with the service level elements of taxi services has been decreasing since 2019 (Figure 17). While the quality of taxi services in 2019 was very satisfied or satisfied by 72 % of respondents, the corresponding figure in 2023 was 58 %. During the same period, the share of dissatisfied and very dissatisfied with the quality of taxi services has increased by 7 per cent. In the same period, the perceived feeling of security in taxi services has also decreased. However, geographically the responses show clear differences. According to the 2023 study, municipalities with fewer than 20 000 residents that are not part of an urban area are the most satisfied with the safety of taxi services. The feeling of safety experienced in the Helsinki metropolitan area was clearly lower than the national average.

Taxi driver examination

Although the issue of a taxi driver's licence is not conditional on the completion of the taxi driver's training, in order to obtain a taxi driver's licence, the applicant must successfully pass the taxi driver's examination referred to in § 25 a of the Act on Transport Services. The taxi driver examination is carried out as an electronic theoretical test at the service point of the service provider of the Finnish Transport and Communications Agency.

The taxi driver test measures the control of the basic skills of taxi drivers as well as the knowledge of key regulation in taxi services. According to § 25a(1) of the Act on Transport Services, the examination must include questions on assisting passengers and ensuring their

³³ Traficom (2024): *Citizens' satisfaction with the transport system and travel chains 2023*. Traficom Publications 13/2024. Published on 8 April 2024; Traficom (2022): *Citizens' satisfaction with the transport system and travel chains 2021*. Traficom Publications 3/2022. Published on 27 January 2022; Traficom (2019): *Citizens' satisfaction with the transport system and travel chains 2019*. Traficom Publications 28/2019. Published on 30 October 2019.

DRAFT

safety, the special needs of different passenger groups, customer service situations in taxi services, and factors affecting the safety of transport and traffic. In addition, on 16 April 2021, the Finnish Transport and Communications Agency issued a regulation on the requirements for the taxi driver examination (TRAFICOM/523956/03.04.03.00/2019), including the content and implementation of the examination and registration for the examination. The Regulation entered into force on 1 May 2021 and will remain in force until further notice.

Section 246a of the Act, previously described in section 2.1 in ‘fraudulent behaviour in the examination’, shall apply to fraud that took place in the taxi driver examination.

2.5 Certification and supervision of training organisations

Approval and supervision of taxi service training organisations

Under § 35 a(1) of the Act on Transport Services, the organisation of driver training on special needs groups in taxi services and entrepreneur training is subject to approval by the Finnish Transport and Communications Agency. As a first step, the approval procedure is to ensure that training providers meet certain minimum conditions specified in legislation and in the authority’s regulations.

According to the Finnish Transport and Communications Agency (information 30 January 2025), there are 50 entities that organise driver training on special needs groups and 19 that organise entrepreneur training. The instructors of drivers of special needs groups are located geographically throughout mainland Finland south of Rovaniemi. According to information received from the Finnish Transport and Communications Agency on 4 February 2025, the principal activities of the driver training providers on nearly half of special needs groups are taxi services. The other main business activities are mainly related to the organisation of training (e.g. other business management consultancy, secondary vocational education, etc.) or other activities ancillary to transport (e.g. other transport brokerage, road freight transport). In practice, the parties organising training are likely to have other activities in addition to the driver training on special needs groups in taxi services. According to information received from the Finnish Transport and Communications Agency on 4 February 2025, half of the approved entities organising training for special needs groups are very small in number of staff, as they employ fewer than 10 people. There are five operators employing more than 100 people. Vocational training is provided by those who have the largest number of employees. Entrepreneur training for taxi services has also been held from Rovaniemi to South, focusing on the largest cities. In addition to the driver training on the aforementioned approved special needs groups and the entrepreneur training, companies in the taxi industry train their drivers for their own needs.

Pursuant to paragraph 2 of that section, the Finnish Transport and Communications Agency shall, upon application, approve a training organisation as a training provider referred to in this section; 1) that meets the educational and professional requirements referred to in § 36 a; 2) that is financially sound and can appropriately meet its business-related obligations and demonstrates that it has sufficient economic resources to organise training activities and carry out them in an appropriate manner; and 3) has a training programme confirmed by the Finnish Transport and Communications Agency. No provisions on the duration of the approval are provided for, but a training programme laid down pursuant to section 35b, subsection 4 of the Act is valid for a maximum of five years.

Section 35b of the Act on Transport Services provides for the approval of the organiser of taxi service training and the confirmation of a training programme. Paragraph 2 lists the information that the applicant must notify to the Finnish Transport and Communications Agency. To enable the verification of prudential and financial conditions laid down in section 35a, subsection 2 of the Act, in accordance with section 35b, subsection 2, paragraph 5 of the Act, when applying for approval, the applicant must provide a statement of the financial preconditions for organising training. According to the preliminary work on the Act (HE 176/2020 vp, p. 80), the Finnish Transport and Communications Agency would verify the financial situation of the organisation applying for a permit and whether the undertaking has tax debt and has managed mandatory business obligations related to pension and accident insurance. According to the preliminary work, the financial solvency of the applicant should be assessed taking into account, for example, the applicant's financial assets and inventories, as well as the fixed assets available as collateral and other long-term investments. The preliminary work states that if the applicant is a natural person or a general partnership or a limited partnership, the assets used to secure the personal collateral of the natural person, partners and general partners may also be considered as assets. According to the preliminary work, it would also be possible to demonstrate solvency by means of, for example, a certificate issued by an authorised auditor or audit firm on the applicant's financial resources. According to the preliminary work, the training organisation applying for approval should also not have significant financial disruptions.

Section 35b, subsection 5 of the Transport Services Act authorises the Finnish Transport and Communications Agency to issue more detailed regulations on the procedure to be followed in applying for and granting approval of training providers, on the conditions related to the strengthening of training programmes and on the practical organisation of training, teaching premises, teaching vehicles, educational equipment and the size of the student group that are necessary for the supervision of the training programme. The Finnish Transport and Communications Agency has been given the power to issue further regulations on the requirements for the approval of training providers.

On 16 April 2021, the Finnish Transport and Communications Agency issued a Regulation on taxi service training organisations that entered into force on 1 May 2021.³⁴ The Regulation shall be in force until further notice. Pursuant to § 35b(5) of the Act on Transport Services, the Regulation lays down, inter alia, further provisions on the procedure to be followed for applying for and granting approval of a training provider for taxi services providing driver training on special needs groups as well as entrepreneur training and organising an entrepreneur examination. According to the Regulation, the applicant for a training organisation approval for taxi services shall submit, as an annex to the application, an up-to-date extract from the Trade Register, an extract from the register of associations or a articles of association or corresponding company contract or other corporate statutes of another entity indicating the business name and business identity code under which the activity will be carried out.

In order to verify the solvency of organisations, setting general indicators related to the capital structure of driver training on special needs groups in taxi services or entrepreneur training has been considered challenging in the implementation of the Act. In general, the commencement of the above-mentioned training activity does not require significant capital, so the Finnish Transport and Communications Agency has estimated the sufficient financial resources referred to in § 35(2) of the Act on Transport Services by means of documents describing the company's finances, such as up-to-date financial statements, that have been

³⁴ TRAFICOM/391024/03.04.03.00/2020

DRAFT

provided to them. In particular, in connection with the regulatory consideration related to the approval of a training organisation, efforts have been made to ensure that the applicant has fulfilled its legal obligations related to its business activities and has no tax liability.

The purpose of the regulation on the approval of training organisations is also to ensure the Finnish Transport and Communications Agency's ability to effectively supervise training organisations. Under § 193 a(1) of the Transport Services Act, the Finnish Transport and Communications Agency is responsible for supervising the issuing of driver training programmes on special needs groups in taxi services that are granted approval, as well as training organised by training organisations that organise entrepreneur training and the issuing of certificates issued by training providers. Pursuant to the same paragraph, the Finnish Transport and Communications Agency may authorise an external expert to carry out practical surveillance activities. The section lays down more detailed provisions on the skills, familiarity and rights of an external expert and activities.

Under § 216(1)(4) of the Act on Transport Services, the Finnish Transport and Communications Agency shall keep a transport register electronically, which contains information on the training organisations that have been granted approval under § 35 a to organise driver training on special needs groups and entrepreneur training.

Chapter 31 of the Act on Transport Services lays down administrative penalties. Administrative sanctions can also be used to interfere with activities of taxi service training organisations that are in violation of statutory or regulatory provisions. According to section 245, subsection 1 of the Transport Services Act, the Finnish Transport and Communications Agency may, among other things, issue a warning or reprimand to the operator operating on the basis of the approval decision referred to in this Act and to the responsible person indicated by the operator, if the operator has not complied with the relevant provisions or regulations. The Finnish Transport and Communications Agency may issue a warning if the notice cannot be considered sufficient, taking into account the entirety of the facts of the case. Furthermore, under § 242(2)(1) of the Act on Transport Services, the Finnish Transport and Communications Agency may restrict an activity that is subject to an approval decision or revoke the decision, among other things, if the conditions for granting it are no longer met and the errors or deficiencies in the conditions are not corrected within the prescribed period. However, under the current legislation, it is not possible for the Finnish Transport and Communications Agency to take into account previous situations of revocation of a licence when re-applying for approval with the same training organisation.

Compliance audit reports from the taxi industry

According to section 1, subsection 2, paragraph 2 of the Act on the Grey Economy Information Unit, the duty of the Grey Economy Information Unit (hereinafter the *Information Unit*) is to provide the Authority with compliance audit reports on the organisation and organisational persons for the purposes laid down in section 6 of the Act. According to section 5, subsection 1 of the Act, the Information Unit draws up, upon request, a compliance audit report for the purposes laid down in section 6 of the Act. Therefore, the compliance audit reports can be considered to support the activities of the authority in individual situations. With regard to taxi services, according to § 6(1)(14) of the Act, the compliance audit report is to be prepared to support the granting and revocation of a taxi service licence under the Act on Transport Services. Therefore, a compliance audit report cannot be requested for the supervision of taxi service training organisations.

DRAFT

According to section 5, subsection 4 of the Act on the Grey Economy Information Unit, the Information Unit describes in the compliance audit report the activities and finances of the organisation or 'organisational person' involved, as well as the activities and finances of any organisation or 'organisational person' directly or indirectly linked to them, as well as the performance of obligations related to taxes, statutory pension, accident or unemployment insurance contributions or fees collected by Customs.

According to section 5, subsection 1 of the Act, the compliance audit report is carried out at the request of another authority. According to section 7, subsection 1 of the Act, notwithstanding confidentiality requirements, the clearing service has the right to obtain from the authority the information necessary to draw up the compliance audit report which the authority requesting the compliance audit report is entitled to receive for the purpose described in the request. Therefore, the compliance audit report is a summary of the administrative data acquired under the right of access by the requesting authority.

§ 197 of the Act on Transport Services lays down the general right of the supervisory authority to receive information. According to subsection 2 of the Act, the Finnish Transport and Communications Agency has the right, without prejudice to confidentiality provisions, to obtain from an authority and a person performing a public task, free of charge, the information necessary for the performance of its duties under this Act, among other things, information on the applicant and the holder of an operator licence.

§ 2(8) of the Act on Transport Services defines an operator's licence. According to that paragraph, it refers to a licence or other similar approval entitling the holder to engage in a principal professional activity subject to a licence. According to the preparatory work for the Act (HE 145/2017 vp, p. 173), an operator licence means a licence that can be granted to a legal person (company or organisation). According to the preliminary work, typical operator licences include different types of licences. However, in many cases, an operator licence, such as a taxi service licence, may also be granted to a natural person. According to the preliminary work, it has therefore been decided to present the concept of operator's permit as a composite concept instead of an organisation permit. According to the preliminary work, the operator licence refers to licences or approvals, other than personal licences, provided for or referred to in the Act on Transport Services that authorise the operator to carry out the activity. In addition, it was explicitly mentioned in the preliminary work that, in addition to actual transport operations, the provision of transport-related training or the obtaining of examinations, for example, requires a licence.

According to § 197(3) of the Act on Transport Services, the Finnish Transport and Communications Agency's access rights to information are relatively extensive. It shall have the right, without prejudice to confidentiality provisions, to obtain from the public authority and a person with a public function, free of charge, information necessary for the performance of its duties under this Act not only for the applicant for and the holder of the operator licence, but also, among other things, for the person responsible for transport, the chief executive officer and responsible partner, the applicant for a personal licence and the holder of a personal licence, and the organisation referred to in § 2(2) of the Act on the grey economy information unit, and the organisation referred to in paragraph 1 of that section, where the applicant's person with a position in an organisation holds or has held a position in an organisation, for a professional service provider for the transport of goods. According to that paragraph, the right to obtain information also applies to criminal records and the register of fines. Data shall be transmitted via an interface or otherwise in electronic format. On 9 January 2025, the Ministry of Finance launched a project to prepare a Government proposal to

Parliament for acts amending the Act on the Grey Economy Information Unit and certain related acts.³⁵ In the project, the scope of activity of the Grey Economy Information Unit would be extended, among other things, to the activities of natural persons with non-organisational personality. This project therefore also proposes amendments to the Act on Transport Services. The draft Government Proposal was submitted for consultation between 7 February and 18 March 2025.

With regard to the approval and supervision of training organisations, it has proven challenging that the Finnish Transport and Communications Agency does not receive information on organisations in an aggregate form. The data are collected separately from the various authorities. An organisation applying for approval must currently submit a significant number of documents, which are deemed administratively pregnant, to the Finnish Transport and Communications Agency as an annex to the application.

2.6 Professional Qualifications Directive and proportionality assessment of professional regulations

Directive 2005/36/EC of the European Parliament and of the Council on the recognition of professional qualifications (hereinafter the *Professional Qualifications Directive*) lays down the rules under which a Member State regulating a given profession must recognise professional qualifications acquired in one or more other Member States and which entitle the holder of that qualification to pursue the same profession there. In Finland, the Professional Qualifications Directive has been implemented, among other things, by Act 1384/2015 on the recognition of professional qualifications (hereinafter the *Professional Qualifications Act*). According to § 3(1) of the Professional Qualifications Act, a regulated profession means a post or function the taking up or pursuit of which is subject to the condition that the person meets certain requirements for professional qualifications. Thus, professions that do not require, for example, a specific education or qualification may also fall within the scope of the Directive. § 2 of the Professional Qualifications Act excludes from the scope of the Act certain tasks and posts of the Finnish Police, the Finnish Border Guard and the Finnish Defence Forces, as well as tasks for which the qualification requirement is legal education. The taxi driver occupation therefore falls within the scope of the Act. The decision on the recognition of professional qualifications confers the right to pursue in the host Member State the same profession for which they are qualified in another Member State.

§ 5 of the Professional Qualifications Act provides for qualification levels under the general recognition system. In accordance with Article 11 of the Professional Qualifications Directive, the core criteria for a qualification level breakdown are the level, nature and duration of the training. It is the responsibility of the competent authority of the host Member State to determine to which level the training of the applicant falls within the meaning of § 5(1) to (5) of the Professional Qualifications Act, i.e. Professional Qualifications Directive (a) to (e).

Under § 6(1) of the Professional Qualifications Act, the recognition of professional qualifications is based on a certificate of competence, an individual certificate of formal qualifications or a combination of such documents issued by the competent authority in another Member State. According to Article 3(3) of the Act, evidence of formal qualifications means diplomas, certificates and other documents that are issued by the competent authority of a Member State, predominantly in the framework of vocational training carried out in the Community, as well as documents issued in a third country to a national of a Member State concerning vocational training carried out. Paragraph 2, on the other hand, regulates situations

³⁵Project ID VM004:00/2025, <https://vm.fi/hanke?tunnus=VM004:00/2025m>.

where the profession is not regulated in the applicant's country of origin. According to this provision, the recognition of professional qualifications also applies to applicants who, over the last 10 years, have practised their profession in another Member State on a full-time basis for one year or a part-time equivalent, in which the profession concerned was not regulated, and who hold one or more certificates of qualification or evidence of formal qualifications. These documents must show the holder's capacity to exercise the profession in question. However, one year's professional experience is not required if the evidence of formal qualifications of the applicant confirms regulated professional training.

Article 7 of the Act provides for compensatory measures that may be imposed if the content of the training received by the applicant is substantially different from that of the corresponding national training. Measures pursuant to paragraph 1 are a requirement to take an aptitude test or an adaptation period of up to three years. According to subsection 3 of the same section, the applicant may, in principle, choose a replacement measure. More detailed provisions on the adaptation period and aptitude test are laid down in the Government Decree on the recognition of professional qualifications (1459/2015).

However, § 7(2) of the Professional Qualifications Act provides for an authority's obligation to examine whether the knowledge, skills and qualifications acquired by an applicant through professional experience or lifelong learning and formally confirmed for this purpose by a relevant body may fully or partially replace this material distinction. According to Article 3(1) (l) of the Professional Qualifications Directive, lifelong learning is defined as all general education and vocational training, non-formal education and informal learning undertaken throughout life by a person, which increases his or her knowledge, skills and competences and which may include professional ethics.

Under section 4, subsection 1 of the Professional Qualifications Act, the right to practise a profession on the basis of a professional qualification obtained in another country is decided by the same party granting the right to practise the profession on the basis of a qualification or training completed in Finland.

If legislation on the regulated professions is prepared at national level, the preparation authority shall carry out an ex ante evaluation. The estimate is provided for in the Government Decree on a proportionality assessment (376/2020) before adoption of regulation on professions (hereinafter *the Proportionality Assessment Decree*). The regulation of the Proportionality Assessment Regulation is based on the requirements of Directive (EU) 2018/958 of the European Parliament and of the Council on a proportionality assessment before adoption of new regulation of professions (hereinafter *the Proportionality Directive*). The Proportionality Assessment Decree lays down an obligation for the legislative drafting body to carry out an ex-ante assessment, a justification, a notification and a monitoring obligation. The authority responsible for regulatory preparation shall ensure, through a prior assessment, that regulation is justified on the basis of objectives of general interest and that regulation is proportionate. The authority shall also communicate the reasons for the proportionality assessment to the European Commission's database of regulated professions.³⁶

2.7 Services Directive

Directive 2006/123/EC of the European Parliament and of the Council (hereinafter the *Services Directive*) on services in the internal market lays down general provisions to promote

³⁶ Regulated Professions Database, <https://ec.europa.eu/growth/tools-databases/regprof/home>, accessed 3 February 2025.

the freedom of establishment of service providers and the free movement of services, while guaranteeing a high quality of services. Pursuant to Articles 15 and 39 of the Services Directive, Member States must notify the Commission of national legislation or regulations of public authorities concerning the pursuit of services business which are not based on EU legislation. Article 15(2)(4) of the Directive requires Member States to examine whether their legal system makes access to or the exercise of a service activity subject to compliance with the following non-discriminatory requirements other than those relating to matters falling within the scope of the Professional Qualifications Directive or those laid down in other Community legislation which reserve the access to the service activity in question to particular providers by virtue of the specific nature of the activity. The Services Directive has been implemented by the Act on the Provision of Services (2009/1166). However, according to section 2, subsection 3 of the Act, the Act does not apply to transport services, for example. According to the preliminary work (HE 216/2009 vp, p. 55), taxi transport, for example, is therefore excluded from the scope. However, the Services Directive and the National Act on the Provision of Services could include the provisions on the approval of the training organisation for the training of taxi drivers.

3 Objectives

Trust, security and reputation

The primary objective of the project is to improve trust and security. Some of the proposals have been directly aimed at increasing trust and security, but the overall package of proposals also aims to increase confidence in the taxi industry and thus also to increase the sense of security. The aim is also to increase valuation in the sector, as customers can rely on the skills of taxi drivers, the safety of taxi journeys and the ability of drivers to meet the needs of different customers.

Stricter requirements for granting a taxi driver's licence are intended to increase trust and safety when consumers can be confident that the taxi driver carrying them has not committed any significant crimes. The taxi driver licence requirements are also part of the ex ante control and effective ex ante control can have an impact on the reputation of taxi drivers and consumer safety. In addition to the prerequisites for taxi drivers, the aim of taking into account more crimes that are committed by holders of a taxi licence in assessing the good repute is to increase trust in the entire taxi industry and also to ensure the reliability of persons operating as taxi entrepreneurs.

The training requirements for taxi drivers make it possible to ensure that each driver has received the same information and has his own basic skills needed as a taxi driver. Therefore, the training requirements are also intended to contribute to road safety. In addition, the purpose of the training is to have an impact on customer experience and thus on the appreciation of the sector and trust. The restoration of trust is also aimed at increasing the attractiveness of the taxi driver's profession.

Taking into account the ex post fraud detected in the taxi driver examination and the entrepreneur examination, as well as the tapering of the fraud detected in the entrepreneur examination, is intended to reduce fraudulent companies, to increase the reliability of the competency assessment carried out in the test and to encourage the acquisition of the skills measured in the examination. Transferring the entrepreneur examination to the authority will also contribute to strengthening the reliability and equality of the examination when the examination is the same for all.

DRAFT

By refining the requirements for taxi service training organisations, the aim is to increase the reliability of training. The aim is also to increase the effectiveness and credibility of supervision, as well as to prevent dishonest and illegal activities.

Combating the shadow economy and more effective monitoring

The aim is to ensure that everyone works to the same rules when paying taxes, charges for journeys correctly and otherwise complies with the rules on taxi driving. Requiring a taximeter that meets the requirements of the Measuring Instruments Act in all vehicles ensures the standardised format of the data collected for all journeys made by a taxi and facilitates tax inspection. A taximeter that meets the requirements of the Measuring Instruments Act also collects other data, such as the total number of kilometres the vehicle has on the clock, which are not collected by other devices or systems. The total number of kilometres driven is an important piece of information for tax control purposes. With the help of comparable data, the tax authorities can ensure that the necessary taxes and parafiscal charges are paid on taxi journeys. For the purposes of the correct assessment of taxes in the taxi industry and keeping accounts, the company must be able to provide reliable information on its turnover and profits, i.e. the fares charged to the customer. For the information to be reliable, it must be possible to ensure that it cannot be manipulated.

Registration for exclusive control and linking the operator's licence to the registration mark would strengthen supervision on the part of the police and the Tax Administration. With the taximeter requirement and linking the operator's licence to the vehicle, the aim is to prevent or make things harder for the shadow economy in the taxi market. Adding offences such as fraud to the obstacle to a taxi driver's licence as well as to the assessment of the good repute of the licence is also intended to prevent unfair operators from entering the market. In addition, the aim of adding the offence of tax fraud, which is already included in the assessment of the good repute of a taxi driver's licence, as a barrier to the exercise of a driver's licence, is to prevent the shadow economy from engaging in activities. The objective of drawing up the compliance audit reports of taxi service training organisations is also to enhance the fight against the shadow economy by improving cooperation between authorities.

The aim is to introduce a special, coloured taxi registration plate, i.e. a taxi number plate. The taxi plate would boost consumer confidence in the taxi industry, as they could reliably identify a taxi from the registration plate. A taxi plate should only be used if the conditions laid down in this bill are met. It would be essential to avoid situations where taxi plates could be used to deceive consumers, which would erode the reliability of taxi plates and the taxi industry generally. In the interests of reliability, new, unambiguous rules should be introduced on the issuance of taxi plates, penalties for misuse and the control of their use, and there should be clarification of the new official functions required for current taxi business oversight.

The aim of increasing sanctions for infringements of the Act on Transport Services is to increase the effectiveness and credibility of supervision as well as to prevent dishonest and illegal activities. By adding a traffic penalty fee for incorrect pricing or the reporting of price information, the aim is to improve the position of consumers.

4 Proposals and their impacts

4.1 Key proposals

4.1.1 Requirements for granting a taxi service licence

It is proposed to amend section 8 of the Act on Transport Services so that the assessment of good repute when granting a licence would also take into account the fault of the licence holder to commit crimes relating to life and health as well as sexual offences. In subsection 1, paragraph 1 of this section, offences relating to life and health and sexual offences under chapter 20 and chapter 21 of the Criminal Code would also be added to the assessment of good repute. These offences are already an obstacle to obtaining a taxi driver's licence under § 25(3)(1) of the Act on Transport Services. By adding crimes against life and health, as well as sexual offences, to the assessment of good repute, the conviction for these offences would affect not only the act of operating as a taxi driver but also the act of operating as a taxi entrepreneur, as well as the obtaining of other authorisations for passenger and goods transport, the assessment of which is based on the assessment of good repute in accordance with § 8.

In addition to these, fraudulent offences and payment instrument offences would also be taken into account in the assessment of good repute. Offences concerning fraud would refer to fraud and aggravated fraud as described in chapter 36, section 1 and section 2 of the Criminal Code. Payment transactions would refer to fraud and aggravated fraud in payment instruments as described in chapter 37, section 8, section 9, section 12 and section 13 of the Criminal Code, as well as payment transactions and gross payment transactions.

It is proposed to amend section 6a of the Act on Transport Services so that in the future, the responsibility for the organisation of the test would be transferred to the Finnish Transport and Communications Agency. Thus, the organisation of the tests would be consistent with the taxi driver's examination.

In addition, it is proposed that a provision be added to section 246a, subsection 1 of the Transport Services Act, stipulating that the under-performance must also be refused if the fraud is detected after the under-performance. In this case, the fraudulent test could also be rejected in a situation where the person would have had time to complete the examination before the fraudulent activity was detected. In addition, as the organisation of the entrepreneur examination becomes the responsibility of the authority, the penalty regulation for fraud occurring in the examination would also apply to fraud occurring in the entrepreneur examination. This would be carried out by adding to § 246 a(2) of the Act on Transport Services, in addition to the taxi driver examination, that the temporary ban on taking the examination would also apply to cereals detected in the entrepreneur examination.

4.1.2 Taxi identification, monitoring and fares

The proposal also proposes to add to § 17(2) of the Act on Transport Services the obligation of the holder of a taxi licence to ensure that a motor vehicle used in professional passenger transport is exclusively in its control and that it is entered in the transport register. In this way, the section would be uniform for all licence holders. In addition to an obligation for the licence holder to ensure that a vehicle used in taxi service is under its exclusive control, and that control is entered in the transport register, the vehicle should also be linked to the licence of the licence holder in the register.

DRAFT

In order to ensure that the holders of a taxi licence report the motor vehicles used for professional transport to the Transport Register under § 17(2) under the sole control of the licence holder and to link them to the licence, it is proposed to add to the scope of the penalty provision in § 262a on that obligation not only the holders of a freight and passenger licence but also the holder of a taxi licence.

It is proposed to extend publicly available information on taxi operators. The proposal would make it possible for individual citizens to check, on the basis of the vehicle registration number, up-to-date information on who the licence holder's taxi is involved and whether the licences are in order. Increasing the transparency of the register would also strengthen the consumer's ability to ensure that taxis have licences in place and are up-to-date.

The bill proposes to add a new subsection 3 to section 99 of the Vehicles Act, which would lay down the conditions for the issuance of a new, special registration plate (taxi number plate). It states that a taxi plate should only be issued for a vehicle that is registered and linked to an operator's licence, in accordance with section 17 (1) and (2) of the Act on Transport Services. An additional requirement would be that there is no ban on the use of/driving the vehicle. New subsections 3 and 4 would be added to section 101 of the Vehicles Act, which would provide for the mandatory use of taxi plates on the road and a ban on the use of a vehicle if it had a taxi plate but the conditions for its use were no longer being met.

The rules on penalties laid down in the Vehicles Act would have to be applied following the amendments. The misuse of taxi plates would also in future constitute an offence under section 194(2)(4) of the Vehicles Act, and for which a fine should be imposed, as is already the case with the misuse of ordinary plates. In addition, a new section 153a of the Vehicles Act would be introduced, providing for a ban on the use of a vehicle due to unauthorised taxi plates that would prevent the vehicle from passing the roadworthiness test.

In order to improve consumer protection on the taxi market, it is proposed to include in section 152, subsection 1 of the Transport Services Act a reference to the responsibility of the driver in providing price information, as well as a separate penalty provision for actions contrary to sections 152, subsections 1 and 2.

4.1.3 The taximeter and the data to be collected on the journey

It is proposed that add a new subsection 7 be added to section 13 of the Vehicles Act, stipulating that a taximeter meeting the requirements of the Measuring Instruments Act should always in future be installed in a vehicle used to provide a taxi service. The taximeter would be a permanent fixture in the vehicle and would therefore be covered under the Vehicles Act. At the same time, a new subsection would be added to section 195 of the Vehicles Act on traffic penalties, which would impose such a penalty on the licence holder if the vehicle was not fitted with a taximeter.

It is additionally proposed that 15a of the Act on Transport Services be amended so that, in future, the licence holder would be responsible for ensuring that a taximeter meeting the requirements of the Measuring Instruments Act is used in a vehicle used to provide a taxi service, and that the taximeter would collect at least the information mentioned in the section in electronic form for each taxi journey. At the same time, it is proposed that a separate provision on penalties be laid down in a new section 268a, under which a traffic penalty could be imposed on the licence holder if the obligation to use a taximeter under section 15a was not complied with, and, in addition, a traffic penalty imposed on the driver if the driver did not

DRAFT

comply with the requirement to use a taximeter to determine the fare with in the meaning of section 152(2).

4.1.4 Requirements for granting a taxi driver's licence

According to the proposal, criminal offences would be added as a barrier to obtaining a taxi driver's licence. The offences to be added would be offences concerning freedom referred to in chapter 25, sections 1 to 4 and sections 6 to 8 of the Criminal Code, tax fraud referred to in chapter 29, sections 1 and 2, fraud referred to in chapter 36, sections 1 and 2, payment instrument fraud referred to in chapter 37, sections 8 to 9, and firearms offences referred to in chapter 41, sections 1 to 2, and offences related to the possession of a dangerous good referred to in sections 4 to 6.

Chapter 4 of the Act on Transport Services would be amended so that the completion of the training of a taxi driver would be restored to the condition of obtaining a taxi driver's licence. According to the proposal, the duration of the training would be at least 21 hours and it should include teaching on assisting passengers and ensuring their safety, the special needs of different passenger groups, customer service situations in taxi services, the rights and obligations of drivers, and factors affecting the safety of transport and traffic.

As regards the training requirements for taxi drivers, it would also be necessary to lay down provisions for licence holders valid at the time of entry into force of the Act. According to the proposal, a new temporary section 26b would be added to the Act on Transport Services, according to which in order to renew a taxi driver's licence, the driver must complete additional training of at least seven hours. The taxi driver should only receive continuation training once in order to renew a driving licence. The purpose of the proposed continuation training is to ensure that all taxi drivers in the industry have uniform basic skills to operate as a taxi driver. The proposed temporary amendments to the Act on Transport Services are intended to remain in force until 31 December 2034.

It is proposed that the regulation on the taxi driver examination be amended so that it is in line with the proposed content of the taxi driver training. Compared to the legislation in force, questions on the rights and obligations of drivers would be added to the test as a new area. The legislation in force would also be specified so that the taxi driver examination should have been carried out no more than one year after the application for a taxi driver's licence was submitted.

Due to the proposed training requirement for taxi drivers, it would also be necessary to provide for the qualification of a taxi driver and the authority responsible for approving qualification that is carried out in another EU or EEA State on a national level. According to the proposal, the authority approving the qualification would be the Finnish Transport and Communications Agency.

4.1.5 Certification and supervision of training organisations

The proposal proposes that § 35 a of the Act on Transport Services be amended so that, in addition to the driver training on special needs groups and the entrepreneur training, the approval of the Finnish Transport and Communications Agency would be required to organise the initial and continuing training of taxi drivers. The conditions for the approval of training organisations would be specified by replacing the current requirements relating to solvency, appropriate abilities and financial resources by stating that the training organisation would not

DRAFT

have been declared bankrupt and would not have failed to comply with certain statutory obligations related to business activities as defined by law. A new requirement for the approval of a training organisation would be that its approval has not been withdrawn in the past year for reasons specified in the Act.

In addition, the Bill proposes that a compliance audit report carried out by the Grey Economy Information Unit could be drawn up to support the approval and revocation of taxi service training organisations.

4.2 Main impacts

4.2.1 Requirements for granting a taxi service licence

Economic impact

Effects on the business. Strengthening the conditions for granting a taxi licence would have an impact both on the entry into the sector of new entrepreneurs and on current licence holders. By adding a number of offences to the assessment of good repute for consideration, the additions may have an impact on the possibility of persons to obtain a taxi service authorisation or an authorisation for passenger transport or goods transport. If persons have criminal convictions for their life or health, sexual criminal convictions or convictions for fraud or payment related offences would in the future also be taken into account in the assessment of good repute both when the licence is granted and during the period of validity of the licence period. However, it is not possible to estimate the number of permit holders that would be affected. In addition, it should be noted that the offences taken into account in the assessment of good repute do not automatically constitute an obstacle to obtaining a licence or to the validity of the licence, but that an assessment of apparent unsuitability is also carried out in the assessment of good repute. Thus, a mere criminal record indication does not automatically affect the good repute and the ability of an individual to obtain a taxi, passenger or goods transport licence and thus to start an undertaking or continue its activities.

The responsibility for organising the entrepreneur examination for the Finnish Transport and Communications Agency would affect the training organisations that now organise trials, as they would no longer be able to organise trials in the future. In addition to losing income from organising tests, moving the test organisation elsewhere could potentially reduce the incentive to organise training, which could reduce the provision of training. On the other hand, the parallel increase in taxi driver training would increase the opportunities for training organisations to provide training. The possible consequences for training organisations of organising an entrepreneur examination are therefore not estimated to be greater than minor. In the future, the Finnish Transport and Communications Agency would be responsible for the organisation of the test, in which case the tests would be nationally commensurate and at the same level, and so it would be irrelevant which party would take part in the test organised by this party. The responsibility to organise the test for the contracting producer responsible for organising the tests of the Finnish Transport and Communications Agency (currently Ajoneuvre) could improve business operations and bring new revenues. The Finnish Transport and Communications Agency would probably obtain an agreement from a service provider to organise an entrepreneur examination.

The same administrative penalty imposed by the Finnish Transport and Communications Agency is proposed as a consequence of cheating detected in the entrepreneur examination, which is already in place in the taxi driver examination. The offender should not take part in

DRAFT

the examination for a period of six months after the cereal has been detected. The ban on taking the examination imposed as a result of cheating would prevent the practice of a taxi service operation during the ban. However, before obtaining a taxi service authorisation, business operations have not yet been set up, so in practice the herd will only be transferred from the start of business operations. The proposed sanction would also prolong the start of business only to those who have acted fraudulently, that is to say, would prevent dishonest operators from starting a business activity. If a person were to attempt to pass an entrepreneur examination fraudulently, it is possible that the fraudulent activity would also continue in the course of business activities, so the sanction would not affect persons acting in good faith. The proposal to also take ex post fraud into account would allow for wider intervention in fraudulent activities.

Other human and social effects

Impact on the activities of public authorities. By adding the criminal offences to be taken into account to the assessment of good repute, it would extend the supervisory tasks of the Finnish Transport and Communications Agency to new offences in the processing of a licence as well as in the supervision of existing licences. However, the additional offences would not significantly increase the actual workload, as the inspection of the offences is still within the scope of the current Agency's tasks, and the added offences would not result in a significantly larger workload in terms of authorisation or supervision. From the point of view of supervision, the changes to the conditions for assessing good repute are not considered to have a direct impact on the performance of the supervisory tasks of the authorities.

The responsibility for organising the test for the Finnish Transport and Communications Agency would increase the work of the agency. It is estimated that the change will result in a one-off need for additional resources for the Finnish Transport and Communications Agency in making the necessary changes to the information systems and drafting the test. In the future, maintenance costs after entry into service would mainly relate to the regular renewal of test questions. At the same time, the Finnish Transport and Communications Agency would remove the duties concerning the supervision of entrepreneur examination training organisations.

At the same time, the responsibility for organising the examination would be transferred to the Finnish Transport and Communications Agency, the herd after fraud would also apply to cereals detected in the entrepreneur examination in the future. This would also apply to cases of post-detected fraud. Thus, new administrative decisions would be made for the Finnish Transport and Communications Agency for each case of fraud. The same would also apply to the proposal to take account of ex post fraud. However, these numbers can be estimated to be minor, which would mean that the activities and workload of the agency would not be affected more than minor.

Effects on employment. The proposed changes may have an impact on employment. Offences related to the assessment of good repute also affect authorisations for passenger and goods transport, and thus the impact will be wider than if only taxi entrepreneurs are concerned. Offences added to the assessment of good repute may make it more difficult for entrepreneurs who have committed such offences to operate and thereby influence their employment status and their ability to employ others, as well as current permit holders. However, it is not possible to estimate how many potential holders of a traffic licence might be affected, but the impact can be estimated to be very marginal.

DRAFT

By transferring the responsibility for organising tests to the Finnish Transport and Communications Agency, the provision of the tests could improve significantly at national level if the organisation of the tests were in the future to be the responsibility of the contracting producer of the Finnish Transport and Communications Agency, Ajarma. This could facilitate participation in the entrepreneur examination and thus indirect access to employment. However, the impact is not estimated to be negligible.

Impact on the implementation of fundamental rights. Tightening the conditions for an operating licence may have an impact on the freedom to conduct business. In the future, if a person has committed crimes against life or health, sexual offences, fraud or payment-related crimes, the judgment may have an impact on the person's ability to earn their livelihoods under a taxi service, passenger or goods transport licence. On the other hand, reliable and safe taxi services also safeguard the freedom of movement referred to in § 9 of the Constitution. The proposals can also be thought to have a positive impact on consumer protection and the prevention of the shadow economy and crime, as well as by tightening the regulation of fraud.

4.2.2 Identification, monitoring and pricing of taxis

Economic impact

Effects on the business. The proposed changes to the vehicle registration entries would increase the administrative burden for taxi companies. In the future, the licence holder should register the vehicles at its disposal for the exclusive possession, i.e. the licence holder should be the owner or holder of the vehicle used as a taxi. The obligation would not have the effect of requiring taxi companies to purchase the vehicle for use on the taxi market, since in future it would also be possible, from a registration point of view, for someone else to own the vehicle as long as the holder of the taxi licence would at least be the holder of the vehicle. In the future, for example, a joint family vehicle or a leasing vehicle owned by a financing company could also be used as a taxi as long as the licence holder is marked as the owner or holder of the vehicle and the impact in this respect would not be greater than the administrative burden. In the future, the licence holder would have to enter a record in the transport register maintained by the Finnish Transport and Communications Agency.

In addition, the licence holder should attach the vehicles used in taxi service to the licence in the register. This entry would also be made in the transport register maintained by the Finnish Transport and Communications Agency. Since currently a vehicle used in taxi service has not had to be owned or controlled by the licence holder, it has been possible that different holders of a taxi licence have shared the same vehicle in use on their turn. In the future, it would also be possible from the register to have the same vehicle owned or held by more than one holder of a taxi licence, but in such a case, the holder of the licence should ensure that the vehicle is currently connected to the licence in use when it leaves the traffic. This would always mean a registration entry made before departure. The effects of the amendments would mainly apply only to the holders of a taxi service licence, since holders of a passenger and goods transport licence have already reported vehicles at their disposal to the register in accordance with the EU Regulation concerning road transport operators. The requirement to have exclusive management and connection to the licence may reduce the number of vehicles used as taxis, as this increases the administrative burden and partly makes it more difficult for vehicles to be used as taxis.

A taxi sign would increase public costs, but the costs could be allocated to the customer prices of the number plates. The costs would be at least partly borne by the taxi industry, but some of

DRAFT

the costs caused by the new type of plate could also potentially be borne by the prices of all number plates. The Decree of the Finnish Transport and Communications Agency on chargeable services for traffic (1168/2023, hereinafter *the Charges Decree*) priced the services related to vehicle registration, i.e. the customer prices charged for number plates. The price should comply with the cost value in accordance with section 6 of the Act on Criteria for Charges (150/1992). The unit cost per plate has previously been tendered out in the competitive tendering for plates carried out by the Finnish Transport and Communications Agency without distinguishing between different types of plates. With this competition model, each specific characteristic of the plates (colour, size, etc.) increases the acquisition cost of one plate for the Finnish Transport and Communications Agency, i.e. the costs of individual characteristics have not been separated. Taxi plates would require a completely new background colouring and the change would probably increase the cost of purchasing one of the plates in the next competition. It is assumed that the cost increase would therefore affect all types of plates and ultimately the customer prices of all other number plates. The change in the price of number plates in Euros is difficult to assess before the competitive tendering of number plates is carried out, so that the requirements for taxi plates are also taken into account. The conversion of ordinary number plates into taxi plates would require a modification registration. The owner or holder of the vehicle should carry out the exchange of the plates at the registration inspection station, in which case the price for both the plates and the modification registration must also be paid in accordance with the current Decree. The customer prices also include the service compensation for the recipient of the registration (the inspection company in this case) and the costs of the Finnish Transport and Communications Agency. The taxi plate requirement would result in new costs for the taxi industry; according to the Finnish Transport and Communications Agency's estimate, the price of individual number plates should not increase significantly from current prices, remaining at a price of a few hundred euros. In addition, the administrative burden on taxi companies would increase when applying for and installing plates. For contract registrants, new plates would carry out an additional task, which could require the registrants to incur costs to train their personnel before the plates are issued, but also new business.

Inspection companies would also have to carry out a new inspection-related task when, in the future, they would have to check, for each vehicle used as a taxi, that they are not prohibited from use. The inspection would be essentially the same as in the case of other prohibitions of use in the inspection. The ban on use would be able to be found in the systems of the Finnish Transport and Communications Agency during the inspection. Vehicle inspection operators could become required to develop their information systems due to the revision of the taxi plates and the related ban on use. However, the costs are estimated to be moderate. The customer price of the roadworthiness test is determined on a competitive market, and it is not expected that the inspection of the conditions of the taxi sign would increase the price of the roadworthiness tests more than slightly.

In addition, the requirement for a taxi number would make it more difficult to use a vehicle other than that owned by the licence holder as a taxi, which may reduce the operations of taxi companies that have used, for example, a family vehicle as a taxi. Currently, a taxi lamp that acts as a taxi identifier may be frequently removed from the roof when the vehicle is used for its own journeys, which allow for a more diverse use of the vehicle, especially for part-time entrepreneurs and drivers. The requirement for a taxi sign could, for its part, have an impact on the exit of entrepreneurs from the sector if the vehicle were to be used as a taxi for only part of the time, and the vehicle would otherwise be in normal use. This is because the taxi plates should not be removed from the vehicle itself, which would also differentiate the vehicle used as a taxi from the traffic flow when the vehicle would not drive as a taxi, but

DRAFT

would be used for its own time. It was estimated that the taxi plate requirement would be reduced, especially in a seasonal period only or during peaks in demand, for vehicles used as a taxi. This could also have an impact on the number of taxi journeys carried out during demand peaks, for example. The holder of the licence would also have to purchase separate taxi plates for each vehicle used as a taxi, so the cost and administrative burden for the entrepreneurs of several vehicles would be multiplied.

The proposed new traffic penalty fee for a price list or display of price information in violation of the Act or the Regulation should not have a financial impact on companies. Companies have already had to ensure that their price lists comply with the Act and the regulations, so that the financial impacts would only apply to those operators who do not comply with the rules.

Public finances. Proposals for the exclusive management of vehicles and their connection to the licence could facilitate fiscal supervision and reduce the shadow economy, since entering a vehicle in the transport register for the exclusive management of a licence holder or a service provider subject to registration ensures the connection of a transport company's major production tool, i.e. a vehicle, to the company's business. Thus, the factor of production of a company is linked to the accounting, taxation and control of the company. As regards tax control, the current legislation almost makes it impossible to determine with which vehicle taxi business operations have been carried out, and thus it is not possible at present for tax control purposes to carry out complete control of the costs related to the vehicle. In the taxi business, specifically, the vehicle is a factor of production, which consists of costs that are deductible for business tax purposes, for example, provided that the factor of production is used in connection with business-related activities. For the same reason, the use of a production factor, e.g. for own use, must be differentiated, i.e. own trips driven by a vehicle in taxi traffic, and for this reason the entrepreneur is liable to pay a kind of compensation. By blocking this kind of operation, it is possible that it will improve the payment of taxes for taxi operations. The requirement for a separate taxi sign can also be seen as contributing to the fight against the shadow economy, as it is estimated to reduce the ability of black taxis to operate as taxis, which will also reduce tax evasion. A dark taxi is a vehicle used for taxi services, which is operated without a valid license. Operators of this kind may not have a taxi service licence, a driver's licence, and the vehicle has not been registered as subject to a licence. In this case, taxes shall also not be paid for activities. However, there are no estimates of the number of undeclared taxis, so it is not possible to reliably assess the impact on tax revenue of this.

From the point of view of public finances, the manufacture of taxi plates and service compensation would be shown as costs in the budget of the Finnish Transport and Communications Agency and customer prices as revenues. Costs and revenues would increase in the first year, since the number plates of approximately 13 000 taxi vehicles would have to be replaced with taxi plates. The costs and revenues would become established after that, when only the new taxi plates were replaced each year as taxi plates. The service compensation and price differences would cover the Agency's costs in accordance with the principle of cost-effectiveness. Between 2026 and 2027, a development cost of approximately EUR 200,000 would be incurred by the Finnish Transport and Communications Agency for the process and system development required by taxi plates. The National Police Board might incur similar development costs related to supervision. The authorities would also incur annual maintenance costs related to taxi plates. The development costs are affected by the details of the implementation of the supervision, which would remain for the competent authorities to assess as part of the implementation of the supervision. The taxi sign should also

DRAFT

increase the advisory functions of the authorities, in particular those of the Finnish Transport and Communications Agency, and the associated costs. The imposition of a new traffic penalty fee of EUR 100 could increase the government's sanction revenue, but this would only potentially or marginally increase the revenues of the state.

If the proposed new obligations were to reduce the number of taxi entrepreneurs, taxi drivers or vehicles used as taxis, these could also have an impact on tax revenue as entrepreneurship, employment or taxi journeys decrease. However, it is not possible to estimate the amount.

Other human and social effects

Impact on the activities of public authorities. By extending the exclusive management obligation to taxi service authorisation holders, the proposed amendments would not have any effects on authorities that increase costs. The amendment would not require changes to information systems, as the systems already exist. On the other hand, the obligation to affix the registration number to the traffic licence would entail system costs for the Finnish Transport and Communications Agency, which are estimated to be approximately EUR 25 000. Minor system costs may also be incurred by the police. However, the proposed amendments would strengthen and enhance regulatory control. In the future, the police could, by means of the registration number, check whether the vehicle used as a taxi is attached to the traffic permit and whether the permits are in good condition. This would, in particular, render roadside surveillance more effective and faster when the data could be obtained in real time and reliably.

Extension of the electronic service maintained by the Finnish Transport and Communications Agency, from which the public licence information can be checked, so that in future it would also be possible to verify the taxi licence information on the basis of the registration number on the service at relatively limited, one-off costs. The amendments are not expected to have any significant impact on the human resources of the authorities.

The introduction of the taxi sign would create new public authority activities related to taxi service and increase the tasks of the Finnish Transport and Communications Agency and the police, and it would cause significant development costs. Taxi plates could not be handed over to anyone without affecting their reliability. Ensuring the reliability of taxi plates would require front-loaded checks when they are handed over to the taxi operator. The Finnish Transport and Communications Agency is responsible for vehicle registration activities, which also include the issuance of vehicle registration numbers and the manufacture and delivery of number plates. The delivery of number plates is also carried out through a network of contract partners, with certain registered inspection facilities managing registration plates for existing vehicles (i.e. the exchange of numbers and plates). The contractual registration of vehicles is based on the provisions of chapter 25 (Assignment of a public administration task to another operator) of the Transport Services Act. The key is to take into account that contract registration is an assisting authority, and a contract registrant may not exercise discretion when supplying taxi plates. However, the transfer of taxi plates would only be possible if the prescribed conditions for the transfer were met. The Finnish Transport and Communications Agency should implement these requirements in an unambiguous manner to the system used by the contractual registrants in such a way that the transfer of taxi plates is prevented if the prescribed conditions are not met. A similar procedure is used in other modification registrations and in systems used by contractual partners, as well as in the Finnish Transport and Communications Agency's electronic services. However, these other rules are quite simple compared to the rules relating to ensuring reliability that are required for taxi plates.

DRAFT

Among other things, it is not possible to introduce modification registration into traffic if the use of the vehicle is prohibited due to overdue vehicle taxes. The procedure to be carried out in advance and with the help of the information system would ensure that the contractual registrants do not exercise discretion in the handover of taxi plates and could generally carry out the task when the conditions for taxi plates are met. If the situation were to require discretion, the contract registrant would transfer the task to the Finnish Transport and Communications Agency in accordance with section 211, subsection 2 of the Act on Transport Services to be resolved. This revision of the conditions when releasing taxi plates would require the Finnish Transport and Communications Agency to implement significant new operational processes and their implementation to information systems and information system interfaces, as described above, for an amount of around EUR 200 000.

In addition, the Finnish Transport and Communications Agency shall train and provide instructions to the persons who have obtained the registration rights, i.e. the parties carrying out the registration, and it shall supervise compliance with the instructions. These may lead to an increase in training and advice tasks for the Agency, especially in the early stages of the changes.

The Finnish Transport and Communications Agency acquires physical number plates periodically by means of public tender. The new taxi plates should be taken into account in the next competition for the Finnish Transport and Communications Agency's number plate editor in the last half of 2026. The new contractual framework contract should enter into force at the beginning of 2027. A passenger car, a van, a lorry, three-wheel, a light quadricycle or a heavy quadricycle may be used as a taxi and the types of plates for these vehicles should also be available as a taxi sign after the amendment enters into force. This will increase the complexity of tendering and managing registration plates.

In addition, the supervision must be effective, as the situations of taxi operators may change during the use of taxi plates and taxi plates, the use of which no longer meets the conditions, should be allowed to be collected from traffic. This task will be new for the Finnish Transport and Communications Agency and especially for the police, which will carry out practical supervision. Surveillance increases police tasks, but the prohibition on use tied to taxi plates may also increase the effectiveness of supervision and reduce the amount of supervision needed in advance. The practical methods of implementation of the supervision should be assessed between the supervisory authorities in order to implement supervision at the appropriate level and within the framework of available resources. However, initially, the police must be able to verify the validity of the taxi plate requirements in traffic control using a questionnaire based on the registration number.

Imposing a new traffic penalty fee may have a minor impact on police activities, but sanctions would also increase the government's sanctions income. However, the main purpose of supervision and traffic penalty fees is not to seek revenue or cover administrative expenditure, but to effectively enforce regulation and prevent traffic offences and traffic offences.

Effects on employment. Proposals for vehicle registrations for exclusive management and connection to the traffic permit, as well as new taxi plates, could have an impact on employment, as they may reduce part-time taxi drivers and operators. Changes in registration may make it more difficult for entrepreneurs operating on a part-time basis or drivers if they have used a vehicle owned by someone else for taxi service and would make new obligations difficult. However, already at present, a vehicle used in taxi service has to be registered for authorised use, in which case in reality the new obligations would not prevent the use of

another owned vehicle even in the future, as long as the holder of the licence is the owner or holder of the vehicle and the vehicle is linked to the licence, in which case the possible negative impact on employment due to the mere requirement for registration can be estimated to be relatively limited. However, the requirements for part-time entrepreneurs or the number of vehicles used as entrepreneurs could have a reducing effect. In the case of taxi plates, the effect may be greater, as the acquisition of taxi plates will restrict other uses of the vehicle to a greater extent. This may reduce the activity of those entrepreneurs who use the vehicle more for driving other than taxi services, i.e. an entrepreneur driving only a part-time or seasonal taxi, and thus also reduce the number of taxi driving, especially during peak demand, if there were fewer vehicles to be used as a taxi. The obligation to purchase a plate has been imposed on the licence holder, in which case the impact on the taxi drivers can be estimated to be minor. The requirement for a separate taxi sign could potentially have an impact, in particular, on companies operating mainly part-time and thus also affecting employment, but it is not possible to estimate the amount. Once the changes have stabilised, it is estimated that the impact will stabilise and the proposed amendments may also, in the longer term, improve the reliability and reputation of the taxi industry.

Effects on the position of households. As far as households are concerned, the new obligations imposed on the holders of a transport licence and the additional costs they bring could have an impact on the general price level of taxi services and thus indirectly on the financial position of households using taxi services. In addition, if the proposed amendments would have a negative impact on the numbers of taxi drivers and entrepreneurs in the sector or wishing to enter into the sector, this could also indirectly affect the availability of taxi services negatively at the time the amendments enter into force, but it is estimated that the impact will be stabilised once the amendments have become established. The changes (in particular the taxi sign and the expansion of the public register) would also make it easier to identify taxis, which would increase consumers' ability to assess their reliability. In addition, a taxi sign issued by the authorities could reduce the number of undeclared taxis, as it would be easier to identify these vehicles in the traffic flow, both by the police and by consumers. The expansion of the public register would also facilitate real-time verification of the permit data of a single vehicle used as a taxi. A reduction in black taxis could also reduce, for example, the pricing of robberies or other illegal activities and thus also increase consumer confidence. The impact of the proposed amendments on pricing would also improve the position of households, as the police would be able to impose a traffic penalty fee in the future due to infringements of pricing, which could improve the preventive and deterrent effect of entrepreneurs and drivers in announcing the price, thereby also improving the position of consumers and households.

Impact on the implementation of fundamental rights. The proposed ban on use would adversely affect the protection of the property of the holders of a taxi licence and the freedom to conduct a business. At the same time, however, it would be necessary in order to achieve the objective of the regulation, namely better identifiability of taxi vehicles. It is also estimated that the separate taxi sign will have an impact on the reduction of undeclared taxis and will increase the efficiency of police supervision, thus improving consumer protection, road safety and also safeguarding the freedom of movement within the meaning of § 9 of the Constitution.

According to the proposal, amending the regulation so that the taxi driver, in addition to the licence holder, would also be responsible for notifying the price information will have an impact on the legal status of taxi drivers. In the future, the driver would be responsible for the display and reporting of price data, especially in the case of non-ordered rides. The amendment would create new obligations for the taxi driver, and failure to comply with these

obligations may result in financial penalties for the driver. However, a reasonable penalty threat to the driver may be considered justified for more effective supervision, since the taxi driver has been considered to be in the best position to check whether the price information required for the vehicle is available before the start of the journey, or to inform the consumer of the grounds for determining the price or of the fixed price in non-ordered rides before the start of the journey.

4.2.3 Taximeter and data collected on a taxi journey

Economic impact

Effects on the business. A taximeter requirement aimed at facilitating the prevention of black economy activity would have an impact on the costs of companies. This would affect entrepreneurs already in the sector and raise the threshold of entry into the sector. The obligation to use a taximeter that meets the requirements of the Measuring Instruments Act in all vehicles used for taxi transport would result in costs for companies that do not currently have a taximeter in their vehicles that complies with the requirements. The exact number of such operators is not known, but according to the Finnish Transport and Communications Agency's conservative estimate, the taximeter would still be found in approximately 70–80% of the taxis. Since the Act is currently also obliged to use a taximeter in variable-damage rides within the meaning of § 152(2) of the Act, it can be estimated that the taximeters are still widely used.

The costs resulting from the obligation to provide a taximeter depend, on the one hand, on how the company prices its taxi services and, on the other hand, on the type of equipment or system the company decides to purchase. The purchase and installation price of taximeters that are commonly used in the industry and meet the requirements of the Measuring Instruments Act, including the accessories, is approximately EUR 2 000 in total. The leasing prices for the equipment, depending on the manufacturer, are around EUR 80–100 per month. However, several intermediary companies may require the use of just a certain type of equipment on the rides they broker. The operators of the ride distribution platforms have not required the use of a taximeter. If the company drives only a ride through a platform, the vehicle will probably not be equipped with a taximeter, as this is not required by the current legislation at that time. Thus, the purchase of a taximeter involves the most companies, such as these, which only drive pre-ordered rides through the platforms. According to the information received from the VATT's Data Room, in 2022, approximately one third of the involved taxi companies had an annual turnover of less than EUR 50,000 per year and the average result for the financial year was approximately EUR 5,500. For smaller companies, fixed costs for operations also represent a proportionally larger share of the costs. Some operators would incur an additional cost from the taximeter, which would increase fixed costs for the operations. Some undertakings would probably place the price of a taximeter in a price list charged to consumers, which would increase the prices of taxi services. The requirement for a taximeter would also require the taxi driver, in the case of journeys with a fixed price, to enter the data on each individual order in the taximeter before the start of the journey. This would take the driver for a certain period of time, which should be allocated to the working day of drivers and the acceptance of orders.

The price level of other types of equipment and systems could not be estimated, but the estimate is that the monthly or one-off cost is significantly more affordable than the taximeter. Requiring a taximeter would also have an impact on the turnover of companies offering these other equipment or systems, as these services would no longer be required in the same way in

DRAFT

the future. However, no precise information has been obtained on the market situation or the price level for other equipment or systems.

Impact on public finances. The measures aimed at facilitating the prevention of black economy activity aim, among other things, to prevent the non-payment of taxes and thus to increase tax revenue from taxi operations. Since it has not been possible to estimate the amount in euros of the black economy activity in the taxi industry and there is no research data on the effectiveness of the proposed measures, it has not been possible to estimate the effects of the measures on public finances. However, it is estimated that the proposed measures will reduce the opportunities to under-report revenue, facilitate the field supervision of operations and improve the awareness of taxi entrepreneurs on public obligations such as taxes and pensions. Therefore, the measures can be estimated to have an effect on increasing the payment of taxes.

However, the manual recording of trips ordered and paid through the applications or of trips with a fixed price agreed in advance in another way would include the possibility of fraudulent use when the taximeter is only used as a cash register, and not in determining the price. The purpose of the taximeter is to act as a cash register to prevent the fight against the shadow economy, in which case it would be beneficial for the data to be transferred from the application to the meter automatically. However, this would require operators to develop system integration from the application to the meter, but the creation of this integration is voluntary for companies. Without integration, the driver is responsible for the manual recording of journeys, which means that the irregularities in the sums reported to a taximeter would only be revealed in individual tax inspections, which may result in a lower preventive effect on the tax cycle by the taximeter. However, even in this case, a deterrent effect would exist if the case were subsequently inspected in tax control, in which case the tax evasion would be more easily caught. The taximeter records the data in such a way that the tax customer is able to check the payments made and received and the distance travelled by the vehicle, so that it is possible to use the data when assessing, among other things, the possible encryption of revenues, in which case the taximeter can be considered to prevent the grey economy.

Other human and social effects

Impact on the activities of public authorities. If all vehicles were equipped with a taximeter that would collect the data specified in the Act for each taxi journey and also, total kilometres, etc., the collection of the data would be in a standard format and thus facilitate the work of both the Tax Administration and the Finnish Transport and Communications Agency. The use of a taximeter could improve and enhance the operations of the Tax Administration. The taximeter records the data in such a way that the tax customer is able to check the payments made and received and the distance travelled by the vehicle, in which case it is possible to use the data when assessing, among other things, the possible encryption of revenues. The taximeter also collects data other than those specified in the Act, such as the total kilometres of the vehicle, which is essential information for tax supervision.

Effects on employment. The proposal to use a mandatory taximeter may be estimated to have a potentially minor impact on employment. Any new obligations and costs imposed on entrepreneurs may affect the number of entrepreneurs in the market if they feel that the new costs are high in relation to the benefits they derive from them. The requirement for a taximeter may be seen to affect, in particular, the number of entrepreneurs who operate only pre-ordered rides, often through platform operators, but also through more common brokering

DRAFT

companies. In this case, the requirement for a taximeter would be a new cost for them, and if the entrepreneur had several vehicles at their disposal, a separate taximeter would have to be purchased for all of them. This could reduce the number of entrepreneurs, but also the number of entrepreneurs or cars driving only part-time or seasonal, and thus also their ability to offer work to taxi drivers. At the same time, the new requirement for those taxi entrepreneurs who are operating and whose drivers are largely full-time players on the taxi market and who already have taximeters, would not affect their costs and, consequently, employment.

Effects on the position of households. As far as households are concerned, a new obligation imposed on the holders of a transport licence to purchase a taximeter and the additional cost it entails could have an impact on the general price level of taxi services and thus indirectly on the financial position of households using taxi services. In addition, if the proposed amendments would have a negative impact on the numbers of taxi drivers and entrepreneurs in the sector or wishing to enter into the sector, this could also indirectly affect the availability of taxi services negatively at the time the amendments enter into force, but after the amendments become stable. However, the requirement for a taximeter could also have a beneficial effect on consumer confidence in the taxi industry, as in the future, the consumer would see the taximeter and the formation of either a fixed price or a price based on the meter in all taxi vehicles.

Impact on the implementation of fundamental rights. The bill on the use of a taximeter in accordance with the Measuring Instruments Act has an impact on the protection of property guaranteed under § 15 of the Constitution and the freedom to conduct business guaranteed under § 18 of the Constitution of Finland for taxi service holders. Those holders of a taxi licence whose vehicles do not have a taximeter in compliance with the requirement would have to invest in such an investment. The taximeter aims to prevent the grey economy, so there are justified reasons for restricting the aforementioned fundamental rights.

4.2.4 Certification and supervision of training organisations

Economic impact

Effects on the business. The proposed clarifications to the requirements for the approval of taxi service training organisations are not estimated to have more than minor effects on companies providing training for taxi services, public finances or the national economy. The proposal that the training organisation's approval would not have been revoked on the basis of § 242(2)(2) or (4) of the Act on Transport Services, or on the basis of comparable activities, during the past year is also not estimated to have a greater than minor impact on the numbers of training organisations or their approval in the future. Pursuant to the Act in force, the Finnish Transport and Communications Agency has not withdrawn the approvals of an organisation organising driver training on special needs groups in taxi services or entrepreneur training. More precise criteria may, on the one hand, slightly reduce the administrative burden on companies and, on the other hand, improve the ex ante control of training organisations from the current one, which may indirectly have a levelling effect on the operating environment of companies operating in the education sector.

The proposed possibility of performing compliance audit reports by the Grey Economy Information Unit could slightly reduce the administrative burden experienced by taxi service training organisations by reducing the amount of data to be provided in connection with their application for approval.

Other human and social effects

Impact on the activities of public authorities. The approval of training organisations providing basic training and continuing training for taxi drivers as training providers should only slightly increase the workload of the Finnish Transport and Communications Agency. According to the Finnish Transport and Communications Agency's conservative expert estimate, the number of organisations could increase to around 100. The actual supervision of training providers on the field is currently carried out by the contract partner of the Finnish Transport and Communications Agency, which is currently Ajovars Oy.

The proposed clarifications to the approval of taxi service training organisations and the possibility of requesting a compliance audit report from the Grey Economy Information Unit would, in turn, reduce the administrative burden of the Finnish Transport and Communications Agency. It is estimated that some dozens of compliance audit reports will be requested annually.

According to the Tax Administration, the presentation of the compliance audit report results in a one-off expense item due to information system changes. According to the Tax Administration, the resource needs required for changes to the information system are limited and will be covered by reallocations of existing appropriations.

4.2.5 Requirements for granting a taxi driver's licence

Economic impact

Effects on the business. The proposals related to the training and examinations of taxi drivers would have some financial implications and for drivers operating and aiming for the industry in the taxi industry, taxi companies and organisations providing training.

The proposed training of a taxi driver would have a direct financial impact on drivers looking for the industry, as it would in future be a necessary condition for a driver's licence. Demand and supply in the training market for taxi drivers will determine the supply and price level of the training, so there will be plenty of uncertainty in the presentation of the financial estimates in the proposal. According to a limited sample carried out by the Finnish Transport and Communications Agency, the hourly rate of the currently offered taxi entrepreneur training and driver training on special needs groups is approximately EUR 12–27 inclusive of VAT. The price is also likely to vary depending on the form of the training, for example whether the training is to be provided in person or remotely. According to the current proposal, the duration of the taxi driver training would be 21 hours. Under the above-mentioned assumptions, the tax-free cost of training a drivers taxi driver intending to enter the sector would be between EUR 252 and EUR 567. Some taxi companies may pay for the training of the taxi driver to new drivers hired by the company, while some of the costs are likely to be borne by the drivers entering the sector themselves. According to the Finnish Transport and Communications Agency, during the period from 2021 to 2024, approximately 3 500 new taxi driver licences have been issued annually. The proposed changes are expected to result in a small reduction in the number of those trying to enter the sector, but under the above-mentioned assumptions, the total cost of driver training for taxi drivers would be approximately EUR 0.9-2 million per year.

DRAFT

According to the situation overview on the taxi market published by the Finnish Transport and Communications Agency (2023)³⁷, at the end of 2023, taxi driver licences will be valid for approximately 40 000. The number of permits also includes persons who are not expected to actively engage in the profession of taxi driver. According to § 26(1) of the Act on Transport Services, a taxi driver's licence is valid for five years. When a taxi driver reaches the age of 68, the period of validity of the driving licence is shorter, two years. It is therefore likely that some of the current licence holders will renew their licences before the entry into force of this proposal. The numbers of taxi driver licences issued by the Finnish Transport and Communications Agency for the years 2021–2024 are described in less than the figure. The quantities include both new and renewed driving licences. The data were extracted from the time period 1 January 2021 to 30 October 2024. If taxi drivers in the sector applied for continued training just below five years after obtaining or renewing a taxi driver's licence, 4307 would take part in the further training for taxi drivers in 2026, a total of 5225 in 2027, a total of 7639 in 2028 and a total of 9595 drivers in 2029. As for those who had obtained or renewed a taxi driver's licence in 2025, they would apply for continued training for taxi drivers in 2030. The presented estimates are only indicative, since in reality some drivers do not renew driving licences, for example, due to retirement or other exit from the sector. If the application volumes correspond to the average values over the last four years, a total of 6,691 taxi driver licences would be applied for in 2025. It is possible that the number of applications for a driver's licence will increase before the entry into force of this proposal.

The duration of the proposed continuation training for drivers in the sector would be 7 hours, so the cost of continuation training for one taxi driver is estimated to be around EUR 70–140 (7 x EUR 10–20). The total cost of the additional training for taxi drivers required to renew a driving licence for taxi drivers under the above-mentioned assumptions would be approximately EUR 2.3–4.7 million. Taxi driver licences are valid for no more than five years, so costs would mainly be allocated between 2026 and 2030.

Year	Number of issued taxi driver licences
2021	4307
2022	5225
2023	7639
2024	9595
Yhteensä	26 766

It is possible that the organisations that currently offer training, such as brokering companies and the largest taxi companies, would obtain the approval of the Finnish Transport and Communications Agency for organising training and integrate the training content required by the training requirements into their own training programmes. In this case, the legislative amendment would not have a significant financial impact on those drivers in the sector who would otherwise receive the training subject to a fee required by companies. According to information received from the Finnish Transport and Communications Agency, the employer of a driver often pays the costs of completing the driver training on special needs groups, if the driver's duties require the completion of this training.

The proposal does not regulate the form in which the training is to be completed, but allows it to be completed remotely. The market for driver training will be determined where training

³⁷ Traficom (2023a) Situation picture for the taxi service market, <https://tieto.traficom.fi/fi/tilastot/taksiliikennemarkkinoiden-tilannekuva>. Julkaistu 28.6.2023, updated on 2 January 2025.

DRAFT

will be organised, but at present, for example, the provision of entrepreneur training for taxi services has mostly moved to distance training, and this is also estimated to apply to the training and continued training of taxi drivers. Thus, it is not expected that the proposed forms of training will have any significant impact on taxi drivers operating or aiming to operate in different geographical areas of Finland. However, it is likely that the provision of training and, for example, the possibility of participating in attendance training, will be better in larger cities.

The proposed driver training would also have financial effects on training organisations currently operating on the market that provide voluntary driver training on special needs groups or mandatory entrepreneur training. The proposed new forms of training would provide these operators with the opportunity to expand their business. According to the Finnish Transport and Communications Agency's estimate, the number of entities that currently organise driver training on special needs groups is approximately 50. The number of new training organisations is difficult to estimate, but according to an expert assessment by the Finnish Transport and Communications Agency, the number of taxi service training organisations would increase to approximately 100. The demand for mandatory driver training may also generate entirely new companies and possibly increase competition.

The direct costs of obtaining the approval of a training organisation for taxi services would therefore not be significant. For example, the approval of entrepreneur training and taxi driver training on special needs groups applied for from the Finnish Transport and Communications Agency currently costs EUR 130. This should also correspond to the costs of the approval of new forms of education. In addition, the training programme used in the training should be renewed at least every five years by means of an application for confirmation made to the Finnish Transport and Communications Agency, which may result in minor costs for training organisations.

In order for the information on completing the training to be publically verifiable from the Transport Register, it would be the responsibility of the training organisation that organises the training to submit the information on the training completed to the service provider of the Finnish Transport and Communications Agency, who would register the information through the Finnish Transport and Communications Agency's system in the Transport Register. Registration of training information costs the training organisation EUR 18.50 per trainee, according to the current Finnish Transport and Communications Agency's service price list. The registration cost would be paid by the training provider, but it is possible that the cost would affect the price charged to participants in the training and further training of the taxi driver.

Effects on the position of households. For households, the training of the taxi driver can be estimated to have an impact on confidence and safety. As far as households are concerned, the proposals for stricter requirements for obtaining and renewing a taxi driver's licence may have a slightly reduced impact on the number of taxi drivers in the sector and aiming for it, and this could indirectly affect the availability of taxi services negatively at the time the amendments enter into force, but will be stabilised after the amendments have become law.

Public finances. The proposed initial and in-service training of taxi drivers will slightly improve the business opportunities of existing taxi service training organisations. New training organisations may also enter the sector. In this respect, the Bill would slightly increase the state's tax revenue.

Other human and social effects

Impact on the activities of public authorities. The functions related to the approval of training organisations providing the proposed training and continuation training of taxi drivers would have a minor impact on the operations of the Finnish Transport and Communications Agency. Processing of applications for the approval of training organisations and training programmes, as well as the supervision of organisations, would commit approximately 0.5 person-years of the Finnish Transport and Communications Agency's resources. Adding the type of certificate for the training and continued training of taxi drivers to the information systems would bring costs of around EUR 80 000 to the Finnish Transport and Communications Agency. Therefore, the proposals for the approval of taxi driver training organisations, the training of taxi drivers, continuing training would increase the Finnish Transport and Communications Agency's resource needs by approximately 1.1–2.6 person-years.

Any changes made to the taxi driver examination will require the Finnish Transport and Communications Agency to renew the provision on the taxi driver examination, which would result in a slight increase in the agency's workload.

Adding criminal offences as a barrier to obtaining a driving licence would extend the criminal records inspected by the Finnish Transport and Communications Agency in processing the application for a driving licence. However, the additional offences would not significantly increase the actual workload, as the inspection of the offences is still within the scope of the current Agency's tasks, and the added offences would not result in a significantly larger workload in terms of authorisation or supervision.

Effects on employment. The proposed changes may have an impact on employment. The training of taxi drivers could affect the arrival of some drivers in the sector and thus affect the employment situation of these people. The training of taxi drivers, together with other proposals, may also increase the prestige and attractiveness of the sector in the longer term, which may also impact employment growth and increase the transition of part-time drivers to full-time equivalents. In addition, according to the Finnish Transport and Communications Agency's assessment, the proposed training and continued training of taxi drivers could lead to approximately 50 new taxi service training organisations entering the sector that would also employ new people. However, the assessment is characterised by a high degree of uncertainty.

The proposed offences added as a barrier to the granting of a driving licence could also affect the employment of people who have committed these offences. However, it is not possible to estimate how many potential taxi drivers would be affected, but the impact on employment can be estimated to be very marginal.

Impact on the implementation of fundamental rights. According to the proposal, persons wishing to enter or are in the taxi industry should have received either the so-called initial or continued training of a taxi driver, depending on whether they have a valid taxi driver's licence. Thus, the Proposal apparently treats drivers differently on the basis of whether or not they have a valid driving licence, and thus has a junction surface with equality as guaranteed by Article 6 of the Constitution. In addition, the proposals have an impact on the right to work and the freedom to conduct a business of persons seeking to enter the taxi industry and holding a taxi driver's licence, as guaranteed in section 18 of the Constitution. However, holders of a taxi driver's licence can be assumed to have accumulated professional skills and competence in the sector, so the need for training them and drivers entering the sector can be estimated to be different. Both the training and continued training of taxi drivers are expected

to improve the level of competence and skill of taxi drivers. The proposed offences to be added as a barrier to obtaining a driving licence would also restrict the entry into the sector of persons who are convicted of such offences. However, offences are only taken into account for a strictly defined period of time by law, some of the offences are serious offences against another person, and the aim of adding more offences is to improve passenger safety and prevent the shadow economy. Thus, the proposals are expected to contribute to the safety and reliability of the taxi industry and safeguard the freedom of movement guaranteed by § 9 of the Constitution and the right to life enshrined in § 7 of the Constitution, as well as to prevent the grey economy.

Impact on safety. The addition of the proposed driver training, the addition of offences to be taken into account in granting driving authorisation and the changes regarding the taxi driver examination are estimated to increase the feeling of safety experienced by consumers in taxi services and to reduce factors that may pose a risk to safety in transport. Mandatory driver training would strengthen the professional competence of drivers operating in the sector, which can be estimated to reduce situations that give rise to safety concerns. Similarly, through the prevention of more effective fraud, passing the taxi driver examination would require the acquisition of the knowledge and skills required in the examination, which would increase professional competence and thus safety. The temporary ban on participation in the test, triggered by both cheating and the abandoned experiment, would also create a deterrent effect that could improve the motivation of candidates to prepare for the experiment, which would affect the skills of drivers who have passed the experiment. The crimes added as a barrier to granting a driving licence would also have a deterrent effect so that the perpetrator of certain crimes that weaken safety would not be able to operate as a taxi driver in the future.

4.2.6 Proportionality assessment of amended professional regulations

The Government Decree on a proportionality assessment (376/2020, hereinafter the *Proportionality Assessment Decree*) on the proportionality test before adoption of regulation of professions requires an assessment of proportionality and the inclusion of a report in the regulations before new or amending existing laws, regulations or administrative provisions restricting access to, the pursuit of, or one of the forms of pursuit of regulated professions are enacted. The notification procedure for the proportionality assessment is based on § 6 of the Proportionality Assessment Ordinance, which implements Articles 10 and 11 of Directive (EU) 2018/958 of the European Parliament and of the Council³⁸.

The Proportionality Assessment Regulation requires that professional regulation can be justified by objectives of general interest. In particular, the regulatory preparation authority shall consider whether any provision relating to this could be objectively justified on grounds of public policy, public security or public health or on grounds of public interest as referred to in Article 6(2) of Directive (EU) 2018/958 of the European Parliament and of the Council on a proportionality assessment before adoption of new regulation of professions. When preparing the regulation of regulated professions, the authority must ensure that the regulations are appropriate for securing the achievement of the objective pursued and do not go beyond what is necessary to achieve it. When amending the professional regulation, the authority shall also take into account the effect of the amended provisions when combined with other regulations governing the exercise of the profession, in particular how the amended provisions, combined with other requirements, contribute to the achievement of the same public interest objective and whether they are necessary to achieve it.

³⁸ Directive (EU) 2018/958 of the European Parliament and of the Council on a proportionality assessment before adoption of new regulation of professions.

DRAFT

The Bill proposes clarifications to the current requirements for obtaining a taxi driver's licence. The proportionality assessment should be carried out in respect of the proposed new training and in respect of offences added as a barrier to obtaining a driving licence. There is no binding EU or international regulation on the qualification requirements for taxi drivers, but this is nationally adjustable. In Finland, the profession of taxi driver is already notified to the database of regulated professions in the EU³⁹, so the proposal does not concern the creation of a new regulated profession, but rather the specification of the conditions in force.

The amendments proposed in the proposal regarding professional regulation are related to increasing the reliability of the driver and ensuring an adequate level of competence and customer safety, as well as to combating the shadow economy. These are appropriate additions to the condition of obtaining a driving licence in order to ensure that the holder of the driving licence has sufficient conditions to act safely in his or her duties and that the driver is responsible for the correctness of the statement of consumer charges and taxes. The prerequisites for obtaining a taxi driver's licence are strongly linked to the objective of ensuring road safety, in particular passenger safety. Article 6(2) of the Proportionality Assessment Directive separately mentions the overriding reason relating to the general interest of road safety, based on which requirements for professions may be laid down. The competence of taxi drivers is key both to avoid dangerous traffic situations and to maintain safety, and, more generally, to ensure passenger safety.

The proposed requirement to use a taximeter also imposes new obligations on the driver regarding the indication of data for the purposes and needs of tax control that will be used to cultivate the grey economy. There is therefore an objective of general interest to provide for the professional qualifications of the taxi driver.

According to § 5 of the Proportionality Assessment Decree, when preparing the regulation of regulated professions, the authority must ensure that the regulations referred to in § 1 (concerning the regulation of professional qualifications) are appropriate to guarantee the achievement of the objective set and do not go beyond what is necessary to achieve it. Professional regulation must therefore be proportionate. Appropriate skills are required to work as a taxi driver, which is currently verified by a taxi driver test. However, the aim of the training requirements proposed in the Proposal is to further improve road safety and passenger safety. The proposed training requirements are relatively light. According to the proposal, taxi driver training is 21 hours and continuing training is 7 hours. The proposal can be regarded as a very reasonable condition in relation to the objective pursued and therefore also proportionate.

It should also be noted that at present, the Act precisely defines certain criminal offences as obstacles to obtaining a driving licence. Increasing the number of offences concerning the freedom of another person and firearms offences as a barrier to obtaining a taxi driver's licence is intended to increase customer safety. By taking into account the offences, it can be *a priori* influenced that a person who has committed serious offences against another person or dangerous firearms offences cannot act as a taxi driver, which can be considered a proportionate means of safeguarding passenger safety. The proposal also proposes to take into account fraud offences, payment instrument offences and tax fraud as a barrier to obtaining a licence to drive. Taking these offences into account can affect the reliability of persons serving as taxi drivers in advance, among other things, in processing customer payment cards, as well as in reporting tax data and paying taxes. The objective of combating the shadow economy is to achieve effective tax control and crime prevention in the public interest. In

³⁹ EU Regulated professions, <https://ec.europa.eu/growth/tools-databases/regprof/regprof/64271>

DRAFT

addition, the offences to be added as barriers to obtaining a taxi driver's licence are precisely defined and would only be taken into account for a precisely defined period of time in the Act. Therefore, they can be considered to be proportionate to their aim.

The free movement of persons at Union level would be promoted by including provisions on the recognition of skills acquired in another EU Member State in the Transport Services Act.

It has been estimated in the preparatory work that the proposed amendments are necessary to ensure the customer safety and road safety of taxi services, and it is not possible to use less restrictive means to verify and promote security. The proposed provisions are therefore necessary and proportionate to the public interest. The provisions can be considered appropriate in view of the legitimate interest and the requirement of proportionality and are therefore suitable to achieve their objective.

4.2.7 Directive (EU notification) on the technical rules of commerce

At the same time as sending the consultation round, an EU notification must be submitted in accordance with Directive (EU) 2015/1535 laying down a procedure for the provision of information in the field of technical regulations and of rules on Information Society services.⁴⁰ In particular, taximeters and taxi plates are such new requirements that should be notified in accordance with the Directive. The Commission and the other Member States have the opportunity to comment on the draft or issue detailed opinions during the standstill period if they consider that the draft may create barriers to trade. The comments are less severe and do not extend the standstill period. Detailed opinions may concern matters which constitute an obstacle to trade or free movement. The detailed opinion affects the entry into force of the measure when it suspends adoption of the proposal when the standstill period is extended by three months. Member States must respond to the detailed opinion, indicating the measures to be taken in response to the opinion (e.g. withdrawal of the proposal, justification for storage and amendment of the provisions). The detailed opinion does not prevent the adoption of a national measure with the same content once the standstill period has expired

4.3 Combined effects

Effects on trust, safety and combating the shadow economy

The changes proposed in the Proposal are likely to have an impact on the reliability of the taxi industry and the safety of taxi services. The proposal to increase the number of offences against freedom and firearms offences as a barrier to obtaining a taxi driver's licence would affect the ability of those who have been convicted of the said offences to obtain a driving licence. The proposal would therefore improve the customer safety of persons using taxi services. In addition, tax fraud that is added as an obstacle to obtaining an authorisation to drive, as well as the suggested payment instrument and fraud crimes for assessing the good reputation of an authorisation to drive and an authorisation to travel, would prevent the shadow economy and could improve consumer protection. According to the proposal, in the future, a condition for obtaining a taxi driver's licence would be to have the so-called basic training of a taxi driver. In addition, in order to renew a valid taxi driver licence, holders of a valid taxi driver licence should complete additional training shorter than the proposed basic training. The said training requirements for taxi drivers could ensure a uniform level of knowledge and skill for drivers and thus indirectly contribute to traffic and passenger safety.

⁴⁰ <https://eur-lex.europa.eu/legal-content/FI/TXT/PDF/?uri=CELEX:32015L1535>

DRAFT

The proposed transfer of the entrepreneur examination in taxi services to the responsibility of the Finnish Transport and Communications Agency will improve the joint measurement of the examination and improve the supervision of the examination. Proposals for a penalty for the fraudulent act detected in the entrepreneur examination for taxi services and the possibility to impose a penalty for the fraudulent act observed subsequently in both the entrepreneur examination and the taxi driver examination would prevent the possibility of persons who act dishonestly from commencing taxi operations. The proposals would also ensure a sufficient level of competence for persons operating in the taxi industry when entering the sector.

The proposed taxi sign would enable customers to identify the taxi vehicle more reliably than at present, as the authority responsible for the transfer of the taxi sign would be responsible for. The proposal also extends the responsibility of taxi drivers for reporting price data and the possibility of imposing a traffic penalty fee for behaviour against pricing rules would improve consumer protection and could indirectly affect the reliability of the taxi industry by increasing it.

The requirements concerning taximeters under the bill can improve the efficiency of tax control and prevent the grey economy, which may also have a level playing field for companies operating in the sector. In addition, the proposal for the registration of a taxi vehicle under the sole control of the licence holder and its connection to the transport licence will strengthen the supervision of the taxi industry and also improve the fight against the shadow economy.

Impact on entering and remaining in the sector and specific impact on SMEs

Several of the proposed changes may affect both entry into and retention in the taxi industry. At present, a person can choose to become a taxi driver for another licence holder with very few charges. A taxi driver has been reached by fulfilling the conditions set out in § 25 of the Act on Transport Services and by passing a taxi driver examination. The proposal for the training of a taxi driver raises the threshold of entry into the sector, as it increases the price of entry into the sector. In addition, the training requirement may extend the period during which a person may in practice start working. The proposed continued training may, in some respects, affect the retention in the taxi drivers currently operating in the sector. On the other hand, in the longer term, the proposed changes may increase the standing and attractiveness of the sector, which may have an increasing impact on the number of taxi drivers and may increase the transition of part-time drivers to full-time equivalents.

The entrepreneur training and entrepreneur examination under § 6 a of the Act on Transport Services should currently be completed to become a taxi entrepreneur. In order to obtain a taxi service licence, the other conditions of § 6 of the Act and the requirement of good repute of § 8 shall also be met. According to current legislation, a taxi vehicle may be owned by anyone, provided that it has been notified as subject to licence. In the future, in addition to the above-mentioned requirements, in order to become a taxi entrepreneur, it will be necessary to ensure that the vehicle is owned by the permit holder or its holder (exclusive management) and that it is linked to the traffic permit in the register. In addition to the registration plates, the vehicle should in future also have a fixed taximeter and separate taxi registration plates. Together, these requirements increase the costs of entering and remaining in the sector and increase the administrative burden on companies. The new obligations would not only apply to new entrepreneurs, but entrepreneurs already in this sector should also be responsible for fulfilling the new obligations after the entry into force of the Act.

In practice, the proposals will have a particular impact on small and medium-sized enterprises, so-called SMEs. The majority of companies operating in the taxi industry are SMEs. According to data from the Data Room of the Economic Research Centre of Finland (VATT), the majority of taxi companies are microenterprises with fewer than 10 person-years in personnel and a turnover or balance sheet total of less than EUR 2 million. Taxi companies with more than 10 person-years or with an annual turnover of more than EUR 1 million only account for around 1 % of all companies in the taxi industry. Based on data from the VATT's Data Room, most taxi companies were profitable in 2022. On average, the result for the financial year accounted for about 7.5 % of turnover in the taxi industry. On average, the most profitable taxi companies are relatively small, with a turnover of EUR 50 000–100 000 per year, which are productive or, when classified as person-years, employ no more than one person-year per year. In these size classes, the share of profitable companies is also the highest. However, there are uncertainties in the comparison of the profitability of companies in different size classes due to possible differences in the share of wage income and commercial income, which are reflected differently in the companies' profit and loss accounts. In smaller taxi companies, the share of the work of entrepreneurs in person-years completed is higher.

Impact on part-time operations and platform economic operators

The proposal is not estimated to have a direct impact on platform economic operators or on part-time or seasonal taxi activities. However, the proposed requirements for the use of a taxi driver's licence and the requirements for taxi entrepreneurs, such as the requirements for the use of a taxi sign and a taximeter, can be estimated to have indirect effects, in particular on taxi service operators that are commissioned via applications operated by platform economic operators and on taxi services that are ordered, and thus on turnover. The revenue from the taxi operations of operators operating part-time or season or taxi drivers is on average lower than that of operators operating full-time or drivers, and therefore the proposal may be expected to have specific effects on the entry and presence of these undertakings and persons in the sector. In particular, the vehicle requirements affect the smallest taxi companies in which the holder of a taxi licence is itself the sole driver of the company. Taxi companies may only operate on a part-time or seasonal basis, perhaps in addition to another profession or study. Some undertakings may have used, for example, a joint family vehicle or a vehicle of another person, as long as it has been registered as subject to authorisation. It can be estimated that taxi companies and taxi drivers operating in the high season or part-time often operate through the platform economy, where they can offer their taxi service in a flexible manner at times appropriate to themselves. It has also been possible to make journeys seasonally, depending on demand in different parts of Finland. No detailed information is available on the part-time or seasonal nature of taxi operators. The Data Room of the Economic Research Centre of the State (VATT) analysed the seasonal nature of the taxi industry on the basis of the taxi companies operating during 2022 and the wage income payable in the taxi industry. The majority of existing taxi companies in that year, i.e. approximately 90 %, generated turnover for at least ten months per year. According to the data for the same year, approximately 3 % of taxi companies generated turnover in 7-9 months, approximately 3 % of companies in 3-6 months and approximately 1 % of companies in 1-2 months of the year. Two per cent of taxi companies had no turnover at all. When assessed on the basis of the wage income in the taxi industry, around half of the taxi drivers who received wage income generated the mentioned income for at least 10 months per year in 2022. In practice, this means that around half of taxi drivers earned income in wages in less than 10 months per year. Of these, the majority, i.e. less than 40% of all drivers who received wage income in total, received wage income for a maximum of half a year. The examination does not include

earnings in the form of trade income for taxi drivers. The share of employees in completed person-years is higher in larger taxi companies, while in taxi companies with a size category of one or less than one person-year, entrepreneurs account for most person-years committed. For example, high-season taxi operations have made it possible to provide a larger than average taxi offer during peaks in demand. According to an analysis carried out by the VATT's Data Room, January, February and July, according to the turnover of taxi companies, have been the quieter months when the turnover of the taxi industry was about 80 % of the level of the average month. The peak months are November and December, when turnover was about 20% higher than the average level. It is possible that taxi entrepreneurs operating in the high season or part-time would not consider it profitable to invest in, for example, the purchase of a taximeter and new plates or the purchase of more vehicles, if their revenues are small, in which case the benefit-investment ratio would not be profitable. In the future, this could affect availability, especially during demand peaks, holiday and festive seasons, as well as during evening and night hours. The increase of entrepreneur's expenses may also have an indirect impact on the prices and availability of taxi services, as well as on access to accesses ordered indirectly through platform economy operators and other intermediary companies and the turnover of these companies. There are already challenges with regard to the availability of taxis at the peak times of demand. In particular, part-time taxi drivers are required to respond to sudden or large-scale demand spikes, and vehicles used as taxis. If the number of these is reduced, the availability will also be reduced. The proposed requirement to use a taximeter in accordance with the Measuring Instruments Act is likely to have the most impact on companies that receive drives primarily through the applications of platform operators, as the price is typically agreed in advance and they were therefore not required to purchase a taximeter in accordance with the Measuring Instruments Act.

Combined effects on central government finances

Finnish Transport and Communications Agency

The obligation to affix the registration number to the traffic licence would entail system costs for the Finnish Transport and Communications Agency, which are estimated to be approximately EUR 25 000. Between 2026 and 2027, a development cost of approximately EUR 200,000 would be incurred by the Finnish Transport and Communications Agency for the process and system development required by taxi plates. The authorities would also incur annual maintenance costs related to taxi plates.

Extension of the electronic service maintained by the Finnish Transport and Communications Agency, from which the public licence information can be checked, so that in future it would also be possible to verify the taxi licence information on the basis of the registration number on the service at relatively limited, one-off costs.

The functions related to the approval of training organisations providing proposed training and continuing training for taxi drivers as training providers would have a minor impact on the operations of the Finnish Transport and Communications Agency. Processing of applications for the approval of training organisations and training programmes, as well as the supervision of organisations, would commit approximately 0.5 person-years of the Finnish Transport and Communications Agency's resources. Adding the entrepreneur examination to the information systems would increase the Finnish Transport and Communications Agency's resource needs by approximately 0.5 person-years. Therefore, the proposals for the approval of a training organisation for taxi drivers, the training of taxi drivers, continued training and the transfer of the entrepreneur examination for taxi services to the Finnish Transport and Communications

DRAFT

Agency would increase the workload of the Finnish Transport and Communications Agency by approximately 1 man-year. The Finnish Transport and Communications Agency will also incur costs of adding entrepreneur examinations and taxi driver training for taxi services to the information systems by approximately EUR 130 000.

The total cost would be around EUR 355,000. The costs and resource needs of the Finnish Transport and Communications Agency will be covered by the reallocation of existing appropriations and the prioritisation of tasks.

The Tax Administration

According to the Tax Administration, the bill on the compliance audit report creates a minor one-off expense item in the order of magnitude resulting from information system changes, which will be covered by the reallocations of existing resources.

Police

The police may incur system costs, if any, from new interfaces when carrying out controls that are to be covered by reallocations of existing appropriations.

Therefore, the proposal has no impact on central government finances.

5 Other implementation options

5.1 Options and their impact

5.1.1 Requirements for granting a taxi service licence

In restoring the confidence in taxi services, the requirements for granting a licence are an essential part. When assessing the criminal offences to be taken into account in the assessment of good repute, it is important that the requirement of good repute is also used in the granting of an authorisation for passenger and goods transport, in which case the changes to it will have a broader impact than only the impact on taxi transport. Furthermore, the holders of a transport licence are not in direct contact with customers in the same way as taxi drivers, in which case it would not be appropriate to lay down exactly the same conditions for granting the licence as taxi drivers. The assessment memorandum drawn up in the preliminary preparation proposed that the assessment of good repute would take into account crimes against life and health as well as sexual offences, firearm offences, fraud and payment transactions. However, the memorandum of assessment concluded that the impact of adding offences and the grounds for them should be assessed in further preparation. There was broad support for crimes proposed in the statement feedback. During the preparation, it was decided to exclude firearm specialities from the assessment of good repute because it was not considered that the restriction they import would meet the requirement of proportionality. For the rest, no expansion or reduction of the list was considered during the preparation.

The objective of the proposal to transfer an entrepreneur examination is, in particular, to improve the supervision of the examination and the combined dimension of the examinations. The preliminary preparatory work also considered the approval of the test by the authorities as an alternative to transferring the test to the organisation of the test. In this option, the approval of the content of the entrepreneur examination would be carried out in advance by the Finnish Transport and Communications Agency. In practice, the approval of issues would be carried

DRAFT

out at the same time as the training organisation receives the approval and in the future on an annual basis. However, in the preparation it was stated that this would not benefit from the same benefits as the transfer of the test to the Agency, but could only increase the administrative burden for training organisations and the tasks of the Agency, and it would not ensure the uniform measurement of the tests, as it would the transfer of the test to the Agency.

An alternative to the regulation of fraud has also been suggested to extend the period of the temporary ban due to fraud from six months to twelve months. However, in this respect, the preparations identified issues of reasonableness and proportionality, in particular, as well as an excessive limitation of fundamental rights in relation to the legal good to be protected.

5.1.2 Taxi identification, monitoring and fares

In connection with increasing the supervision of taxis, it was considered necessary from the beginning to have the data of the licence holder and the vehicle connected to each other. One option would have been to lay down only the obligation to register the vehicle under the exclusive management of the licence holder, without a separate connection. This obligation would already in some respects link the vehicle to the licence holder and be used, for example, in tax control. However, in order to obtain the maximum integrity and real-time information on the data of a vehicle used as a taxi in roadside inspections, in particular for the police, and on whose behalf the holder of the authorisation the vehicle is to be driven requiring a separate connection with the registration data. In addition, while this is already being used in the authorisations for freight and passenger transport, it was also considered that the same obligation would be laid down as the best and most effective method for taxis.

In the preparatory work for the legislative initiative, a number of measures were considered to improve the identification and monitoring of taxis. The assessment memorandum in the consultation statements dealt with coloured registration plates, but the need for regulation on them was left open. In the feedback in the assessment memorandum, there was both support for separate taxi plates as a way to increase reliability and opposition to them since they would increase the administrative burden and costs. An alternative to separate taxi plates would have been to abandon the idea of changing the law and keep to the present situation, where the taxi top light would be the way consumers could tell that a vehicle was a taxi. In such a case, other measures in the proposal, such as the registration of the vehicle for the exclusive control of the licence holder and linking the vehicle to the licence, as well as greater access to public registration data, would have been ways to increase reliability. These measures would already increase reliability, but their direct impact on the consumer would have been less significant.

As a second option, a system was assessed in which a taxi number plate would be issued to operators without any specific prior checks or with less thorough checks. With the least number of checks, this option would mean that a taxi plate would be just as much an indication to the consumer as a taxi top light, and thus would not bring significant added value in terms of reliability. The optional system would benefit from a slightly lower administrative burden being imposed and, in particular, from lower administrative costs. However, a taxi number plate would not, as such, provide the monitoring process with any actual new benefit in addition to that the lamp offers. In such a case, only the requirement for the registration of a vehicle for transport subject to licence would be checked against the registration data when the plates were being issued, which would provide at least partial certainty regarding the use of the vehicle as a taxi. However, a check on the links between a taxi and an operator's licence and information on who owns or keeps a vehicle in the issuance of taxi plates, as proposed in this bill in accordance with section 17(2) of the Act on Transport Services, is the most relevant

DRAFT

check for the reliability of taxi plates. Without this reliability check, it would not make sense to introduce taxi number plates. But for this check, taxi plates would ultimately also be available to everyone without an appropriate operator's licence, which would not increase the reliability of the taxi industry and would not therefore be an appropriate option for enacting a law on taxi plates.

The memorandum of assessment also considered the imposition of a penalty for a taxi lamp contrary to the regulation. By way of derogation from the other regulation on taxis, the taxi lamp is regulated by the Road Traffic Act. According to § 155(1) of the Road Traffic Act, vehicles used in taxi services must have a visible taxi lamp. In addition, under section 171 of the Road Traffic Act, a traffic error fee of EUR 100 may be imposed on the driver if he or she intentionally or negligently fails to comply with the provisions of chapter 5 on the use of a lamp or reflector or other equipment of the vehicle. The taxi lamp is part of the equipment provided for in chapter 5. Thus, the police may impose a traffic penalty fee if the taxi lamp is missing entirely from the taxi vehicle or is not visible. In addition to the Road Traffic Act, provisions on taxi lamps are also laid down in the Vehicles Act. Section 13 2 of the Vehicles Act provides that a vehicle must be equipped with the necessary lights, and subsection 8 provides that the Finnish Transport and Communications Agency shall issue more detailed regulations on lights. There is no penalty provision in the Vehicles Act if the taxi lamp does not comply with the Vehicles Act or regulations issued pursuant to it. The Finnish Transport and Communications Agency has issued the Regulation pursuant to § 13(8) of the Vehicles Act. The Regulation applies to special lights, reflectors, reflective markings for vehicles and audible warning devices for emergency vehicles.⁴¹ The Regulation contains more detailed provisions on the colour, size, text and accessory device of the taxi lamp. However, there is no directly provision for a penalty for the use of a taxi lamp which does not comply with the Regulation. However, in the current situation, the police may intervene with a warning if they clearly detect a taxi lamp in traffic that deviates from the criteria of the Regulation. Therefore, any regulatory gap concerns a taxi lamp that is in the vehicle, but it does not comply with the Regulation. Since the Road Traffic Act is an obligation to use a taxi light, if a vehicle has a taxi light that, however, does not meet the requirements set for it, this is not actually a taxi light that is compliant with the Act. Therefore, the use of a taxi lamp which is clearly in breach of the Regulation cannot be interpreted as meeting the requirement for the use of a taxi lamp pursuant to section 155, subsection 1 of the Road Traffic Act, from which a traffic error fee may be imposed. On the other hand, if the lamp were only slightly in breach of the Regulation, the comment has been assessed as a sufficient action, especially when the proposal includes a proposal for separate taxi plates, which means that the impact of the taxi lamp on identifiability would no longer be as critical.

5.1.3 The taximeter and the data collected on the journey

The specification of the minimum data to be collected and saved for all taxi journeys in the Act is seen as a vital means of improving ex post tax control. The list of data collected on a taxi journey is given in section 15a of the Act, with reference to the information needs of the Tax Administration. One alternative to requiring a taximeter as a means of collecting data would have been to maintain the status quo, where other devices or systems could continue to collect the data required by law. In the assessment memorandum drawn up during the preparatory work, the need to regulate taximeters was left open. The feedback received suggests that some supported the requirement for a taximeter specifically as a cash register for data collection, while others considered the requirement of a taximeter to be a cumbersome

⁴¹ Traficom's Regulation on special vehicle lights, reflectors, reflective markings and audible warning devices for emergency vehicles (TRAFICOM/393402/03.04.03.00/2020).

DRAFT

and unnecessary cost and burden. In addition, both the statements received opinions and the assessment memorandum emphasised the importance of technological neutrality and the potential for new technologies alongside a strictly regulated taximeter. As the need for regulation and the objective stem from the needs of tax control, the taximeter is currently the most reliable way to collect and store data, and other devices and systems are not thought to have achieved their objective as reliable means of collecting data. In addition, it was necessary to assess whether it would still be necessary to provide for the listing of data and the obligation to store in the same detailed manner in the Act on Transport Services if all vehicles had to be equipped with a taximeter that had to comply with the requirements governing the level of data collection and storage as specified in the Measuring Instruments Act and the Decrees issued pursuant to it. However, this was still considered necessary in order to ensure that taxi entrepreneurs will continue to collect and keep all the data specified in the Act on each taxi journey. Removing the obligation would make it less likely that monitoring would have access to the necessary data, and requiring a taximeter without a clear obligation to collect and store data would not have had the same benefits.

Nevertheless, a taximeter was not regarded as a basis for determining the fare for journeys other than those for which the fare might vary, in accordance with section 152(2), since that requirement would have prevented the use of different pricing models and ways to order the service.

5.1.4 Approval of training organisations

Approval of the training organisations organising basic training or continuing training for proposed taxi drivers could be left to the parties operating on the market without approval. Pursuant to the Act in force, the approval of the Finnish Transport and Communications Agency is required to organise driver training on special needs groups in taxi services and entrepreneur training. Therefore, the proposed way forward is considered appropriate from the point of view of the consistency of legislation. The memorandum of assessment drawn up in the preliminary preparation also discussed the more detailed conditions to be imposed on the training organisation's staff, but it was not considered appropriate to bring the new conditions to the level of persons of the training organisation, since the employees of the training organisation are not involved in the regulated profession, but only in a specific role of the organisation, and it was not considered that new measures restricting employment would bring actual benefits.

5.1.5 Requirements for granting a taxi driver's licence

There have been different options to prevent the issuance of a taxi driver's licence for the proposed new offences. The assessment memorandum did not specify which crimes would cause a barrier to obtaining a driving licence, but rather outlined the criminal offences to be taken into account by chapter of crime. During preparation, offences under these Criminal Code chapters (RL 36 on fraud and dishonesty, 37 offences in respect of payment instruments, 41 offences in respect of weapons) were weighed from the point of view of proportionality and fundamental rights. In the opinion feedback of the assessment memorandum, the Ministry of Justice stated that the further preparation must be carried out with strict discretion and the additions must be limited to offences that have a sufficiently direct link with the safety of passengers and other persons in traffic. For this reason, the alternative was not to take into account all crimes, but only sufficient serious crimes were included in the proposal. The statement feedback also suggested a number of other offences that should be taken into account as an obstacle to granting a driving licence, such as crimes against the freedom of

DRAFT

chapter 25 of the Criminal Code, which noted a significant connection to the reliability of the driver and the safety of the consumer in connection with the preparation. It was also suggested that tax fraud offences should be taken into account in the feedback, and these were also found to be an appropriate addition in the preparation, especially in combination with the taximeter requirement, which would require the driver to enter data on the taxi journey manually in the taximeter. In these respects, the alternative would have been not to include them, but in this case the amendments to section 25 would not have been as effective.

The proposed basic training for taxi drivers could not be provided in such a way that new applicants for a taxi driver's licence would still be able to obtain a licence without completing training. However, the impact of the training of taxi drivers on customer experience and indirectly on the safety of taxi services is estimated to be significant to the extent that it would be very challenging to achieve the same result by other means. Therefore, the proposed way forward is considered appropriate in terms of restoring the confidence in taxi traffic and increasing road safety. As regards the duration of training, the alternative could be shorter (e.g. 7 hours) or longer (e.g. 35 hours) training. It was not considered that shorter training provides sufficient added value, as there would be no time to go through the necessary modules within one day, which would mean that the impact of the training would be limited. The difficulty of longer training was regarded as its possible high price for the participant and the raising of the threshold for entry into the sector to an unnecessarily high level.

During the basic preparation, the possibility of providing for a temporary ban on taking the taxi driver examination after the person has failed to pass the examination has also been assessed. A temporary ban on participation could indirectly be considered to increase the safety of transport and passengers, since the candidate has the time to genuinely study the basic knowledge and skills of the taxi industry before the new company. In addition, a fixed-term ban could prevent potential leakage of the test questions. However, the cost-benefit ratio of imposing a temporary prohibition is estimated to be weak, and it would also mean a restriction, in particular on the right to work and the freedom to conduct a business, as guaranteed in section 18 of the Constitution. Thus, it is not proposed to provide for a temporary ban on taking the examination after unsuccessful performance.

In addition to the proposed training provided by taxi driver training organisations approved by the Finnish Transport and Communications Agency, it could be provided that the competence to produce the training or training and test of a taxi driver could also be obtained through professional training by completing the part of the examination that is part of the basis for the basic logistic examination and which concerns working as a taxi driver. In practice, opening two training paths would lead to a situation where training that meets the requirements for issuing a taxi driver's licence would be organised in Finland and would be free of charge as well as subject to a fee. Since the training of taxi drivers is regulated at national level, it has been considered appropriate in the basic preparation from the point of view of the equality of persons entering the sector and the competitive neutrality of companies that the statutory training of taxi drivers should only be organised by training organisations approved by the Finnish Transport and Communications Agency.

It would be possible not to provide for further training for the proposed taxi driver in such a way that, upon the entry into force of the Act, the holders of a taxi driver's licence would not have to undergo additional training for seven hours in connection with the renewal of the taxi driver's licence. Alternatively, holders of a taxi driver's licence valid at the time of entry into force of the Act could be required to have completed the so-called basic training of the taxi driver, i.e. the proposed 21-hour training. If the existing taxi drivers in the sector do not have

to undergo any training, there would still be drivers with different basic knowledge and skills in the sector. On the other hand, drivers in this sector at the time of the entry into force of the Act may have decades of experience in assisting passengers, the special needs of different categories of passengers and the safe transport of customers. Therefore, the proposed continued training for taxi drivers is considered justified from the point of view of the uniform quality of taxi services and, on the other hand, the proportionality of the requirements to be met by taxi drivers in the sector.

5.2 Legislation and other means in place in other countries

5.2.1 Requirements for granting a taxi service licence

Offences preventing the fulfilment of the requirement of good repute

In Sweden, taxi services may only be operated by a natural person or a legal person holding a taxi service licence (taxitrafikstillstånd). The holder of a taxi licence is subject to a requirement of good repute. Good repute is assessed on the basis of the Transportstyrelse's overall assessment. The conditions for the requirement of good repute are not met if the person owes to Kronvoud in bankruptcy or has represented other companies which have been declared bankrupt in the past five years. The person must not have committed serious or repeated offences or offences. In Sweden, the requirement of good repute is not met if a person has been convicted for, for example, a serious criminal offence, an infringement of the Taxi Act or regulations issued pursuant to it, an infringement of regulations on road traffic, or an infringement of regulations on remuneration and employment in the relevant sector. For legal persons, the requirement of good repute applies to the circle of persons as defined by law.

In Norway, a taxi service may be operated by a person who has a taxi service licence (drosjeløyve). A taxi licence is also required for those who offer a service resembling a taxi via digital platforms. A licence applicant and a licence holder shall, among other things, meet the requirement of good repute. The requirement of good repute is not met if the applicant or holder has lost the right to be a business operator or has been convicted of a serious criminal offence. Economic offences will also be taken into account in the assessment. Where the applicant for a permit or the permit holder is an undertaking or other legal entity, both the legal entity and the person responsible for the day-to-day operations or traffic shall meet the requirement of good repute.

In Denmark, taxi transport operations may be carried out by an undertaking holding a licence for commercial passenger transport (tilladelse til erhvervsmæssig persontransport). Taxi services may only be sold by dispatch centres (kørselskontor). All licensees for commercial passenger transport must therefore join the dispatcher centre. Dispatcher activity is subject to authorisation, and the Færdselsstyrelsen grants authorisation for the activity. Færdselsstyrelsen also grants a commercial passenger transport licence for which there is a requirement of good repute, both in relation to the company and to the responsible manager who manages the daily business. Approval of the responsible manager's licence is subject to the condition that the person has not been convicted of a criminal offence that poses a manifest risk of abuse by the undertaking. The assessment of the good repute of an undertaking may also take into account the previous loss of good repute by operators.

In the Netherlands, a person who holds a taxi licence (vergunning voor taxi vervoer) may operate a taxi service. A certificate of good conduct (Verklaring Omtrent het Gedrag, VOG) issued by the Ministry of Justice and Security of the Netherlands (Justis) shall be attached to

DRAFT

the application for a taxi service authorisation and the application for a taxi licence. The assessment process is described in more detail in the section on the taxi driver's licence.

The application shall be accompanied by a certificate of good conduct from all owners, shareholders, board members and delegates. A taxi service licence is valid indefinitely, but this is checked every five years to ensure that the requirements for the licence continue to be met.

Training and tests required by a taxi service licence

In Sweden, Norway, Denmark and the Netherlands, no training is required in order to obtain a taxi licence.

In Sweden, the applicant for a traffic licence must take four partial tests. The trial period for sub-tests 1 to 3 is 45 minutes and includes questions on legislation, business management, financial administration, technical standards and road safety. The test period for the fourth test is 120 minutes and includes case studies. The tests can be carried out in the order they wish to apply for, but they must be carried out within six months of the first test approved. If fraud remains in the experiments, the cooling-off period is one or two years from the time of the cheating enterprise.

In NO, the applicant for a traffic licence must take a theory test containing 35 multiple-choice questions. The test time is 60 minutes. In Denmark and the Netherlands, an applicant for a licence is not required to take an examination.

5.2.2 Identification and control of taxis

In Sweden, a vehicle that has been notified for taxi service shall be fitted with a special registration plate. Taxis that accept orders via applications by platform operators will also be required to have a special registration plate installed. A vehicle connected to a call centre that is subject to authorisation does not need to be fitted with a special registration plate. A vehicle fitted with a special plate may also be used in private transport. If a vehicle registered for taxi services changes its owner and the change of ownership results in the vehicle no longer being required to have a special registration plate, the registration of the new owner will only take place once the special registration plate has been returned to the Transportstyrelsen. If the ownership of a vehicle changes to another taxi licence holder and the vehicle is still in taxi service, a special registration plate shall still be required in the vehicle.

The licence holder shall notify the Transportstyrelsen of the vehicles it intends to use for taxi transport. A licence holder may only notify a vehicle that has undergone a registration inspection for taxi service. Along with the notification, the permit holder will announce the vehicle registration number and the fact that the permit holder will operate the vehicle on the basis of the right of use. The Transportstyrelsen checks in the Road Traffic Registry that the licence holder is the owner of the vehicle, and that the vehicle meets the requirements set for it. If the licence holder is not the owner of the vehicle, the Transportstyrelsen shall check that the licence holder has right of use for the vehicle. The licence holder shall also indicate to which reporting centre the data of the vehicle's taximeter shall be exported. If a vehicle is removed from taxi service, it shall be notified to the Transportstyrelsen and a special registration plate shall be returned to the Transportstyrelsen.

DRAFT

In Norway, taxis do not have special registration plates, but the number of the taxi licence is to be marked on the outside of the vehicle. A taxi service licence is vehicle-specific and the original licence document must be in the vehicle. The holder of a taxi service licence may have several licences and, as a result, a number of vehicles, provided that they can demonstrate sufficient financial resources for this. In taxi service, the licence holder shall use a vehicle that has been registered as a taxi in the vehicle register. Since taxis are licensed vehicles, a licence document must be attached to the registration or re-registration. The driver of the vehicle carrying out the transport shall be able to demonstrate that the licence holder is entitled to use the vehicle. This is demonstrated either by the registration of the licence holder as the owner in the register extract or by presenting a copy of the lease or lease contract. If, for example, a licence holder's vehicle is out of service due to repair, the licence holder may take over another vehicle as long as it meets the requirements laid down for the equipment of a taxi. Even in this situation, an original permit document and a copy of the rental or leasing contract must be found on the vehicle, if the holder of the permit is not the owner of the vehicle.

In Denmark, taxis also do not have special registration plates, but certain registration numbers are reserved for taxi vehicles. The number plate of a taxi vehicle is composed of two letters and a number between 98 000 and 99 999. The licence number must also be displayed on the outside of the vehicle. The licence holder shall inform the Færdselsstyrelsen of the registration number of the car that he is using. The permit holder makes the notification via the electronic service portal. A commercial passenger transport licence may be combined in one vehicle at a time and the licence holder must be registered as a user of the vehicle. A licence holder may hold multiple licences if it can demonstrate sufficient financial resources for doing so. Commercial passenger transport may only be carried out with a vehicle approved and registered for commercial passenger transport. In addition, the vehicle must have been approved for taxi traffic in the Motor Register of Motorstyrelsen.

In the Netherlands, each taxi vehicle must have a special registration plate. The RDW (Netherlands Vehicle Authority) verifies that the vehicle can be approved for taxi service and makes an entry in the Vehicle Register. For taxi registration, the registrant must be registered in the Chamber of Commerce's Trade Register and must hold a taxi service licence. The vehicle must, in principle, be owned by the licence holder. If the vehicle to be registered is owned by someone else, for example a leasing contract, the joint-use statement shall be filled in. After a vehicle is registered as a taxi in the Vehicle Register, the licence holder shall receive by post a letter from the taxi-plate decision, on the basis of which special number plates for a taxi can be applied for.

The vehicle may be used for private driving even though the vehicle is fitted with special plates and marked as a taxi in the vehicle register. If a vehicle is registered as a taxi, but the vehicle is fitted with normal plates, the vehicle may not be used for private or taxi transport. When the plates are replaced, the original plates are returned to the vehicle. The plates are replaced by an authorised registration plate manufacturer. A vehicle with a taxi entry in the vehicle register may be sold to another taxi licence holder. The owner of a vehicle may also delete a taxi sign from the vehicle register if the vehicle is no longer in use on the taxi service or if the owner wants to sell it without a sign. In this case, the special registration plate shall be replaced with the registration plate manufacturer authorised for the normal registration plate.

5.2.3 Taximeter and data collected on a taxi journey

The comparison examined the mandatory nature of taximeters in the reference countries.

In Sweden, a vehicle may only be used for taxi transport if a taximeter or special equipment of the taxi vehicle is installed on it. A vehicle may not be equipped with both a taximeter and a special equipment of the taxi vehicle at the same time. If the vehicle is fitted with a taximeter, it shall be used in connection with each driving job. If the driving job is carried out at a fixed price, the price must be registered in the taximeter when the driving job begins. The rules on the use of a taximeter also apply to those driving jobs ordered via the application of the platform operator. The obligation to use a taximeter does not appear to eliminate the challenges related to the under-reporting of revenues. According to a survey commissioned by the Swedish Taxi Association in 2018, data on the price of a journey entered into taximeters on rides ordered through platform operators' applications was often significantly lower than the price charged to the customer.

The data produced by the taximeter shall be submitted to the reporting centre on a weekly basis. The Transportstyrelsen monitors that the data from the taximeter moves to the Reporting Centre for all vehicles of the holder of a taxi licence. If the Transportstyrelsen detects a lack of data transfers, it may therefore revoke a taxi licence. Thus, the Finnish Transport and Communications Agency may decide to suspend the licence. The operation of the reporting centre is subject to authorisation and the licence is issued by the Transportstyrelsen. The Tax Administration makes use of the data of the reporting centres for tax control purposes. The information shall be made available to the Tax Administration on request from the reporting centres.

If a special equipment for a taxi vehicle is present in the vehicle, the licence holder shall connect the vehicle to a call centre that is subject to licence. According to current information, there are currently no call centre operators in Sweden that require a licence. In practice, this means that each taxi vehicle currently has a taximeter. In Sweden, the ordering coordination centres subject to a licence could receive orders and distribute them to holders of a taxi service licence. A holder of a taxi licence that has linked its vehicles to a call centre that is subject to a licence may only carry out advance payment tasks at a fixed price. The customer would have to pay the taxi to the licensed dispatcher service centre, and the fee may not go through the taxi driver or the holder of the taxi service licence. An ordering coordination centre subject to a licence should be equipped with a certified technical device that can collect, store and hand over the information necessary for the Tax Administration when supervising taxi drivers and taxi licence holders.

In Norway, taxis must have an approved taximeter. The holder of a taxi service licence is responsible for the costs related to the acquisition, installation and maintenance of a taximeter. The licence holder must be connected to a licensed taxi centre where the licence holder must provide the information that the taxi centre needs in order to carry out its statutory duties. The licence holder ensures that the fees for all licensed transport are recorded in the taximeter, which is connected to the taxi centre. The licence holder shall also continuously register the start and end locations of the taxi transport using the GPS system.

In Denmark, the taximeter and other monitoring equipment must always be in use. During transport, the taximeter shall continuously display the price of the transport. If a fixed price has been agreed, this must be visible on the taximeter display during transport. With the monitoring equipment, taximeter data is continuously and wirelessly transferred to the

arbitration centre. The monitoring equipment continuously registers the taxi location information. The control equipment also includes an electronic system which communicates with the control sensors and registers the number of people present in the taxi during transport. Such seat sensors are intended to prevent tax evasion. The dispatcher centre shall continuously and digitally collect and store the following information for each transport: vehicle registration number, driver's licence number, date of transport, start and end time of transport, kilometres driven, fare data, start and end point in GPS coordinates and other GPS coordinates. In addition, the dispatcher centre shall also digitally collect and record the following information about each driver's shift: car registration number, start and end time of the shift, driving licence number, vehicle odometer reading at the time of the start and end of the shift. The dispatcher centre shall make this information available to the authorities at their request.

In the Netherlands, taxis that pick up rides without pre-order must have an approved taximeter. The price can be agreed upon, for example, through an app. The taximeter may be a separate device or be part of the vehicle's taxi-drive computer (BCT). Taxis that only carry out driving tasks according to a fixed fare agreed in advance do not need a taximeter. Also in the case of contract terms, i.e. a service where the taxi rides are based on a separate contract that covers more than one driving job at a certain price for a certain period of time and where the vehicle is only used for such driving jobs, the vehicle does not need to be equipped with a taximeter.

In any case, the vehicle's taxi PC must always be in operation and the information stored in it is regulated. In addition, the taxi driver shall always insert a personal driver card into the taxi driver computer. The driver card contains the driver's details and monitors the driving and rest times of the driver as well as information on the kilometres driven. The use of a driver card is also mandatory when a driver takes up driving duties via the applications of platform operators.

In the Netherlands, there is also an entrepreneur card for taxi entrepreneurs, which allows the entrepreneur to see the data stored in the on-board computer. The entrepreneur may use the data, for example, for reporting to the tax administration. The information is used by the supervisory authorities in the course of their supervision. The on-board computer also has a system card installed by the manufacturer of the on-board computer on a device that registers taxi journey data. The ILT is currently developing an alternative system to eliminate the on-board computer card system.

5.2.4 Requirements for granting a taxi driver's licence

Offences taken into account as a barrier to obtaining a taxi driver's licence and revocation of a taxi driver's licence

In Sweden, taxi drivers are required to have a taxi driving licence (taxiförlegitimation) that is issued by the Swedish Transport Agency. A condition for granting a licence is that the applicant, in terms of legal certainty, is considered suitable to act as a taxi driver. The Road Traffic Data Regulation lays down the types of offences with regard to convictions, decisions, penalties or fines that the police authority and the courts shall notify to the Transportstyrelsen. These include crimes against life and health, sexual offences, crimes against freedom and security, for example, trafficking in human beings, robbery, counterfeiting, arms offences, offences in the Narcotics Act and offences in the Tax Offences Act. The Transportstyrelsen can revoke a driving licence if a person's offence has such a significant impact on passenger

DRAFT

or road safety that the person is no longer considered suitable to operate as a taxi driver. When withdrawing a driving licence, the Transportstyrelsen decides on a period of non-applicability of at least three years and at most five years. After the expiration of the non-applicability period, a person shall apply again for a licence.

In Norway, a taxi driver is required to have a licence (kjøreseddel). The police will issue a driving licence and this will require, for example, that the applicant's requirement of good repute is met. The police will check that all applicants are of good repute. If a licence applicant is suspected of having committed an offence that could lead to his or her licence being withdrawn, the police may suspend the licence until the person's case has been heard by a court. The police may revoke a taxi driver's licence if a person no longer meets the requirement of good repute by law. If a taxi driver receives a judgement, I can, in the same judgement, withdraw that person's driving licence for a certain period of time or forever if public safety so requires.

In Denmark, drivers are also required to have a driving licence (chaufførkort). Driving licences are issued and supervised by the Færdselsstyrelsen. The Danish Taxi Act (Taxiloven) requires that the applicant has not been convicted of a criminal offence that would indicate a risk of abuse of a licence by the person. The applicant must demonstrate that they are capable of exercising the profession in a responsible manner and in accordance with good practice. The applicant is always assessed on a case-by-case basis by the Færdselsstyrelsen. The existence of convictions in the applicant's criminal record does not automatically mean that the application is rejected. In making its assessment, the Færdselsstyrelsen will take into account the type of offence, the frequency of the offence, the personal characteristics of the offender and how much time has elapsed since the offence.

The Færdselsstyrelsen will revoke the licence if it appears that the applicant is no longer able to practice the profession in a responsible manner and in accordance with a good practice as a result of repeated offences or serious crime.

In the Netherlands, taxi drivers need a driver's licence (chauffeurskaars). The application for a driving licence shall be accompanied by a certificate of good conduct (Verklaring Omtrent het Gedrag, VOG). The Ministry of Justice and Security (Justitie) of the Netherlands issues a certificate of good conduct. The assessment will take into account the number of offences committed by the person, the seriousness of the offences, the time elapsed since the offences were committed, the age of the applicant, the circumstances in which the offence was committed and the connection of the offence to taxi operations. This is therefore a case-by-case assessment. When applying for a taxi driver, it is assessed, for example, crimes related to life and health, theft, embezzlement or falsification of a driver card. The good repute of taxi drivers is assessed on an ongoing basis through the criminal record.

Taxi driver training and training organisations

There is no training requirement in Sweden or Norway for obtaining a taxi driver's licence, but many operators, such as car schools and associations, organise the training.

In Denmark, the training of a taxi driver lasts for a total of two weeks and includes at least 74 hours of teaching on, inter alia, laws, economic and passenger-friendly driving, first aid, and the transport of special needs groups. At least six hours of training must consist of driving instruction. In Denmark, training organisations are required to have an approval from the Road Traffic Department (Færdselsstyrelsen). The approval application shall indicate, among

DRAFT

other things, the organisation's training plan, information on the qualifications and areas of competence of teachers, information on the teaching rooms, materials, equipment and vehicle fleet used for teaching. The instructor in charge of instruction and driving hours in transport legislation shall have a teaching licence for a category B driving licence.

In the Netherlands, no training is required in order to obtain a taxi driver's licence, but the candidate must be authorised by a trainer who can afford him or her time in order to take a taxi driver's licence.

6 Feedback from consultation

[To be completed after the consultation]

7 Provision-specific rationale

7.1 The Act on Transport Services

Article 6a. *Entrepreneur training and entrepreneur examination for taxi services.* Subsections 3, 4 and 5 of the section would be amended so that the responsibility for the organisation of the entrepreneur examination would be transferred to the Finnish Transport and Communications Agency.

The entrepreneur training and the entrepreneur examination for taxi services were added to the Act on Transport Services in the previous correction of the regulation on taxis (HE 176/2020 vp) and the responsibility for the organisation of the examination was assigned to the training organisation. By this amendment, the responsibility for organising the entrepreneur examination would be amended to correspond to the responsibility for organising the taxi driver examination defined in § 25 a of the Act. In the future, training organisations would no longer organise tests at the end of the training sessions, but their preparation and organisation would be delegated to the agency.

The reference to the issuing of a certificate would be deleted from subsection 3, as the information on the approved test would in future be entered in the qualification register maintained by the Finnish Transport and Communications Agency, and it would no longer be necessary to issue a separate certificate.

Paragraph 4 would provide that the Finnish Transport and Communications Agency is responsible for the organisation of the entrepreneur examination. It would be possible to transfer the organisation of the test and the supervision of the test events to an external private or public service provider as provided for in Part V, Chapter 25 of the Act. In practice, the test would be created in the Finnish Transport and Communications Agency's test system and the test would be carried out at the service point of the Agency's service provider (currently Ajoneuvre), which already organises several theoretical tests related to the driving examination and the qualifications of professional drivers.

In addition, the power to issue regulations under subsection 5 of the section for the Finnish Transport and Communications Agency would be amended. The amended power to issue regulations should also include the power to issue regulations on registering for an examination. Otherwise, the power to issue regulations would remain unchanged.

Section 8. *The good reputation of a natural person in authorised road transport* Subsection 1, paragraph 1 would be amended to add offences for which violations of the provisions would in future be taken into account in the assessment of good repute. The offences to be added would concern sexual offences, crimes against life or health, as well as offences related to fraud and payment instruments. A reference to these offences would also be made in paragraphs 2 and 3.

In subsection 1, paragraph 1 of this section, offences relating to life and health and sexual offences under chapter 20 and chapter 21 of the Criminal Code would also be added to the assessment of good repute. These offences are already an obstacle to obtaining a taxi driver's licence under § 25(3)(1) of the Act on Transport Services. By adding crimes against life and health, as well as sexual offences, to the assessment of good repute, the conviction for these offences would affect not only the taxi driver's activity but also the activity as a taxi entrepreneur, as well as the acquisition of other authorisations for passenger and goods transport, for which an assessment of good repute in accordance with § 8 is used. This is a very serious crime against another person, which fundamentally affects a person's reliability. The licence holder is also responsible in many respects for the taxi driver's activity, and for this reason it would be justified that serious offences of licence holders concerning another person could also be taken into account in the assessment of good repute.

In addition to these, fraudulent offences and payment instrument offences would also be taken into account in the assessment of good repute. Offences concerning fraud would refer to fraud and aggravated fraud as described in chapter 36, section 1 and section 2 of the Criminal Code. Payment transactions would refer to fraud and aggravated fraud in payment instruments as described in chapter 37, section 8, section 9, section 12 and section 13 of the Criminal Code, as well as payment transactions and gross payment transactions. These offences do not relate in the same way to the personal safety of the customer, but to the transportation licence holder's reliability when handling payment cards or invoices. The carriage of goods is mainly carried out through transport contracts entered into and subsequent invoicing, and it is more common in the case of taxi and bus transport that different payment cards or travel cards are used, and any abuse of these could be considered in the future.

At present, in assessing good repute, account is taken of crimes committed in the course of trade, such as offences relating to accounting, taxation and other professional liability, so that by adding offences relating to fraud and payment instruments, it would be specified that previous convictions for fraud committed when carrying out taxi, goods or passenger transport, for example, could be taken into account in the assessment. Fraud is always a matter of bad faith in one person, which causes economic damage to the other. Such offences could include, for example, fictitious invoices. At present, by committing fraud in transport operations, this cannot, due to the current wording of the Transport Services Act, be taken into account as a factor endangering a person's good reputation, even though the actions actually have a clear impact on a person's reliability and reputation.

When assessing a person's good repute, not only the convictions of the extract from the criminal record or the register of fines will be examined, but the assessment will also involve an assessment of apparent unsuitability. When assessing what is manifestly unsuitable, the large number of acts, the seriousness of the act, the planned nature of the act, the targeting of the object or authority of the transport operation, the fact that the act was committed when practising professional transport, the fact that the act has a detrimental effect on traffic safety and the fact that the act otherwise demonstrates disregard for personal or traffic safety shall be taken into account. Adding offences to the assessment of good repute would therefore not

automatically create an obstacle to the granting of an authorisation. The licensing authority has discretion regarding the suitability of the person in question to engage in professional transport in general, where the applicant or holder of the licence has a conviction for any of the offences referred to in paragraph (1).

The assessment of the conditions for good reputation, as defined in § 8, applies to a natural person, and the criteria are referred to in § 6(1) on the granting of a taxi service licence to a natural person. The section on good reputation is intended to apply not only to a natural person applying for a taxi service authorisation or an authorisation for passenger or goods transport, but also to other relevant persons defined by the Member State as being subject to the assessment of good reputation. The transport manager designated by the applicant and the managing director and general partners of the undertaking applying for the authorisation shall be of good reputation within the meaning of § 8. In addition, the chief executive officer of a legal entity applying for a permit, the chairman of the board of directors, the sole ordinary member of the board and general partners shall be of good reputation within the meaning of § 8.

The addition of the new types of offences proposed to the assessment of the conditions for good reputation would therefore cover all forms of authorisations and all persons defined in the scope of good reputation.

Section 15a *The taximeter and the data collected on the journey* The reference to other similar devices or systems would be deleted from subsection 1 of the section, and the wording of the subsection would be changed so that, with the amendment, a taximeter meeting the requirements of the Measuring Instruments Act should always be used in a vehicle used to provide a taxi service, one which should collect at least the information required in the section for each trip. The power to issue regulations on other equipment or systems under subsection 3 of the section would be changed to the power to issue regulations on the technical requirements of the taximeter and the storage of data collected by it. The section heading would also be changed better to reflect its content by with the addition of the term ‘taximeter’.

With the proposed amendment, all vehicles providing a taxi service should always use a taximeter that meets the requirements of the Measuring Instruments Act. A taximeter is a measuring instrument regarding which the requirements of the Measuring Instruments Directive (2014/32/EU) have been implemented nationally by the Measuring Instruments Act and the Government Decree on the essential requirements, demonstration of conformity and specific technical requirements for measuring instruments issued pursuant to it (1432/2016). For the sake of clarity, subsection 1 of the section would continue to contain an informative reference to the Measuring Instruments Act. A taximeter should be a device permanently installed in a vehicle, and one that meets the requirements of the Measuring Instruments Directive and the Measuring Instruments Act. The taximeter must meet the requirements of the Measuring Instruments Directive, such as the detailed data collection requirements for taximeters (MI-007) set out in Annex IX to the Measuring Instruments Directive.

The proposal also relates to the proposal to amend section 13(7) of the third proposal for a bill, according to which all vehicles used as taxis should have a taximeter that meets the requirements of the Measuring Instruments Act, and this amendment to section 15a would also impose an obligation regarding use of a taximeter and with respect to the information it collects.

DRAFT

The list of the data to be collected in this section would primarily relate to situations where a taxi journey is ordered via an app or otherwise in advance, and where a fixed fare is agreed in advance, i.e. situations where a taximeter would not be used to determine the fare. In such a case, it should be ensured that the information on these journeys would also be entered into the taximeter, in which case the driver would in future have to record in the taximeter at least the information listed in the subsection for such journeys. Since the taximeter is a fixed piece of equipment installed in the vehicle, it should always be present in the vehicle if used for a taxi service, as well as when the vehicle is used for other purposes (for example, private journeys). The aim of the proposal would be to collect data, in particular for the purposes of tax control, and from that perspective, a vehicle's total kilometrage is essential data for surveillance and the fight against the shadow economy. The taximeter must be a device permanently installed in the vehicle meeting the requirements of the Measuring Instruments Directive and the Measuring Instruments Act.

This would be a significant change to the current situation, in which only journeys the fare for which may vary in accordance with section 152(2) of the Act have required the use of a taximeter. In the future, the change would mean that the licence holder would have to ensure that a taximeter is used in every vehicle used for licensed passenger transport by virtue of the licence holder's operator's licence, and that the meter collects the information specified in the subsection for all journeys. This would not prevent app-booked journeys or fixed-fare journeys agreed in advance, but in the future the driver would have to record in a taximeter the essential information listed in the section for each journey. The taximeter should therefore always be in the vehicle, regardless of the type of journey. If the trip is based on a fixed fare, the fare should be recorded in the taximeter when the journey starts and it should be displayed on the screen of the taximeter during the trip. For journeys where the fare may vary, the taximeter would be used to determine the fare. Annex IX to the Measuring Instruments Directive, concerning taximeters, defines more precisely the different operating positions of the taximeter, which should be used for different functions. At the same time, since the reference to another equivalent device or system would be deleted, subsection 3 of the section, which gives the Transport and Communications Agency the power to issue a regulation concerning another device or system and the storage of the data collected there, would be amended. With the amendment, the Finnish Transport and Communications Agency would be given the power to issue regulations on the technical requirements and use of taximeters. At present, the power to prescribe technical requirements for taximeters is contained in section 152(2) of the Act, from which it would be deleted.

In addition, it is proposed that a separate provision on penalties, section 268a, be added to the Act, if the licence holder did not comply with the requirement for a taximeter.

Section 17 *Vehicles on the road.* Subsection 2 of the section would be amended so that, in future, the holder of a taxi operator's licence should also ensure that the vehicle used for professional taxi services is under its exclusive control and that it is entered in the Transport Register. In addition, the wording of the subsection would be amended and the obligation to link a vehicle to a valid operator's licence would be added.

Subsection 2 should be read in conjunction with subsection 1. Subsection 1 states that the holder of a taxi service, passenger transport or goods operator's licence, or a service provider as referred to in section 16, must ensure that a motor vehicle that it uses on the road is recorded in the Transport Register referred to in section 216 and that its intended use is given as authorised use. Currently, under subsection 2 of that section, the holder of a passenger transport or goods operator's licence and the service provider referred to in section 16 are

DRAFT

required to ensure that the motor vehicle concerned, as defined in subsection 1, used for the professional transport of passengers and goods, is under his exclusive control and entered in the Transport Register. The obligation has only applied to holders of a passenger and goods operator's licence, but the proposed amendment would extend the obligation in subsection 2 to the holder of a taxi operator's licence. Furthermore, the addition to the provision in respect of taxi services would also apply to holders of passenger and goods operator's licences who provide taxi services subject to notification within the meaning of section 4 of the Act.

This would represent a change to the current situation, in which a taxi operator has been able to use any vehicle referred to in section 4 of the Act on Transport Services to provide a taxi service, as long as the vehicle has been notified for licensed use. The proposal would mean that, in future, only vehicles over which the holder of an operator's licence has exclusive control could provide taxi services. Exclusive control would mean that the licence holder would be recorded in the register as either the owner or the keeper of the vehicle, although the vehicle might have more than one owner or keeper. Exclusive control would therefore not mean that the holder of the operator's licence should be the sole owner or keeper. The licence holder would therefore not in future need to own the vehicle used to provide the service, but it would continue to be possible to hire, lease or share the vehicle. Furthermore, the registration of a vehicle used as a taxi under the control or ownership of a licence holder would not prevent the same vehicle from being used for purposes other than providing a taxi service. The notification would be entered in the Transport Register kept by the Transport and Communications Agency. The change is entered in the register as soon as it has been made.

Another amendment to the subsection would be the obligation to link the vehicle to the licence holder's valid operator's licence duly added to the subsection, which would bring with it a new obligation to link a vehicle used as a taxi to the registered licence. The obligation would apply equally to holders of passenger and goods operator's licences who have already entered the vehicles they use in the register by virtue of Regulation (EC) No 1071/2009 establishing common rules concerning the conditions to be complied with to pursue the occupation of road transport operator. According to Article 16 of that Regulation, national electronic registers must contain the vehicle registration marks the company has available to it.⁴² The proposed amendment would include this obligation in the Act on Transport Services and would be added to apply to holders of taxi operator's licences. According to this subsection, the holder of a operator's licence would be obliged to ensure that the registration marks of its vehicles under exclusive control, as defined above, are also linked to the licence holder's valid operator's licence in the Transport Register. This would also be done in the Transport Register kept by the Finnish Transport and Communications Agency. The registration mark of the vehicle could be linked to the licence only for those vehicles where the licence holder had been entered in the register as the owner or keeper. The change should be entered in the register as soon as it has been made. Before transport operations begin, the licence holder should link the registration mark for the vehicle being used to their licence. The registration mark can only be linked to one operator's licence at a time, as only one licence holder can drive a vehicle at a time.

The licence holder should keep up to date the information in the register on the motor vehicles used on the road. If the licence holder were to give up use of their vehicle, they would have to remove the vehicle's link to the register, as the conditions laid down in the section would no longer apply. If the licence holder did not have a valid operator's licence, no link to the register could be made at all. Similarly, if the licence were to expire, the conditions laid down

⁴² The obligation is also accompanied by the so-called ERRU data exchange, 2016/480 Annex II: ERRU Functions

DRAFT

in the section would no longer be met and the link to the register would be removed even in the absence of any separate notification from the licence holder. The link between the operator's licence and the vehicle has a close connection with the proposed amendment to section 99 of the Vehicles Act, according to which a taxi number plate could only be issued if the conditions laid down in section 17(1) and (2) of the Act on Transport Services were met. For this reason, it is vital that the vehicle data should be up to date in the register, which means that the link between vehicles and register would have to be removed from the operator's licences if the conditions for the link were no longer met. In addition, the proposal is associated with an electronic licence and notification information service for the public, as laid down in the proposed amendment to section 227 of the bill.

The operator's licence holder could have several vehicles simultaneously linked to the same licence. This would be the case, for example, with a taxi company with several drivers and cars, where each vehicle in use would have to be linked to an operator's licence. On the other hand, if the licence holder frequently changed a taxi in use on the road and thus stopped using their previous vehicle, they would have to link the vehicle being used to their licence before providing the service and remove the link for the previous vehicle from the licence. In passenger and goods transport, the link service has been implemented in such a way that the same vehicle can only be used by one licence holder at a time. The same would apply to taxi services. In this way, the vehicle would always be used by only one licence holder while being driven, so under police supervision it would be possible to use the registration mark immediately to check whether a vehicle used as a taxi is linked to a valid operator's licence.

The amendments would not affect the exception under subsection 4 of the section regarding the use of a replacement vehicle due to a short-term, temporary breakdown, thus one without the required registration markings.

At the same time, the penalty in section 262a for the incorrect registration of the vehicle would also be laid down to apply to taxi service licence holders.

Section 25. Requirements for taxi drivers. In subsection 2, paragraph 2 of this section, it would be added that compliance with the health requirements should be attested by a medical statement issued no more than six months earlier. The completion of the training of the taxi driver would be added to paragraph 3 of the subsection as a new condition for the granting of a taxi driver's licence. § 25 a of the Act would lay down provisions on the training of taxi drivers that would be required to obtain a driving licence. With regard to the taxi driver examination, the existing Act would be specified so that the examination should be carried out no more than one year before the application for a taxi driver's licence is submitted. In addition, criminal offences that would prevent the granting of a driving licence would be added to subsection 3, paragraph 2 of this section. The offences to be added would be offences against liberty, offences against public finances, fraud offences, payment instrument offences and arms offences. A reference to these offences would also be made in subsection 4.

In subsection 2, paragraph 2 of this section, it would be added that compliance with the health requirements should be certified by a medical statement issued no more than six months earlier. The change would mean that in the future, compliance with the health requirements should be certified by a medical certificate, which should not be older than six months. The same obligation to have a medical certificate issued no more than six months earlier is also a prerequisite for applying for the driving licence in the Driving Licence Act. The same condition has also been laid down in the Government Decree on the professional qualification

DRAFT

of taxi drivers in the past, so this is not a completely new obligation, but a clarification of current practice and correction of the regulatory gap.

The completion of the training of the taxi driver would be added to subsection 2, paragraph 3 of this section as a new condition for granting a taxi driver's licence. This so-called basic training for taxi drivers would be laid down in section 25a of the Act. The requirement for training and testing of a taxi driver laid down in § 25a(2)(3) would only apply to those taxi drivers who do not hold a taxi driver's licence valid at the time of entry into force of this Act. The renewal of a taxi driver's licence and the additional training required for the renewal of a taxi driver's licence would be provided for in the amendment to § 26(2) set out below and in the new interim § 26 b set out below. In addition, it would be proposed that paragraph 3 of subsection 2 of the section be amended so that a taxi driver's licence could be issued on application if the person had completed the taxi driver's examination no more than one year before the date of submission of the taxi driver's licence application. The proposed period of validity of the year would aim to ensure that the person obtaining a driving licence has the up-to-date knowledge and skills on the regulation of taxi drivers. The suggested period of validity would be in line with other regulations on professional qualification in road transport, such as the validity of the theoretical test for the initial qualification test under § 2a(5) of the Government Decree on the professional qualification of lorry, bus and coach drivers (434/2018) and the theoretical tests laid down in § 30 of the Government Decree on Driving Licences (423/2011).

Criminal offences would be added to § 91(3)(2) as a barrier to obtaining a driving licence. The offences preventing a person from obtaining a taxi driver's licence are technically broken down into their own items in the section. Subsection 3, paragraph 1 of the section lists the offences that were initially considered as offences defined in section 6, subsection 2 of the Criminal Records Act. The offences to be added now are not listed in § 6(2) of the Criminal Register Act and it is therefore proposed to add them to point 2 of the paragraph.

In the first instance, section 1 on deprivation of liberty, section 2 on serious deprivation of liberty, section 4 on the taking of a hostage, section 4a on the preparation of a prisoner, section 6 on negligent deprivation of liberty, section 7 on unlawful threats, section 7a on persecution and section 8 on coercion would be added to chapter 25 of the Criminal Code as a barrier to obtaining a driving licence. Committing these crimes compromises the personal integrity required in the taxi driver's role and the security of the customer. A taxi driver is often in a vehicle closed to two of his customers, so it is justified to prevent a person who has been convicted for the above-mentioned offences from operating as a driver. This requirement is based on the need to protect the personal safety of passengers. At present, offences related to the life and health of Chapter 20 of the Criminal Code and offences related to the trafficking in human beings in Chapter 25 of the Criminal Code, which relate to the safety of passengers, are also defined as an offence preventing a taxi driver's licence. Adding other offences against liberty under Chapter 25 of the Criminal Code to be taken into account would ensure the safety of customers.

In subsection 3, paragraph 2 of this section, the offences against public finances in chapter 29 of the Criminal Code would also be added to be taken into account. As a result of the amendment, only serious crimes against public finances that are relevant and sufficient for the reliability of the taxi driver would be added to the chapter as a barrier to obtaining a driving licence. In the future, tax fraud in accordance with chapter 29, section 1 of the Criminal Code and serious tax fraud in accordance with section 2 of the Criminal Code would be taken into account. As specified in more detail in the Criminal Code, tax fraud is present when a person

DRAFT

is fraudulent, causes or attempts to cause the tax not to be imposed, or the amount of the tax to be understated, or an unjustified refund of the tax. In the future, a judgement for these tax fraud would prevent a taxi driver from obtaining a driving licence. In accordance with the proposed amendment to § 15 a of the bill, in the future, each vehicle used as a taxi should use a taximeter that meets the requirements of the Measuring Instruments Act and collects the necessary data specified in the paragraph from each vehicle. A taxi driver is a person who, in practice, would use a taximeter, and it would be left to the taxi driver's responsibility to enter manually the data on the rides ordered in front of the taximeter. The information is used in tax control, so if the person had committed tax fraud, it could undermine trust in the correct recording of the information.

The offences of fraud under Chapter 36 of the Criminal Code, fraud and crimes relating to means of payment under Chapter 37 of the Criminal Code would also be added to subsection 3(2) of this section. The offences to be taken into account would be fraud within the meaning of Chapter 36, Section 1, as well as serious fraud within the meaning of Section 2, fraud with payment instruments within the meaning of Chapter 37, Section 8, severe fraud with payment instruments within the meaning of Section 9, preparation for fraud with payment instruments within the meaning of Section 11, payment instrument offences referred to in Section 12, and serious payment instrument offences within the meaning of Section 13. These offences do not relate in the same way to the personal security of customers as crimes relating to life and health, as well as freedom, but the aim of adding these offences is to increase the reliability of taxi drivers also in payment transactions and price collection.

The taxi driver may have direct access to the customers' payment cards if the journey is not pre-paid. In this case, it is important to be able to trust that the driver will not abuse the payment card. If a person has committed fraud or a payment instrument offence, this may give rise to doubts as to the reliability of the person to handle payment cards. The customer is also often found with two drivers, and taxis are also used by much disadvantaged persons or, for example, during night time, by persons whose attention has decreased under the influence of alcohol. In addition, in the case of variable damage rides within the meaning of § 152(2) of the Act on Transport Services, it would be important that the customer can be confident that the driver enters the correct data in the taximeter, and that the person has no convictions for fraud, for example. It is also important for the prevention of black economy activity that a driver can be trusted to mark a taximeter with correct data in the correct place, and that the taxi driver that enters the data into the meter has no fraudulent convictions with his or her machine.

Thirdly, an arms offence under chapter 41 of the Criminal Code would be added to subsection 3, paragraph 2 of this section. The offences to be taken into account would be a firearm offence referred to in Chapter 41, § 1; a serious firearm offence referred to in § 2; a violation of provisions on dangerous objects referred to in § 4; the possession of a dangerous object referred to in § 5; and the possession of another object or substance suitable for damage referred to in § 6. Offences under chapter 41 of the Criminal Code would be added as a barrier to obtaining a driving licence in order to increase the safety of customers. The offences in Chapter 41 of the Criminal Code relate to the possession of both firearms and a dangerous object. Taking into account firearms crime is also directly related to the personal security of the customer. It is justified for a customer to be able to trust that the taxi driver has not been convicted for firearms offences.

Article 25a. Training and examination of taxi drivers. A number of amendments would be made to this section and it would be amended in its entirety. In addition to the taxi driver examination, the section would provide for the training of the taxi driver, i.e. the so-called taxi

DRAFT

driver's basic training. A reference to the training of taxi drivers (former Taxi driver examination) would therefore be added to the title of the section.

Paragraph 1 would include a list of the content of the taxi driver's training. According to this subsection, the training of taxi drivers should include teaching 1) on assisting passengers and ensuring their safety, 2) on the special needs of different passenger groups, 3) on customer service situations in taxi services, 4) on the driver's rights and obligations, and 5) on factors affecting the safety of transport and traffic.

Subsection 2 of this section would provide for the minimum duration of the training. The minimum duration of the training would be 21 hours, i.e. a total of 21 x 60 minutes. The Act would not set requirements on how many days the training should take place, but the minimum number of hours could be spread out sensibly for several days in the interest of the completion of the training. In addition, it is proposed that the training organisation that provided the training would issue a training certificate to the person who has completed the taxi driver's training. The proposal would be necessary in order for a person participating in the training to be able to prove that they have undergone the initial training for a taxi driver prior to taking part in the taxi driver examination. § 36 b of the Act on Transport Services would also apply to entities organising the so-called basic training for taxi drivers referred to in § 25 a of the Act. Thus, the Finnish Transport and Communications Agency would verify the information on the completion of the training from the electronic system to which an approved training provider would have provided the information on the completed training in accordance with § 36b(2)(2) and also paragraph (3) of the current Transport Services Act. In practice, the training provider should register the data that has completed the training at the service point of the Finnish Transport and Communications Agency's service provider in the transport register, but electronic transactions are promoted. The information would be entered in the Transport Register as training data within the meaning of section 222, subsection 1, paragraph 3 of the Act. It would be possible to disclose information relating to the completion of training both as an individual transfer under § 227 of the Act on Transport Services and as mass transfers to the authorities and to those performing the task laid down in the Act on the basis of § 230. More detailed provisions on the transport register are laid down in Part VI of the Act on Transport Services.

Subsection 3 of this section would provide for a taxi driver examination. The successful completion of the taxi driver examination would still indicate that the candidate has the knowledge, skills and competence necessary for the role of taxi driver, even though it is proposed to delete this entry in order to simplify the provision. According to the proposed subsection 3, the taxi driver examination should include questions on all the subjects referred to in subsection 1. The aim of the proposed provision would be to ensure that the content of the taxi driver examination is in line with the content of the taxi driver's initial training. The provision would largely correspond to the legislation in force on the taxi driver examination, but test questions on the rights and obligations of drivers would be added as a new dossier. According to the proposed subsection 3, participating in the taxi driver examination would also require that a person have completed the taxi driver training.

Paragraph 4 would provide for the qualification of a taxi driver and the authority approving qualification that is carried out in another EU or EEA country. According to this paragraph, an applicant who has a decision referred to in Act 1384/2015 on the recognition of professional qualifications (hereinafter the *Professional Qualifications Act*) on the equivalent competence to produce evidence of formal qualifications that has been completed in another EU or EEA State would also meet the qualification requirement for a taxi driver. The Professional

DRAFT

Qualifications Act has implemented Directive 2005/36/EC of the European Parliament and of the Council on the recognition of professional qualifications (hereinafter the *Professional Qualifications Directive*) in Finland. The starting point in the Professional Qualifications Act is that the specific legislation on a specific profession establishes the authority in the administrative sector responsible for regulating the profession that has sufficient expertise in the content of the professional activity as the authority responsible for the recognition of professional qualifications. Thus, under section 4, subsection 1 of the Professional Qualifications Act, the right to practise a profession on the basis of a professional qualification obtained in another country is decided by the same party granting the right to practise the profession on the basis of a qualification or training completed in Finland. According to § 25(2) of the Act on Transport Services, the Finnish Transport and Communications Agency will issue a taxi driver's licence upon application. Thus, according to the paragraph, the Finnish Transport and Communications Agency would also issue a decision on the equivalent qualification of a taxi driver completed in another EU Member State or EEA State. According to section 7, subsection 1 of the Act on the Recognition of Professional Qualifications, a decision on the recognition of professional qualifications may impose a requirement on an applicant to complete an aptitude test or an adaptation period of no more than three years if the content of the training received by the applicant is substantially different from the content of the corresponding national training. The preparation of the draft Act (HE 22/2015 vp) assumes that the differences are significant if the contents differ to a significant extent. According to § 7(2) of the Professional Qualifications Act, before imposing the requirement, it is to be examined whether the knowledge, skills and qualifications acquired by the applicant through professional experience or lifelong learning, and formally confirmed for this purpose by a relevant body, can fully or partially replace the material distinction referred to in paragraph 1. However, under subsection 3 of the same section, a decision on the recognition of professional qualifications may stipulate an adaptation period or an aptitude test in certain prescribed situations. According to that subsection, the applicant may choose a substitute measure. More detailed provisions on the adaptation period and aptitude test are laid down in the Government Decree on the recognition of professional qualifications (1459/2015).

Pursuant to paragraph 5, the Finnish Transport and Communications Agency would be responsible for organising the taxi driver examination. According to the proposal, the Finnish Transport and Communications Agency could issue further regulations on the content and implementation of the taxi driver's training and examination, as well as on registering for the examination. The power to issue regulations is not new, as section 25a, subsection 2 of the Act in force already contains the power to issue regulations on the taxi driver examination granted by the Finnish Transport and Communications Agency, and on 16 April 2021 the Finnish Transport and Communications Agency issued the Regulation on the requirements for the taxi driver examination (TRAFICOM/523956/03.04.03.00/2019). The Regulation entered into force on 1 May 2021 and defines the conduct, content, assessment and fraudulent practice of the taxi driver examination in the examination. The power would now be extended to also apply to the content and implementation of the taxi driver training and to the assessment of the taxi driver examination. For example, the Act would not provide for the manner in which training is organised, but the Act would allow training to be organised, for example, by means of remote training. Where necessary, the Finnish Transport and Communications Agency could issue regulations on, for example, the ways of organising a test. § 193 a of the Act would apply to the supervision of training, under paragraph 1 of which the Finnish Transport and Communications Agency is responsible for supervision of training providers granted approval under § 35 a and of training organised by them, as well as the organisation of the entrepreneur examination referred to in § 6 a. According to the same paragraph, the Finnish Transport and Communications Agency is also responsible for supervising the issuance of

certificates issued by training providers. Pursuant to § 193a(1) of the Act, the Finnish Transport and Communications Agency could continue to authorise an external expert to carry out practical surveillance activities. Section 178 of the Act would apply to the supervision of the taxi driver examination, according to which the Finnish Transport and Communications Agency monitors compliance with this Act and the provisions, regulations and decisions issued pursuant to it, unless otherwise provided in this Act.

Article 35a. *Approval of a training organisation as an organiser of taxi service training.* The section lays down the procedure for approving driver training on special needs groups in taxi services and the requirements for approving the organisation of entrepreneur training. It would be proposed to add to paragraph 1 the requirement for the approval of the Finnish Transport and Communications Agency for the organisation of the training of taxi drivers referred to in § 25 a of the Act. The proposal would extend the approval procedure in addition to the driver training on special needs groups referred to in § 26 a of the Act and the entrepreneur training referred to in § 6 a of the Act, as well as to the currently proposed basic training for taxi drivers. It is proposed in Bill 2 that the approval procedure be temporarily extended to cover further training for taxi drivers. The amendment is not intended to change the possibility for approved training providers to organise all training referred to in the subsection. At the same time, it is proposed that the title of the section be amended in a more general manner to cover all approvals of taxi service training providers provided for in the Act (currently the approval of a training organisation to provide the training of drivers on special needs groups in taxi services and the training of entrepreneurs).

The second paragraph lays down the requirements for the approval of training organisations. In order to clarify legislation, it is proposed that paragraphs 2 and 3 of this subsection be amended. In addition, a new subparagraph 5 is proposed to be added to paragraph 2. Paragraph 2 of subsection 2 requires that an approved training organisation must be financially sound and able to appropriately meet its obligations related to its business activities and demonstrate that it has sufficient economic resources to organise training activities and undertake them in an appropriate manner. In order to verify the solvency of the training organisation, it has been considered challenging to set up clear capital structures in the implementation of the Act. Therefore, in order to clarify the current legislation, it is proposed that the current content of paragraph 2(2) of this section be replaced so that the Finnish Transport and Communications Agency would approve a training organisation that has not been declared bankrupt as a training provider referred to in this section upon application.

Elsewhere in legislation, the pursuit of business activities has also been restricted due to bankruptcy, for example by making the person in bankruptcy unsuitable for the pursuit of both activities subject to notification and authorisation. Chapter 4 of the Bankruptcy Act (120/2004) lays down restrictions on the eligibility of a debtor. In accordance with Section 13 of that Chapter, if the eligibility of a debtor who has been declared bankrupt for an act or task is limited in other legislation, the restrictions apply for the period from the start of bankruptcy until the establishment of the list of colonies. However, completion of the list of colonies may sometimes be delayed. However, in accordance with the same Article, unless otherwise provided, the restrictions shall remain in force for no more than four months from the start of bankruptcy. Under Chapter 1, § 4 of the Bankruptcy Act, bankruptcy starts when the debtor is declared bankrupt by a court decision and, under Chapter 19, § 7 of the Act, ends when a final account has been accepted. As regards the requirements for the bankruptcy of training organisations, the proposal does not propose to lay down a manner derogating from the time limits laid down in the Bankruptcy Act.

DRAFT

It would also be proposed that the content of subsection 2(3) of the section be compensated by the fact that approved training organisations should not have neglect of obligations related to taxes, statutory pension, accident or unemployment insurance contributions or fees collected by Finnish Customs, or any other debt in foreclosure which is not minor in relation to their ability to pay, or debt which has been returned from execution under certificates of indigence. In the future, therefore, more specific requirements would apply to the assessment of the fulfilment of the financial obligations of training organisations. Pursuant to the legislation in force, the Finnish Transport and Communications Agency has verified that the applicant has met the obligations of business activities and that it has no tax liability, so the proposed amendment would not have any practical impact on the current situation. The content of the proposed subsection 2, paragraph 3 would be in line with the national requirements for granting a taxi service licence laid down in § 6 of the Act on Transport Services. At the same time, the current content of subsection 2, paragraph 3 would be moved to a new subsection 4.

It is proposed that a new paragraph 5 be added to paragraph 2 to approve the organiser of a training organisation for taxi services. The condition would be that the training organisation's approval would not have been revoked pursuant to § 242(2)(2) or (4) of the Act on Transport Services in the last previous year. The purpose of the proposal would be to ensure the effective functioning of the authority supervising the training organisations in situations where the previous activities of the training organisations have led to the withdrawal of the approval. Pursuant to § 242(2)(2), the Finnish Transport and Communications Agency may, among other things, revoke a licence or an approval decision if the entity performing activities pursuant to the approval decision has repeatedly or seriously violated the provisions of this Act or the provisions issued pursuant to it, or the provisions of European Union regulations concerning activities regulated by this Act carried out by the holder of the authorisation or the approval decision, and the issuance of a notice or warning cannot be considered sufficient. Pursuant to point 4 of the same paragraph, the Finnish Transport and Communications Agency may, among other things, revoke a licence or an approval decision if, for reasons other than those referred to in points 1, 2 or 3, there are reasonable grounds to suspect that the licence holder or the party carrying out activities based on an approval decision is not able to carry out his or her duties under the licence or approval decision or to carry out the activities referred to in the licence or approval decision in a safe manner. The threshold for rejecting a training organisation approval on the basis of the new paragraph 5 would therefore be relatively high. The prerequisite would be that the Finnish Transport and Communications Agency has previously established that the training organisation has repeatedly or seriously violated regulations or regulations, or that the Agency has had reasonable grounds to suspect that the training organisation's operations cannot be carried out safely. Thus, for example, minor individual cases would be excluded from the grounds for rejection. The proposed one-year cooling-off period would be in line with § 6(1)(3) and (2)(2) of the Act on Transport Services for the granting of a taxi service licence. The proposed one-year cooling-off period is considered justified from the point of view of effective supervision of training organisations and thus the improvement of passenger safety.

Article 35b. *Application for approval of a taxi service training provider and confirmation of a training programme.* The current section on applying for the approval of a taxi service training provider and on establishing a training programme would in future also apply to the organiser of the so-called initial and continuing training of taxi drivers, which is why the section should be amended.

It is proposed that subsection 3 of the section be simplified by removing the references to section 6a, subsection 1 and section 26a, subsection 1 of the Transport Services Act. When

DRAFT

applying for the approval of taxi service training organisations, the training programme to be submitted to the Finnish Transport and Communications Agency should continue to indicate the processing of the subjects to be taught and the dimensioning of the practical exercises included in the training programme according to the number of participants, as well as corresponding information on the practical arrangements of the exercises.

It is also proposed that the references to entrepreneur training as referred to in § 6 a of the Act on Transport Services and driver training on special needs groups as referred to in § 26 a be deleted from paragraph 4 of the section. Thus, in the future, the subsection would also provide for the approval of the training programmes of the training organisations for initial and continuing training of taxi drivers that are now submitted. In addition, it would be proposed that the third sentence of paragraph 4 be clarified so that it would also allow the Finnish Transport and Communications Agency to confirm the training programme only upon application. The proposed legislation is not intended to affect the substantive legal content of the current legislation, i.e., for example, trade unions or other entities could continue to approve the training programme alone from the Finnish Transport and Communications Agency without obtaining the approval of the training organisation for taxi services. In other respects, the section would remain the same.

Article 36b. *Obligations of an approved training provider for taxi services.* Subsection 2 of the section would be amended with the proposed amendment to section 6a and the references to the entrepreneur test, which would in future be transferred to the Finnish Transport and Communications Agency, would be deleted. Paragraph 2 lists the matters that the training organisation shall notify to the Finnish Transport and Communications Agency, but if the examination becomes the task of the Agency, the mention of the date and place of the organisation of the entrepreneur examination would be deleted from paragraph 2(1) and the information on those who have completed the entrepreneur examination in accordance with paragraph 2.

Section 152. *Pricing of taxi services.* A number of substantive changes would be made to each subsection. The matters provided for in the current subsection 3 of the section would be added to subsection 1, which would provide for any provision of price information in the future. The driver's responsibility for providing price information would also be added to subsection 1. The power of the Finnish Transport and Communications Agency to issue regulations would be removed from subsection 2, which would be moved to section 15a in accordance with the proposal. In addition, the remaining subsections of the section would remain the same in terms of content, but with the repeal of subsection 3, one number would be moved and the references to the subsections in them would be corrected to correspond to the new numbering.

In accordance with subsection 1 of this section, a licence holder, dispatcher service provider or driver providing passenger transport should inform the consumer, before the start of a taxi journey or the confirmation of an order, of the total price of the journey, including taxes, or, if an exact price cannot be given in advance, of the criteria for determining the price, including taxes. The amendment would also impose an obligation on drivers to provide price information. The driver's responsibility would apply in particular to unannounced journeys in which a taxi journey starts directly on the street or at a taxi station. In fact, in the case of a non-pre-ordered ride, the driver is the person who can provide the consumer with more detailed information on the price and the criteria for determining the price, since the dispatcher service provider is not involved at all in this type of ride, and the licensee may not be aware of where the driver is taking up his or her ride at any time. By increasing the driver's responsibility for the presentation of price data, it could be ensured that the consumer would

DRAFT

also receive the necessary price information in unordered rides when in the future there would be an obligation laid down in law for the driver to comply with both the rules on the presentation of price data laid down in the section and laid down in the regulation for journeys made from a taxi station or street. The Finnish Transport and Communications Agency has issued a Regulation on the indication of the price information for a taxi journey and the price of a representative journey, and the Regulation applies only to taxi journeys starting from a taxi station and to journeys starting without prior ordering or reservation. The Regulation does not apply to taxi journeys ordered by telephone or via an application through a brokerage or sharing service or otherwise in advance. In the case of rides that specifically comply with the Regulation, it is justified to impose on the driver an obligation to ensure that the consumer receives the necessary price information in advance.

In practice, this would also mean that the driver should ensure that the vehicle is equipped with a price list in accordance with the regulation, that the driver is able to provide more detailed price information or price determination criteria orally or in writing in a clear, unambiguous and easily understood manner for the consumer before the start of the journey. Although the transport licence holder is responsible for a taxi vehicle, and when indicating the price list, the transport licence holder must comply with the obligations under the Regulation, it is justified to also require the driver to be made aware of the fact that the vehicle he is driving carries the price information displayed in accordance with the Act and the regulations in force at any given time if the driver is driving unannounced rides. If no price list is available for the licence holder's vehicle in accordance with the Regulation, only pre-ordered rides could be driven. If the licence holder wishes drivers to be able to drive unordered rides as well, the licence holder should ensure that the vehicles have the price lists and price information specified in the Regulation, and the driver should be aware of these and be able to clearly indicate them to the consumer before the start of the journey.

In the case of pre-ordered rides, the obligation to present price lists and price information would remain the responsibility of the licence holder and the dispatcher service provider, as these rides are ordered either via an application or by telephone, in which case the dispatcher service provider and the licence holder are the entities that must ensure that the consumer is provided in advance with the necessary price information in accordance with paragraph 1. In prepaid rides, the price information shall be provided, for example, by publishing the price list on the company's website or by indicating the price in advance in the application.

The price of a representative journey in accordance with the current subsection 3 would also be added to subsection 1 so that all rules on price information are in the same subsection. The content of the subsection would otherwise remain unchanged. The subsection would provide for situations in which the price of the journey or the criteria for determining the price should be explicitly agreed upon. The Finnish Transport and Communications Agency would issue further regulations on an exceptionally high price level for a representative journey, above which the price of a taxi journey or the criteria for determining the price of a taxi journey must be explicitly agreed upon. The Finnish Transport and Communications Agency shall determine the level in euros of the exceptionally high price of the representative journey referred to above, above which the price of the representative journey determined by the licence holder may be considered to significantly exceed the general price level of taxi services. A significant price overshoot of 50 % of the price level considered to be normal may be regarded as a significant price overshoot. The Finnish Transport and Communications Agency should monitor the general price level for taxi services and examine the determined price of a representative journey annually. If a dispute arises between a taxi service operator and a passenger as to whether the price or the criteria for determining the price have been

DRAFT

explicitly agreed upon when the sample price determined by the Finnish Transport and Communications Agency is exceeded, the service provider shall substantiate its claim. If the service provider cannot demonstrate that the price or the criteria for determining the price have been explicitly agreed upon, the price may not exceed the price limit for an exceptionally high representative journey determined by the Finnish Transport and Communications Agency. In such a case, the price limit for an exceptionally high-price representative journey determined by the Finnish Transport and Communications Agency should not be exceeded, even if the journey is longer or takes longer than the representative journey.

The power of the Finnish Transport and Communications Agency to issue regulations on the indication and display of price information and the price of a representative journey would also be added to subsection 1. Paragraph 1 would thus have all provisions on price information. At the same time, it is also proposed to add to the Act a penalty section for activities contrary to subsection 1 by providing for a new section 268b.

The content of subsection 2 of the section would otherwise remain the same, but the power of the Finnish Transport and Communications Agency to issue regulations on the technical requirements for taximeters in the subsection would be deleted and moved to section 15a. Otherwise, the paragraph would remain unchanged and it would provide for how the price of the service is to be determined in taxi services where no fixed fare has been agreed in advance for the journey. In such situations, the price of the journey should be based on the distance travelled and the time used for the journey. In addition, a separate starting fee and other additional fees, which are known to the passenger in advance, may be charged for the journey. These could include, for example, additional charges for assisting passengers or separate airport charges. Charges that are variable during the journey, other than charges based on time and distance, should not be used. Furthermore, the criteria for determining the price should not change during the journey. Thus, for example, a pricing model where the start of the journey is driven at a fixed price and the end of the journey at a price determined by distance and time would not be possible. The basis for determining the price of fees based on distance and time should also remain the same throughout the journey. However, taxi companies could levy different journey- and time-based fees at different times of the day and on different days of the week. A taximeter permanently installed in a vehicle that meets the requirements of the Measuring Instruments Directive and the Measuring Instruments Act should be used to determine the price. In the future, the licence holder would be obliged to ensure that a vehicle used as a taxi always has a taximeter that meets the requirements of the Measuring Instruments Act, and in practice, the obligation to use a taximeter as a basis for determining the price in variable-damage rides lies with the driver who uses the meter. It is also proposed that a new section 268a be added to the Act on penalties for activities contrary to subsection 2.

The other subsections of the section would remain entirely unchanged in terms of their content, and only their numbering and references to the subsections would change. In the future, subsection 4 would be subsection 3; subsection 5 would be subsection 4; subsection 6 would be subsection 5; and the references to the previous subsections in that subsection would be amended to refer to the new subsections 1 to 3, subsection 7 would be amended to subsection 6 and the references to subsections 4 and 5 in it would be amended to refer to the new subsections 3 and 4.

Article 193a. *Authority that supervises training and the activities of training providers for taxi services.* It is proposed that the title of the section be amended more generally to cover the supervision of the organisers of all training and training for taxi services provided for in the Act (currently the authority supervising the activities of training organisations providing

DRAFT

driver training on special needs groups in taxi services and entrepreneur training). In other respects, the section would remain the same.

Section 216. *Content and purpose of the transport register.* The section lays down provisions on the content and intended use of the transport register maintained by the Finnish Transport and Communications Agency. In order to simplify legislation, it is proposed to delete subsection 1, paragraph 4, according to which the register contains information on training organisations that have been granted approval under § 35 a to organise driver training on special needs groups and entrepreneur training. According to subsection 1, paragraph 1 of this section, the Finnish Transport and Communications Agency maintains a transport register electronically, which contains information on operator licences and notifiable activities. Since the definition of operator licences in accordance with § 2(8) of the Act on Transport Services also covers eligible taxi service training organisations, § 216(1)(4) of the Act is not considered necessary. In other respects, the section would remain the same.

Section 227. *Disclosure of data in the form of a single transfer from the Transport Register.* It would be added to subsection 1, paragraph 1 of this section that it would also be possible to search on the basis of the vehicle's unique registration number.

The amendment would require that the proposed amendments to § 17(2) of the Act on Transport Services be made to the obligation of the transport authorisation holder to register the vehicle under the sole control and to include the registration number with the traffic authorisation. This would also make it possible, in the form of an individual transfer, to provide information on the holder of a traffic licence through a registration number. The traffic authorisation data questionnaire is already in operation, and it should only be added a registration number as a new query element.

The proposal would also allow individual citizens to check, on the basis of the vehicle registration number, up-to-date information on who the licence holder's taxi is involved and whether the licences are in order. At present, § 151(1)(8) of the Act on Transport Services requires that the licence holder providing passenger transport is responsible for ensuring that a taxi licence or a copy thereof referred to in § 4 or is present in the vehicle when engaging in taxi service. Increasing the transparency of the register would also strengthen the consumer's ability to ensure that taxis have licences in place and are up-to-date.

Section 246. *Revocation of a taxi driver's licence and a warning issued by the police.* Subsection 5 of the section would be amended so that the reference to the licensing authority would be replaced with a reference to the police.

Paragraph 5 provides for the surrender of a driver's licence to the police and its return to the holder of the driver's licence. In accordance with the paragraph, before the licence is returned, the suitability of the licence holder shall be reassessed in accordance with section 25 and the acts referred to in paragraphs 3 and 4 shall be taken into account those who have become known after the withdrawal of the licence in the context of the licence. The content of this paragraph corresponds to section 21 of the repealed Act on the Professional Qualifications of Taxi Drivers (695/2009). At that time, the police were competent to issue driving licences for taxi drivers, and the police were therefore also the licensing authority in the case. Currently, the licensing authority is the Finnish Transport and Communications Agency, in which case the licensing authority referred to in the provision incorrectly refers to the Finnish Transport and Communications Agency when the right party is the police responsible for withdrawing the licence and returning it to its holder. A technical amendment would be made to the

DRAFT

subsection and the reference to the licensing authority would be amended to refer to the police.

Article 246(a). *The fraudulent found in the examinee of the taxi driver examination and the entrepreneur examination.* It would be added to subsection 1 that the examinee must also be rejected if the cereal is detected after the end of the examinee. In paragraph 2 of the section, the following non-flashing would be added to apply to the fraud detected in the entrepreneur examination.

According to subsection 1 of the section, if a person participating in a taxi driver examination as referred to in section 25a or an entrepreneur examination as referred to in section 6a is found committing an act considered fraudulent during the examination, the examination organiser shall interrupt the person's examination and reject the examinee. A dishonest act or omission, the purpose of which is to give a false impression of one's own or that of another person's skills, shall be deemed acts of deception. The proposed amendment to the subsection would add that the examinee should also be rejected if the cereal is detected after the end of the examinee. The same provision is also laid down in the Act on the Transport of Dangerous Goods (541/2023), of which § 145(1) on the ADR driving licence is the same provision on the rejection of fraud occurring in the course of the test performance as § 246 a(1) of the Act on Transport Services, but it is also laid down that the test performance must also be rejected if the fraud is detected after the test performance.

The test organiser shall verify the identity of the participant who has declared himself for the test and the test execution shall be deemed to begin at the time when the identity begins to be checked and to end when the test is completed. In practice, the tests sometimes arrive fraudulently by someone other than a person who has enrolled in the test. These so-called statics carry out the test on behalf of another person. Due to the ex-post fraud, the use of a speed that was later found would also cause the test to be rejected. Retrospective intervention in the cereal would also make it possible to impose a penalty, for example, in a situation where the candidate enters the test situation after receiving an approved test result, the test facility is withdrawn and the fraud is detected only after the conclusion of the test. Retrospective intervention on the flash system by means of recordings would also reduce the error risks during the test period by not requiring the test to be interrupted unnecessarily, but it would also be possible to investigate a possible suspicion of fraud after the test situation. Camera surveillance which registers is already in place, and the consequent intervention in cases of fraud would enable the intervention of fraudulent activities by means of a recording, with the aim of immediately addressing any suspicion of fraud.

Paragraph 1 of the section regarding fraud already applies both to fraud in the taxi driver examination and to fraud in the entrepreneur examination. However, under subsection 2 of the section, a temporary ban of six months from participating in the examination can only be imposed in the case of fraud in the taxi driver examination, since the taxi driver examination is organised by a service provider on which the Finnish Transport and Communications Agency has assigned the responsibility for the organisation of the examination on the basis of a tender pursuant to Part V, Chapter 4 of the Act on Transport Services. The test organiser shall send information on the fraudulent activity detected to the Finnish Transport and Communications Agency. However, up to this proposal, the entrepreneur examination was organised by a training organisation approved by the Finnish Transport and Communications Agency for the organisation of entrepreneur training and examination.

DRAFT

Since the responsibility for organising the entrepreneur examination would also be transferred to the Finnish Transport and Communications Agency by amending § 6 a of the Act, at the same time, subsection 2 of the section would be amended so that the Finnish Transport and Communications Agency could impose a temporary prohibition of six months from participating in the taxi driver examination, as well as an entrepreneur examination, to a person found guilty of an act considered fraudulent in the entrepreneur examination. The wording of the subsection would only be changed to an examination, including both the taxi driver and the entrepreneur examination. The deadline is calculated from the examination date on which the act considered fraudulent took place. The decision of the Finnish Transport and Communications Agency to prohibit temporary participation in the examination shall be enforceable even if the decision has not acquired legal force.

The sanctions for this fraud would be the same both in the taxi driver examination and in the entrepreneur examination.

Article 262(a). *Incorrect registration of a vehicle used in traffic.* The section would also apply to taxi service authorisation holders. The penalty in this section relates to registration under section 17 of the Act, where it is proposed that the requirement for registration under subsection 2 for exclusive management also apply to taxi service authorisation holders in the future, and for this reason, sanctions should also apply to all authorisation holders equally.

The amendment to the section would be related to the proposed amendment to section 17, subsection 2, according to which the licence holder should also register the vehicle in the taxi service under the sole control of the licence holder and include the registration number on the licence. If only the obligation were to apply to taxi service authorisation holders without a penalty provision, the obligation would have no desired practical effect and the rules would not be equitable for different licence holders.

The penalty provision has been seen as a necessary measure to ensure that the licence holder also registers their vehicle as required by law. Registration refers to the register entries provided for in § 17, i.e. in the case of taxi services, the obligation to register a vehicle as subject to licence pursuant to paragraph 1 and, on the proposal, the obligation to register a vehicle for the exclusive possession of and connection to the traffic licence pursuant to paragraph 2. When setting the fine, it has been estimated to be proportionate to the harmfulness, damage and reprehensibility of the act and will also improve the means used by traffic controllers to impose a penalty for incorrect registration. It has been considered necessary from the point of view of society to penalise this act, since without possible penalties, licence holders could continue to freely use a motor vehicle registered for the control of someone else in traffic or not attach the vehicle to the licence in the register if no penalty had been imposed.

When it entered into force, the penalty provision did not apply to taxi services, but the amendment to section 17, subsection 2 would also include the penalty provision in future for taxi service authorisation holders. Otherwise, the section would remain the same.

Section 265. *Unauthorised transport training activities.* It would be proposed that paragraph 1 of subsection 1 of this section be amended so that in the future, the training or testing activities referred to in section 25a would also be punishable without the approval referred to in section 35a of the Act. The mention of training activities within the meaning of section 25a would be added to the penalty section, as the proposal proposes new training for taxi drivers, which could only be organised by training providers approved by the Finnish Transport and

DRAFT

Communications Agency. According to the section, anyone who intentionally or through gross negligence engages in training or testing activities referred to in paragraph 1 without approval should be sentenced to a fine for unauthorised transport training activities unless a stricter penalty is prescribed for the infringement elsewhere in the law. The proposed Bill 2 proposes to add a temporary reference to the proposed § 26b, which regulates the training of taxi drivers, to the same provision. Otherwise, the section would remain the same.

Section 268a *Infringements relating to the use of a taximeter.* A new section on the imposition of a traffic penalty for violations involving the use of a taximeter would be added to the Act.

In accordance with subsection 1 of the proposal, a traffic penalty of EUR 100 could be imposed on the licence holder if a taximeter meeting the requirements of the Measuring Instruments Act, as provided in section 15a of the proposal, were not being used in a vehicle providing a taxi service. This would be the case, for example, if the taximeter were not turned on at all or was being used in some other way. Under section 15a of the proposal, the licence holder is responsible for the use of a taximeter in the collection of data, which is why the traffic penalty would also be imposed on that person.

Subsection 2 of the section would provide for a traffic penalty of EUR 100 to be imposed on the driver if they, either intentionally or negligently, failed to comply with the provisions of section 152(2) on the use of a taximeter to determine the fare. The subsection would contain a reference to the provision in section 152(2), which states the requirement that, if no fixed fare has been agreed for a taxi journey offered to consumers, the fare must be based on the distance travelled and the time spent taking the journey, and price must be determined using a taximeter in accordance with section 15a that meets the requirements of the Measuring Instruments Act, and the criteria used to determine the fare may not be altered during the journey. The driver is in fact the person who is in the vehicle with the consumer and who is responsible for the use of the taximeter, and for that reason the driver should also be ordered to pay a traffic penalty for acting in contravention of section 152(2).

Section 268 of the Act on Transport Services already contains a reference to the fact that provisions on the imposition, notification and enforcement of the traffic penalty are laid down in the Road Traffic Act, and it is not necessary to provide for the same reference in this section.

Article 268b. *Offences concerning the pricing of taxi services.* A new section would be added to the Act, sanctions for deficiencies in the price data of a vehicle used in taxi service and their notification. At present, the Transport Services Act does not sanction any violations relating to pricing.

Paragraph 1 would impose a traffic penalty fee of EUR 100 on a licence holder or driver if they either intentionally or out of negligence fail to comply with the provisions of section 152, subsection 1 on the pricing of taxi services or the regulations issued by virtue of it on the presentation and reporting of price data. § 152(1) of the Act provides in detail for the provision of price information, and in accordance with the proposal, the paragraph also contains the power of the Finnish Transport and Communications Agency to issue regulations on more detailed price information and on the price of a representative journey. The permit holder is responsible for declaring the prices and price information on the pre-ordered rides. In these situations, the driver would not have the same responsibility for setting the prices, as the price would either be fixed in advance, or the price list should have been clearly displayed

DRAFT

before ordering the ride either in the application ordered through the dispatcher service or, for example, on the company's website. So, if the vehicle were ordered in advance, the licence holder would be subject to the imposition of a traffic penalty fee. The licence holder is also responsible, as referred to in Section 152(1), for indicating the price of a representative journey in the price list.

Although the transport licence holder is responsible for a taxi vehicle, it is also justified to require the driver to be educated about the display of the price information on the vehicle that he is driving in accordance with the regulation when the driver is driving unordered rides. A similar responsibility also lies with the driver in respect of the taxi lamp, since pursuant to § 171 of the Road Traffic Act, a traffic penalty fee of EUR 100 may be imposed on the driver if the vehicle used as a taxi is not equipped with a taxi lamp. Licence holders may have more drivers and vehicles on their lists, and if the licence holder's car is not available in accordance with the Regulation and the price list provided for in the Regulation, only pre-ordered rides could be used in practice. Therefore, some drivers may only operate pre-ordered rides, in particular through platform economy applications.

The penalty to be imposed on the driver would be related to the addition to § 152(1) of the Act as provided for in the proposal, in which the driver is also given the responsibility for the notification of price information in accordance with the paragraph. The proposal would be a sanction for non-compliance with the provision. A traffic penalty fee could be imposed on a driver who is not on a predetermined ride, before the start of a taxi journey or upon confirmation of the order, would provide the consumer with information on the total price of the journey, including taxes, or, if an exact price cannot be given in advance, the criteria for determining the price, including taxes, in a clear, unambiguous and easily understood manner for the consumer, and in such a way that they are easily visible to the consumer before the start of the journey. A traffic penalty fee could also be imposed in situations where the vehicle does not have access to the price information in accordance with the Finnish Transport and Communications Agency's Regulation in force at the time.

7.2 Temporary amendments to the Act on Transport Services

Section 26. *Validity and renewal of a taxi driver's licence.* It is proposed that a new temporary reference to § 26b of the Act be added to paragraph 2 on the validity and renewal of a taxi driver's licence. The proposed reference would be necessary in order for the renewal of the taxi driver's licence to also be subject to the provisional § 26 on the further training of the taxi driver. In other respects, the section would remain the same.

Article 26b. *Continued training for taxi drivers.* It is proposed that a new fixed-term § 26 b be added to the Act on Transport Services. This section would provide for the further training of taxi drivers for persons who would hold a taxi driver's licence valid at the time of the entry into force of the Act.

According to subsection 1 of this section, in order to renew a taxi driver's licence, the driver must complete further training. The proposal would be necessary to ensure that all taxi drivers in the sector have up-to-date knowledge of the issues related to taxi driving. According to the subsection, training should include the subject matters referred to in section 25a, subsection 1, i.e. the subject areas of continuing training would correspond to the content of the so-called initial training of taxi drivers. However, the proposed regulation does not require that all the subjects defined in section 25a, subsection 1 should be trained, but the renewals of the taxi driver's licence could choose from the training offered on which subjects only those referred

to in the above paragraph. The subsection would suggest that the taxi driver should only undergo further training once in order to renew a driver's licence. This would therefore not constitute further training, but rather further training. However, according to this subsection, further training would not be required if a person has completed the training of a taxi driver referred to in section 25a.

Paragraph 2 would provide for the duration of the training and the training certificates. According to the proposal, the duration of continued training for taxi drivers would be at least seven hours, i.e. a total of 7 x 60 minutes. The Act would not set any requirements for how many days the training should take place, but the minimum number of hours could be spread out sensibly over several days from the point of view of the implementation of the training. According to this subsection, the training organisation would issue a training certificate to the person who has completed the training. The proposal would be necessary in order for training participants to be able to prove that they have undergone the basic training for taxi drivers prior to the renewal of a taxi driver's licence. § 36 b of the Act on Transport Services would also apply to entities organising continued training for taxi drivers. Thus, the Finnish Transport and Communications Agency would verify the information on the completion of the training from the electronic system to which an approved training provider would have provided the information on the completed training in accordance with § 36b(2)(2) and also paragraph (3) of the current Transport Services Act. In practice, the training provider should visit the service point of the service provider of the Finnish Transport and Communications Agency to register the data that has completed the training in the transport register. The information would be entered in the Transport Register as training data within the meaning of section 222, subsection 1, paragraph 3 of the Act. It would be possible to disclose information relating to the completion of training both as an individual transfer under § 227 of the Act on Transport Services and as mass transfers to the authorities and to those performing the task laid down in the Act on the basis of § 230. More detailed provisions on the transport register are laid down in Part VI of the Act on Transport Services.

Paragraph 3 would provide for the power of the Finnish Transport and Communications Agency to issue regulations. According to the proposal, the Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the continuing training of taxi drivers.

Article 35a. *Approval of a training organisation to provide the driver training on special needs groups in taxi services and the entrepreneur training for taxi services.* It is proposed that subsection 1 of the section be temporarily amended so that, in accordance with it, the approval of the Finnish Transport and Communications Agency would also be required for providing the continued training of taxi drivers referred to in section 26b. It is proposed that the same section, including its title (Proposal for the approval of a training organisation to provide training for taxi services) be converted so far into force, essentially by Bill 1 above.

Section 265. *Unauthorised transport training activities.* It would be proposed that paragraph 1 of subsection 1 of this section be temporarily amended so that in the future, the training or testing activities referred to in section 26b would also be punishable without the approval referred to in section 35a of the Act. The mention of training activities within the meaning of section 26b would be added to the penalty section, as the proposal proposes new further training for taxi drivers, which may only be organised by training providers approved by the Finnish Transport and Communications Agency. According to the section, anyone who intentionally or through gross negligence engages in training or testing activities referred to in paragraph 1 without approval should be sentenced to a fine for unauthorised transport training

activities unless a stricter penalty is prescribed for the infringement elsewhere in the law. The proposed Bill 1 proposes adding a temporary reference to the proposed § 25 a, which regulates the training of taxi drivers, to the same provision.

7.3 Vehicles Act

Section 13 *The structure of the vehicle, its controls and equipment.* A new subsection would be added to the section, which would provide for a compulsory taximeter. The new subsection would be where the current subsection 7 of the section is located and, with the amendment, the current subsections 7 and 8 would become subsections 8 and 9, although their content would remain unchanged. Technically speaking, it is a new subsection 9 that would therefore be added to the section.

The new subsection 7 would stipulate that a vehicle used to provide a taxi service should in future be equipped with a taximeter that meets the requirements of the Measuring Instruments Act (707/2011). A taximeter is a measuring instrument regarding which the requirements of the Measuring Instruments Directive (2014/32/EU) have been implemented nationally by the Measuring Instruments Act and the Government Decree on the essential requirements, demonstration of conformity and specific technical requirements for measuring instruments issued pursuant to it (1432/2016). For the sake of clarity, an informative reference to the Act on measuring instruments would continue to be included in the subsection. A taximeter should be a device permanently installed in a vehicle, and one that meets the requirements of the Measuring Instruments Directive and the Measuring Instruments Act. This section would provide only for the mandatory use of a taximeter as vehicle equipment, and its use would be regulated in a proposal to amend section 15a of the first proposal for a bill.

The obligation would be a change to the current situation in which a taxi is not equipped with a taximeter as mandatory equipment. In the future, a taximeter should always be in the vehicle, it should comply with the requirements of the Measuring Instruments Act and its compliance would be monitored, inter alia, in the annual roadworthiness test, in accordance with section 152 of the Vehicles Act and the Finnish Transport and Communications Agency regulations pursuant to it. In addition, it is proposed to add to section 195 concerning traffic penalties, a new traffic penalty to be imposed on the licence holder in the event of any infringement of the taximeter requirement laid down in section 13(7).

The current subsection 7 would become subsection 8 and the current subsection 8 would become subsection 9, although their content would remain completely unchanged.

Section 99 *Registration plates and marks.* A new subsection 2 would be added to the section, providing for separate registration plates to be issued for vehicles used to provide a taxi service, and which are different from normal number plates. The section would be re-issued in its entirety, as its current subsections 2 and 3 would now become subsections 3 and 4, although there would be no substantive change to these. Subsection 1 would remain the same.

The new subsection 2 would state that a vehicle used as a taxi would be issued with registration plates (taxi plates) that are distinct from other number plates. As a condition for the issuance of plates, the vehicle would have to be registered in accordance with the requirements and linked to the operator's licence, as required under section 17(1) and (2) of the Act on Transport Services. In accordance with section 17(1) of the Act on Transport Services, the vehicle must be registered as subject to a licence, and the reference to section 17(2) of the Act on Transport Services would relate to the amendment proposed in the

first proposal for a bill to the fact that, in the future, the licence holder would be obliged to register the vehicle under exclusive control and to link the vehicles they use to a valid operator's licence, i.e. the licence under which taxi services are provided with the vehicle. This could help ensure that taxi plates could only be issued for vehicles linked to a valid taxi operator's licence. If the taxi operator's licence were no longer valid, the vehicle could not be linked in the register to that licence, in which case no taxi plates could be issued either. Taxi plates could only be issued for vehicles where these conditions were met.

Registration plates would be issued in the same way as ordinary number plates at the office of the contract registrar of the Transport and Communications Agency, i.e., in practice, the vehicle inspection station that is responsible for registrations. Under Chapter 25 of the Act on Transport Services Act, the Transport and Communications Authority also organises the issuance of registration plates. The contract registrar would not need to exercise discretion in order to judge whether or not the conditions for the issuance of taxi plates are met, as the conditions would be checked in the agency's system by means of automated data processing. Furthermore, the vehicle should not have any driving bans or bans on its use associated with it for any reason, such as the non-payment of taxes or the absence of a roadworthiness test certificate.

However, the new requirement for the issuance of taxi plates would not prevent the use of the reserve taxis referred to in section 17(4) of the Act on Transport Services in the future, since the requirements of section 17(1) and (2) of the Act do not apply to them, and nor could they be issued with taxi plates. Under this section 17(4), a replacement vehicle with ordinary registration plates should continue to be used as a reserve taxi in the event of a short-term, temporary breakdown.

In addition, the current subsections 2 and 3 of the section would become subsections 3 and 4, but they would remain entirely unchanged in terms of their content.

Section 101 *Use of registration plates* New subsections 3 and 4 would be added to the section, and the current subsection 3 would become subsection 5 of the section, as is. Subsections 1 and 2 of the section would remain unchanged. The section would be re-issued in its entirety.

The new subsection 3 would provide for the obligation to use taxi plates as defined in section 99(2) of the Act if the vehicle is used as a taxi, i.e. for providing a taxi service within the meaning of section 4 of the Act on Transport Services. The obligation would mean that, in future, all vehicles used as taxis should have separate taxi plates. Section 194(1)(4) of the Vehicles Act provides for a penalty in the event of infringement of the requirement for the use, fixing or maintenance of the registration mark, as laid down in sections 99–101. Breach of the obligation laid down in the new subsection 3 would constitute an offence under that paragraph, for which a fine would have to be imposed. Driving a taxi without taxi plates would in future constitute an offence without any need to amend current section 194 of the Vehicles Act.

The new subsection 4 of the section would provide for a prohibition on the use of the vehicle if it is fitted with taxi plates, but the conditions laid down in section 17(1) and (2) of the Act on Transport Services for these vehicles were no longer met. A ban on the use of a vehicle would be necessary in order to enable effective control of taxi plates and to prevent misuse. It is perfectly conceivable that, even if the conditions for a taxi plate were satisfied at the time it was issued, they would no longer be met at a later date. For example, the right to run a taxi service may have expired or changes may have been made to the information on the owner or

keeper, or how the vehicle is being used, or the vehicle has not been linked to the right licence. The vehicle registration data may change, since modification registrations are ultimately data subject to notification that can be submitted by the owner or keeper of the vehicle. In addition, the operator's licence holder may update the information on vehicles linked to the licence. A new provision on prohibition of use would ensure that data on vehicles used to provide a taxi service would remain up to date and that irregularities could be effectively dealt with in roadside checks. Such a ban would also prompt the return of taxi plates and their replacement with standard registration plates when the vehicle ceases to be used to provide a taxi service. The ban would specifically relate to the vehicle and not the user. In such a case, a change of owner of the vehicle, for example, would lead to a ban on the use of the vehicle unless the vehicle continued to be used as a taxi by the new owner. In this case, the new owner should verify that the conditions for the use of taxi plates are met, or the seller of the vehicle should refit normal number plates before the sale, in order to avoid the ban on use. Providing for a ban on use would effectively help ensure that unnecessary taxi plates would not be used on the road and that the plates would be returned. If consumer confidence in taxi plates is to be maintained, it is very important that there is no misuse of such plates. A ban on use would also enable effective monitoring of taxi plates. It should be possible in roadside checks to check the conditions for the use of taxi plates and to confirm the prohibited use of a vehicle with taxi plates on the road if the conditions were no longer in place. If a vehicle prohibited under this subsection were to be found on the road, a penalty could be imposed for an offence as laid down in section 194(1)(4) of the Vehicles Act, when in force.

The proposed subsections 3 and 4 would not apply to the vehicles referred to in section 17(4) of the Act on Transport Services (reserve taxis), since taxi plates under the proposed new section 99(2) could not be issued for these cars, as described above.

Section 153a *Checking the requirements for a taxi number plate during a roadworthiness test.*

A new section would provide for a check on the conditions for a taxi plate during the roadworthiness test and the suspension of the test. The section specifies the content of the periodic roadworthiness test laid down in section 152 of the Vehicles Act as it applies to the inspection of taxi plates. Under section 149(1) of the Vehicles Act, vehicles used to provide a licensed taxi service must be presented for a roadworthiness test every year. In the future, and pursuant to the new section 153a, the periodic roadworthiness test would confirm that the conditions for use of a taxi plate were in order, and that use of the vehicle was not prohibited if the vehicle presented for inspection were fitted with taxi plates. Under section 152(2) of the Vehicles Act, the Finnish Transport and Communications Agency issues regulations on what should be inspected and the inspection methods employed in the roadworthiness test. The person conducting the roadworthiness test would receive from the Finnish Transport and Communications Agency the information necessary for the inspection and would have to check that there was no ban on the use of a vehicle with a taxi plate. A check should likewise also be carried out in other types of inspection if the vehicle has taxi plates, except for registration inspections. The requirement is not applicable to the registration inspection, because, as a rule, the vehicle could not have taxi plates fitted until after the registration inspection and first registration. The roadworthiness test should not be passed if the vehicle was banned on grounds of non-compliance with the conditions for the use of the taxi number plate. The conditions for use of the taxi plate on a vehicle should be put in order or the normal registration marks for the vehicle should be changed in order to lift the prohibition on use and to allow the roadworthiness test to be completed.

Section 195 Traffic penalty. A new subsection would be added to the section, providing for the imposition of a traffic penalty on the licence holder for any breach of the requirement governing taximeters in section 13(7) of the proposal. The new subsection would be where the current subsection 7 of the section is located and, with the amendment, the current subsection 7 would become subsection 8, although their content would remain unchanged.

Under the proposal, a traffic penalty of EUR 3 000 could be imposed on the licence holder if they, intentionally or negligently, failed to comply with the requirement governing taximeters provided in section 13(7) of the Act. Under the proposal in section 13(7) of the bill, a taximeter meeting the requirements of the Measuring Instruments Act should be installed in a vehicle used to provide a taxi service. The imposition of a traffic penalty is a necessary measure to ensure that the obligation to use a taximeter is complied with. In practice, the sanction would apply to situations in which a vehicle used as a taxi did not have a taximeter meeting the requirements of the Measuring Instruments Act.

The cost of the taximeter to the licence holder would be EUR 2 000, when new, which is why the traffic penalty would be set at EUR 3 000 in order to prevent the licence holder from profiting financially from not having purchased the taximeter. The penalty is thus proportional to the purchase price of the taximeter. The purchase of a taximeter would be the responsibility of the licence holder, and the penalty would therefore be imposed on that person.

7.4 Act on the Grey Economy Information Unit

Section 6. Purpose of the compliance audit report. Subsection 1 provides for the purpose for which the compliance audit report may be used. The granting and withdrawal of the approval of training organisations in the field of taxi services would be added to point 14 of that subsection. In addition to the passenger transport licence, the freight transport licence and the taxi licence in accordance with the Transport Services Act, the proposed amendment would extend the intended use of the report to all grants and withdrawals of approvals for training organisations in the taxi transport sector that are regulated in the Transport Services Act. In other respects, the section would remain the same.

8 Regulation at the level of secondary legislation

The Bill contains an extension of the scope of the Government's power to issue Decrees in practice and a number of powers to issue regulations conferred on the Finnish Transport and Communications Agency. The proposed regulatory levels are further justified in Chapter 12 below (relationship to the Constitution and legislative order).

8.1 Powers of the government to issue decrees

Further provisions on the issuance of registration plates, the content of the registration mark, the colour of the plates and how the registration mark is specified may be laid down by Government Decree issued pursuant to section 99(2) of the Vehicles Act, when in force. No amendments are proposed to the power to issue decrees, but given the existence of a coloured, special taxi plate provided for in the proposal for the third bill, the power to issue decrees would in practice be extended to cover taxi plates. A need to amend the Government Decree on Vehicles (162/2021), which entered into force on 1 March 2021, was thus identified during the preparatory work. In the future, the Decree should also lay down provisions on the background colour for the coloured special taxi plate.

DRAFT

8.2 The powers of the Finnish Transport and Communications Agency to issue regulations

Periodic roadworthiness test assessment criteria for vehicles

Pursuant to sections 152, 154 and 160 of the Vehicles Act, on 13 June 2022 the Finnish Transport and Communications Agency issued a regulation (TRAFICOM/423528/03.04.03.00/2020) on the assessment criteria for the periodic roadworthiness test of vehicles, which entered into force on 1 November 2022. It contains further provisions on what the periodic roadworthiness test should cover, the methods of inspection, the classification of defects and deficiencies and the content of the roadworthiness certificate. With the mandatory taximeter requirement in the new subsection 7 of section 13 of the proposal for the Vehicles Act, the Finnish Transport and Communications Agency shall also amend the provision on the criteria for assessing periodic roadworthiness tests so that the compliance of the taximeter with the requirements is checked in the future whenever a vehicle used to provide a taxi service is presented for the roadworthiness test.

Other equipment or system used in a taxi service

On 24 May 2021, the Finnish Transport and Communications Agency issued a regulation on other equipment or systems used to provide a taxi service. It entered into force on 1 September 2021 (TRAFICOM/399176/03.04.03.00/2020). The regulation will remain in effect indefinitely. Since it is proposed that the mention of other equipment or systems and the power to issue regulations be deleted, the Finnish Transport and Communications Agency must repeal this regulation.

Entrepreneur training and entrepreneur examination for taxi services

On 16 April 2021, the Finnish Transport and Communications Agency issued the Regulation on entrepreneur training and the entrepreneur test for taxi services (TRAFICOM/391032/03.04.03.00/2020), which entered into force on 1 May 2021. The Regulation shall be in force until further notice. Since it is proposed to transfer the entrepreneur examination for taxi services to the Finnish Transport and Communications Agency, the Agency shall amend the above-mentioned Regulation.

Regulation on number plates

Pursuant to section 99(3) of the Vehicles Act, the Finnish Transport and Communications Authority shall issue further provisions on the forms to be used for registration and the dimensions and other technical characteristics of the registration plates. Traficom has issued a regulation on the dimensions and other technical characteristics of registration plates and transfer badges (TRAFICOM/65798/03.04.03.00/2024). A new paragraph 3.10 should be added to the regulation, which would provide for taxi plates by vehicle category. A mention of taxi plates should also be included in paragraphs 4.1 (Material of registration plates), 4.3 (Dimensions of the registration mark and the International Vehicle Registration Code FIN) and 4.4 (Colour of the registration mark and border of the registration plate) of the regulation.

Taxi driver examination and training

Under § 25a(4) of the Transport Services Act, which is included in the proposed 1st legislative proposal, the Finnish Transport and Communications Agency could issue further regulations on the content and implementation of the taxi driver's training and examination, as well as on

DRAFT

registering for the examination and the assessment criteria. The 2nd legislative proposal would also include the Finnish Transport and Communications Agency's temporary power to issue regulations on the further training of taxi drivers. According to section 26b, subsection 3, the Finnish Transport and Communications Agency could also issue further regulations on the content and implementation of the continuing training of taxi drivers.

Section 25a, subsection 2 of the current Transport Services Act on the taxi driver examination contains the power to issue regulations within the meaning of section 25a, subsection 4 set out in the proposal, and the Finnish Transport and Communications Agency has issued a regulation on the basis of it (TRAFICOM/523956/03.04.03.00/2019). The Regulation entered into force on 1 May 2021 until further notice and specifies the completion, content, assessment and fraudulent practice of the taxi driver examination in the examination.

Section 26a, subsection 4 of the Act on Transport Services on driver training and training certificates on special needs groups in taxi services contains an enabling provision, according to which the Finnish Transport and Communications Agency shall issue more detailed regulations on the content and practical implementation of the training. At the same time as the regulation on the taxi driver examination, the Finnish Transport and Communications Agency issued a regulation on the driver training on special needs groups in taxi services (TRAFICOM/390977/03.04.03.00/2020). This Regulation also entered into force on 1 May 2021 for an indefinite period and defines the content of the training, the practical implementation of the training and its completion.

The Finnish Transport and Communications Agency intends to repeal the current Regulation on driver training on special needs groups in taxi services and to issue a new Regulation that would contain provisions on the basic training of taxi drivers, on the continued training of taxi drivers and on driver training on special needs groups in taxi services.

Training organisations for taxi services

Under section 35b, subsection 5 of the current Transport Services Act, the Finnish Transport and Communications Agency has the opportunity to issue regulations on applying for and granting approval of training providers. It is not proposed to amend this subsection, but the power to issue regulations would continue to apply to the procedure to be followed when applying for and granting approval of training providers, the confirmation of a training programme, and the conditions relating to the practical organisation of training, the teaching premises, educational equipment, educational equipment and the size of the student group necessary for the supervision of the training programme. Consequently, on 16 April 2021, the Finnish Transport and Communications Agency issued a regulation on taxi service training organisations (TRAFICOM/391024/03.04.03.00/2020). The Regulation entered into force on 1 May 2021 and will remain in force until further notice.

The Finnish Transport and Communications Agency intends to repeal the current regulation on taxi service training organisations and to issue a new regulation that would also apply to the training organisations for the so-called initial training and further training of taxi drivers that are included in the Transport Services Act.

9 Entry into force and transitional provisions

It is proposed that the first draft of the Act amending the Act on Transport Services enter into force on 1 January 2026.

DRAFT

In addition, it is proposed that section 227, subsection 1, paragraph 1 of the 1st draft Act should not enter into force until 1 October 2026. The proposed later date of entry into force would be necessary in order to allow the Finnish Transport and Communications Agency to implement system changes preceding the extension of the public register, and the licence holders to meet the registration requirements under section 17, subsection 2.

Additionally, a number of transitional provisions are proposed in the first legislative proposal. It is proposed that a transitional provision on the obligation to use a taximeter be added to section 15a of the Act on Transport Services so that taxi licence holders who, after the entry into force of the proposed Act, do not have a taximeter in their vehicles that meets the requirements of the Measuring Instruments Act must comply with the requirement to use a taximeter under section 15a of the proposed Act from 1 October 2026 at the latest. The proposed transitional provision would be necessary to allow licence holders who do not have a taximeter in their vehicles at the time of entry into force of the Act time to acquire one. The transitional provision would also relate to the amendment to section 13(7) of the Vehicles Act on taximeters under the third legislative proposal, which would enter into force on 1 October 2026.

Under section 17(2) of the legislative proposal for the first bill, it is proposed that a transitional provision be added, according to which taxi licence holders should comply with the requirements set out in the subsection concerning the registration of the vehicle and its link to the licence by 1 October 2026 at the latest. The transitional provision would be necessary in order for the Finnish Transport and Communications Agency to have time to implement the system changes under the requirements of the proposed section 17(2), so that taxi licence holders would be able to meet the requirements proposed in the subsection.

A transitional provision on the completion of training is proposed to be added to section 25, subsection 2, paragraph 2 of the bill No 1. According to the transitional provision, notwithstanding the provisions of § 25(2)(2) of the proposed Act, a taxi driver's licence could be issued to a person without completing taxi driver training since the entry into force of the proposed Act while no taxi driver training is yet available, but no later than until 1 April 2026. The training of the taxi driver is not yet available at the time of entry into force of the Act, as the Finnish Transport and Communications Agency is required to approve training organisations and training programmes and issue the necessary regulations before the training organisations can provide training. For this reason, it would be necessary to include a transitional provision in order to allow taxi driver licences to be issued in the period after the entry into force of the Act, before training is available. However, the transitional period must be short enough. In addition, it is proposed that the provisions in force at the time of entry into force of this Act shall apply to applications for a taxi driver's licence submitted under section 25 or section 26 of this Act or an application for renewal of a taxi driver's licence, or to appeals against such an application. The proposed transitional provisions would clarify that applications for a taxi driver's licence and applications for the renewal of a taxi driver's licence submitted before the entry into force of the amendments to the provisions of this Government proposal, as well as requests for an administrative review of such applications and appeals, would be concluded in accordance with the provisions previously in force.

It is proposed that the 2nd bill amending the Act on Transport Services included in the Bill will enter into force on 1 January 2026 and will remain in force until 1 December 2034.

The necessary transitional provisions to the proposed § 26(2) and § 26b are also proposed to be added to the 2nd draft Act. According to the proposed transitional provision,

DRAFT

notwithstanding the provisions of section 26, subsection 2 and section 26b of the proposed Act on continuing training and the renewal of a taxi driver's licence, the taxi driver's licence could be renewed without completing further training after the entry into force of this Act while further training is not yet available, but no later than until 1 April 2026. In addition, additional training is not yet available at the time of entry into force of the Act, as the Finnish Transport and Communications Agency must, before training organisations can provide training, approve training organisations and training programmes and issue the necessary regulations. For this reason, it would be necessary to include a transitional provision in order to allow for the renewal of taxi driver licences in the period after the entry into force of the Act before training is available. However, the transitional period must be short enough.

It is proposed that the Bill No 2 in the Bill will expire three calendar years after the entry into force of Section 26b of the said Bill. According to the proposal, a taxi driver must undergo further training only once in order to renew a taxi driver's licence, and according to section 26, subsection 1 of the Act in force, a taxi driver's licence is valid for five years or after the taxi driver reaches the age of 68, two years after it has been issued. Approval to provide training is required of the organisers of the continuation training for taxi drivers. Decisions on the renewal of a taxi driver's licence and the organisation of continuation training may be appealed and appealed against on the basis of chapter 31 of the Transport Services Act.

It is proposed that the legislative proposal for the first bill to amend the Vehicles Act should enter into force on 1 October 2026 so that taxi licence holders who do not have a taximeter in their vehicles that meets the requirements of the Measuring Instruments Act have time to acquire one. The date of entry into force is also linked to the transitional provision proposed for section 25a of the first legislative proposal on the use of a taximeter. The proposal is for it to expire on 30 September 2026, after which the use of the taximeter, as provided for in the section, would be mandatory for all taxi licence holders.

It is also proposed that sections 99, 101 and 153a of the Vehicles Act enter into force on 1 January 2027. The proposed staggering of the entry into force would be necessary, as the Finnish Transport and Communications Agency must issue an invitation to tender concerning the procurement of taxi number plates before new types of taxi plates could be manufactured. For this reason, it is also proposed that a transitional provision be added to section 101(3) of the third legislative proposal, according to which taxi licence holders must meet the requirement to use taxi plates in accordance with section 101(3) of the proposed Act by 30 June 2027 at the latest. The proposed transitional provision would be necessary to allow time for the installation of separate taxi plates on all vehicles used as taxis.

It is proposed that the 4th draft Act amending section 6 of the Act on the Grey Economy Information Unit enter into force on 1 January 2026.

10 Relationship to the Constitution and legislative process

The Government Proposal proposes provisions that are linked to the fundamental rights laid down in the Constitution, in particular equality pursuant to § 6, the protection of property pursuant to § 15 and the right to work and the freedom to conduct a business pursuant to § 18. The proposal should also be assessed from the point of view of the issuance of a decree and the delegation of legislative powers provided for in section 80 of the Constitution and the delegation of administrative tasks to a party other than the authorities provided for in section 124 of the Constitution.

10.1 Non-discrimination § 6

According to section 6 of the Constitution, people are equal before the law. The general non-discrimination clause expresses the main principle of equality and equality, which includes a prohibition on arbitrariness and a requirement of equal treatment in identical cases. The non-discrimination provision is also aimed at the legislator.

The considerations of equality in accordance with the Constitution are relevant both when granting advantages and rights to citizens by law and when imposing their obligations. On the other hand, legislation is characterised by the fact that, due to a certain legitimate social interest, it treats people differently in order to promote, inter alia, de facto equality.⁴³ The Constitutional Law Committee has therefore consistently taken the view that the principle of equality also imposes strict limits on the legislator in pursuing the regulation required by the specific social development.⁴⁴ The key question is whether the respective distinctions can be justified in a manner acceptable from the point of view of the fundamental rights system.⁴⁵ However, the Constitutional Law Committee has taken the view that the distinctions must not be arbitrary and must not become excessive.⁴⁶

Training and continued education of taxi drivers

The amendment of § 25(1)(3) of the bill No 1 proposes to provide for the training of taxi drivers in order to obtain a taxi driver's licence. § 25 b of the bill No 2 proposes to provide for a shorter continuation training for taxi drivers than the training in taxi training for those taxi drivers that hold a taxi driver's licence at the time of the entry into force of this Act. Additional training should take place once before the renewal of a valid taxi driver's licence. The proposed training and continued training of taxi drivers must be assessed from the point of view of equality guaranteed in section 6 of the Constitution.

According to section 25a of the bill Act No 1, a taxi driver training of 21 hours is considered necessary because satisfaction with the service level factors in taxi services and the feeling of security experienced by customers in taxi services have decreased in recent years, according to surveys. In addition, as the competence level of drivers improves, it can result in concrete improvements in passenger safety and road safety. The Constitutional Law Committee has considered increasing passenger safety and traffic safety to be acceptable objectives in the context of the concession regulation concerning taxis.⁴⁷

According to the new § 25 b of the bill No 2, those drivers who, at the time of entry into force of the Act, hold a taxi driver's licence should have received additional training shorter than that provided for the taxi driver's training, with a minimum duration of seven hours. Drivers could receive the minimum number of hours necessary on the training themes provided for at the level of an act. The accumulated work experience of taxi drivers in the industry and any previous training are in favour of requiring a taxi driver's training of at least 21 hours, as part of a smaller training effort. The Finnish Transport and Communications Agency could verify the allocation of the derogation on the basis of a valid driving licence. The exemption from completing the taxi driver training is therefore not arbitrary and cannot be considered

⁴³ HE 309/1993 vp, p. 42–43, see also PeVL 31/2014 vp., p. 3.

⁴⁴ PeVL 37/2010 vp, p. 3., see also e.g. PeVL 11/2012 vp., p. 2., PeVL 75/2015 vp, p. 3.

⁴⁵ See e.g. PeVL 16/2006 vp, p. 2.

⁴⁶ PeVL 52/2016 vp, p. 3.

⁴⁷ PeVL 46/2016 vp, PeVL 45/2020 vp., p. 3.

DRAFT

unreasonable for taxi drivers in the industry due to the limited duration of the proposed taxi driver training and the freedom of choice related to the content of the training.

Therefore, it cannot be considered to be able to restrict equality in accordance with section 6 of the Constitution of those participating in the examination of taxi drivers.

10.2 Protection of property § 15

Taximeter and taxi sign

According to section 15, subsection 1 of the Constitution, everyone's property is protected. Protection of property includes not only the power to control and use property, but also the power to control it.⁴⁸ If the earlier rights in the title of ownership are reduced or limited, the property is at the same time addressed, even if the object of property as such remains intact through its holder.⁴⁹ However, as is the case with respect to the right to work and the freedom to conduct a business guaranteed in section 18 of the Constitution, the Constitutional Law Committee has consistently held that the rights of the owner may, however, be restricted by an act that meets the general requirements of a law restricting a fundamental right.⁵⁰

As a result of the amendment to § 15 a(1) of bill 1 and § 13(7) of bill 3, all vehicles in taxi traffic should be equipped with a taximeter that meets the requirements of the Measuring Instruments Act (707/2011). On the basis of the proposal, holders of a taxi licence whose vehicles are not fitted with a compliant measuring device should be able to install such a device. The proposal should be examined from the point of view of the protection of property guaranteed under section 15 of the Constitution.

In addition to the taximeter, according to § 101(3) of the bill No 3, the holder of a taxi service licence should ensure that a taxi sign is installed in a vehicle that is subject to a licence after the transitional period. Neglecting the obligation would be a vehicle offence under § 194 of the Vehicles Act, for which the police would in principle impose a fine. According to section 101, subsection 4 of the bill 3, a vehicle should not be used in traffic, (prohibition on use) if taxi plates are attached to it and the requirements of section 17, subsections 1 and 2 of the Act on Transport Services are not met. The use of the vehicle would therefore be prohibited if it had taxi plates, but it would not have been registered in the exclusive possession of the licence holder and attached to a valid licence.

Therefore, the proposal has an impact on the protection of property guaranteed by section 15 of the Constitution of the owner of the vehicle from the point of view of both the obligation to install a plate and the potential prohibition on the use of the vehicle.

The protection of property would be addressed in respect of the taximeter requirements contained in the bill's first and third legislative proposals and the regulation of taxi plates contained in the bill's third legislative proposal at the level of the Act, and the proposed regulation would be sufficiently precise and precise from the point of view of limiting fundamental rights. The purpose of the requirement to use a taximeter is to prevent the grey economy and to facilitate its prevention. The aim of the proposed taxi plates is, in turn, to facilitate the identification of taxis subject to authorisation for other traffic more reliably than

⁴⁸ PeVL 41/2006 vp, p.2

⁴⁹ HE 309/1993 vp, p. 62

⁵⁰ PeVL 6/2010 vp, p. 4.

DRAFT

with the current taxi lamps, as the taxi plate would be handed over by the authorities. The proposal therefore aims to indirectly improve consumer protection for persons using taxi services. Therefore, the grounds on which the protection of property is limited can be considered to be acceptable as a whole from the point of view of the fundamental rights system. The proposals would also be proportionate. The proposal would leave a sufficient transition period for holders of a taxi licence for both the purchase of a taximeter and the installation of taxi plates, which would ensure the ability of operators in the sector to meet the requirements set. According to the new § 268 a of the bill No 1, a traffic penalty fee of EUR 3,000 could be imposed on a licence holder if they intentionally or negligently fail to comply with the obligation on a taximeter laid down in § 15 a. Provisions on imposing, notifying and enforcing a traffic penalty fee are laid down in the Road Traffic Act (729/2018). The provisions on appeals laid down in § 206 of the Vehicles Act would apply to the fine and prohibition of use for non-compliance with the provisions on taxi plates contained in the bill 3. Thus, the proposed regulation takes sufficient legal protection arrangements into account.

Therefore, the obligation to install and use a taximeter contained in the bill's first and third legislative proposals, or the obligation to install a taxi plate or the possible prohibition on the use of a vehicle contained in the bill's third legislative proposal, are not considered to be incompatible with the protection of property under § 15 of the Constitution.

10.3 Right to work and freedom to conduct a business, section 18

The Proposal should also be examined from the point of view of how it safeguards people's right to work and the exercise of their business. Section 18, subsection 1 of the Constitution guarantees everyone the right, as provided by the Act, to earn their livelihood by the employment, occupation or commercial activity of their choice. The Constitutional Law Committee has considered the freedom to conduct a business to be the main rule, but considered it possible, exceptionally, to require authorisation for the freedom to conduct a business. The Committee has assessed the conditions for licensing and other proposed restrictions on the pursuit of a business in the light of the general prerequisites for restrictions on fundamental rights, in particular the requirement to lay down in an Act, the admissibility of the objective and the proportionality of the restriction.⁵¹

Offences to be added to the assessment of good repute

It is proposed to add to § 8 of the 1st draft Act offences for which violations of the provisions would be taken into account in the assessment of good repute in the future. The offences to be added would concern sexual offences, crimes against life or health, as well as offences related to fraud and payment instruments. The assessment of good repute is used to grant both a taxi service authorisation and other passenger and goods transport authorisations and the additional categories of offences may restrict the freedom to conduct a business to persons who are convicted of the categories of offences in question. Crimes against life, health and sexual offences are very serious offences against another person, which fundamentally affect a person's reliability. The licence holder is also responsible in many respects for the taxi driver's activity, and for this reason it would be justified that the serious crimes of the licence holder that target another person could also be taken into account in the assessment of good repute. In addition, fraud and payment instrument crimes to be added in the bill relate to the transportation licence holder's reliability to process payment cards or invoices. At present, a number of offences committed in the course of trade, such as accounting offences, taxation

⁵¹ See e.g. PeVL 13/2014 vp, p. 2 and PeVL 65/3014 vp, p. 2.

DRAFT

and other criminal offences relating to professional liability, are already taken into account in assessing good repute. Due to the current wording of the Transport Services Act, engaging in fraud in transport operations cannot be regarded as a factor endangering a person's good reputation, even though the activities actually have a clear impact on a person's reliability and reputation. By taking into account fraud and payment transactions crime, the fight against the shadow economy can also be affected by highlighting the requirement for the reputation of persons in wider economic activities.

When assessing a person's good repute, he or she shall not only examine convictions in the extract from the criminal record, but the assessment shall also involve an assessment of apparent unsuitability. When assessing what is manifestly unsuitable, the large number of acts, the seriousness of the act, the planned nature of the act, the targeting of the object or authority of the transport operation, the fact that the act was committed when practising professional transport, the fact that the act has a detrimental effect on traffic safety and the fact that the act otherwise demonstrates disregard for personal or traffic safety shall be taken into account. The licensing authority has discretion regarding the suitability of the person in question to engage in professional transport in general, where the applicant or holder of the licence has a conviction for any of the offences referred to in paragraph (1). Adding offences to the assessment of good repute would therefore not automatically create an obstacle to the granting of an authorisation, so the proposed amendment to § 8 of the draft does not constitute a direct restriction to the freedom to conduct a business. The proposed amendment is described in a precise and well-defined manner, is proportionate, and the proposal is therefore not considered to be incompatible with the right to work or the freedom to conduct a business in accordance with section 18 of the Constitution.

Taximeter and taxi sign

As a result of the amendments under § 15 a(1) of the bill No 1 and § 13(7) of the Bill No 3, all vehicles in taxi traffic should be equipped with a taximeter that meets the requirements of the Measuring Instruments Act (707/2011) and that should collect the data listed in § 15 a(1) from each taxi journey.

In addition, according to § 101(3) of the bill No 3, the holder of a taxi licence should, in practice, ensure that a special taxi registration plate in colour is installed on a vehicle that is subject to a licence after the transitional period. Neglecting the obligation would be a vehicle offence under § 194 of the Vehicles Act, for which the police will in principle impose a fine. According to § 101(4) of the bill 3, a vehicle should not be used in traffic if taxi plates are attached to it and the requirements of § 17(1) and (2) of the Act on Transport Services for a vehicle used in taxi traffic are not met.

The use of a taximeter or taxi sign as such would therefore not be the conditions for granting a taxi service licence, but their use would be mandatory and failure to comply with regulation would be sanctioned. It is necessary to examine the proposals concerning a taximeter and a taxi sign from the perspective of the right to work and the freedom to conduct a business guaranteed in section 18, subsection 1 of the Constitution.

A taxi service licence is, in principle, an activity subject to a licence, and according to § 10 of the Act on Transport Services, licences are valid for ten years. In addition, according to § 4(1) of the Act, the holder of an authorisation for passenger and goods transport shall be able to operate a taxi service on the basis of a notification. In its ruling practice, the Constitutional Law Committee has consistently considered it important, in terms of the content of the

regulation, that the provisions on the prerequisites and permanence of authorisation provide for sufficient predictability of authority operations.⁵² On the other hand, with regard to the restriction of activities in accordance with the authorisation, the Constitutional Law Committee has considered that an Act may have granted the authority the power to restrict the operations of the Act and the authorisation as such. However, in the context of regulation of this kind, the Constitutional Law Committee has required, among other things, that acceptable and strong reasons from the point of view of the fundamental rights system support regulation on restrictions.⁵³ For example, in the case of credit institutions, reasons returned to the protection of customers have been considered acceptable and serious reasons.⁵⁴

In subchapter 12.2 above. The protection of property within the meaning of § 15 can be considered acceptable from the point of view of the system of fundamental rights as a whole, as the grounds on which the freedom to conduct a business of undertakings engaged in taxi services is restricted. The relationship between the proposals and the general conditions for restrictions on fundamental rights is described in the same subchapter. Therefore, the proposals are not considered to be incompatible with the right to work or the freedom to conduct a business in accordance with section 18 of the Constitution.

Training organisations

According to the amendments to § 35 a of the Act on Transport Services included in the 1st and 2nd legislative proposal, the approval of the Finnish Transport and Communications Agency required for the organisation of training in taxi services would be extended from the current driver training on special needs groups and entrepreneur training to the training of taxi drivers and the continued training of taxi drivers. Training organisations should apply for approval prior to commencing training activities that require approval. The Constitutional Law Committee has previously considered that an approval procedure such as this is not equivalent to a restriction on the freedom to conduct a business, for example, as it is the registration procedure, if it does not itself restrict the provision of services.⁵⁵ The proposed additions to the Act on Transport Services on the approval of training organisations do not impose any limitations on the provision of training or training related to taxi operations. Approval would only be required if the training organisation wishes to provide the training modules laid down in the Act on Transport Services (§ 6a, § 25a, § 26a, § 26b). The approval procedure is therefore not considered to restrict training organisations' freedom to conduct a business.

Training and continued education of taxi drivers

The bill should also be examined from the point of view of how the proposals concerning the training and continued training of taxi drivers set out in the bill ensure the right of taxi drivers and persons intending to transport the taxi to work and pursue their livelihoods. The requirement for authorisation to engage in employment, occupation or business activity issued by a public authority constitutes a restriction to the freedom to conduct a business guaranteed under § 18(1) of the Constitution.

⁵² PeVL 69/2014 vp, p. 2.

⁵³ PeVL 53/2001 vp., p. 3–4.

⁵⁴ See e.g. PeVL 24/2002 vp., p. 2.

⁵⁵ See e.g. PeVL 17/2009 vp, p. 2/II, PeVM 11/2009 vp, p. 2.

DRAFT

In its opinions on the Taxi Traffic Act and the Act on Transport Services and its amendments, the Constitutional Law Committee has considered that the taxi industry has an important role to play as part of the public transport system, and that taxi services also have an important role to play in the implementation of the freedom of movement referred to in § 9 of the Constitution, especially for special needs groups such as disabled persons and persons with reduced mobility. For this reason, authorisation conditions related to, for example, passenger safety and road safety may constitute an acceptable reason for interference with the freedom to conduct a business.⁵⁶ The freedom to engage in commercial activity has therefore not constituted an obstacle to the licence requirement for a taxi business or a taxi driver. The training of taxi drivers provided for in the 1st legislative proposal and the continuation training of taxi drivers provided for in the 2nd legislative proposal are intended to improve passenger safety and road safety, and also to implement the freedom of movement referred to in § 9 of the Constitution, especially for special needs groups such as disabled persons and persons with reduced mobility. The proposed restrictions on business are therefore considered to have a legitimate objective.

According to the decision-making practice of the Constitutional Law Committee, the restrictions on the freedom to conduct a business to be laid down in the Act must be precise and well-defined, and in addition, the scope and prerequisites of such restrictions must be given in the Act. As regards the content of the regulation, the Committee has considered it important that the provisions on the conditions and permanence of authorisation provide for sufficient predictability of authority operations.⁵⁷

The 1st legislative proposal proposes that the granting of a taxi driver's licence is made conditional on completing a training course for a taxi driver of at least 21 hours. This requirement would apply to all applicants for a new taxi driver licence after the entry into force of the Act. The Act would also lay down provisions on the training content of education. Therefore, the proposal is considered to meet the legislative requirement, including the requirements of accuracy and precision. The proposed training requirement is considered necessary to achieve an acceptable objective and otherwise comply with the proportionality requirement, as no less restrictive means to respond to reduced road safety have been identified in the preparation.

The 2nd draft Act proposes to extend the continuing training of taxi drivers to persons holding an existing taxi driver's licence. In connection with the regulation of business activities, the Constitutional Law Committee has consistently considered the revocation of a licence to be an administrative measure interfering with the individual's legal position that has a more severe impact than the refusal of a requested licence.⁵⁸ A taxi driver's licence is valid for a maximum of five years from the date of issue of the licence, and it is therefore proposed that, in order to renew a taxi driver's licence, taxi drivers should have undergone the additional training for taxi drivers provided for by law. The proposal therefore takes as a starting point a measure which is less stringent than the withdrawal of the permit. With the proposed amendment, all those currently operating in the sector and entering the sector in the future would have to complete either the prescribed training for taxi drivers or the continuing education. Due to the limited duration of the refresher training and the freedom of choice related to the content of the training, the refresher training requirement cannot be considered unreasonable for drivers in the field.

⁵⁶ PeVL 45/2020 vp p.2., PeVL 46/2016 vp., p.4., PeVL 31/2006 vp p.2.

⁵⁷ PeVL 69/2014 vp., p. 2.

⁵⁸ PeVL 16/2003 vp, p. 2., PeVL 8/2006 vp s.3.

DRAFT

The possibilities provided for in sections 256 and 257 of the Act on Transport Services for submitting a request for an administrative review and appeals would also be suitable for situations in which a taxi driver's licence or application for renewal of a taxi driver's licence would have been rejected due to the lack of training for a taxi driver. Therefore, the proposal would also safeguard adequate legal protection arrangements under section 21 of the Constitution.

The taxi driver training included in the 1st legislative proposal or the further training of the taxi driver included in the 2nd legislative proposal is therefore not considered to be incompatible with the right to work or the freedom to conduct a business in accordance with section 18 of the Constitution.

Offences to be added as a barrier to obtaining a taxi driver's licence

It is proposed to add to section 25 of the bill Act 1 more offences of preventing a person from obtaining a taxi driver's licence. Already today, many offences prevent a taxi driver from obtaining a driving licence, so it would not be a completely new condition in itself, but an addition to the new conditions. By adding violations of the freedom under Chapter 25 of the Criminal Code and firearms offences under Chapter 41 of the Criminal Code as obstacles to obtaining a driving licence, these should also be examined from the point of view of the freedom to conduct a business. By also taking into account the increase in these offences in the licence conditions, the aim is to safeguard the freedom of movement referred to in section 9 of the Constitution, in particular the safety of passengers, and the right to life, personal liberty, integrity and security laid down in section 7 of the Constitution. These objectives can be interpreted as constituting an acceptable basis for interference with the freedom to conduct a business.

In addition, by increasing the offences under Chapter 29 against public finances and the offences of fraud and means of payment fraud under Chapters 36 and 37, the restrictions ensure the protection of property under Section 15 of the Constitution and prevent grey economy and tax evasion. The proposed restrictions on business are therefore considered to have an acceptable justification for a restriction on the freedom to conduct business. The restriction shall not be considered to go beyond what is justified in view of the weight of the interest underlying the restriction (Article 7, Article 9, Article 15 of the Constitution) in relation to the legal good to be limited. The offences to be added to the section are also indicated in a precise and well-defined manner by referring directly to the chapters of the Criminal Code and individual sections, and the section also lays down a well-defined manner of how long convictions for these offences would be taken into account.

Cheating on the taxi driver examination and the entrepreneur examination

In addition, the addition laid down in Section 246a of the 1st Bill to taking cereals into account also afterwards, as well as the temporary ban on participating in the examination after fraud was detected in the entrepreneur examination, shall be assessed from the point of view of Section 18 of the Constitution. The proposed amendment to section 246a, subsection 1 of the Transport Services Act would add that the under-performance should also be rejected if the cereal would be detected after the under-performance. In addition, the wording of subsection 2 of the section would be amended so that the herd would also apply to cereals taken in the entrepreneur examination. The commission of offences has already been punished, and a temporary ban on taking the examination is also imposed as a penalty. With the amendment, the test could be suspended and a temporary ban could also be imposed if the

fraud is detected or confirmed only after the test has been carried out. Including ex post fraud as a criminal offence will prevent persons who have not actually passed the test and therefore do not meet the legal requirements for the test to be carried out. Passing the examination defined by the Act will protect road safety and consumer protection by ensuring that both taxi drivers and licence holders are aware of the knowledge and skills necessary to exercise the profession. The section is well-defined and precise, and the section-specific rationale describes practical situations. The change sets the level of cases of fraud in the taxi driver examination and the entrepreneur examination and their consequences to be commensurate, and prevents an examination from having been passed fraudulently. The restriction is therefore proportionate.

Thus, the proposed amendments cannot be regarded as restricting the right to work or the freedom to conduct a business.

10.4 § 124 Delegation of an administrative function to a party other than the authority

According to section 124 of the Constitution, a public administrative task may be delegated to parties other than public authorities only by an Act or by virtue of an Act, if this is necessary for the appropriate performance of the task and if basic rights and liberties, legal remedies and other requirements of good governance are not endangered. In its ruling practice, the Constitutional Law Committee has considered that the requirement of expediency is a legal requirement, the fulfilment of which must be assessed on a case-by-case basis.⁵⁹ In this case, the nature of the task must be taken into account.⁶⁰

Taxi sign

According to § 99(3) of the bill No 3, number plates (taxi plates) that are distinguished from other number plates are issued for a vehicle used in taxi traffic, provided that the vehicle meets the requirements of § 17(1) and (2) of the Act on Transport Services and the vehicle is not subject to a ban on use or driving. The Finnish Transport and Communications Agency is responsible for organising the registration activities of vehicles in Finland, but it may obtain the preparatory tasks necessary for organising the registration activities from other parties. The proposal on the role of contractual registrants as defined in section 2, subsection 42 of the Vehicles Act on the provision of taxi plates should be assessed from the point of view of section 124 of the Constitution. Since it is not a delegation of a task involving the exercise of significant public authority, the delegation of the task under section 124 of the Constitution to a party other than a public authority must be assessed by law.

The tasks related to licensing and registration activities that may be delegated are listed in § 211(1) of the Act on Transport Services. According to section 4, the Finnish Transport and Communications Agency may delegate supporting tasks related to, for example, registration activities for the production and issuing of identifiers. The provision of taxi plates in accordance with § 99(3) of the bill No 3 can be regarded as the provision of a identifier.

The content of section 211, subsection 1 of the Act on Transport Services was enacted with the support of the Constitutional Law Committee.⁶¹ The Constitutional Law Committee did not see an obstacle to the transfer of these types of tasks outside the public authority, but drew

⁵⁹ PeVL 44/2016 vp, p. 5.

⁶⁰ PeVL 48/2010 vp, p. 4.

⁶¹ PeVL 2/2018 vp.

DRAFT

attention to identifying what the licensing and registration tasks transferred under other legislation are and who are technically competent.

It would be appropriate to delegate the task under § 99(3) of the bill 3 to the contractual registrants, as the contractual registrants would be able to achieve the handing over of the taxi plates in a geographically comprehensive manner. In addition, the contracting registrants of the Finnish Transport and Communications Agency have the existing knowledge and skills to perform similar tasks related to the technical characteristics of vehicles.

Section 211, subsection 2 of the Transport Services Act separately provides that the service provider may not assess the fulfilment of the conditions for registration and granting a licence or remove the means of transport from the register definitively, but must transfer such registration notifications to the Finnish Transport and Communications Agency, among other things, for decision. The tasks of the contractual registrants would be routine and technical registration tasks. The contractual registrant would not assess the correctness of the information relating to the taxi plates or the taxi service authorisations, but the information system maintained by the Finnish Transport and Communications Agency would report by an automatic error report the incorrect information it has observed. Thus, the task of providing taxi plates can be considered to be of a technical nature.

According to the opinion practice of the Constitutional Law Committee, in order to ensure legal protection and the requirements of good governance, in the performance of public administration tasks, general administrative laws must be observed and those who deal with matters must act under public authority.⁶² The Constitutional Law Committee has considered that it is not necessary to refer to the application of the general acts on administration in the Act.⁶³ Therefore, the Transport Services Act in force does not provide for this matter, nor is it proposed to provide for it separately. However, the requirements for a service provider, the contract to be concluded when transferring a public administration task and the supervision of a service provider performing a public administration task are laid down in chapter 25 of the current Act on Transport Services. Provisions on appeals and rectifications are laid down in section 206 of the Vehicles Act.

In practice, the party carrying out a periodic inspection should check that a vehicle subject to inspection and fitted with taxi plates is not prohibited from use. In addition, it would be laid down that the periodic inspection should not be completed if the use of the vehicle is prohibited under section 101, subsection 4 of this Act. In simple terms, if a vehicle using special taxi plates was not registered in the exclusive possession of the licence holder and attached to the licence holder's valid traffic authorisation, it would be prohibited from use in accordance with the Act and the roadworthiness test could not be completed. In practice, section 153a of the bill No 3 would contain a supervisory element of the Act. In this respect, the proposal should be examined as a delegation of a public task in accordance with section 124 of the Constitution to a party other than the authorities by law.

Inspection activities in Finland are subject to a licence and the licence is applied for from the Finnish Transport and Communications Agency in accordance with section 13 of the Act on Vehicle Inspection (957/2013). Under § 149(1)(2) of the Vehicles Act in force, a vehicle used in taxi service must undergo a periodic roadworthiness test at least once a year. The partial transfer of the monitoring function of taxi plates to inspection activities could be carried out by means of an effective, but light procedure without significant burden on central

⁶² PeVL 20/2006 vp, p. 2.

⁶³ PeVL 13/2010 vp, p. 3.

government finances. The inspector would not make a decision on the prohibition on the use of the vehicle or interpret the correctness of the information related to the taxi service authorisations; instead, they would check the information in the information system maintained by the Finnish Transport and Communications Agency on the prohibition on the use of the vehicle. On the basis of the above, the delegation of the task to inspectors would be appropriate and the task would be of a technical nature.

The proposal also ensures that the requirements of legal protection and good governance are met. The aim has been to safeguard the independence, impartiality and objectivity of the inspection activities by means of regulations at the level of the Inspection Act. Under section 160, subsection 1 of the Vehicles Act, the inspector must also issue an inspection card to the person submitting the vehicle to inspection. Provisions on appeals and rectifications are laid down in section 206 of the Vehicles Act.

Consequently, the provisions relating to the delegation of tasks to others than the authorities contained in the third legislative proposal are to be regarded as compatible with section 124 of the Constitution.

10.5 Delegation of legislative powers under section 80

According to section 80, subsection 2 of the Constitution, other authorities may be authorised by an Act to lay down legal rules on given matters, if there is a special reason pertinent to the subject matter of the rules and if the material significance of the rules does not require that they be laid down by an Act or a Decree. Special reasons may include, for example, the fact that the regulation is technical or minor, and involves only a limited exercise of discretion. Regulation which is subject to exceptionally frequent changes may also constitute a special reason within the meaning of subsection 2.⁶⁴

The Bill contains a number of regulatory powers granted to the Finnish Transport and Communications Agency.

Powers to issue regulations by the Finnish Transport and Communications Agency

Taxi driver examination and training

Under § 25a(4) of the proposed Act on Transport Services, the Finnish Transport and Communications Agency could issue further regulations on the content and implementation of the training and examination of a taxi driver, as well as on registering for the examination and the grounds for assessment. The proposed amendment would be an extension of the existing authorisation provision for the taxi driver examination in accordance with section 25a, subsection 2 of the Transport Services Act, according to which the Finnish Transport and Communications Agency will issue further regulations on the content and implementation of the examination and on registering for the examination. On 16 April 202, the Finnish Transport and Communications Agency issued a regulation on the requirements for the taxi driver examination (TRAFICOM/523956/03.04.03.00/2019). The Regulation entered into force on 1 May 2021 until further notice and specifies the completion, content, assessment and fraudulent practice of the taxi driver examination in the examination. In addition, section 26a, subsection 4 of the Act on Transport Services on driver training and training certificates on special needs groups in taxi services contains an enabling provision, according to which the

⁶⁴ See HE 1/1998 vp, p. 133/II.

Finnish Transport and Communications Agency shall issue more detailed regulations on the content and practical implementation of the training. At the same time as the regulation on the taxi driver examination, the Ministry of Transport and Communications adopted a regulation on driver training on special needs groups in taxi service (TRAFICOM/390977/03.04.03.00/2020). This Regulation also entered into force on 1 May 2021 for an indefinite period and defines the content of the training, the practical implementation of the training and its completion. The 2nd legislative proposal also contains the Finnish Transport and Communications Agency's temporary authorisation to issue regulations on the further training of taxi drivers. According to section 26b, subsection 3, the Finnish Transport and Communications Agency could also issue further regulations on the content and implementation of the continuing training of taxi drivers.

The Finnish Transport and Communications Agency intends to repeal the current Regulation on driver training on special needs groups in taxi services and to issue a new Regulation that would contain provisions on the basic training of taxi drivers, on the continued training of taxi drivers and on driver training on special needs groups in taxi services.

The proposed powers to issue regulations on the training, testing and further training of taxi drivers would be strictly limited, as it would list in detail the matters for which the authorities could issue regulations. The activities to be regulated are characterised by a large number of professional specificities which the Constitutional Law Committee has consistently considered to be specific reasons linked to the subject-matter of regulation within the meaning of section 80, subsection 2 of the Constitution of an authority and thus to be suitable for the regulatory powers of other authorities (e.g. PeVL 16/2002 vp and 24/2002 vp). Since the subject matter of the training, further training and examination of taxi drivers, the duration of the training, training organisations and their approval, as well as the means of rectification and appeal would be laid down at the level of an Act, the issuing of regulations would involve only a limited exercise of discretion. The extension of the power to issue regulations on the content and implementation of the taxi driver examination and registration to the content and implementation of the training and continuing training of taxi drivers would be necessary, since the Government Proposal proposes, as a new matter, to obtain a taxi driver's licence for basic training of taxi drivers and to renew a taxi driver's licence for continuing professional development. Thus, the Finnish Transport and Communications Agency should be able to determine simpler guidelines for the content and implementation of training programmes than those laid down in the Act, if necessary. More detailed regulations issued by virtue of the powers would support the commensurate nature of the training provided by different training organisations.

10.6 Administrative sanctions

Administrative penalties of a punitive nature are lighter than criminal penalties for breaches of the obligations laid down in the Act. The purpose of the administrative penalty system is, on the one hand, to prevent unlawful conduct and, on the other hand, to prevent a repetition or continuation of the unlawful conduct. An administrative fine may be imposed either on a natural or legal person. Fundamental rights and the general conditions for their restriction must also be taken into account in the regulation on administrative sanctions. These include requirements for the acceptability and proportionality of regulation. In accordance with the admissibility requirement for a fundamental rights restriction, a strong social need and a justification that is acceptable from the point of view of the fundamental rights system must be presented for administrative sanctions.⁶⁵ In turn, the proportionality requirement requires an

⁶⁵ PeVL 23/1997 vp

assessment of whether sanctions are necessary in order to protect the underlying legal principles. In this respect, it is necessary to assess whether the equivalent objective can be achieved in a way that is less intrusive to the fundamental right than by criminalising the act.⁶⁶ In addition to the admissibility and proportionality of the regulation, when providing for sanctions, special attention must be paid to the precise definition of the regulation and to the legal protection of those subject to sanctions.⁶⁷

The 1st legislative proposal proposes to introduce new traffic penalty fees. The new penalty rules under the bill § 268 a and § 268 b as well as the proposed subsection 7 of § 195 of the third bill contain a traffic penalty fee for a licence holder or driver if they do not comply with the requirements laid down in the Transport Services Act on taximeters (third bill § 13(7)), its use (1st bill § 15 a) or on pricing and reporting price data (1st bill § 151(1) and (2)). The proposed new provisions would lay down, in the manner required by the principle of legality, in a sufficiently precise and precise manner, the type of offence that would have been subject to sanctions as a violation.

In addition to the constituent elements, the articles provide for the exact amount of the penalty. The Constitutional Law Committee has considered that the Act must precisely lay down the grounds for the penalty and its amount, as well as the legal protection of the person liable for payment, and the grounds for the implementation of the Act.⁶⁸ Determining the severity of the penalty is linked to the reprehensibility of the act or omission to be sanctioned and the legal interest that the regulation is aimed at protecting. The amount of the traffic penalty fee in § 268 a of the proposal for activities contrary to using a taximeter and in § 268 b for activities contrary to pricing is laid down to a large extent at the same level as in the Transport Services Act, the Vehicles Act and the Road Traffic Act for similar acts is EUR 100. § 195(7) of the bill No 3 would impose a significantly higher amount of penalty for a violation of the obligation concerning a taximeter. The amount of the traffic penalty fee would have been set at a higher level than the benefit that the author would have obtained in the event of non-compliance with an obligation defined by law. The obligation to have a taximeter that meets the requirements of the Measuring Instruments Act is precisely defined in § 13(7) of the bill No 3, and the purchase price of this product is approximately EUR 2,000. For this reason, the financial penalty has been set at a higher amount than the purchase price of the product which is the subject of the mandatory obligation. Otherwise, it would be more advantageous for licence holders not to comply with the law and not to obtain a taximeter. This would undermine the preventive purpose of the sanction.

In addition, the regulation of the administrative fine must comply with the conditions of admissibility laid down in the conditions for restrictions on fundamental rights.⁶⁹ The admissibility requirement with regard to the regulation on administrative penalties requires that there must be a justified need for the effectiveness and efficiency of supervision that explicitly supports the introduction of the penalty in order to achieve the social objective underlying the control system. The administrative fine should also be the last administrative penalty in order to achieve the regulatory objectives of the sector and protect interests. If the same objective can be achieved by other administrative sanctions or other means, they should primarily be used.

⁶⁶ PeVL 23/1997 vp

⁶⁷ PeVL 49/2017 vp

⁶⁸ e.g. PeVL 32/2005 vp, s, PeVL 55/2005 vp, PeVL 57/2010 vp, PeVL 10/2016 vp, PeVL 12/2019 vp, and PeVL 46/2021 vp.

⁶⁹ PeVM 25/1994 vp

DRAFT

Compliance in taxi service operations with the provisions of the Transport Services Act and the Vehicles Act is key, in particular from the point of view of road safety, the prevention of the shadow economy and consumer protection. The main purpose and basis for the acceptability of the proposed dictates is to seek to ensure compliance with the obligations laid down in the Act on Transport Services, i.e. their preventive effectiveness. By regulating a taximeter that meets the requirements of the Measuring Instruments Act as the only approved device for collecting data collected on a taxi journey without the meter being a condition of granting a licence, other means shall be used to ensure that licence holders comply with this new obligation. The requirement for a taximeter is based on the need for tax control and the prevention of the prevention of black economy activity. Sanctions for the reporting of price data are also based on the need to ensure the operations of licence holders and drivers in reporting price data on all rides. Currently, the Act imposes an obligation to provide price information, but no penalty is imposed for actions contrary to it. Correct pricing is of great importance for consumer protection. The objectives of the penalties proposed in the proposal are strongly related to tax control and consumer protection, as well as the prevention of harmful activities, or to prevention.

On the basis of the above, legislative proposals may be dealt with under the ordinary legislative procedure.

Resolution

By virtue of the above, the following bills will be presented to Parliament for approval:

1.

Act

amending the Act on Transport Services

In accordance with the decision of Parliament
section 216, subsection 1, paragraph 4 of the Act on Transport Services (320/2017), as it is in Act 299/2021, is *repealed*;

section 6a, subsections 3–5; section 8, subsection 1, paragraph 1; section 15a, subsections 1 and 3; section 17, subsection 2; section 25, subsection 2; and subsection 3, paragraph 2; section 25a; section 35a, subsections 3 and 4; section 36b, subsection 2; section 152; title of section 193a; section 227, subsection 1, paragraph 1; section 246, subsection 5; section 246a, subsections 1 and 2; section 262a, subsection 1; and section 265, subsection 1, paragraph 1 are *amended*;

of which, as § 6a(3) and (4), § 15a(1) and (3), § 25a, § 35a, § 35b(3) and (4), § 36b(2), § 152, the heading of § 193a, § 246a(1) and (2) appear in Act 299/2021, § 8(1)(1), § 17(2) and § 262a(1) appear in Act 60/2022, § 25(2) appears partially in Acts 984/2018 and 299/2021 and § 25(3) appears partially in Acts 299/2021 and 925/2024, § 246(5) appears in Act 371/3

new sections 268a and 268b are *added* to the Act as follows:

Article 6a

Entrepreneur training and entrepreneur examination for taxi services

The entrepreneur examination completed after the training shall include questions on all the subjects referred to in subsection 1. Participation in the entrepreneur examination is subject to the condition that the person has participated in entrepreneur training.

The Finnish Transport and Communications Agency is responsible for the organisation of the entrepreneur examination.

The Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the entrepreneur training and examination, as well as on registering for an examination and the grounds for assessment.

Section 8

The good reputation of a natural person in authorised road transport operations

Subject to Article 6 of the EU Regulation concerning road transport operators, when assessing the good repute of a transport manager or natural person, account shall be taken, as factors endangering reputation, of whether:

1) he has been convicted in the last two years of at least four offences in the area of work or wages, accounting, taxation, race, transport, transport safety, transport or vehicle safety, environmental protection or other professional liability, fraud or payment instrument offences, sexual offences, life or health offences, trafficking in human beings, drug offences, or illegal

DRAFT

immigration, or infringement of the provisions mentioned in Article 6(1)(b) of the EU Road Transport Operator Regulation, to a fine;

Section 15a

The taximeter and the data collected on the journey

The licence holder providing passenger transport shall be responsible for ensuring that a taximeter complying with the requirements of the Measuring Instruments Act (707/2011) is used in a vehicle used to provide a taxi service and that the taximeter collects, for each journey, at least the following data in electronic form:

- 1) identification data of the relevant entrepreneur;
- 2) identification data of the vehicle;
- 3) identification data of the driver;
- 4) date, length, and duration of the journey;
- 5) fare and payment data for the journey.

The Finnish Transport and Communications Agency may issue further technical provisions on the taximeter and the storage of the data it collects.

Section 17

Vehicles on the road

In addition, the holder of a taxi, passenger and goods operator's licence and the service provider referred to in section 16 shall ensure that the motor vehicle in question used for professional taxi, passenger and goods transport is entered in the Transport Register under the exclusive control of the licence holder, and is linked to the licence holder's valid operator's licence.

Section 25

Requirements for taxi drivers

The Finnish Transport and Communications Agency shall grant upon application a taxi driver's licence to a person:

- 1) has a valid driving right, however, a driving right for a vehicle of category B obtained at least one year previously; in addition to a driving licence issued in Finland, a driving licence issued in another Member State of the European Union or in a Member State of the European Economic Area, which is recognised in Finland as the right to drive a vehicle, is accepted;

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2) which, on the basis of a medical opinion issued no more than six months earlier, fulfils the health requirements for group 2 driving licence laid down in § 18 of the Driving Licence Act (386/2011)

3) who has completed the training of a taxi driver referred to in § 25 a and no more than one year before the date of submission of the application for a taxi driver licence, completed the taxi driver examination referred to in § 25 a.

However, the Finnish Transport and Communications Agency shall not issue a taxi driver's licence to a person who has committed the following within five years preceding the decision on the application for a taxi driver's licence as indicated in the criminal records:

2) a crime against life or health as referred to in Chapter 21(5), (6a), (6c) or (7–15) of the Criminal Code, an offence against an freedom as referred to in Chapter 25(1), (2), (4), (4a) or (6–8), a property offence referred to in Chapter 28(1)–(9), (11) or (12), a fraud as referred to in Chapter 29(1) or (2), a robbery as referred to in Chapter 31(1) or (2), a fraud as referred to in Chapter 36(1) or (2), a payment instrument offence as referred to in Chapter 37(8–9) or a payment instrument offence as referred to in Chapter 41(1–2), or a crime relating to the possession of a dangerous good as referred to in Chapter 41(4–

Article 25a

Training and examination for taxi drivers

The training of taxi drivers must include teaching:

- 1) for assisting passengers and ensuring their safety and security;
- 2) the specific needs of different categories of passengers;
- 3) customer service situations in taxi services;
- 4) the rights and obligations of the driver;
- 5) factors affecting the safety of transport and traffic.

The duration of the taxi driver training is at least 21 hours. The organisation that provided the training issues a training certificate to the person who has completed the training of the taxi driver.

The taxi driver examination shall include questions on all issues referred to in subsection 1. Participation in the examination requires that a person has completed the training of a taxi driver.

The qualification requirement for a taxi driver is also met by an applicant who has a decision on the equivalent competence to produce evidence of formal qualifications obtained in another EU or EEA State as referred to in Act 1384/2015 on the recognition of professional qualifications. The decision is made by the Finnish Transport and Communications Agency.

The Finnish Transport and Communications Agency is responsible for organising the taxi driver examination. The Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the taxi driver's training and examination, as well as on registering for the examination and the assessment criteria.

Article 35a

Approval of a training organisation as an organiser of taxi service training

Organising the training of taxi drivers referred to in § 25 a, driver training on special needs groups referred to in § 26 a and the entrepreneur training referred to in § 6 a shall require the approval of the Finnish Transport and Communications Agency.

The Finnish Transport and Communications Agency shall approve upon application a training organisation that meets the following requirements as a training provider referred to in this section:

- 1) meets the teaching and professional qualifications referred to in § 36a;
- 2) has not been declared bankrupt;
- 3) has not neglected its obligations relating to taxes, statutory pension, accident, unemployment insurance payments or fees collected by Finnish Customs, and has no other executed liabilities that are not minor in proportion to his ability to pay, and no liabilities that have been returned from execution under certificates of indigence;
- 4) has a training programme confirmed by the Finnish Transport and Communications Agency;
- 5) whose authorisation referred to in this Article has not been withdrawn pursuant to § 242(2)(2) or (4) within the last year.

Article 35b

Application for approval of a taxi service training provider and confirmation of a training programme

The training programme shall indicate the treatment of the subjects to be taught and the dimensions of the practical exercises included in the training programme depending on the number of participants, as well as equivalent information on the practical arrangements of the exercises.

The Finnish Transport and Communications Agency shall approve the training programme upon application in connection with the approval of the training provider and the renewal of the training programme. A confirmed training programme shall be valid for a maximum of five years. The Finnish Transport and Communications Agency may also validate a training programme only upon application. A party other than an approved training provider or an applicant applying for approval may also apply for the confirmation of a training programme.

Article 36b

Obligations of an approved training provider for taxi services

The training organisation shall notify the following to the Finnish Transport and Communications Agency:

- 1) the training programme to be used and the date and place of the organisation of the training;

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- 2) information about the persons that completed the training and the quantity of the teaching given.
-

Section 152

Pricing of taxi services

Prior to the start of a taxi journey or the confirmation of an order, the licence holder providing passenger transport and the provider of a brokering service or the driver shall provide the consumer with information on the total price of the journey, including taxes, or, if an exact price cannot be given in advance, the criteria for determining the price, including taxes. The total price or the criteria for determining the price shall be indicated in a clear, unambiguous and easily understood manner for the consumer. If a fixed price is not agreed for a taxi journey to consumers, the licence holder providing passenger transport shall provide the passenger with information on the price of a representative journey before the start of the taxi journey. The price of a representative journey is the price, inclusive of VAT, for a journey of 10 kilometres in length and 15 minutes. The price information shall be presented in such a way that it is easily noticeable by the consumer before the start of the journey. The Finnish Transport and Communications Agency shall issue further regulations on the indication and presentation of the price information and the price of a representative journey.

If a fixed price is not agreed for a taxi journey to be offered to consumers, the price of the journey shall be based on the distance and duration of the journey and the price shall be determined using a taximeter that meets the requirements of the Measuring Instruments Act. In addition, a separate starting fee and other additional fees, which are known to the passenger in advance, may be charged for the journey. The price determination criteria used to determine the price shall not change during the taxi journey.

The Finnish Transport and Communications Agency shall monitor the pricing of taxi services provided to consumers. The Finnish Transport and Communications Agency shall issue further regulations on the price of a representative journey above which the price of a taxi journey or the criteria for determining the price of a taxi journey shall be explicitly agreed upon. The Finnish Transport and Communications Agency shall determine the price of a representative journey at such a level that if the price of the representative journey is exceeded, it may be considered that the price of the representative journey significantly exceeds the general price level of taxi services provided to consumers. The specified price of the representative journey shall be reviewed annually. In the event of a disagreement as to whether the price or the criteria for determining the price were expressly agreed, the service provider shall substantiate its claim. If the price or the criteria for determining the price are not explicitly agreed upon, it may not exceed the price of a representative journey specified by the Finnish Transport and Communications Agency.

If the trend in the prices of additional services in taxi services targeted at special needs groups shows that the prices charged to consumers for the additional service are not reasonable, the Finnish Transport and Communications Agency may set a maximum price for them. A reasonable price is a price that is reasonable taking into account the costs incurred by an efficient operator for the provision of the service. The maximum price must be cost-oriented in such a way that it includes reasonable profit. The maximum price may be set for a maximum of one year at a time. The Finnish Transport and Communications Agency shall

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monitor the trend in the prices of additional services in taxi services provided in different geographical areas on an annual basis.

The provisions of paragraphs 1 to 3 concerning the indication of the price and the pricing and setting of the price of the rides offered to consumers shall also apply to rides offered to other customers, unless otherwise agreed in advance.

The Finnish Transport and Communications Agency shall monitor the general trend in the prices of taxi services in different areas. Notwithstanding commercial secrecy, a licence holder providing passenger transport and a provider of brokering services are obliged to periodically submit the data on the actual prices of the taxi services they provide or broker to the Finnish Transport and Communications Agency for the purpose of carrying out the monitoring duties referred to in this subsection and in subsections 3 and 4. The Finnish Transport and Communications Agency shall issue further regulations on the price information to be submitted, the methods of delivery and the deadlines for submitting the information.

Article 193a

Authority supervising trainings and the activities of training providers in taxi services

Section 216

Content and purpose of the transport register

The Finnish Transport and Communications Agency shall keep the Transport Register by electronic means, containing information on:

- 1) operator permits and notifiable activities;
 - 2) vehicles, aircraft, vessels and watercraft, railway rolling stock and related equipment (*means of transport*);
 - 3) personal licences.
-

Section 227

Disclosure of data from the Transport Register as a single disclosure

As an individual supply, everyone has the right to obtain the following information:

- 1) based on business ID, vehicle identification registration number, company name or licence ID, information on the name and contact details of the holder of the Operator's licence, the licence code, the validity period of the licence and the name of the responsible person, or, if the Operator is a natural person, by name and surname, personal ID or other unique ID, information on the Operator's name, work contact details, the licence code and the validity period of the licence;
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Section 246

Withdrawal of a taxi driver's licence and a warning issued by the police

A taxi driver's licence shall be handed over to the police upon its withdrawal. A temporarily withdrawn licence is returned to the holder upon expiration of the set period. If a licence is withdrawn indefinitely, a precondition for the licence being returned is that the holder of the licence demonstrates that the reason for the withdrawal no longer exists. However, the licence will not be returned if its validity has expired. Before the licence is returned, the suitability of the licence holder shall be re-assessed in accordance with § 25. The offences referred to in paragraphs 3 and 4 of the above section shall be taken into account those who have become known to the police after the withdrawal of the licence.

Article 246a

Fraud detected in the examination performance of the taxi driver examination and the entrepreneur examination

If a person participating in a taxi driver examination as referred to in § 25 a or an entrepreneur examination as referred to in § 6 a is found committing an act considered fraudulent during the examination, the examination organiser shall interrupt the person's examination and reject the examinee. The examinee must also be rejected if the cereal is detected after the end of the examinee. A dishonest act or omission, the purpose of which is to give a false impression of one's own or that of another person's skills, shall be deemed acts of deception.

The Finnish Transport and Communications Agency shall impose a temporary ban of six months on a person who is found guilty of an act considered fraudulent during the examination. The deadline is calculated from the examination date on which the act considered fraudulent took place. The decision of the Finnish Transport and Communications Agency to prohibit temporary participation in the examination shall be enforceable even if the decision has not acquired legal force.

Article 262a

Incorrect registration of a vehicle used in traffic

The holder of a taxi service authorisation or an authorisation for passenger or goods transport, or a service provider referred to in § 16, who intentionally or through gross negligence has not registered a motor vehicle used in professional transport as referred to in § 17 in the transport register referred to in § 216, unless a more severe penalty is provided for elsewhere in the law, shall be sentenced to a fine for incorrect registration of the vehicle used in transport.

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Section 265

Unauthorised transport training activities

Anyone who intentionally or through gross negligence

1) engages in training or testing activities referred to in §§ 6a, 25a, 26a, 31, 34 or 37 without the approval referred to in §§ 35, 35a or 37,

—

Section 268a

Infringements relating to the use of a taximeter

A traffic penalty of EUR 100 may be imposed on the licence holder if they, intentionally or negligently, fail to comply with the obligation provided in section 15 a on the use of a taximeter.

A traffic penalty of EUR 100 may be imposed on the driver if they, intentionally or negligently, fail to comply with the provisions of section 152(2) on the use of a taximeter to determine the fare.

Article 268b

Infringements of pricing and display of price information

A traffic penalty fee of EUR 100 may be imposed on a licence holder or driver if they either intentionally or out of negligence fail to comply with the provisions of section 152(1) or regulations issued by virtue of it on the notification of price information.

This Act shall enter into force on [day] [month] 20 .

However, section 227, subsection 1, paragraph 1 of the Act shall not enter into force until 1 October 2026.

Taxi licence holders who, after the entry into force of this Act, do not have in their vehicles a taximeter complying with the requirements of the Measuring Instruments Act must comply with the requirement to use a taximeter under section 15a of this Act from 1 October 2026 at the latest.

The provisions of section 17(2) of this Act notwithstanding, holders of a taxi operator's licence must comply with the requirements of section 17(2) concerning the registration of the vehicle and its link to the operator's licence by 1 October 2026 at the latest.

Notwithstanding the provisions of § 25(2)(2) of this Act, a taxi driver licence may be issued to a person without completing taxi driver training when this Act enters into force while taxi driver training is not yet available, but no later than until 1 April 2026.

The provisions in force at the time of entry into force of this Act shall apply to an application for a taxi driver's licence or an application for the renewal of a taxi driver's licence, or to appeals and appeals against such an application submitted under section 25 or section 26 of this Act that are pending at the time of entry into force of this Act.

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2.

Act

on the temporary amendment of the Act on Transport Services

In accordance with the decision of Parliament
section 26, subsection 2 and section 265, subsection 1, paragraph 1 of the Act on Transport Services (320/2017), as they appear partially in Acts 371/2019 and 299/2021 and section 35a, subsection 1, as it appears in Act 299/2021, are *amended* temporarily,
a new § 26b is *provisionally added* as follows:

Section 26

Validity and renewal of a taxi driver's licence

A driving licence may be renewed by submitting an application to the Finnish Transport and Communications Agency. An application for the renewal of a driver's licence may be submitted no earlier than six months before the expiry of the driver's licence. The provisions of § 25(2)(1) and (2) and § 25(3) and (4) on the issuance of a taxi driver's licence and § 26b on the further training of taxi drivers shall apply to the renewal of a taxi driver's licence. If a party applying for the renewal of a licence has committed an offence referred to in § 25(3) during the validity period of the licence, the licence can still be renewed if the penalties already imposed on the act or administrative sanctions can be considered unreasonable for non-renewal.

Article 26b

Continuation training for taxi drivers

In order to renew a taxi driver's licence, the driver must complete further training. The training shall include teaching on the subjects referred to in § 25 a(1). The taxi driver must undergo further training only once in order to renew the driver's licence. However, further training shall not be required if the person has completed the training of a taxi driver referred to in section 25a.

The duration of further training shall be at least 7 hours. The training organisation shall issue a training certificate to the person who has completed the training.

The Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the continuing training of taxi drivers.

Article 35a

Approval of a training organisation as an organiser of taxi service training

Organising the training of taxi drivers referred to in § 25 a, the training of drivers on special needs groups referred to in § 26 a, the continued training of the taxi driver referred to in § 26 b

DRAFT

and the entrepreneur training referred to in § 6 a shall require the approval of the Finnish Transport and Communications Agency.

Section 265

Unauthorised transport training activities

Anyone who intentionally or through gross negligence
1) engages in training or testing activities referred to in §§ 6a, 26a, 26b, 31, 34 or 37 without the approval referred to in §§ 35, 35a or 37,

This Act shall enter into force on [day] [month] 20____ and shall remain in force until [day] [month] 2034.

Notwithstanding the provisions of § 26(2) and § 26b of this Act on continuing training and renewal of a taxi driving licence, the taxi driver's licence may be renewed without completing further training after the entry into force of this Act while further training is not yet available, but no later than until 1 April 2026.

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3.

Act

amending the Vehicles Act

In accordance with the decision of Parliament
§ 99 and § 101 of the Vehicles Act (82/2021) are *amended*; and
a new subsection 7 is *added* to section 13 so that the current subsection 7 becomes
subsection 8 and subsection 8 becomes subsection 9, a new section 153a is added to the Act,
and a new subsection 7 is added to section 195, as stated in Act 493/2023, so that the current
subsection 7 becomes subsection 8, as follows:

Section 13

The structure of the vehicle, its controls and equipment.

Vehicles used to provide a taxi service shall be equipped with a taximeter complying with the requirements of the Measuring Instruments Act (707/2011).

If a new vehicle of category M placed on the market is permanently fitted with a car radio receiver, the receiver shall be capable of receiving and reproducing digital and analogue terrestrial radio transmissions.

The Finnish Transport and Communications Agency shall issue further regulations:

- 1) on the requirements concerning the structure and characteristics of a vehicle;
- 2) on the requirements concerning the systems, components, separate technical units, parts and equipment of a vehicle;
- 3) on the requirements concerning the cargo carrier baskets and spaces of vehicles used for the transport of goods, and on the securing points/mounts and protective structures to be used to secure the load;
- 4) on the equipment used for tying and securing a load;

Section 99

Number plates and registration mark

Number plates containing the vehicle's identifying registration mark shall be issued upon first registration. If necessary, number plates shall also be issued for a vehicle when it is first driven on the road. The registration mark and the number plates shall be clearly distinguishable.

If the conditions laid down in sections 17(1) and (2) of the Act on Transport Services are met, and there is no ban on the use of the vehicle or its being driven, registration plates (taxi plates) that are distinguished from other types of registration plates shall be issued for a vehicle used to provide a taxi service.

Further provisions on the issuance of number plates, the content of the registration mark, the colour of the plates and how the registration mark is specified may be issued by Government Decree.

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The Finnish Transport and Communications Agency may issue further regulations on the forms used for registration as well as the dimensions and other technical characteristics of number plates.

Section 101

Use of number plates

It is prohibited to use or fix to the vehicle registration plates or transfer badges other than those that pertain to that vehicle, or other plates or combinations of letters or numbers which misleadingly resemble a number plate or registration mark, a transfer badge or an International Vehicle Registration Code.

However, another type of temporary plate bearing the registration mark of the vehicle may be used for a period not exceeding one month, provided that this has been entered in the register by the person responsible when a new registration plate is ordered. The Finnish Transport and Communications Agency may, upon request, extend the deadline.

If the vehicle is being used to provide a taxi service, the taxi plates referred to in section 99(2) shall be fitted to the vehicle.

The vehicle may not be used for transport (ban on use) if taxi plates have been fitted and the requirements of section 17(1) and (2) of the Act on Transport Services are not met.

The number plate must be perfectly legible on the road.

Section 153a

Checking the requirements for a taxi number plate during a roadworthiness test.

A vehicle inspection other than a registration check or its subsequent inspection shall not pass if use of the vehicle is prohibited under section 101(4) of this Act.

Section 195

Traffic penalty

In the event of an intentional or negligent breach of the provisions on a taximeter in section 13(7), the holder of a taxi operator's licence may have to pay a traffic penalty of EUR 3 000.

Provisions on the imposition, notification and enforcement of a traffic penalty are laid down in the Road Traffic Act. A traffic penalty is not imposed if an additional tax as referred to in section 47a of the Vehicle Tax Act can be levied for the same violation. In such a case, the authority shall notify the use of the vehicle to the Finnish Transport and Communications Agency.

This Act enters into force on [day] [month] 20...

However, sections 99, 101 and 153a shall enter into force on 1 January 2027.

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Taxi licence holders who do not have taxi plates fitted in their vehicles after the entry into force of this Act must comply with the requirement for the use of taxi plates under section 101(3) of this Act by 30 June 2027 at the latest.

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4.

Act

amending Section 6 of the Act on the Grey Economy Information Unit

In accordance with the decision of Parliament
Section 6, subsection 1, paragraph 14 of the Act on the Grey Economy Information Unit (1207/2010), as it appears in Act 324/2017, is *amended* as follows:

Section 6

Purpose of the compliance audit report

The compliance audit report shall be drawn up to support the following:

14) the granting and withdrawal of a passenger transport licence, a goods transport licence, a taxi service licence and an approval for taxi service training organisations pursuant to the Act on Transport Services (320/2017);

This Act shall enter into force on [day] [month] 20 .

Helsinki, *.x.20xx

The Prime Minister,

First name Last name

Minister of Transport and Communications First name Last name

1.

Act
amending the Act on Transport Services

In accordance with the decision of Parliament
section 216, subsection 1, paragraph 4 of the Act on Transport Services (320/2017), as it is in Act 299/2021, is *repealed*;
section 6a, subsections 3–5; section 8, subsection 1, paragraph 1; section 15a, subsections 1 and 3; section 17, subsection 2; section 25, subsection 2; and subsection 3, paragraph 2; section 25a; section 35a, subsections 3 and 4; section 36b, subsection 2; section 152; title of section 193a; section 227, subsection 1, paragraph 1; section 246, subsection 5; section 246a, subsections 1 and 2; section 262a, subsection 1; and section 265, subsection 1, paragraph 1 are *amended*;
of which, as § 6a(3) and (4), § 15a(1) and (3), § 25a, § 35a, § 35b(3) and (4), § 36b(2), § 152, the heading of § 193a, § 246a(1) and (2) appear in Act 299/2021, § 8(1)(1), § 17(2) and § 262a(1) appear in Act 60/2022, § 25(2) appears partially in Acts 984/2018 and 299/2021 and § 25(3) appears partially in Acts 299/2021 and 925/2024, § 246(5) appears in Act 371/3
new sections 268a and 268b are *added* to the Act as follows:

Existing Act

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Article 6a

Article 6a

Entrepreneur training and entrepreneur examination for taxi services

Entrepreneur training and entrepreneur examination for taxi services

The entrepreneur examination completed after the training shall include questions on all the subjects referred to in subsection 1. The training organisation organising the test shall issue a certificate to a person who has passed the test. Participation in the entrepreneur examination is subject to the condition that the person has participated in entrepreneur training.

The entrepreneur examination completed after the training shall include questions on all the subjects referred to in subsection 1. Participation in the entrepreneur examination is subject to the condition that the person has participated in entrepreneur training.

The organisation and supervision of the entrepreneur training shall be the responsibility of the training organisation providing entrepreneur training, which has been granted an approval by the Finnish Transport and Communications Agency as referred to in § 35 a.

The Finnish Transport and Communications Agency is responsible for the organisation of the entrepreneur examination.

The Finnish Transport and

The Finnish Transport and

Existing Act

Communications Agency shall issue further regulations on the content and implementation of the entrepreneur training and examination and the assessment criteria for the examination.

Section 8

The good reputation of a natural person in authorised road transport operations

Subject to Article 6 of the EU Regulation concerning road transport operators, when assessing the good repute of a transport manager or natural person, account shall be taken, as factors endangering reputation, of whether:

1) he has been sentenced in the last two years to a fine for at least four professional or wage relationships, accounting, taxation, assurance, transport, transport safety, transport safety or vehicle security, environmental protection or other professional liability, trafficking in human beings, drug offences, illegal immigration or infringement of the provisions mentioned in Article 6(1)(b) of the Regulation concerning road transport operators

Article 15a

Data collected on a taxi journey

A licence holder providing passenger transport is responsible for and shall ensure that a taximeter that meets the requirements of the Measuring Instruments Act (707/2011), or other equipment or system that reliably collects the following data on each taxi journey in electronic form, is used in a vehicle used for taxi service:

- 1) identification data of the entrepreneur;
- 2) identification data of the vehicle;
- 3) identification data of the driver who

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Communications Agency may issue further regulations on the content and implementation of the entrepreneur training and examination, as well as on registering for an examination and the grounds for assessment.

Section 8

The good reputation of a natural person in authorised road transport operations

Subject to Article 6 of the EU Regulation concerning road transport operators, when assessing the good repute of a transport manager or natural person, account shall be taken, as factors endangering reputation, of whether:

1) he has been convicted in the last two years for at least four offences relating to employment or wages, accounting, taxation, race, transport, transport safety, transport or vehicle safety, environmental protection or other professional liability, fraud or payment instrument crimes, sexual offences, life or health offences, trafficking in human beings, drug offences, or illegal immigration, or for infringement of the provisions mentioned in Article 6(1)(b) of the EU Road Transport Operator Regulation, to a fine;

Article 15a

Taximeter and data collected on a taxi journey

A licence holder providing passenger transport is responsible for using, in a vehicle used in taxi service, a taximeter that meets the requirements of the Measuring Instruments Act (707/2011) and that the taximeter, in electronic form, collects at least the following data on each taxi journey:

- 1) identification data of the entrepreneur;
- 2) identification data of the vehicle;
- 3) identification data of the driver who carried out the journey;
- 4) time, length and duration of the journey;

Existing Act

carried out the journey;

4) time, length and duration of the journey;

5) Fare and payment data for the journey

The Finnish Transport and Communications Agency shall issue further technical regulations on other equipment and systems referred to in subsection 1 and on the storage of data collected therein.

Section 17

Vehicle used in traffic

In addition, the holder of an authorisation for passenger and goods transport and the service provider referred to in § 16 shall ensure that the motor vehicle in question, which is used for professional passenger and goods transport, is under its exclusive control and is entered in the transport register.

Section 25

Requirements for taxi drivers

The Finnish Transport and Communications Agency shall grant upon application a taxi driver's licence to a person:

1) has a valid driving right, however, a driving right for a vehicle of category B obtained at least one year previously; in addition to a driving licence issued in Finland, a driving licence issued in another Member State of the European Union or in a Member State of the European Economic Area, which is recognised in Finland as the right to drive a vehicle, is accepted;

2) meets the health requirements for a Group 2 driving licence laid down in § 18 of the Driving Licence Act (386/2011);

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5) data on the price and payment method of the journey.

The Finnish Transport and Communications Agency may issue more detailed technical regulations on the taximeter and the storage of data collected by them.

Section 17

Vehicle used in traffic

In addition, the holder of a taxi service authorisation, an authorisation for passenger and goods transport, and a service provider referred to in § 16, shall ensure that this motor vehicle used for professional taxi service, passenger transport and goods transport is registered in the transport register for the sole management of the licence holder and attached to the licence holder's valid traffic authorisation.

Section 25

Requirements for taxi drivers

The Finnish Transport and Communications Agency shall grant upon application a taxi driver's licence to a person:

1) has a valid driving right, however, a driving right for a vehicle of category B obtained at least one year previously; in addition to a driving licence issued in Finland, a driving licence issued in another Member State of the European Union or in a Member State of the European Economic Area, which is recognised in Finland as the right to drive a vehicle, is accepted;

2) which, on the basis of a medical opinion

Existing Act

3) who has completed the taxi driver examination as referred to in § 25a. (9.4.2021/299)

However, the Finnish Transport and Communications Agency shall not issue a taxi driver's licence to a person who has committed the following within five years preceding the decision on the application for a taxi driver's licence as indicated in the criminal records:

2) a crime against life or health as referred to in Chapter 21, Sections 5, 6a, 6c or 7–15 of the Criminal Code, a property offence referred to in Chapter 28, Sections 1–9, 11 or 12, a robbery as referred to in Chapter 31, Section 1 or a concealed and money laundering offence as referred to in Chapter 32, Sections 1–10 of the Criminal Code;

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issued no more than six months earlier, fulfils the health requirements for group 2 driving licence laid down in § 18 of the Driving Licence Act (386/2011)

3) who has completed the training of a taxi driver referred to in § 25 a and no more than one year before the date of submission of the application for a taxi driver licence, completed the taxi driver examination referred to in § 25 a.

However, the Finnish Transport and Communications Agency shall not issue a taxi driver's licence to a person who has committed the following within five years preceding the decision on the application for a taxi driver's licence as indicated in the criminal records:

2) a crime against life or health as referred to in Chapter 21(5), (6a), (6c) or (7–15) of the Criminal Code, an offence against an freedom as referred to in Chapter 25(1), (2), (4), (4a) or (6–8), a property offence referred to in Chapter 28(1)–(9), (11) or (12), a fraud as referred to in Chapter 29(1) or (2), a robbery as referred to in Chapter 31(1) or (2), a fraud as referred to in Chapter 36(1) or (2), a payment instrument offence as referred to in Chapter 37(8–9) or a payment instrument offence as referred to in Chapter 41(1–2), or a crime relating to the possession of a dangerous good as referred to in Chapter 41(4–

Article 25a

Article 25a

Taxi driver examination

The successful completion of the taxi driver examination demonstrates that the candidate has the knowledge, skills and competence necessary for the role of a taxi driver. The examination shall include questions on assisting passengers and ensuring their safety, the special needs of

Training and examination for taxi drivers

The training of taxi drivers must include teaching:

- 1) for assisting passengers and ensuring their safety and security;
- 2) the specific needs of different categories of passengers;
- 3) customer service situations in taxi services;
- 4) the rights and obligations of the driver;

Existing Act

different passenger groups, customer service situations in taxi services, and factors affecting the safety of transport and traffic.

The Finnish Transport and Communications Agency is responsible for the organisation of the test and the supervision of the test. The Finnish Transport and Communications Agency shall issue further regulations on the content and implementation of the test and on registering for the test.

Draft

5) factors affecting the safety of transport and traffic.

The duration of the taxi driver training is at least 21 hours. The organisation that provided the training issues a training certificate to the person who has completed the training of the taxi driver.

The taxi driver examination shall include questions on all issues referred to in subsection 1. Participation in the examination requires that a person has completed the training of a taxi driver.

The qualification requirement for a taxi driver is also met by an applicant who has a decision on the equivalent competence to produce evidence of formal qualifications obtained in another EU or EEA State as referred to in Act 1384/2015 on the recognition of professional qualifications. The decision is made by the Finnish Transport and Communications Agency.

The Finnish Transport and Communications Agency is responsible for organising the taxi driver examination. The Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the taxi driver's training and examination, as well as on registering for the examination and the assessment criteria.

Article 35a

Article 35a

Approval of a training organisation to provide the training of drivers on special needs groups in taxi services and the training of entrepreneurs

Organising driver training on special needs groups as referred to in § 26 a above and the entrepreneur training as referred to in § 6 a above shall require the approval of the Finnish Transport and Communications Agency.

Approval of a training organisation as an organiser of taxi service training

Organising the training of taxi drivers referred to in § 25 a, driver training on special needs groups referred to in § 26 a and the entrepreneur training referred to in § 6 a shall require the approval of the Finnish Transport and Communications Agency.

The Finnish Transport and Communications Agency shall approve upon application a training organisation that meets the following requirements as a training

Existing Act

The Finnish Transport and Communications Agency shall approve upon application a training organisation that meets the following requirements as a training provider referred to in this section:

1) meets the teaching and professional qualifications referred to in § 36a;

2) has good financial standing and is able to appropriately fulfil its obligations related to business activities and demonstrates that it has sufficient economic resources to organise training activities and to carry out them in an appropriate manner; and

3) has a training programme confirmed by the Finnish Transport and Communications Agency.

Draft

provider referred to in this section:

1) meets the teaching and professional qualifications referred to in § 36a;

2) has not been declared bankrupt;

3) has not neglected its obligations relating to taxes, statutory pension, accident, unemployment insurance payments or fees collected by Finnish Customs, and has no other executed liabilities that are not minor in proportion to his ability to pay, and no liabilities that have been returned from execution under certificates of indigence;

4) has a training programme confirmed by the Finnish Transport and Communications Agency;

5) whose authorisation referred to in this Article has not been withdrawn pursuant to § 242(2)(2) or (4) within the last year.

Article 35b

Application for approval of a taxi service training provider and confirmation of a training programme

Article 35b

Application for approval of a taxi service training provider and confirmation of a training programme

The training programme shall indicate the treatment of the subjects referred to in § 6a(1) and § 26a(1) and the design of the practical exercises included in the training programme according to the number of participants, as well as equivalent information on the practical arrangements of the exercises.

The Finnish Transport and Communications Agency shall approve the training programme upon application in connection with the approval of the training provider and the renewal of the training programme. A confirmed training programme shall be valid

The training programme shall indicate the treatment of the subjects to be taught and the dimensions of the practical exercises included in the training programme depending on the number of participants, as well as equivalent information on the practical arrangements of the exercises.

The Finnish Transport and Communications Agency shall approve the training programme upon application in connection with the approval of the training provider and the renewal of the training programme. A confirmed training programme shall be valid for a maximum of five years. The Finnish Transport and Communications Agency may also validate a training programme only upon application. A party other than an approved training provider or an applicant applying for

Existing Act

for a maximum of five years. The Finnish Transport and Communications Agency may, upon application, confirm a training programme only in the entrepreneur training referred to in § 6 a or in the driver training on special needs groups referred to in § 26 a. A party other than an approved training provider or an applicant applying for approval may also apply for the confirmation of a training programme.

Article 36b

Obligations of an approved training provider for taxi services

The training organisation shall notify the following to the Finnish Transport and Communications Agency:

- 1) the training programme used and the date and place of the organisation of training courses and entrepreneur examinations;
- 2) details of the persons that completed the training and the entrepreneur examination and the amount of training provided.

Section 152

Pricing of taxi services

Prior to the start of a taxi journey or the confirmation of an order, the licence holder providing passenger transport and the provider of a brokering service shall provide the consumer with information on the total price of the journey, including taxes, or, if an exact price cannot be given in advance, the criteria for determining the price, including taxes. The total price or the criteria for determining the price shall be indicated in a clear, unambiguous and easily understood manner for the consumer. The price information shall be presented in such a way that it is easily noticeable by the consumer

Draft

approval may also apply for the confirmation of a training programme.

Article 36b

Obligations of an approved training provider for taxi services

The training organisation shall notify the following to the Finnish Transport and Communications Agency:

- 1) the training programme to be used and the date and place of the organisation of the training;
- 2) information about the persons that completed the training and the quantity of the teaching given.

Section 152

Pricing of taxi services

Prior to the start of a taxi journey or the confirmation of an order, the licence holder providing passenger transport and the provider of a brokering service or the driver shall provide the consumer with information on the total price of the journey, including taxes, or, if an exact price cannot be given in advance, the criteria for determining the price, including taxes. The total price or the criteria for determining the price shall be indicated in a clear, unambiguous and easily understood manner for the consumer. If a fixed price is not agreed for a taxi journey to consumers, the licence holder providing passenger transport shall provide the passenger with information on the price of a representative journey before the start of the taxi journey. The price of a representative

Existing Act

before the start of the journey.

If a fixed price is not agreed for a taxi journey to be offered to consumers, the price of the journey shall be based on the distance and duration of the journey and the price shall be determined using a taximeter that meets the requirements of the Measuring Instruments Act. In addition, a separate starting fee and other additional fees, which are known to the passenger in advance, may be charged for the journey. The price determination criteria used to determine the price shall not change during the taxi journey. The Finnish Transport and Communications Agency shall issue more detailed technical regulations on the taximeter used to determine the price.

If a fixed price is not agreed for a taxi journey to consumers, the licence holder providing passenger transport shall provide the passenger with information on the price of a representative journey before the start of the taxi journey. The price of a representative journey is the price, inclusive of VAT, for a journey of 10 kilometres in length and 15 minutes. The price of the representative journey shall be presented in such a way that the passenger can easily notice it before the start of the journey. The Finnish Transport and Communications Agency shall issue further regulations on the indication and presentation of the price information and the price of a representative journey.

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journey is the price, inclusive of VAT, for a journey of 10 kilometres in length and 15 minutes. The price information shall be presented in such a way that it is easily noticeable by the consumer before the start of the journey. The Finnish Transport and Communications Agency shall issue further regulations on the indication and presentation of the price information and the price of a representative journey.

If a fixed price is not agreed for a taxi journey to be offered to consumers, the price of the journey shall be based on the distance and duration of the journey and the price shall be determined using a taximeter that meets the requirements of the Measuring Instruments Act. In addition, a separate starting fee and other additional fees, which are known to the passenger in advance, may be charged for the journey. The price determination criteria used to determine the price shall not change during the taxi journey.

The Finnish Transport and Communications Agency shall monitor the pricing of taxi services provided to consumers. The Finnish Transport and Communications Agency shall issue further regulations on the price of a representative journey above which the price of a taxi journey or the criteria for determining the price of a taxi journey shall be explicitly agreed upon. The Finnish Transport and Communications Agency shall determine the price of a representative journey at such a level that if the price of the representative journey is exceeded, it may be considered that the price of the representative journey significantly exceeds the general price level of taxi services provided to consumers. The specified price of the representative journey shall be reviewed annually. In the event of a disagreement as to whether the price or the criteria for determining the price were expressly agreed, the service provider shall substantiate its claim. If the price or the

Existing Act

The Finnish Transport and Communications Agency shall monitor the pricing of taxi services provided to consumers. The Finnish Transport and Communications Agency shall issue further regulations on the price of a representative journey above which the price of a taxi journey or the criteria for determining the price of a taxi journey shall be explicitly agreed upon. The Finnish Transport and Communications Agency shall determine the price of a representative journey at such a level that if the price of the representative journey is exceeded, it may be considered that the price of the representative journey significantly exceeds the general price level of taxi services provided to consumers. The specified price of the representative journey shall be reviewed annually. In the event of a disagreement as to whether the price or the criteria for determining the price were expressly agreed, the service provider shall substantiate its claim. If the price or the criteria for determining the price are not explicitly agreed upon, it may not exceed the price of a representative journey specified by the Finnish Transport and Communications Agency.

If the trend in the prices of additional services in taxi services targeted at special needs groups shows that the prices charged to consumers for the additional service are not reasonable, the Finnish Transport and Communications Agency may set a maximum price for them. A reasonable price is a price that is reasonable taking into account the costs incurred by an efficient operator for the provision of the service. The maximum price must be cost-oriented in such a way that it includes reasonable profit. The maximum price may be set for a maximum of one year at a time. The Finnish Transport and Communications Agency shall monitor the trend in the prices of additional services in taxi services provided in different geographical areas on an annual basis.

The provisions of paragraphs 1 to 4 on

Draft

criteria for determining the price are not explicitly agreed upon, it may not exceed the price of a representative journey specified by the Finnish Transport and Communications Agency.

If the trend in the prices of additional services in taxi services targeted at special needs groups shows that the prices charged to consumers for the additional service are not reasonable, the Finnish Transport and Communications Agency may set a maximum price for them. A reasonable price is a price that is reasonable taking into account the costs incurred by an efficient operator for the provision of the service. The maximum price must be cost-oriented in such a way that it includes reasonable profit. The maximum price may be set for a maximum of one year at a time. The Finnish Transport and Communications Agency shall monitor the trend in the prices of additional services in taxi services provided in different geographical areas on an annual basis.

The provisions of paragraphs 1 to 3 concerning the indication of the price and the pricing and setting of the price of the rides offered to consumers shall also apply to rides offered to other customers, unless otherwise agreed in advance.

The Finnish Transport and Communications Agency shall monitor the general trend in the prices of taxi services in different areas. Notwithstanding commercial secrecy, a licence holder providing passenger transport and a provider of brokering services are obliged to periodically submit the data on the actual prices of the taxi services they provide or broker to the Finnish Transport

Existing Act

informing consumers about the price and about the pricing and setting of the price of the rides offered to consumers shall also apply to rides offered to other customers, unless otherwise agreed in advance.

Draft

and Communications Agency for the purpose of carrying out the monitoring duties referred to in this subsection and in subsections 3 and 4. The Finnish Transport and Communications Agency shall issue further regulations on the price information to be submitted, the methods of delivery and the deadlines for submitting the information.

The Finnish Transport and Communications Agency shall monitor the general trend in the prices of taxi services in different areas. Notwithstanding commercial secrecy, a licence holder providing passenger transport and a provider of brokering services are obliged to periodically submit the data on the actual prices of the taxi services they provide or broker to the Finnish Transport and Communications Agency for the purpose of carrying out the monitoring duties referred to in this subsection and in subsections 4 and 5. The Finnish Transport and Communications Agency shall issue further regulations on the price information to be submitted, the methods of delivery and the deadlines for submitting the information.

Article 193a

The authority supervising the activities of training organisations providing driver training on special needs groups in taxi services and entrepreneur training

Article 193a

Authority supervising trainings and the activities of training providers in taxi services

Section 216

Content and purpose of the transport register

Content and purpose of the transport register

The Finnish Transport and Communications Agency shall keep the

The Finnish Transport and Communications Agency shall keep the Transport Register by electronic means, containing information on:

Existing Act

Transport Register by electronic means, containing information on:

- 1) operator permits and notifiable activities;
 - 2) vehicles, aircraft, vessels and watercraft, railway rolling stock and related equipment (means of transport);
 - 3) on personal licences
- _____

Draft

- 1) operator permits and notifiable activities;
 - 2) vehicles, aircraft, vessels and watercraft, railway rolling stock and related equipment (means of transport);
 - 3) personal licences;
- _____

Section 227

Disclosure of data from the Transport Register as a single disclosure

As an individual supply, everyone has the right to obtain the following information:

- 1) based on business ID, company name or licence ID, information on the name and contact details of the holder of the Operator's licence, the licence code, the validity period of the licence and the name of the responsible person, or, if the Operator is a natural person, based on the name and surname, personal ID or other unique ID, information on the Operator's name, work contact details, the licence code and the validity period of the licence;
- _____

Section 227

Disclosure of data from the Transport Register as a single disclosure

As an individual supply, everyone has the right to obtain the following information:

- 1) based on business ID, vehicle identification registration number, company name or licence ID, information on the name and contact details of the holder of the Operator's licence, the licence code, the validity period of the licence and the name of the responsible person, or, if the Operator is a natural person, by name and surname, personal ID or other unique ID, information on the Operator's name, work contact details, the licence code and the validity period of the licence;
- _____

Section 246

Withdrawal of a taxi driver's licence and a warning issued by the police

A taxi driver's licence shall be handed over to the police upon its withdrawal. A temporarily withdrawn licence is returned to the holder upon expiration of the set period. If a licence is withdrawn indefinitely, a precondition for the licence being returned is that the holder of the licence demonstrates that the reason for the withdrawal no longer exists. However, the licence will not be returned if its validity has expired. Before the licence is returned, the suitability of the

Section 246

Withdrawal of a taxi driver's licence and a warning issued by the police

A taxi driver's licence shall be handed over to the police upon its withdrawal. A temporarily withdrawn licence is returned to the holder upon expiration of the set period. If a licence is withdrawn indefinitely, a precondition for the licence being returned is that the holder of the licence demonstrates that the reason for the withdrawal no longer exists. However, the licence will not be returned if its validity has expired. Before the licence is returned, the suitability of the licence holder shall be re-assessed in

Existing Act

licence holder shall be re-assessed in accordance with § 25. The offences referred to in paragraphs 3 and 4 of the above section shall be taken into account those who have come to the attention of the licensing authority since the withdrawal of the licence.

Article 246a

*Fraud detected in the examination
performance of the taxi driver examination
and the entrepreneur examination*

If a person participating in a taxi driver examination as referred to in § 25 a or an entrepreneur examination as referred to in § 6 a is found committing an act considered fraudulent during the examination, the examination organiser shall interrupt the person's examination and reject the examinee. A dishonest act or omission, the purpose of which is to give a false impression of one's own or that of another person's skills, shall be deemed acts of deception.

The Finnish Transport and Communications Agency shall impose a temporary ban of six months on a person who is found guilty of an act considered fraudulent during an examination. The deadline is calculated from the examination date on which the act considered fraudulent took place. The decision of the Finnish Transport and Communications Agency to prohibit temporary participation in the examination shall be enforceable even if the decision has not acquired legal force.

Article 262a

*Incorrect registration of a vehicle used in
traffic*

A holder of a passenger or goods transport licence or a service provider referred to in

Draft

accordance with § 25. The offences referred to in paragraphs 3 and 4 of the above section shall be taken into account those who have become known to the police after the withdrawal of the licence.

Article 246a

*Fraud detected in the examination
performance of the taxi driver examination
and the entrepreneur examination*

If a person participating in a taxi driver examination as referred to in § 25 a or an entrepreneur examination as referred to in § 6 a is found committing an act considered fraudulent during the examination, the examination organiser shall interrupt the person's examination and reject the examinee. The examinee must also be rejected if the cereal is detected after the end of the examination. A dishonest act or omission, the purpose of which is to give a false impression of one's own or that of another person's skills, shall be deemed acts of deception.

The Finnish Transport and Communications Agency shall impose a temporary ban of six months on a person who is found guilty of an act considered fraudulent during the examination. The deadline is calculated from the examination date on which the act considered fraudulent took place. The decision of the Finnish Transport and Communications Agency to prohibit temporary participation in the examination shall be enforceable even if the decision has not acquired legal force.

Article 262a

*Incorrect registration of a vehicle used in
traffic*

The holder of a taxi service authorisation or an authorisation for passenger or goods transport, or a service provider referred to in

Existing Act

§ 16 who, intentionally or through gross negligence, has not registered a motor vehicle used in professional transport as referred to in § 17 in the transport register referred to in § 216, unless a more severe penalty is laid down elsewhere in the law, shall be sentenced to a fine for the incorrect registration of the vehicle used in transport.

Section 265

Unauthorised transport training activities

Anyone who intentionally or through gross negligence

1) engages in training or testing activities referred to in §§ 6a, 26a, 31, 34 or 37 without the approval referred to in §§ 35, 35a or 37,

2) engages in training activities referred to in Chapter 12 without the approval referred to in §§ 114 and 116 or in violation of the terms of the approval, or

3) engages in training activities without a flight training licence referred to in § 135 or the EASA Regulation, or fails to issue a notification on his or her training activities, shall be sentenced to a fine for unauthorised transport training activities unless a more severe penalty for the offence is prescribed elsewhere in the law.

Draft

§ 16, who intentionally or through gross negligence has not registered a motor vehicle used in professional transport as referred to in § 17 in the transport register referred to in § 216, unless a more severe penalty is provided for elsewhere in the law, shall be sentenced to a fine for incorrect registration of the vehicle used in transport.

Section 265

Unauthorised transport training activities

Anyone who intentionally or through gross negligence

1) engages in training or testing activities referred to in §§ 6a, 25a, 26a, 31, 34 or 37 without the approval referred to in §§ 35, 35a or 37,

2) engages in training activities referred to in Chapter 12 without the approval referred to in §§ 114 and 116 or in violation of the terms of the approval, or

3) engages in training activities without a flight training licence referred to in § 135 or the EASA Regulation, or fails to issue a notification on his or her training activities, shall be sentenced to a fine for unauthorised transport training activities unless a more severe penalty for the offence is prescribed elsewhere in the law.

Article 268a

(new)

Offences concerning the use of a taximeter

A traffic error fee of EUR 100 may be imposed on a licence holder if they intentionally or negligently fail to comply with the obligation laid down in § 15 a concerning the use of a taximeter.

A traffic penalty fee of EUR 100 may be imposed on a driver if they either intentionally or out of negligence fail to comply with the provisions of § 152(2) on the use of a taximeter as a basis for determining the price.

DRAFT

Existing Act

Draft

Article 268b

(new)

Infringements of pricing and display of price information

A traffic penalty fee of EUR 100 may be imposed on a licence holder or driver if they either intentionally or out of negligence fail to comply with the provisions of section 152(1) or regulations issued by virtue of it on the notification of price information.

This Act shall enter into force on [day] [month] 20 .

However, section 227, subsection 1, paragraph 1 of the Act shall not enter into force until 1 October 2026.

Those holders of a taxi licence that do not have a taximeter that meets the requirements of the Measuring Instruments Act when this Act enters into force in their vehicles shall comply with the requirement to use a taximeter in accordance with § 15 a of this Act from 1 October 2026 at the latest.

Notwithstanding the provisions of § 17(2) of this Act, taxi service authorisation holders shall comply with the requirements set out in § 17(2) concerning the registration and connection of the vehicle to the licence by 1 October 2026 at the latest.

Notwithstanding the provisions of § 25(2) of this Act, a taxi driver licence may be issued to a person without completing taxi driver training when this Act enters into force while taxi driver training is not yet available, but no later than until 1 April 2026.

The provisions in force at the time of entry into force of this Act shall apply to applications for a taxi driver's licence submitted under section 25 or section 26 of this Act or to applications for an administrative review and appeal against such applications for the renewal of a taxi

DRAFT

Existing Act

Draft

driver's licence that are pending upon the entry into force of this Act.

2.

Act

on the temporary amendment of the Act on Transport Services

In accordance with the decision of Parliament section 26, subsection 2 and section 265, subsection 1, paragraph 1 of the Act on Transport Services (320/2017), as they appear partially in Acts 371/2019 and 299/2021 and section 35a, subsection 1, as it appears in Act 299/2021, are *amended* temporarily, a new § 26 b is *added* temporarily as follows: is replaced by the following:

Existing Act

Draft

Section 26

Section 26

Validity and renewal of a taxi driver's licence

Validity and renewal of a taxi driver's licence

A driving licence may be renewed by submitting an application to the Finnish Transport and Communications Agency. An application for the renewal of a driver's licence may be submitted no earlier than six months before the expiry of the driver's licence. The provisions of § 25(2)(1) and (2) and § 25(3) and (4) on the issuance of a driver's licence shall apply to the renewal of a driver's licence. If a party applying for the renewal of a licence has committed an offence referred to in § 25(3) during the validity period of the licence, the licence can still be renewed if the penalties already imposed on the act or administrative sanctions can be considered unreasonable for non-renewal.

A driving licence may be renewed by submitting an application to the Finnish Transport and Communications Agency. An application for the renewal of a driver's licence may be submitted no earlier than six months before the expiry of the driver's licence. The provisions of § 25(2)(1) and (2) and § 25(3) and (4) on the issuance of a taxi driver's licence and § 26b on the further training of taxi drivers shall apply to the renewal of a taxi driver's licence. If a party applying for the renewal of a licence has committed an offence referred to in § 25(3) during the validity period of the licence, the licence can still be renewed if the penalties already imposed on the act or administrative sanctions can be considered unreasonable for non-renewal.

Existing Act

Draft

(Temporary addition)

Article 26b

Continuation training for taxi drivers

In order to renew a taxi driver's licence, the driver must complete further training. The training shall include teaching on the subjects referred to in § 25 a(1). The taxi driver must undergo further training only once in order to renew the driver's licence. However, further training shall not be required if the person has completed the training of a taxi driver referred to in section 25a.

The duration of further training shall be at least 7 hours. The training organisation shall issue a training certificate to the person who has completed the training.

The Finnish Transport and Communications Agency may issue further regulations on the content and implementation of the continuing training of taxi drivers.

Article 35a

Article 35a

Teaching staff and tools of an approved training provider for taxi services

Approval of a training organisation as an organiser of taxi service training

A training provider approved in accordance with § 35 a shall have sufficient teaching staff, a person responsible for training, and appropriate educational equipment and premises suited for the scale of the activity. The person responsible for the training supervises, controls and develops educational activities and training, and otherwise effectively carries out managerial functions.

Organising the training of taxi drivers referred to in § 25 a, the training of drivers on special needs groups referred to in § 26 a, the continued training of the taxi driver referred to in § 26 b and the entrepreneur training referred to in § 6 a shall require the approval of the Finnish Transport and Communications Agency.

Section 265

Section 265

Unauthorised transport training activities

Unauthorised transport training activities

Anyone who intentionally or through gross negligence

Anyone who intentionally or through gross negligence

1) engages in training or testing activities

1) engages in training or testing activities referred to in §§ 6a, 26a, 26b, 31, 34 or 37

DRAFT

Existing Act

referred to in §§ 6a, 26a, 31, 34 or 37 without the approval referred to in §§ 35, 35a or 37,

2) engages in training activities referred to in Chapter 12 without the approval referred to in §§ 114 and 116 or in violation of the terms of the approval, or

3) engages in training activities without a flight training licence referred to in § 135 or the EASA Regulation, or fails to issue a notification on his or her training activities

shall be sentenced to a fine for unauthorised transport training activities unless a more severe penalty for the offence is prescribed elsewhere in the law.

Draft

without the approval referred to in §§ 35, 35a or 37,

2) engages in training activities referred to in Chapter 12 without the approval referred to in §§ 114 and 116 or in violation of the terms of the approval, or

3) engages in training activities without a flight training licence referred to in § 135 or the EASA Regulation, or fails to issue a notification on his or her training activities,

shall be sentenced to a fine for *unauthorised transport training activities*, unless a more severe penalty for the offence is prescribed elsewhere in the law.

This Act shall enter into force on [day] [month] 20 and shall remain in force until [day] [month] 2034.

Notwithstanding the provisions of § 26(2) and § 26b of this Act on continuing training and renewal of a taxi driving licence, the taxi driver's licence may be renewed without completing further training after the entry into force of this Act while further training is not yet available, but no later than until 1 April 2026.

3.

Act
amending the Vehicles Act

In accordance with the decision of Parliament
§ 99 and § 101 and § 195(7) of the Vehicles Act (82/2021), as it appears in Act 493/2023,
are *amended*, and
a new subsection 7 is *added* to the Act to § 13 so that the current subsection 7 becomes
subsection 8 and subsection 8 becomes subsection 9, a new section 153a, a new subsection 7
to § 195, as stated in Act 493/2023, so that the current subsection 7 becomes subsection 8, as
follows:

Existing Act

Draft

Section 13

Section 13

*Structure, controls and equipment of a
vehicle*

*Vehicle construction, control devices and
equipment*

If a new vehicle of category M placed on
the market is permanently fitted with a car
radio receiver, the receiver shall be capable
of receiving and decoding digital and
analogue terrestrial radio transmissions.

A vehicle used in taxi transport shall be
equipped with a taximeter that meets the
requirements of the Measuring Instruments
Act (707/2011).

The Finnish Transport and
Communications Agency shall issue further
regulations:

- 1) the requirements for the construction
and characteristics of the vehicle;
- 2) on the requirements concerning the
systems, components, separate technical
units, parts and equipment of a vehicle;
- 3) on the requirements for the cargo chassis
and cargo spaces of vehicles used for the
transport of goods, on the fixing points and
on protective structures to be used to secure
the cargo;
- 4) on the strapping and securing devices to
be used for strapping and securing the load.

If a new vehicle of category M placed on
the market is permanently fitted with a car
radio receiver, the receiver shall be capable
of receiving and decoding digital and
analogue terrestrial radio transmissions.

The Finnish Transport and
Communications Agency shall issue further
regulations:

- 1) the requirements for the construction

Existing Act

Draft

and characteristics of the vehicle;

2) on the requirements concerning the systems, components, separate technical units, parts and equipment of a vehicle;

3) on the requirements for the cargo chassis and cargo spaces of vehicles used for the transport of goods, on the fixing points and on protective structures to be used to secure the cargo;

4) on the strapping and securing devices to be used for strapping and securing the load.

Section 99

Section 99

Number plates and registration number

Number plates and registration number

Number plates containing the vehicle's identifying registration number shall be issued for the first registration of a vehicle. If necessary, number plates shall also be issued for the entry into transport use of a vehicle. The registration number and the number plates shall be clearly distinguishable.

Further provisions on the issuance of number plates, the content of the registration number and the colour of the plates, and the determination of the registration number may be issued by government decree.

Number plates containing the vehicle's identifying registration number shall be issued for the first registration of a vehicle. If necessary, number plates shall also be issued for the entry into transport use of a vehicle. The registration number and the number plates shall be clearly distinguishable.

If the conditions laid down in § 17(1) and (2) of the Act on Transport Services are met, registration plates (taxi plates) that are distinguished from other registration plates shall be issued for a vehicle used in taxi service and the vehicle is not subject to a ban on use or driving.

Further provisions on the issuance of number plates, the content of the registration number and the colour of the plates, and the determination of the registration number may be issued by government decree.

The Finnish Transport and Communications Agency may issue further regulations on the forms used in registration as well as the dimensions and other technical characteristics of the number plates.

The Finnish Transport and Communications Agency may issue further regulations on the forms used in registration as well as the dimensions and other technical characteristics of the number plates.

Section 101

Section 101

Use of number plates

Use of number plates

It is prohibited to use or affix to the vehicle number plates or transfer plates other than those belonging to it, or other plates or

It is prohibited to use or affix to the vehicle number plates or transfer plates other than

Existing Act

combinations of letters or numbers which misleadingly resemble a number plate or registration number, a transfer plate or a nationality mark.

However, another temporary plate bearing the registration number of the vehicle may be used for a maximum period of one month, provided that this has been entered in the register by the party carrying out the registration when ordering a new registration plate. Upon request, the Finnish Transport and Communications Agency may extend the deadline.

The number plate shall be easily readable in traffic.

(new)

Section 195

Traffic penalty fee

Provisions on imposing, notifying and enforcing a traffic penalty fee are laid down in the Road Traffic Act. A traffic penalty fee will not be imposed if an additional tax referred to in section 47a of the Motor Vehicle Tax Act can be imposed for the same offence. In such cases, the authority shall notify the use of the vehicle to the Finnish Transport and Communications Agency.

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those belonging to it, or other plates or combinations of letters or numbers which misleadingly resemble a number plate or registration number, a transfer plate or a nationality mark.

However, another temporary plate bearing the registration number of the vehicle may be used for a maximum period of one month, provided that this has been entered in the register by the party carrying out the registration when ordering a new registration plate. Upon request, the Finnish Transport and Communications Agency may extend the deadline.

If the vehicle is used for taxi service, the taxi plates referred to in § 99(2) shall be used in the vehicle.

A vehicle may not be used in traffic (prohibition on use) if taxi plates are attached to it and the requirements of § 17(1) and (2) of the Act on Transport Services are not met.

The number plate shall be easily readable in traffic.

Article 153a

Inspection of the prerequisites for a taxi sign during a roadworthiness test

A roadworthiness test other than a registration inspection or its re-inspection shall not be completed if the vehicle is prohibited from use in accordance with section 101, subsection 4 of this Act.

Section 195
Traffic penalty fee

A traffic penalty fee of EUR 3,000 may be imposed on a licence holder for taxi services, if he or she wilfully or as a result of negligence infringes the provisions on taximeters in § 13(7).

Provisions on imposing, notifying and

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Existing Act

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enforcing a traffic penalty fee are laid down in the Road Traffic Act. A traffic penalty fee will not be imposed if an additional tax referred to in section 47a of the Motor Vehicle Tax Act can be imposed for the same offence. In such cases, the authority shall notify the use of the vehicle to the Finnish Transport and Communications Agency.

This Act shall enter into force on [day] [month] 20xx.

However, section 99, section 101 and section 153a shall enter into force on 1 January 2027.

Those holders of a taxi licence that do not have taxi plates in their vehicles after the entry into force of this Act shall comply with the requirement for taxi plates in accordance with § 101(3) of this Act by 30 June 2027 at the latest.

4.

Act

amending Section 6 of the Act on the Grey Economy Information Unit

In accordance with the decision of Parliament
Section 6, subsection 1, paragraph 14 of the Act on the Grey Economy Information Unit
(1207/2010), as it appears in Act 324/2017, is *amended* as follows:

Existing Act

Draft

Section 6

Section 6

Purpose of the compliance audit report

Purpose of the compliance audit report

The compliance audit report shall be drawn
up to support the following:

The compliance audit report shall be drawn
up to support the following:

14) the granting and revocation of a
passenger transport licence, a goods transport
licence and a taxi licence pursuant to the
Transport Code;

14) the granting and withdrawal of a
passenger transport licence, a goods transport
licence, a taxi service licence and an
approval for taxi service training
organisations pursuant to the Act on
Transport Services (320/2017);

This Act shall enter into force on [day]
[month] 20 .
