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## INTRODUCTION

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This thematic briefing seeks to expand the exploratory paths presented in **Thematic briefing #1: 2020 proposals to statutory law regarding the gig economy** developed within the **Future of Work & Gig Economy** study developed by the **Center for Education and Research on Innovation (CEPI) of the São Paulo Law School of Fundação Getulio Vargas (FGV)**. This brief summary presents the results of the study on 114 proposals to statutory law considered or under consideration in the Brazilian National Congress between 2010 and 2020 with the purpose of understanding the national legislation discussion scenario prior to the COVID-19 pandemic. It sought to map both convergent and divergent aspects within the scope of the Brazilian federal legislation, but also developments of correlated public policies. This scenario presents both an ocean of aspects that the law makers attempt to consider when proposing laws on the topic and also the few routes sailed by the members of our congress. Enjoy your reading!

### Key findings

1. Three waves of legislation action on the topic can be observed. The 2020 events accelerated a movement started in 2019 on the diversification of the scope of application of bills;
2. If previously, the agenda was almost exclusively focused on drivers of paid individual transportation of passengers, from the 2020 second quarter, other bills gained strength, focusing on delivery workers or drivers and delivery workers;
3. The impact of COVID-19 and the movements of delivery workers on the legislative agenda is even more evident when comparing the topic of the bills on the 2nd wave with those of the 3rd wave, where consumers and public security become second before a variety of agendas, especially topics linked to the protection against diseases, the governance of platforms, the cost of labor, income, and also health;
4. There is also a trend towards more specific bills rather than broader proposals seeking to become regulatory landmarks to on-demand labor;
5. The bills present several distinctions among providers and among platforms, showing the different possibilities and characteristics of this activity. Legal distinctions prevail over technological distinctions or business options.

## OVERVIEW

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In its thematic briefing #1 (**2020 proposals to statutory law regarding the gig economy: A review of definitions and rules concerning working conditions, benefits, and remuneration – version 1.0, dated December 1, 2020**)<sup>1</sup>, CEPI published the results of a study analyzing 40 federal bills presented from March to November 2020, focusing on the regulation of on-demand work mediated by digital platforms (i.e., delivery services, paid individual private transport of passengers, etc.) The study period included the state of emergency due to the COVID-19 pandemic, when the matter became prominent, due to the exposure and demands of workers in that economic segment.

With the purpose of broadening the analysis, this second thematic briefing (TB2) presents the results of a study with an expanded

timeframe from the analysis of the 2010 proposals presented between 2020 and 2020<sup>2</sup>, from the following **guiding questions**:

- Which on-demand work was addressed by the Brazilian National Congress in the bills related to the topic?
- Which were the concerns of the law makers?
  - What issues were identified?
  - What solutions were proposed?
- What is the target audience of the bills?
- Were there any changes to the content of the bills throughout the adopted timeframe? Is it possible to note any trend during the analyzed period?
- What is the legal system proposed by the bills?

## METHODOLOGICAL NOTES

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The mapping of the bills analyzed here followed the same methodology applied in TB1. While the first study had a scope restricted to the period from March to November 2020, this new study worked with the 2010-2020 timeframe.

The oldest bill included in the analysis dates of 4/15/2015, and the most recent one is dated 12/16/2020. Searches were developed in the Brazilian Houses of Representatives and Federal Senate using the same keywords

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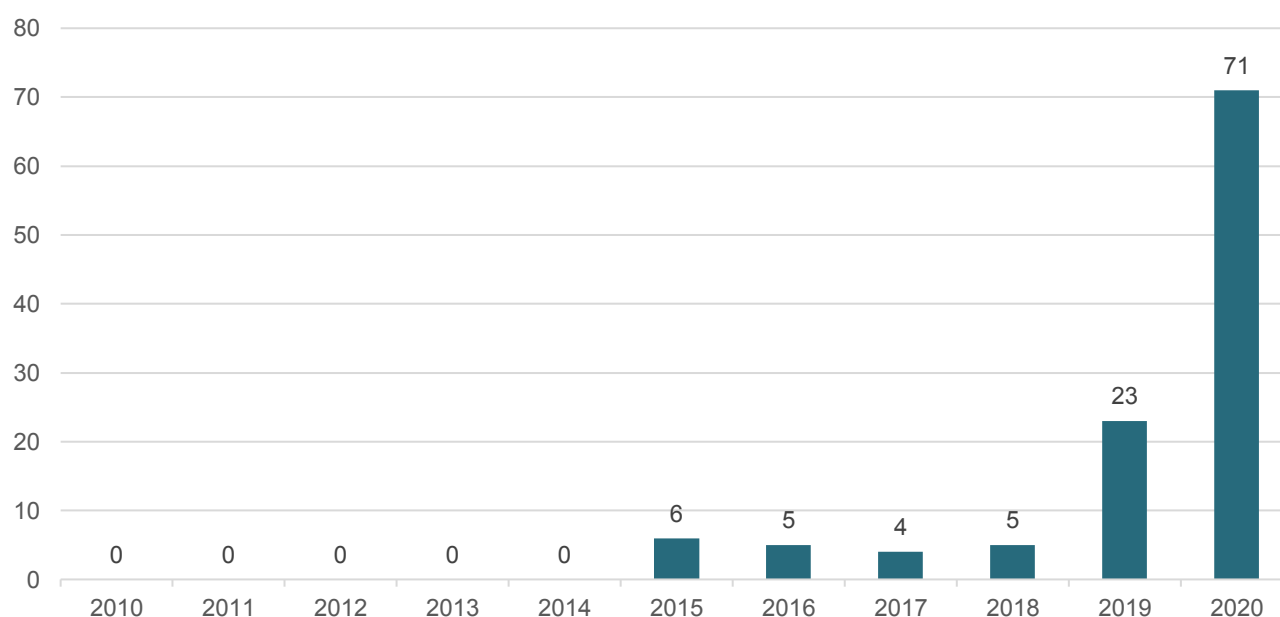
<sup>1</sup> Available at: <http://bibliotecadigital.fgv.br/dspace/handle/10438/29942>.

<sup>2</sup> The mapping of the bills took into consideration the 2010-2020 timeframe. However, the oldest relevant results date back to 2015, which reveals a fact already known by the researchers: the matter gains prominence from 2014, the year when Uber do Brasil Tecnologia Ltda. (Uber) started operating in Brazil. For further information regarding the timeframe and results, please refer to the **Methodological Notes**.

adopted in TB1, including only the bills.<sup>3</sup> A total of 1,136 results were found, which were then screened using three criteria: a) exclusion of duplicates; b) timeframe (2010-2020); and c) relevance to the topic (bills that were directly related or which could present any repercussion on the work through digital platforms). A total of 109 bills resulted from that process, which are described in **Figure 1**,

to which 5 bills were added, which were obtained in the search for TB1 that took place in October 2020. Ninety-eight bills were being processed in January 2021, and 16 had been archived, withdrawn by the author, or transformed into law. TB1 analyzed 40 of those 114 bills. **Chart 1** shows the distribution of the sample during the screening process.

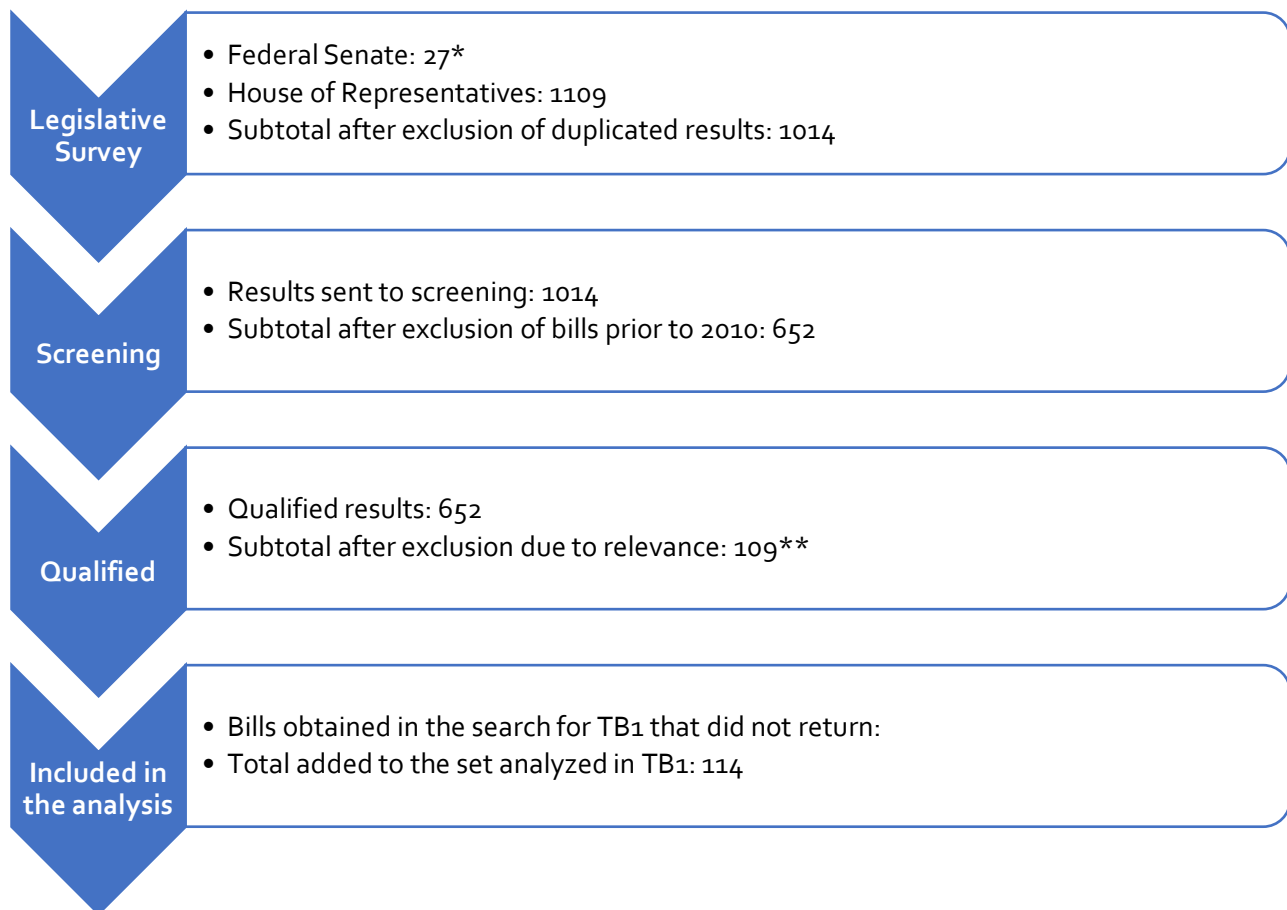
**Chart 1** - Number of bills presented per year (2010-2020)



Source: own preparation. N = 114.

<sup>3</sup> Keywords were adopted from the mapping of issues related to the study topic. They are: (i) delivery app | "delivery app"; (ii) app workers | "app workers"; (iii) delivery workers | "delivery workers"; (iv) on-demand work | "on-demand work"; (v) platform work | "platform work"; (vi) freelance work | "freelance work"; (vii) odd-job economy | "odd-job economy"; (viii) crowdwork | "crowdwork"; (ix) intermittent work | "intermittent work"; (x) "uber"; (xi) "ifood"; (xii) "rappi".

**Figure 1** - Flowchart of the review of legislation in the Brazilian Congress regarding work on on-demand work



Source: own preparation. \*Upon consultation to the Senate's website, the timeframe filter was used, so the system automatically excluded the proposals presented prior to 2010. \*\*This screening was performed by three different researchers, with peer review, from the reading of the summary and checking the full text of the bills. For inclusion in the analysis base, bills that were causally related, or which could present any repercussion on the work through digital platforms were selected. Regarding the analysis of the evolution of the agenda, bills which were already closed (i.e., archived, withdrawn by the author, etc.) were maintained. \*\*\*The following bills were manually added: PL 1872/2020, PL 3570/2020, PL 3797/2020, PL 4241/2020, PL 854/2020.

## FROM DRIVERS TO DELIVERY WORKERS: THE THREE WAVES

Gig economy is an ocean: it involves several players, activities, and sectors, with different peculiarities and characteristics. The platforms are not the same: there are several business models, services, and uses of technology. Similarly, the service providers

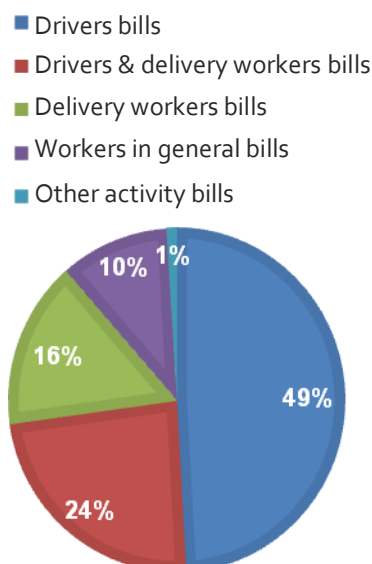
are also far from being a homogeneous category, performing different activities, with particular objectives and work and life conditions. In this sense, this study is focused on understanding **if** and **how** the bills address such particularities.

On this point, the survey identified that some bills are guided towards specific service providers and platforms, with emphasis to **drivers** of paid individual private transportation of passengers (transport platforms) and **delivery workers** in delivery services and transport of cargo in general (delivery and cargo transport platforms): A total of 49% of the bills is exclusively related to drivers; 24% include drivers **and** delivery workers (products and services); 16% is exclusively related to delivery workers (products and services); 10% focus on work through apps in general; and 1% is intended to service providers of a specific activity, namely artists and interpreters in digital platforms.

Even if this division may seem balanced, it is important to emphasize that it reflects a recent scenario. A temporal analysis of the bills shows a gradual process of expansion of the groups interested in the matter, which are calling the attention of the Brazilian Congress. **Chart 3** shows three waves identified in the Brazilian Congress.

A **first wave** of bills on paid individual transportation of passengers that starts in 2015, reaching its peak in 2016 and decreases in the end of 2017 and beginning of 2018, when Federal Law No. 13.640 is passed, dated March 26, 2018 (law that amended the National Urban Mobility Policy to regulate the paid pri -

*Chart 2: Types of PLs examined, according to scope application (2010-2020)*



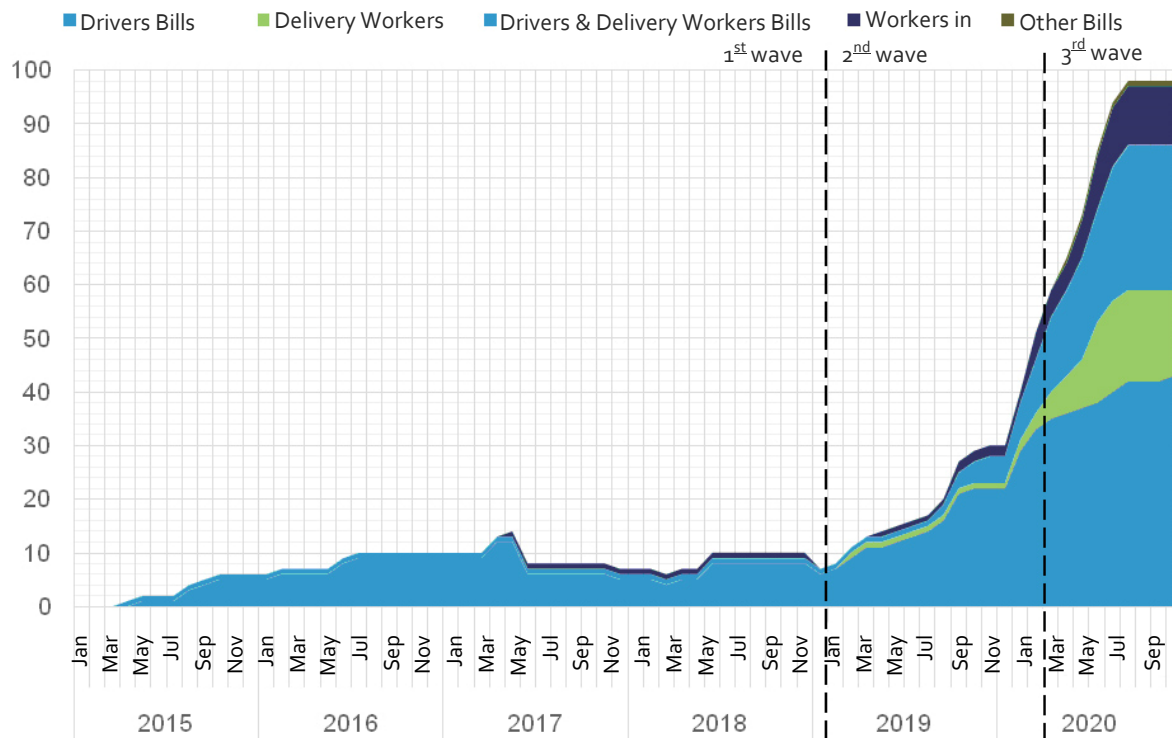
Source: own preparation. N=114.

vate individual transportation of passengers).

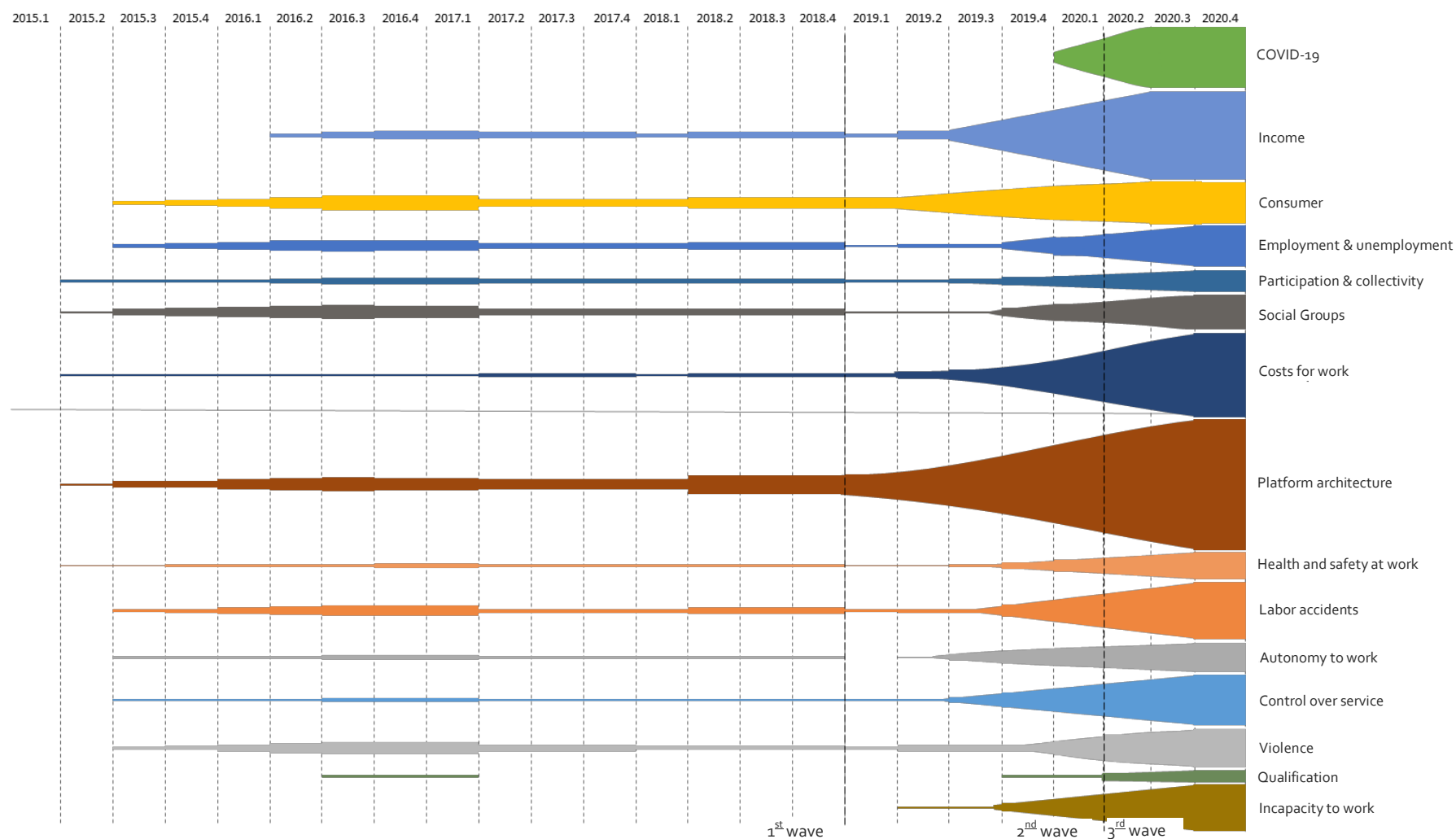
After that, a few bills were presented, and the scenario remained the same until the beginning of 2019;

In the **second wave**, the first bills addressing exclusively delivery workers or including deliveries and individual transportation of passengers can be observed. However, the highlight is on the volume of bills addressing exclusively drivers, which increased from 6 (January 2019) to 33 (March 2020).

**Chart 2** - Volume of proposals to statutory law in progress in the Brazilian National Congress, by type of bill (2015-2020)



*Figure 2 - Accumulated volume of bills in progress, by quarter, according to concern or agenda (2015-2020)*



Source: own preparation. N=114.

## WHERE DOES THE TIDE OF THIS OCEAN OF POSSIBILITIES TAKE US?

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It is not a coincidence that the diversification of concerns reflected on the bills has happened together with the diversification of scope and the fight against the COVID-19 sanitary crisis. When one looks at the bills according to their scopes, it is possible to identify specific agendas associated to the most frequent activities and demands according to each group. Among the “Drivers bills”, it is important to note the proportion of the incidence of the “Benefits: replacement, assistance, and subsidy”<sup>4</sup> : it appears in 12 bills, against only 1 of the “Delivery worker bills”.

The “Characterization of Regime: defined as other”<sup>5</sup> code also differs in relation to the “Drivers bills”: in 10 of those bills, the legislator pushes away the application of the Consolidation of Labor Laws (CLT). In the same sense, the code “Work Conditions:

Health and Safety – Violence”<sup>6</sup> was expressively applied in “Drivers bills”. Although it is part of the group of codes that regulates the labor conditions, this specific code addresses a topic that is also of interest of the consumers (end users), namely safety against violence - a topic of great relevance in the discussion of the matter prior to the emergence of the COVID-19 sanitary crisis.

These eventual and remarkable occurrences in the “Drivers bills” allow the following conclusion: the proposals with more labor/social security characteristics have gained force as the delivery workers started to be seen as the main beneficiaries, as shown by the higher occurrence of codes with such bias, in the same proportion as a proliferation of bills exclusively aimed at that category or including that category can be observed.

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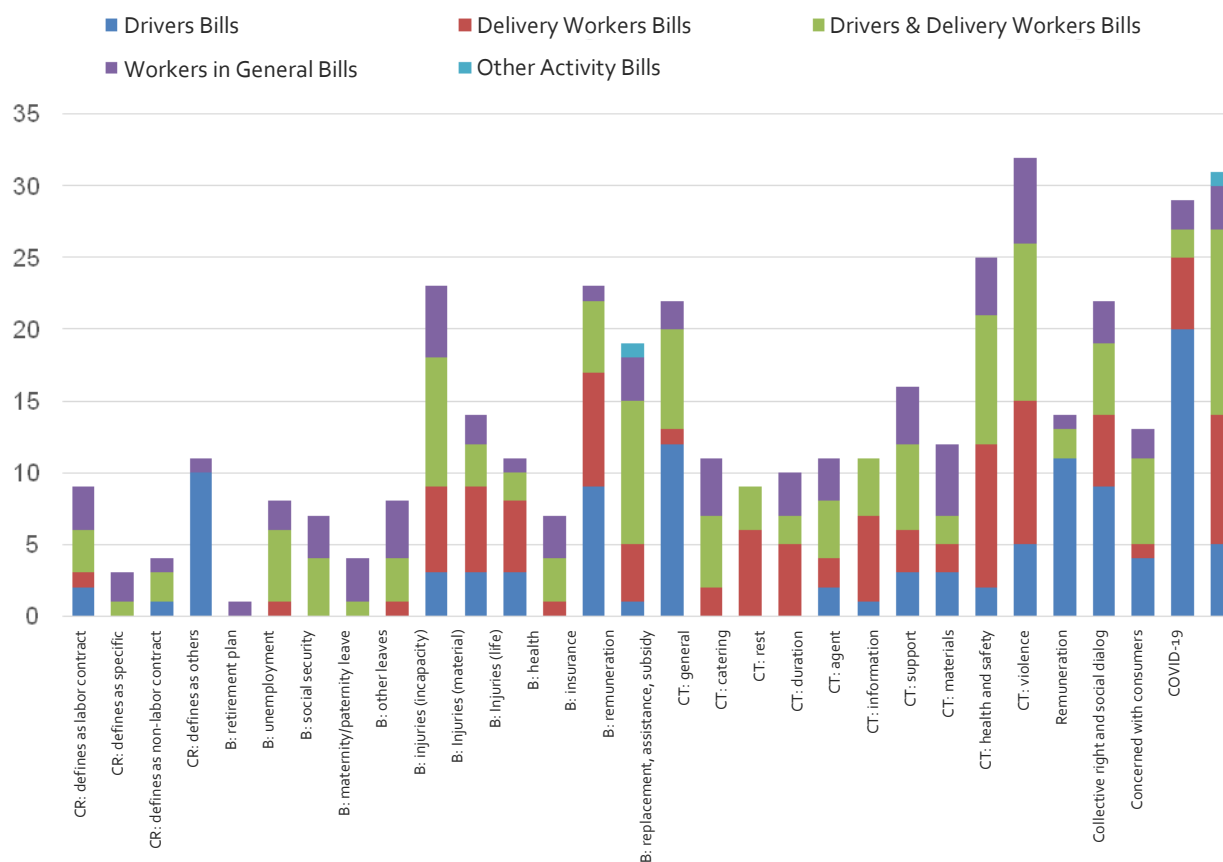
<sup>4</sup> The rules governing a pecuniary right given to the service provider to indemnify the depreciation of the work materials or any type of assistance or subsidy for that worker to acquire, renew, lease, lease or borrow materials or infrastructure to work were applied. For instance: indemnification due to depreciation of vehicles for app drivers.

<sup>5</sup> The rules that expressly define professionals as a type of contractual relationship other than CLT and specific contracts for platform economy were applied. It differs from the “Characterization of Regime: apply other” since it regulates the relationship in another manner: it does not point out the individual application of devices from the other regime (i.e., apply devices from intermittent contracts), but applies the regime as a whole by defining the relationship as this other type.

<sup>6</sup> The rules that provide on the availability, enforcement or non-enforcement of actions that guarantee the safety of service providers and users in case of violence and public safety situations were applied. For instance: availability of the “panic button” on the apps.



**Chart 3 - Amount of proposals by applied codes, according to the types of bills (2010-2020)**



Source: own preparation. N=114 (from those, 98 are in progress and 16 are no longer in progress).

CR: Characterization of the regime; B: Benefits; CT: Work Conditions

The shift of the legislator's focus can also be noted by the greater recurrence of proposals jointly dealing with product and service delivery workers and drivers in paid individual transportation of passengers, or of proposals that are applicable to any other workers in the gig economy – considering the set of “General Workers Bills”. In the bills presented in 2020,

all those categories were featured as potential beneficiaries of rights and social benefits, refraining the trend observed in the bills from the second wave, which ruled especially on the obligations of users and service providers to ensure greater safety against violence; or of the bills aimed at drivers, which sought to exempt them from taxes and reduce the cost of their activity.

### Who sails these waters? Distinction of platforms and service providers

Some bills not only specify the recipients of the rules, but also make distinctions among service providers and among platforms. Such differentiations have several purposes: identifying who is the subject of a given right appointed in the bill; identifying whose obligation is created in the bill; excluding service providers or platforms with specific characteristics from the scope of application in the proposed rule; ensuring special legal treatment to certain service providers, among others.

#### Differentiation among service providers

From the 114 documents analyzed, a total of 48 bills made some kind of differentiation

among service providers. In total, the team found **20 (twenty) different classifications for service providers**, ranging from the frequency and time at work to the difference of ownership of the vehicle used for providing such service (**Chart 5**).

#### Differentiation among platforms

From the 114 documents analyzed, a total of 23 bills made some kind of differentiation among platforms. In total, the team found **10 (ten) different classification for platforms**, ranging from the separation between profit or non-profit platforms until the use of expressions such as “platforms for operations started on the Internet” or platforms open to the public (**Chart 6**).

**Chart 4** - Distinction among service providers regarding different aspects



Source: Own preparation.

**Chart 5** - Distinction among platforms regarding different aspects



Source: own preparation.

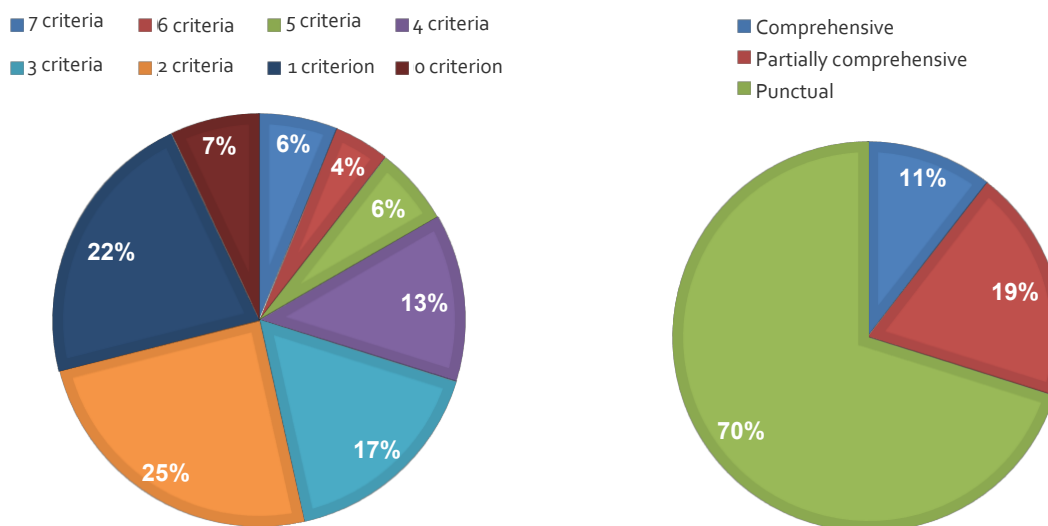
## ONE LAST POINT SHOULD BE MADE HERE: THE SCOPE OF THE BILLS

Considering the following criteria:<sup>7</sup> (i) definitions and differentiations of actors and activities in the ecosystem; (ii) characterization of the work regime of the service providers; (iii) service provider remuneration; (iv) work conditions of the service providers; (v) benefits assigned to the service providers; (vi) algorithmic governance of platforms; and (vii) regulation of platform actions, the existence of bills with different scopes was observed.

As shown in **Chart 7**, a total of 7 bills approached all the seven criteria listed above,

and 5 bills failed to approach only one of the criteria, totaling 12 bills covering a broad diversity of topics. Considering that they address several topics relevant to the regulation of on-demand work by digital platforms, those 12 bills (11%) were regarded as **comprehensive** in this study. Seven bills addressed five criteria, and 15 bills addressed four criteria, totaling 22 bills (19%) regarded as **partially comprehensive**. The remaining bills (70%) involved from three to zero criteria and were thus classified as **punctual**.

*Chart 7 - Distribution of the bills examined according to their scope (2010-2020). N=114.*



Source: own preparation

<sup>7</sup> The specification of the criteria taken into consideration to define the scope of the bills can be found in the table in the annex – TB2 Annex, available at <http://bit.ly/cepibtzanexo>.

## FINAL COMMENTS

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This **Thematic briefing #2** presents promising research paths and reinforce the need and the importance of discussing the regulation of the topic. The observation that the Brazilian National Congress changed the profile of the presented proposals leads to the discussion on the relationships of the demands from the several players and the regulatory proposals available to the legislators. Investigating and understanding how the profile of workers in a given economic activity influences the concerns, agendas, and proposed solutions is thus essential, not only for deciding on a comprehensive or fragmented approach to the topic, but also to avoid blind spots.

On the other hand, different categories of workers in the gig economy are not under the radar of the legislator, despite the (expanding) range of services offered on demand through digital platforms. Although

some bills do not specify the regulated category, which, in thesis, make them applicable to all of them, the focus has been placed on the business models that are predominant in the delivery and transportation segments.

This is an important observation since the work on demand through digital platforms is not restricted to only those two market segments. Most bills – even the most comprehensive ones, i.e., that institute a regulatory framework on the agenda – do not specifically address other types of work in the gig economy<sup>8</sup>, nor do they address crowd working<sup>9</sup>. It was not clear if the Brazilian Congress is looking at those other categories of workers and/or work modes and if it is guided by a “technological neutrality” so as to not harden the regulation (in the time or in the application scope).

### References

CENTER FOR EDUCATION AND RESEARCH ON INNOVATION (CEPI) OF THE SÃO PAULO LAW SCHOOL OF FUNDAÇÃO GETÚLIO VARGAS (FGV) **Expanded notebook from thematic briefing #1**: 2020 proposals to statutory law regarding the gig economy - a review of definitions and rules concerning working conditions, benefits, and remuneration. Versão 1.0. São Paulo: FGV Direito SP, Dec 1, 2020.

KALIL, Renan Bernardi. **Capitalismo de plataforma e direito do trabalho**: Crowdwork e trabalho sob demanda por meio de aplicativos. Doctoral thesis, University of São Paulo, 2020. Available at: [https://drive.google.com/file/d/1VruP2qHoXHlkQM\\_jaMy8U8LlLo-ZtKK/view](https://drive.google.com/file/d/1VruP2qHoXHlkQM_jaMy8U8LlLo-ZtKK/view) (accessed on: 01/09/2021).

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<sup>8</sup> There is no defined concept for “gig economy”: the search held by CEPI adopts the definition of “on-demand work through digital platforms/apps”. However, in literal translation, one could define it as “freelance work economy” or “odd-job economy”. There are gig economy platforms for hiring workers in several sectors, such as Workana and GetNinjas, as well as the apps of sectors included in the bills (delivery – iFood, Rappi, Ubereats, James, Loggi etc.; and transportation – Uber, 99, Cabify, LadyDriver, etc.).

<sup>9</sup> “Crowdwork is a form of work performed remotely through digital platforms, frequently used by companies whose business model is linked to the Internet, and that demand access to a crowd of workers at a global scale in a punctual and sporadic manner” (Kalil, 2019). Ex.: AmazonMechanicalTurk (MTurk).

## ANNEXES

**Box 1:** Sample of bills analyzed. N=114

Bills	Date of presentation	Legislative House	Status
Bill 1584/2015	05/19/2015	Chamber of Deputies	Out of process
Bill 2569/2015	08/11/2015	Chamber of Deputies	Out of process
Bill 2632/2015	08/13/2015	Chamber of Deputies	Out of process
Bill 2972/2015	09/11/2015	Chamber of Deputies	Out of process
Bill 3384/2015	10/22/2015	Chamber of Deputies	Out of process
Bill 1155/2015	04/15/2015	Chamber of Deputies	In progress
Bill 4312/2016	02/03/2016	Chamber of Deputies	Out of process
Bill 5576/2016	06/15/2016	Chamber of Deputies	Out of process
Bill 5587/2016	06/15/2016	Chamber of Deputies	Approved
Bill 5794/2016	07/12/2016	Chamber of Deputies	Out of process
Bill 6514/2016	11/22/2016	Chamber of Deputies	Out of process
Bill 7295/2017	04/04/2017	Chamber of Deputies	Out of process
Bill 7330/2017	04/05/2017	Chamber of Deputies	Out of process
Bill 7376/2017	04/10/2017	Chamber of Deputies	In progress
Bill 7579/2017	05/09/2017	Chamber of Deputies	Out of process
Bill 10341/2018	06/05/2018	Chamber of Deputies	In progress
Bill 9703/2018	03/06/2018	Chamber of Deputies	In progress
Bill 488/2018	04/02/2018	Chamber of Deputies	In progress
Bill 516/2018	06/05/2018	Chamber of Deputies	In progress
Bill 521/2018	06/13/2018	Chamber of Deputies	In progress
Bill 1355/2019	03/12/2019	Chamber of Deputies	In progress
Bill 1572/2019	03/19/2019	Chamber of Deputies	In progress
Bill 2143/2019	04/09/2019	Chamber of Deputies	In progress
Bill 2255/2019	04/11/2019	Chamber of Deputies	In progress

Bill 3498/2019	06/12/2019	Chamber of Deputies	In progress
Bill 4142/2019	07/17/2019	Chamber of Deputies	In progress
Bill 4309/2019	08/07/2019	Chamber of Deputies	In progress
Bill 448/2019	02/05/2019	Chamber of Deputies	In progress
Bill 4841/2019	09/03/2019	Chamber of Deputies	In progress
Bill 5069/2019	09/17/2019	Chamber of Deputies	In progress
Bill 5529/2019	10/15/2019	Chamber of Deputies	In progress
Bill 5562/2019	10/16/2019	Chamber of Deputies	In progress
Bill 5622/2019	10/22/2019	Chamber of Deputies	In progress
Bill 5807/2019	10/31/2019	Chamber of Deputies	In progress
Bill 5819/2019	10/31/2019	Chamber of Deputies	In progress
Bill 6110/2019	11/20/2019	Chamber of Deputies	In progress
Bill 1363/2019	03/12/2019	Chamber of Deputies	In progress
Bill 5212/2019	09/24/2019	Chamber of Deputies	In progress
Bill 5756/2019	10/30/2019	Chamber of Deputies	In progress
Bill 6015/2019	11/19/2019	Chamber of Deputies	In progress
Bill 6423/2019	12/11/2019	Chamber of Deputies	In progress
Bill 2884/2019	05/14/2019	Chamber of Deputies	In progress
Bill 5795/2019	10/30/2019	Chamber of Deputies	In progress
Bill 2057/2020	04/20/2020	Chamber of Deputies	In progress
Bill 2221/2020	04/27/2020	Chamber of Deputies	In progress
Bill 2518/2020	05/11/2020	Chamber of Deputies	In progress
Bill 282/2020	02/12/2020	Chamber of Deputies	Out of process
Bill 293/2020	02/12/2020	Chamber of Deputies	In progress
Bill 328/2020	02/13/2020	Chamber of Deputies	In progress
Bill 329/2020	02/14/2020	Chamber of Deputies	In progress
Bill 3516/2020	06/26/2020	Chamber of Deputies	In progress
Bill 387/2020	02/19/2020	Chamber of Deputies	In progress



Bill 3984/2020	07/29/2020	Chamber of Deputies	In progress
Bill 4165/2020	08/11/2020	Chamber of Deputies	In progress
Bill 430/2020	03/03/2020	Chamber of Deputies	In progress
Bill 4357/2020	08/26/2020	Chamber of Deputies	In progress
Bill 4491/2020	09/08/2020	Chamber of Deputies	In progress
Bill 4497/2020	09/08/2020	Chamber of Deputies	In progress
Bill 4768/2020	09/30/2020	Chamber of Deputies	In progress
Bill 5558/2020	12/16/2020	Chamber of Deputies	In progress
Bill 57/2020	02/04/2020	Chamber of Deputies	In progress
Bill 58/2020	02/04/2020	Chamber of Deputies	In progress
Bill 594/2020	03/11/2020	Chamber of Deputies	In progress
Bill 665/2020	03/17/2020	Chamber of Deputies	In progress
Bill 811/2020	03/23/2020	Chamber of Deputies	In progress
Bill 1553/2020	04/03/2020	Chamber of Deputies	Out of process
Bill 1665/2020	04/07/2020	Chamber of Deputies	In progress
Bill 1872/2020	04/14/2020	Chamber of Deputies	In progress
Bill 2786/2020	05/20/2020	Chamber of Deputies	In progress
Bill 2875/2020	05/25/2020	Federal Senate	In progress
Bill 3384/2020	06/17/2020	Chamber of Deputies	In progress
Bill 3572/2020	06/30/2020	Chamber of Deputies	In progress
Bill 3577/2020	07/01/2020	Chamber of Deputies	In progress
Bill 3594/2020	07/01/2020	Chamber of Deputies	In progress
Bill 3597/2020	07/01/2020	Chamber of Deputies	In progress
Bill 3599/2020	07/02/2020	Chamber of Deputies	In progress
Bill 3689/2020	07/07/2020	Federal Senate	In progress
Bill 391/2020	02/19/2020	Federal Senate	In progress
Bill 3954/2020	07/28/2020	Chamber of Deputies	In progress
Bill 4033/2020	08/03/2020	Chamber of Deputies	In progress

Bill 4241/2020	08/18/2020	Chamber of Deputies	In progress
Bill 794/2020	03/20/2020	Chamber of Deputies	Out of process
Bill 1344/2020	03/31/2020	Chamber of Deputies	In progress
Bill 1401/2020	04/01/2020	Chamber of Deputies	In progress
Bill 1677/2020	04/07/2020	Chamber of Deputies	In progress
Bill 1686/2020	04/07/2020	Chamber of Deputies	In progress
Bill 1744/2020	04/09/2020	Chamber of Deputies	In progress
Bill 215/2020	02/10/2020	Chamber of Deputies	In progress
Bill 2340/2020	05/04/2020	Chamber of Deputies	In progress
Bill 2379/2020	05/04/2020	Chamber of Deputies	In progress
Bill 308/2020	02/12/2020	Chamber of Deputies	In progress
Bill 3484/2020	06/24/2020	Chamber of Deputies	In progress
Bill 3515/2020	06/26/2020	Chamber of Deputies	In progress
Bill 3570/2020	06/30/2020	Federal Senate	In progress
Bill 3797/2020	07/15/2020	Chamber of Deputies	In progress
Bill 3968/2020	07/29/2020	Chamber of Deputies	In progress
Bill 4097/2020	08/05/2020	Chamber of Deputies	In progress
Bill 4111/2020	08/06/2020	Chamber of Deputies	In progress
Bill 4112/2020	08/06/2020	Chamber of Deputies	In progress
Bill 4172/2020	08/12/2020	Chamber of Deputies	In progress
Bill 4477/2020	09/04/2020	Chamber of Deputies	In progress
Bill 4615/2020	09/17/2020	Chamber of Deputies	In progress
Bill 804/2020	03/23/2020	Chamber of Deputies	In progress
Bill 854/2020	03/23/2020	Chamber of Deputies	In progress
Bill 3538/2020	06/29/2020	Chamber of Deputies	In progress
Bill 3554/2020	06/30/2020	Chamber of Deputies	In progress
Bill 3748/2020	07/10/2020	Chamber of Deputies	In progress
Bill 3754/2020	07/13/2020	Federal Senate	In progress

Bill 4049/2020	08/04/2020	Chamber of Deputies	In progress
Bill 617/2020	03/11/2020	Chamber of Deputies	In progress
Bill 732/2020	03/18/2020	Chamber of Deputies	In progress
Bill 940/2020	03/24/2020	Chamber of Deputies	In progress
Bill 180/2020	07/08/2020	Chamber of Deputies	In progress
Bill 2545/2020	05/11/2020	Chamber of Deputies	In progress

**Box 2:** List of codes considered in the bills' thematic agendas

Thematic Agenda	Description	Encompassed Codes
COVID-19	Bills that reflect concerns about the pandemic, the new coronavirus and the state of disaster.	Health crisis: COVID
Income	Bills that reflect concerns about some way of improving service providers' income on digital platforms.	Benefits: retirement Benefits: misfortunes (disability) Benefits: misfortunes (materials) Benefits: misfortunes (life) Benefits: social security Benefits: remuneration Remuneration
Consumer	Bills that reflect concerns about consumer rights for services on digital platforms.	Consumer concern Customization regulation
Employment and unemployment	Bills that reflect concerns about employment and unemployment of service providers on platforms, including entry and exit.	Benefits: unemployment Ingress regulation Exit regulation
Participation and collectivity	Bills that reflect concerns about social participation of service providers and the possibility of association.	Collective labor law and social dialogue Others: collective bargaining competence
Social groups	Bills that reflect concerns with specific social groups, to include them (e.g., women) or exclude them (e.g., people who have served time in prison).	Benefits: maternity/paternity leave Regulation social markers
Costs to work	Bills that reflect concerns about restoring costs to work for platform service provider.	Benefits: misfortunes (materials) Benefits: replacement, aid, allowance Working conditions: materials
Platform architecture	Bills that reflect concerns with technical and business aspects of digital platforms.	Evaluation regulation Automated decision regulation Regulation of personal data Regulation of directive power Cross-platform regulation Inspection regulation Ingress regulation

		<p>Freedom regulation</p> <p>Platform obligation regulation</p> <p>Regulation punishment</p> <p>Exit regulation</p> <p>Business secret regulation</p>
Health and safety	Bills that reflect health and safety concerns in the work environment of service providers on digital platforms, except public security.	<p>Benefits: health</p> <p>Working conditions: food</p> <p>Working conditions: rest</p> <p>Working conditions: duration</p> <p>Working conditions: warehouse</p> <p>Working conditions: information</p> <p>Working conditions: materials</p> <p>Working conditions: health and safety</p> <p>Working conditions: support</p>
Misfortunes at work	Bills that reflect concerns about misfortunes (harmful events) that happen to service providers on digital platforms.	<p>Benefits: misfortunes (disability)</p> <p>Benefits: misfortunes (materials)</p> <p>Benefits: misfortunes (life)</p> <p>Benefits: insurance</p>
Autonomy to work	Bills that reflect concerns about the autonomy of service providers on digital platforms.	<p>Others: contractual competence</p> <p>Others: collective bargaining competence</p> <p>Cross-platform regulation</p> <p>Freedom regulation</p>
Service control	Bills that reflect concerns with quality control and execution of the provision of services on digital platforms.	<p>Evaluation regulation</p> <p>Automated decision regulation</p> <p>Inspection regulation</p> <p>Freedom regulation</p> <p>Regulation punishment</p> <p>Exit regulation</p>
Violence	Bills that reflect concerns about public security and violence when providing services on digital platforms.	<p>Benefits: insurance</p> <p>Note: when referring to “robberies” and “thefts”</p> <p>Working conditions: health and safety: violence</p>
Qualification	Bills that reflect concerns with job training or professional qualification.	<p>Benefits: education</p> <p>Training providers</p>

Inability to work	Bills that reflect concerns about people who are unable to meet the demand for work on digital platforms or have left the workforce.	Benefits: retirement Benefits: misfortunes (disability) Benefits: maternity/paternity leave Benefits: miscellaneous licenses Benefits: social security
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**Table 1:** Number of Legislative Proposals (bills) in process, per month and year and type of bill.  
 N=114

Year	Month	Scope of application by bills					Grand total
		Drivers	Couriers	Drivers and Couriers	Platform service providers	Other's categories	
2015	jan	0	0	0	0	0	0
	feb	0	0	0	0	0	0
	mar	0	0	0	0	0	0
	apr	0	0	1	0	0	1
	may	1	0	1	0	0	2
	june	1	0	1	0	0	2
	july	1	0	1	0	0	2
	aug	3	0	1	0	0	4
	sept	4	0	1	0	0	5
	oct	5	0	1	0	0	6
	nov	5	0	1	0	0	6
	dec	5	0	1	0	0	6
2016	jan	5	0	1	0	0	6
	feb	6	0	1	0	0	7
	mar	6	0	1	0	0	7
	apr	6	0	1	0	0	7
	may	6	0	1	0	0	7
	june	8	0	1	0	0	9
	july	9	0	1	0	0	10
	aug	9	0	1	0	0	10
	sept	9	0	1	0	0	10
	oct	9	0	1	0	0	10
	nov	9	0	1	0	0	10
	dec	9	0	1	0	0	10

2017	jan	9	0	1	0	0	10
	feb	9	0	1	0	0	10
	mar	9	0	1	0	0	10
	apr	12	0	1	0	0	13
	may	12	0	1	1	0	14
	june	6	0	1	1	0	8
	july	6	0	1	1	0	8
	aug	6	0	1	1	0	8
	sept	6	0	1	1	0	8
	oct	6	0	1	1	0	8
	nov	6	0	1	1	0	8
	dec	5	0	1	1	0	7
2018	jan	5	0	1	1	0	7
	feb	5	0	1	1	0	7
	mar	4	0	1	1	0	6
	apr	5	0	1	1	0	7
	may	5	0	1	1	0	7
	june	8	0	1	1	0	10
	july	8	0	1	1	0	10
	aug	8	0	1	1	0	10
	sept	8	0	1	1	0	10
	oct	8	0	1	1	0	10
	nov	8	0	1	1	0	10
	dez	8	0	1	1	0	10
2019	jan	6	0	1	0	0	7
	feb	7	0	1	0	0	8
	Mar	9	1	1	0	0	11
	apr	11	1	1	0	0	13



	May	11	1	1	1	0	14
	June	12	1	1	1	0	15
	July	13	1	1	1	0	16
	Aug	14	1	1	1	0	17
	Sept	16	1	2	1	0	20
	Oct	21	1	3	2	0	27
	Nov	22	1	4	2	0	29
	Dec	22	1	5	2	0	30
2020	Jan	22	1	5	2	0	30
	feb	29	2	7	2	0	40
	mar	33	3	10	5	0	51
	apr	35	5	14	5	0	59
	may	36	7	16	5	1	65
	june	37	9	19	7	1	73
	july	38	15	21	10	1	85
	aug	40	17	25	11	1	94
	sept	42	17	27	11	1	98
	oct	42	17	27	11	1	98
	nov	42	17	27	11	1	98
	dec	43	16	27	11	1	98
TOTAL		43	16	27	11	1	98

**Table 2:** Number of Legislative Proposals (bills) in progress, by quarter and year and agenda. N=114

Year	Quarter	Agenda							
		COVID-19	In-come	Con-sumer	Employ-ment and Un-employment	Participa-tion and Collectiv-ity	Social Groups	Costs to work	Platform Architec-ture
2015	Quarter 1	0	0	0	0	0	0	0	0
	Quarter 2	0	0	0	0	1	1	1	1
	Quarter 3	0	0	2	2	1	3	1	3
	Quarter 4	0	0	3	3	1	4	1	4
2016	Quarter 1	0	0	4	4	1	5	1	5
	Quarter 2	0	2	6	5	2	6	1	6
	Quarter 3	0	3	7	6	3	7	1	7
	Quarter 4	0	4	7	5	3	6	1	6
2017	Quarter 1	0	4	7	5	3	6	1	6
	Quarter 2	0	3	4	3	2	3	2	5
	Quarter 3	0	3	4	3	2	3	2	5
	Quarter 4	0	3	4	3	2	3	2	5
2018	Quarter 1	0	2	4	3	2	3	1	5
	Quarter 2	0	3	4	4	2	3	2	9
	Quarter 3	0	3	4	4	2	3	2	9
	Quarter 4	0	3	4	4	2	3	2	9
2019	Quarter 1	0	2	4	1	1	1	2	10
	Quarter 2	0	4	6	2	1	1	4	12
	Quarter 3	0	5	7	2	2	1	5	15
	Quarter 4	0	10	10	3	4	4	7	23
2020	Quarter 1	5	18	16	10	5	8	12	37
	Quarter 2	19	29	19	12	6	8	24	48
	Quarter 3	30	43	21	20	11	17	41	64
	Quarter 4	30	43	20	20	11	17	41	64
TOTAL		30	43	20	20	11	17	41	64

Year	Quarter	Agenda						
		Health and Safety	Misfortunes at work	Autonomy to work	Service Control	Violence	Qualification	Inability to work
2015	Quarter 1	0	0	0	0	0	0	0
	Quarter 2	1	0	0	0	0	0	0
	Quarter 3	2	1	1	1	1	0	0
	Quarter 4	3	2	1	1	2	0	0
2016	Quarter 1	3	3	1	1	3	0	0
	Quarter 2	4	4	1	1	5	0	0
	Quarter 3	5	5	2	2	6	1	0
	Quarter 4	6	4	2	2	6	1	0
2017	Quarter 1	6	4	2	2	6	1	0
	Quarter 2	4	2	1	1	3	0	0
	Quarter 3	4	2	1	1	3	0	0
	Quarter 4	4	2	1	1	3	0	0
2018	Quarter 1	3	2	1	1	2	0	0
	Quarter 2	3	3	1	1	2	0	0
	Quarter 3	3	3	1	1	2	0	0
	Quarter 4	3	3	1	1	2	0	0
2019	Quarter 1	1	1	0	1	1	0	0
	Quarter 2	2	2	1	1	3	0	1
	Quarter 3	4	2	3	3	3	0	1
	Quarter 4	9	6	6	7	7	1	4
2020	Quarter 1	17	10	7	11	13	1	8
	Quarter 2	24	16	9	15	14	3	13
	Quarter 3	41	28	14	25	19	6	23
	Quarter 4	40	28	14	25	19	6	23
TOTAL		40	28	14	25	19	6	23

## TECHNICAL INFORMATION

### PRODUCED BY



### Sponsored by:



### STAFF

#### General Coordination

Alexandre Pacheco da Silva  
Marina Feferbaum

#### Head of Research

Ana Paula Camelo

#### Co-Head of Research

Guilherme Forma Klafke

#### Researchers

Ana Carolina R. Dias Silveira  
Arthur Cassemiro Bispo  
Bruno Ett Bícigo  
Gabriela Marcassa Thomaz de Aquino  
Olívia Q. Figueiredo Pasqualetto



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