

THE BASIC EDUCATION DEVELOPMENT INDEX (IDEB): AN ANALYSIS BASED ON THE THEORY OF HUMAN CAPITAL IN BRAZIL

EL ÍNDICE DE DESARROLLO DE LA EDUCACIÓN BÁSICA (IDEB): UN ANÁLISIS BASADO
EM LA TEORÍA DEL CAPITAL HUMANO EN BRASIL

O ÍNDICE DE DESENVOLVIMENTO DA EDUCAÇÃO BÁSICA (IDEB): UMA ANÁLISE A
PARTIR DA TEORIA DO CAPITAL HUMANO NO BRASIL

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Abstract

This investigation proposes to problematize the theory of human capital introduced in Brazil from the 1970s onwards, in which the education offered would influence the country's growth rates. With the Basic Education Development Index (IDEB) created in 2007, which is also included in the National Education Plan (PNE) through Law n. 13.005/2014, which indicates in goal seven the national IDEB average to be achieved by the initial and final years of Elementary School and High School for improvement of teaching through the advancement of school flow and learning. For that, a bibliographical research was carried out, in a qualitative approach, carried out in books and scientific articles, manifesting the main productions about the subject under discussion. From this study, it can be concluded that the discourse of metrics, productivity involved in the quality indicator theme, were already present in the Brazilian scenario since the 1970s, with the theory of human capital. However, talking about education requires understand that its impact goes beyond the economy, such as the work of authors (DE BARROS *et al.*, 2021), who consider that the economic loss generated from school dropout in Brazil is close to 3.3% of PIB, as well as the work of Jackson and Mackevicius (2021), which spread that the benefit of education is not only in test scores, but in the increase in high school completion rates and entry into higher education.

Keywords: Human Capital Theory; IDEB; Work and education; Basic education; Education and Development.

Resumen

Esta investigación se propone problematizar la teoría del capital humano introducida en Brasil a partir de la década de 1970, en la que la educación ofrecida influiría en las tasas de crecimiento del país. Con el Índice de Desarrollo de la Educación Básica (IDEB) creado en 2007, que también está incluido en el Plan Nacional de Educación (PNE) a través de la Ley n. 13.005/2014, que indica en la meta siete el promedio nacional del IDEB a ser alcanzado por los años iniciales y finales de la Enseñanza Básica y Media para la mejora de la enseñanza a través de la promoción del flujo

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escolar y el aprendizaje. Para ello, se realizó una investigación bibliográfica con enfoque cualitativo, llevada a cabo en libros y artículos científicos, manifestando las principales producciones sobre el tema en discusión. Este estudio concluye que el tema del indicador de calidad está presente en el escenario brasileño desde la década de 1970, con la teoría del capital humano. Sin embargo, hablar de educación requiere comprender que su impacto va más allá de la economía. Autores como De Barros *et al.*, (2021), consideran que la pérdida económica generada por la deserción escolar en Brasil es cercana al 3,3% del PIB, y el trabajo de Jackson y Mackevicius (2021) difundió que el beneficio de la educación no está solo en los puntajes de las pruebas, sino en el aumento de las tasas de finalización de la escuela secundaria y el acceso a la educación superior.

Palabras clave: Teoría del Capital Humano; IDEB; Trabajo y Educación; Educación básica; Educación y Desarrollo.

Resumo

A presente investigação propõe-se a problematizar a teoria do capital humano introduzida no Brasil a partir da década de 1970. A teoria afirma que a educação ofertada influiria nas taxas de crescimento do país, com o Índice de Desenvolvimento da Educação Básica (IDEB), criado em 2007, o qual consta também na Plano Nacional de Educação (PNE) por meio da Lei n. 13.005/2014, que indica na meta sete a média nacional do IDEB a ser alcançada pelos Anos Iniciais e Finais do Ensino Fundamental e o Ensino Médio para melhoria do ensino por meio do avanço do fluxo escolar e da aprendizagem. Para tanto, realizou-se uma pesquisa bibliográfica, numa abordagem qualitativa, realizada em livros e artigos científicos, manifestando as principais produções acerca do tema em discussão. A partir deste estudo, pode-se concluir, que o discurso da metrificação, produtividade envolvidas na temática da indicador de qualidade, já estavam presentes no cenário brasileiro desde a década de 1970, com a teoria do capital humano. Todavia, falar sobre educação exige compreender que seu impacto está além da economia, a exemplo, do trabalho dos autores (DE BARROS *et al.*, 2021), os quais consideram que a perda econômica gerada a partir da evasão escolar no Brasil aproxima-se de 3,3% do PIB. Assim como, do trabalho de Jackson e Mackevicius (2021), os quais difundem que o benefício da educação não está somente nas notas em testes, mas sim, no aumento das taxas de conclusão do Ensino Médio e do ingresso no Ensino Superior.

Palavras-Chave: Teoria do Capital Humano; IDEB; Trabalho e educação; Educação Básica; Educação e Desenvolvimento.

Introduction

Brazilian education has an indicator that addresses two major challenges at the same time: learning and school flow. The Basic Education Development Index (IDEB) presents a combination of proficiency in Portuguese and mathematics from the Basic Education Assessment System (SAEB). It has an average ranging from zero to ten, the pass rate from the school census and the educational trajectory of a school stage, i.e. the Initial and Final Years of Primary Education, and Secondary Education.

The applicability of standardized tests in Brazil, marked by the SAEB, which is a pedagogical indicator, and the IDEB, which is a management indicator respectively, from 1990 and 2007, historically, are circumscribed by the processes of industrialism, first, and today, by economicism, whose focus is on production and productivity exacerbated by the market, and these guide the labor market.

As neoliberalism becomes established as an economic and political practice, the theory of human capital takes on its values. By doing so, the process of introducing meritocracy and competition into the school field begins. Thus, the evaluation of results becomes the culture of evaluation in the country. By this, educational policies are directed towards the formation of economic development in order to raise levels of productivity and competitiveness.

However, before we start talking about neoliberalism and the impact of human capital in Brazil, notably as signaled by postmodernism, it is necessary to point out that, according to Frigotto (2015), the culture of evaluation had already been present in Brazil since the 1970s and, with greater emphasis in the 1980s, was introduced during the military period by the economists Cláudio de Moura Castro and Carlos Geraldo Langon, as well as being spread by the *National Education Guidelines and Bases Law* (LDBEN) no. 5.692, of August 11, 1971 (repealed).

Subsequently, the culture of evaluation was reinforced, together with the reform of public administration coordinated by the then Minister of Administrative Modernization and State Reform, Luiz Carlos Bresser Pereira, as well as fostered by the Washington consensus of 1989 and the consummated reforms, in a movement of "[...] modernization of public management, in a context of seeking to energize and legitimize the reform of the state" (FARIA, 2005, p. 97).

Human capital advocates the relationship between economic growth and the actual level of human capital in a defined geographical space, but on the other hand, it reduces education to just a profession or a product of work. Education can't be sidestepped by this bias, to the point of encouraging training solely for employability (CIAVATTA, 2005).

Furthermore, the human capital theory promotes a man/woman who is compartmentalized by the social division of labor; he/she can perform, be productive, but doesn't need to think, manage or plan. Work must follow an educational principle, that is, omnilateral education (integral human formation), capable of associating the intellectual dimension with productive work. This position is defended by authors such as Manacorda (2007), Frigotto (2015), Mészáros (2005), Kuenzer (2016), Ciavatta (2005) and Saviani (2013, 2015).

Quality public education cannot only meet the needs of the market. Nor can it forget the needs of survival and the current means of economic production. Furthermore, theorists and promoters of human capital, including Viana and Lima (2010), Ioschpe (2016), Osiobe (2019), and Benhabib and Spiegel (1994), need to be discussed in the educational field, given that education is one of the great promoters of social justice.

Therefore, education alone will most likely not bring about the necessary social transformation. However, it cannot be denied that school can be one of the first and only gateways for many people to understand the elements of inequality.

Methodology

In this study, a theoretical discussion was carried out by means of bibliographical research with an essentially qualitative approach, through relevant productions on the subject under discussion. Based on the position of Marconi and Lakatos (2003, p. 225), the authors argue that there is no research starting from scratch, since "[...] in a given place, someone or a group, somewhere, must have done the same or similar research, or even complementary research on certain aspects of the intended research".

In this way, the bibliographical research was carried out with the support of books and scientific articles in the *Scielo* and *Google Scholar* electronic databases. That said, the basic authors used to support this article were Wissmann (2015), Viana and Lima (2010), Saviani (2013, 2015), Mészáros (2005), Manacorda (2007) and Ioschpe (2016); Rossi and Dweck (2016) and others.

In addition, the aim of this research is to correlate the theory of human capital introduced in Brazil in the 1970s, the purpose of which was to propagate the idea that, through education, people would have more skills and aptitudes. As a result, they would be more productive, and thus directly influence the country's growth rates, with the IDEB created in 2007 by Decree No. 6.094, which is also included in the *National Education Plan* (PNE) through Law No. 13.005/2014 in goal seven², which indicates the national average of the IDEB to be achieved by the Initial and Final Years of Primary Education and Secondary Education, to improve teaching by advancing school flow and learning.

The article is organized into two topics. First, the theoretical basis, which presents themes such as: neoliberalism, quality of education, dependent capitalism and external evaluation. And secondly, the article talks about the discussion about the correlation between the provision of education and the influence on economic growth, and the social and educational impact.

The introduction of Human Capital Theory in Brazil

The focus in Brazilian education on maximum efficiency (standardized tests) gained more strength in the 1990s. Based on the reading of the Minimal State, external evaluation became a proclamation of the quality of national education (CHIRINÉA; BRANDÃO, 2015), at a time when the state became a regulator and no longer a provider.

In this way, international organizations such as the World Bank (IBRD + IDA), the International Monetary Fund (IMF) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have led the Brazilian school system to meet the needs of structural reforms (MAGALHÃES; ASSIS, 2020).

However, long before the 1990's, there were already practices and discourses of neoliberalism and, consequently, human capital theory in Brazil (CIAVATTA, 2005).

² Promote the quality of basic education in all stages and modalities, with improved school flow and learning in order to achieve the following national averages for Ideb. See: PNE (2014).

Therefore, since the Military Dictatorship (1964-1985), the theory of human capital, also linked by neoliberalism, has created educational discourses, practices and legislation in the country (MAGALHÃES; ASSIS, 2020). In view of this, in the 1970s, Carlos Geraldo Langon, who received his doctorate in Chicago, and Cláudio de Moura Castro, master from Yale University and doctor from Vanderbilt University, that is, two economists trained in the United States, entered the Brazil, the theory of human capital (FRIGOTTO, 2015), elaborated by Jacob Mincer³ (1958), and later improved by Theodoro Schultz⁴ (1964); in the beginning of this.

This same line was followed by the postgraduate course in Education at the *Getúlio Vargas Foundation's Institute for Advanced Studies in Education* (IESAE) in 1974. Under these dictates, education and work took another direction and became work and education. Thus, authors such as Manacorda (2007)⁵, Mészáros (2005)⁶ and others occupy a central perspective in understanding omnilateral education in place of the technical education implemented under the dictatorship, from the perspective of human capital. This debate will be developed below.

The official pedagogy during this military period was technicist, whose main characteristic is that it is productivist. It continued throughout the 1970's and into the mid-1980's, institutionalized by LDBEN n. 5.692, of 11 August 1971 (now repealed). The educational issues identified during this period as barriers to Brazil's economic growth were: high dropout and repetition rates, low productivity in the education system and a low level of attendance by the school-age population.

³ A pioneer of the theory of human capital, he explained the correlation between investment in training people, as well as the distribution of personal income. To see: Viana e Lima (2010).

⁴ He scrutinized the theory of human capital, which understand as fundamental to the socioeconomic development of countries, supported investments in education, postulating that training and the development of knowledge and skills have direct connections with productivity, profitability and, therefore, the increase in workers' income. Seer: Osioibe (2019).

⁵ Italian Marxist intellectual of the 20th century, one of the greatest exponents of critical pedagogy. See: Manacorda (2007).

⁶ He works with a significant reformulation of education, also postulating that capital is irreformable and incorrigible, therefore, for a differentiated educational model it is necessary to break with the logic of capital, that is, exchanging the omnipresent, internalized and rooted forms of capital for a concrete and comprehensive education. See: Mészáros (2005).

LDBEN 9.394/96, of December 20, 1996 (BRASIL, 1996), brings advances, such as the compulsory provision of indispensable inputs for the development of the teaching-learning process, programs, teaching materials, transportation, food, health care, and removes the productivist vision, that is, the technicist pedagogy; and directs the emphasis to the social quality of education (WISSMANN, 2015).

Looking back at the historical process, before the creation of the Ministry of Education in 1930, under Getúlio Vargas (1930-1945), the *National Department of Education was in the Ministry of Justice* (SANTOS, 2017). This shows that the creation of the Ministry of Education brought the following understandings: that this activity would be eminently public, breaking with exclusion, supported by values such as secularism, gratuity, compulsory education, coeducation and the uniqueness of the school.

For Ramos (2014), it is remarkable to note that at the time of the creation of the Ministry of Education in 1930, as described above, the model of man, i.e. *homo oeconomicus*, was associated with the era of exchange and consumption, also based on Adam Smith (classical economic liberalism), and David Ricardo (labor-value theory and distribution theory).

From the 1990s onwards, in the consolidation of large-scale tests, *homo oeconomicus* is ordered to be his own company, capital and income, that is, the configuration of neoliberal society says goodbye to the man of exchange, simple consumer, and starts to focus on the man of production and company (FOUCAULT, 2008).

Human capital explains and metrifies formal education in order to achieve greater gains for the individual, as well as for society. Thus, according to Santos (2017), the theory of human capital originated with Theodoro Schutz, who observed the post-war recovery of Germany and Japan and credited the health conditions and level of education of the population. He thus compressed education into training and development, turning it towards productivity, profitability and increasing workers' incomes (WISSMANN, 2015).

Thus, the relationship between human capital theory and the IDEB is that:

[...] from the aspect of quality, there will always be possibilities for improvement, so the question arises as to which variables should be taken into account when defining public policies or interventions aimed at improving IDEB results and, consequently, the formation of Human Capital for the region. (WISSMANN, 2015, p. 159)

That's why the quality of education is part of the human capital package, which is very much in tune with neoliberalism. If there is an accumulation of human capital, there will be a better and higher income in the future. Theodoro Schultz says that "[...] the more people invest in themselves, the more their range of choice expands" (SANTOS, 2017, p. 11). And the logic of this idea continues with current education economists, such as Loschpe (2016). For him, variables such as the number of pupils per class, the level of education of teachers and parents, the physical and technological structure, school meals, the library and books available, and teachers' career plans do not directly affect the quality of education.

However, it would be naïve to credit education alone with the task of occupation and unemployment in the context of work and employment, since other variables need to be considered, starting with an analysis of the amount invested in education and the employment and unemployment rates, especially in the countries of the Organization for Economic Cooperation and Development (OECD)⁷. It is worth noting that Brazil aims to achieve (in 2021) an average of 6.0 in the IDEB in the Early Years of Primary Education, an average equal to that of developed countries, and thus come closer to the educational system of the countries in the group mentioned.

Contextualization of IDEB in the legal historical context

Thus, during the Fernando Henrique Cardoso administration (1995-2002), the movement for national curricular references was launched, together with large-scale

⁷ Founded in 1961 to stimulate public policies in the following areas: economic policy, trade, environment, science and technology and education. There are currently 38 member countries. On January 25, 2022, the organization's Council opened accession discussions with Brazil, which has been engaged with the organization since 1994, and in 2007 became an active key partner. See: <https://www.oecd.org/latin-america/paises/brasil-portugues/>

assessment processes, which had already been carried out since the late 1980s and were formalized during the Itamar Franco administration in 1994, generating the National Curricular Parameters (PCNs) and consolidating the Basic Education Assessment System (SAEB) in the 1990s.

The educational reforms of the period brought neo-technicalism and "[...] the decisive control shifted from the process to the results". That said, it is "[...] by evaluating results that efficiency and productivity will be guaranteed" (SAVIANI, 2013, p. 439).

The IDEB⁸ is calculated from the data on school pass rates provided by the school census and the SAEB performance averages. In other words, it is the result of integrating data from the SAEB and the school census in order to compose statistical data and be a driver of public policies in favor of quality education. In this sense, it operates with a projection and results in an indicator, which makes it possible to monitor school networks by means of averages and the historical series generated.

That said, the theory of human capital in Brazil and the application and/or direction of large-scale assessment, such as SAEB, requires this exemplary dynamic, because when it comes to large-scale assessment in Brazil and the search for quality, the first indicator that comes to mind since the 1990s is SAEB (CHIRINÉA; BRANDÃO, 2015). Subsequently, the indicator that presents data on the quality of basic education is the IDEB, starting with the national average indicated by the PNE (2014-2024), which is compatible with the educational average of developed OECD countries.

The emphasis on economic growth to be achieved through education, in which "[...] work is not synonymous with employment, the form it takes in capitalist social relations, but the vital activity through which human beings produce and reproduce their lives", as Frigotto (2015, p. 228) postulates, has reverberated since the Military Dictatorship (1964-1985) (FRIGOTTO, 2015), in positions defended in debates such as: "[...] a country's level of education and the increase in its schooling generate economic growth in the future", according to Loschpe (2016, p. 113).

⁸ See: <https://www.gov.br/inep/pt-br/areas-de-atuacao/pesquisas-estatisticas-e-indicadores/ideb>.

Talking about the need to measure and plan basic education implies, first of all, discussing our differences, or rather, our inequalities. According to Gois (2022, p. 129), in "[...] secondary education, [...] only 37% of young people who finish this stage have results considered adequate in Portuguese and 10% in mathematics". This percentage corroborates the criticism of the inaccuracy or limitations of indicators such as the IDEB, since it does not measure relevant points such as inequality in learning and the socio-economic differences between Brazil and the OECD, in terms of achieving the same national average as developed countries.

In countries with dependent capitalism, the concept of ascension and social mobility through education, especially through the possibility of a well-paid job, is strongly promoted. Educational guidelines, plans and strategies are based on the theory of human capital (FRIGOTTO, 2015). Brazil's capitalist development began with a coalition, first between the national bourgeoisie and the old ruling classes, then allied as a junior partner with foreign capital, notably the US, and this process was founded at the expense of low wages and unemployment (RAMOS, 2014).

Thus, in the historical conjecture about the introduction and implementation of human capital theory and large-scale assessments, we arrive at *Constitutional Amendment (EC) n. 95*⁹, of December 15, 2016, which will be in force until 2036, and the *National Education Plan (2014-2024)* is added to it, and the next National Education Plan to be operationalized as well. Thus, "[...] it can be said that EC n. 95/2016 determined the 'death' of the PNE (2014-2024)" (MAGALHÃES; ASSIS, 2020, p. 15). For example, the initial student quality cost / student quality cost (CAQi, CAQ)¹⁰, the valorization of basic education teachers, the expansion of funding, as well as the commitment to invest 10% of the Gross Domestic Product (GDP) in education, and other goals, and EC No. 95/2016 makes it difficult, or rather impossible.

⁹ Amends the Transitional Constitutional Provisions Act to establish the New Fiscal Regime, and makes other provisions. See: http://www.planalto.gov.br/ccivil_03/constituicao/emendas/emc/emc95.htm

¹⁰ Thanks to the influence of civil society, especially the National Campaign for the Right to Education, the CAQi and CAQ have been fully recognized as basic instruments for enshrining the right to quality public education in Brazil. They were included in four of the twelve strategies of Goal 20 of the new PNE (Law 13.005/2014), which deals with the financing of education. See: <https://campanha.org.br/caqi-caq/>.

Scientific work by the authors (ROSSI; DWECK, 2016) and (BENEVIDES; VIEIRA, 2016) concludes that EC No. 95/2016 reduces funding for fundamental rights, because a:

"[...] assertion that maintaining insufficient funding for fundamental rights and, even more seriously, reducing this funding has any chance of enforcing the state's commitments. The effectiveness of public spending must be sought by other means: planning, control, and even the contingency of undue spending. EC No. 95/2016 does not legitimately make provision for undue spending. (HAMILTON; FREIRE, 2020, p. 2009)

The idea of reducing the funding of fundamental rights, such as education, makes the suppression of these rights explicit through a norm, that is, EC n.95/2016

Education's critique of Human Capital

Analyzing the theory of human capital and the indicator of the quality of education, i.e. its monitor, the IDEB, is fundamental to understanding the real objective of basic education in the country. In this way, we seek to create diagnoses that can respond to the challenges of both education - learning and school flow - and the economy - maintenance and development.

Offering education and forcing the population with the discourse those "good" students assimilate "good" knowledge and get "good" jobs (APPLE, 2003, p. 6) is the starting point for this discussion. In this context, according to Frigotto (2015) and Savianni (2013, 2015), since the 1990s, studies such as those by the World Bank have promoted the idea that education is the engine of economic development and quality of life.

From now on, scholars such as Manacorda (2007), Frigotto (2015), Mészáros (2005), Kuenzer (2016), Ciavatta (2005) and Saviani (2013, 2015) advocate that education, under the construct of work, is an essential human activity, and therefore man composes himself in order to produce and reproduce life.

It is true that the concept of employment is much more related to human capital, and its main characteristic is to earn income and, therefore, it is intrinsically associated with the product, expropriation and, according to Marx, alienation (RAMOS, 2014).

Work, on the other hand, is imbricated in a complete man/woman, made and remade by omnilateral education (integral human formation) (MOURA, 2014), and the elimination of concrete alienation (MANACORDA, 2007).

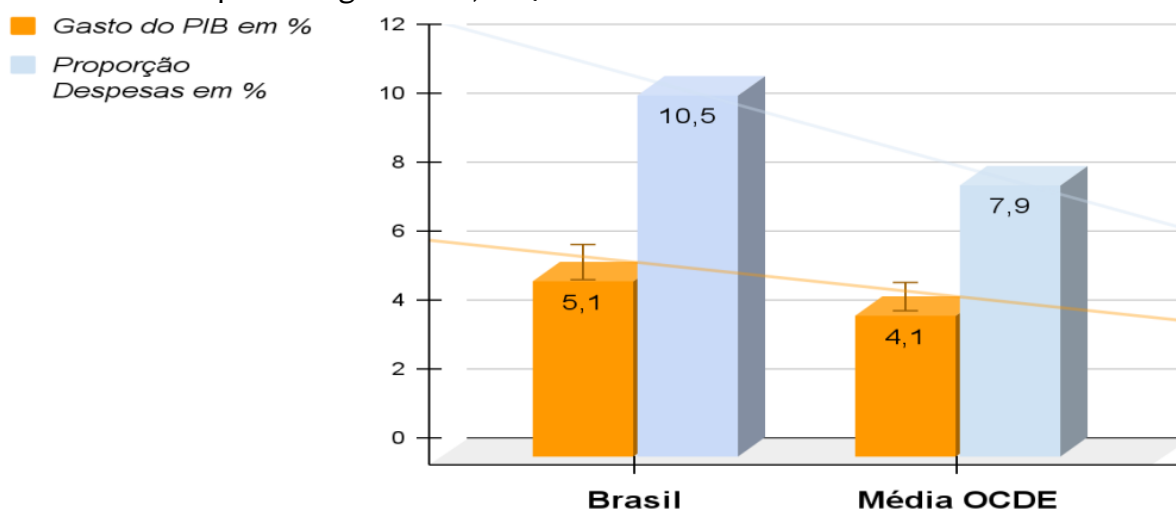
Human capital theory sees education as a decisive condition for mitigating and avoiding inequalities between individuals, social groups and nations. From the 1960s onwards, with a "[...] perspective of integrating everyone into society, not with a view to overcoming inequalities, but to avoiding revolutions that could jeopardize the capitalist system" (FRIGOTTO, 2015, p. 21).

Certainly, this premise is still in force, given the potential that the PNE (2014-2024) has for improving the quality of education, indicating an average to be achieved at the end of each stage of basic education. However, EC No. 95/2016 will create even more inequalities and is already putting the brakes on all the work aimed at developing and advancing the IDEB in Brazilian basic education.

Public policies introduced under EC 95/2016 intensify and increase poverty. Nothing is being done to improve the quality of basic education, but education is being sold very well as a state policy. The Bolsonaro government (2019-2022) demonstrated this stance with the speech, in September 2019, by Education Minister Abraham Weintraub (2019-2020) to children, at a ceremony entitled Highlights of Education, "in Brazil there is only room for the best". The aforementioned minister also pointed out that at the time the government intended to increase transfers to primary education by 50% "with performance criteria, not to give money away" (MARTINS, 2019, n.p.).

Data from the OECD (2021a) show that US\$8,600 is invested per pupil per year of primary education in developed countries. In Brazil, the investment is US\$ 3.8 thousand. The study also shows that Brazil has the highest average investment in education of the developed countries, but invests the least per pupil. The average GDP of OECD countries invested in education in 2017 was 4.1%, while Brazil's was 5.1%, as shown in figure 1.

Figure 1 - Education in Brazil: public spending on primary and higher education institutions as a percentage of GDP, 2017



Source: Prepared by the author based on OECD microdata (OECD, 2021b).

In line with the 2017 data, it is important to note that these have already been corrected for purchasing power parity (PPP), which tracks exchange rates so that a good/service is close to the price of the dollar in any given country (OECD, 2021a).

Comparisons require care. From the exchange rate relationship, the stance adopted by society on the relevance of education, the length of schooling offered, teacher career plans, the format of education networks, human and social perspectives based on the political pedagogical project and, even more deeply, the relationship of school inequality between the countries compared needs to be considered. For this reason, this discussion cannot exhaust the subject, but it does provide the necessary provocation to encourage a more pedagogical look beyond the numbers.

Analyzing education, or rather the investment made in it, requires a discussion based on studies and research capable of broadening the debate beyond its results in tests, such as SAEB, or IDEB as a management indicator. Working with investment in public education, thinking about the value applied, implies researching and disseminating the social and educational scope that each level of education provides for the person, as Cerqueira *et al.* (2016) present. According to the authors, every 1% of young people aged 15 to 17 in schools was related to a 2% decrease in homicides in the territories targeted by the national pact for homicide reduction.

It is also worth noting that De Barros *et al.* (2021) consider that the economic loss generated by school dropouts in Brazil is close to 3.3% of GDP. Research into the impact of access to education is driving the defense of it, so that the supply is public and of high quality. In this sense, the objective is not only to get these students into school, but also to continue and graduate from the grade at the corresponding age. Authors such as Jackson and Mackevicius (2021) have argued that the benefit of education is not just in test scores, but in increasing high school graduation rates and entry into higher education. It is therefore necessary to broaden our understanding of human capital theory, large-scale assessment and the usability of the IDEB, since public investment in education, according to Jackson, Johnson and Persico (2015), improves income levels, reduces unemployment rates and involvement in crime, which contributes to social stability.

However, it is also necessary to understand the need to distance oneself from attitudes that value the "objectification of man" and the "commodification of knowledge" (IOSCHPE, 2016, p. 57). Authors such as Kuenzer (2016), Manacorda (2007) and Ramos (2014) indicate and even more so, teach what the end of education is, that is, the construction of a man capable of managing, creating, liberating, being, much greater and more significant than *homo oeconomicus*.

Conclusion

Human capital arises to resolve economic-regional disparities. It also highlights the essential difference between the quantity and quality of education. Quantity alone does not mean that a reasonable level of quality will be achieved, capable of bringing about productivity and economic and social progress for the population concerned.

The fact is that education alone cannot change a scenario from misery to plenty. The paths of inequality cannot be saved by education alone. However, it is reasonable to consider that without the school institution, society is even further away from social development. Thus, economic growth, as Sen (2010) argues, is not an end in itself, and the relationship between human capital and economic growth can be used to improve human life and freedom.

By way of conclusion, dedicating oneself to the subject of the quality of education and its provision, through the IDEB, and its origins in human capital, requires looking at the society in which the large-scale assessment will be applied. And Brazil's is one of dependent capitalism, whose orientation is to maintain and promote a reduced educational system or specialized training, so that the great mass only occupy informal jobs.

Therefore, understanding how and how much OECD countries invest in basic and higher education is essential. This makes it possible to counter, once the monetary distortions have been corrected, not just to reinforce that we invest more, less, badly or better, but to understand the whole chain involved in a large-scale assessment result, i.e. SAEB and IDEB.

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