

The Issues of Educational Quality in Brazilian Law (1988-2016)

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Abstract : The present work makes a discussion about the concepts of Quality, more specifically, Educational Quality present in the Constituição Federal de 1988 (CF/88), the Lei de Diretrizes e Bases da Educação Nacional, (Lei 9.394/96 (LDB) and the legal scope from these important sources of educational law. It was possible throughout this study to detect several inconsistencies, be it at the juridical-political level or at the conceptual level, pointing to an apparent lack of definition about the notion of quality, which has underlying, a reference that is far from that recommended in Law.

Keywords - Educational Management – Educacional Quality – LDB

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I. INTRODUCTION

Quality is one of the fundamental categories of human judgment. The immanent philosopher Immanuel Kant in his Critique of Practical Reason (Kant, 2000) already established a link between the capacity to judge and the ability to establish qualitative scales based on innate structures of perception present in the subject (categorical imperatives). Such structures, through the relation of the individual to the sensitive experience, would allow him to construct scales of judgment ranging from the evaluation of aesthetic taste to judgment.

By following this line of reasoning, it is inferred that, just as quantity allows us to measure unity, or multiplicity relative to a given element, quality is the human faculty that makes it possible to gauge intrinsic modifications to the element of the real over the which it affects, in addition to enabling it to be compared with similar elements under similar conditions.

In this work, however, we will not dwell on a long philosophical analysis of the many possibilities of analysis and application of the word quality in the broad sense (other specialists in philosophy have already done it with mastery). We will try to discuss, from the point of view of Public Policies, especially the Public Policies in Education in Brazil (in its intricate relation with the national legal framework) a specific aspect of Quality: how this manifests itself in the plan of the main legal documents guiding the schools and education systems.

In terms of education, quality in its multiple variations always finds some connection with the acts of learning and teaching, so that although the parameters of quality can be many, these parameters are still (or should be) linked to the aforementioned acts. Thus, it is possible to fit educational quality into the following scopes and indicators: a) quality of learning (relative to how much teachers, schools and teaching systems are able to teach); b) quality of management / administration (referring to how teachers and managers of education systems manage efficiently, effectively and effectively the resources available to subsidize the final activity of teaching in its context); c) social quality (related to the way in which the elements of educational communities at the levels of classrooms, institutions and educational systems participate in the decisions and actions carried out in these areas).

It is important to emphasize the polysemy that surrounds the term quoted, often, in diverse documents of the educational field and with centrality in the rhetoric of public policies that seek to build consensus around a certain project.

After this digression we will proceed to an analysis of how the issue of Educational Quality has been concretized in the scope of the Brazilian Educational Legislation, with emphasis on the Federal Constitution of 1988 and the Law on Guidelines and Bases of National Education (Law 9.394 / 96). For this purpose, the aforementioned legal documents were analyzed considering the changes related to the issue of Educational Quality in the period concerning the first two decades after the enactment of Law 9.394 / 96.

II. EDUCATIONAL QUALITY IN THE FEDERAL CONSTITUTION OF 1988 (CF / 88) AND LAW 9.394 / 96 (LDB): THE MOST IMPORTANT ISSUES

In this section of paper the forms assumed by Educational Quality are discussed within our legal framework, especially regarding the structuring and matrix aspects of what refers to networks and education systems. Thus, the two pillars of the legal-political order of Brazilian education (SANTOS, 2014), which are: CF / 88 and LDB are approached in this area.

2.1. The Educational Quality in CF/88

The issue of Educational Quality arises in CF / 88 insofar as it is inserted as one of the constituent elements of the Right to Education, integrating the Principles of National Education, as established in Article 206, especially in section VII, whose wording is the following: "VII - Guarantee of Quality Standard (BRASIL, 1988)". The question that arises then is: what is this quality standard based on? And as a result of this question, we also have the following: what is the quality of the principles of National Education present in CF / 88.

Still in the Magna Carta there are some "clues" that can help in the answer to these questions. Let us then go to Article 208, regarding the duty of the State to Education and whose sections that compose it have the following wording:

I - educação básica obrigatória e gratuita dos 4 (quatro) aos 17 (dezesete) anos de idade, assegurada inclusive sua oferta gratuita para todos os que a ela não tiveram acesso na idade própria; (Redação dada pela Emenda Constitucional nº 59, de 2009) (Vide Emenda Constitucional nº 59, de 2009); II - progressiva universalização do ensino médio gratuito; (Redação dada pela Emenda Constitucional nº 14, de 1996); III - atendimento educacional especializado aos portadores de deficiência, preferencialmente na rede regular de ensino; IV - educação infantil, em creche e pré-escola, às crianças até 5 (cinco) anos de idade; (Redação dada pela Emenda Constitucional nº 53, de 2006); V - acesso aos níveis mais elevados do ensino, da pesquisa e da criação artística, segundo a capacidade de cada um; VI - oferta de ensino noturno regular, adequado às condições do educando; VII - atendimento ao educando, em todas as etapas da educação básica, por meio de programas suplementares de material didático escolar, transporte, alimentação e assistência à saúde. (Redação dada pela Emenda Constitucional nº 59, de 2009).¹

Special attention should be given to items III, V, VI and VII of Art. 208, which deal respectively with the following themes: a) Inclusive Education and Specialized Educational Assistance (AEE); b) Individual capacity and access to education; c) Guarantee of Night Teaching; d) Supplementary assistance to Basic Education.

Regarding the first of the themes addressed by Art. 208, quality is indirectly associated with the guarantee of specialized care (when necessary) for the disabled. In this sense, the principle of equity is present, that is, the guarantee of a differential treatment to those who have different needs. Thus, one of the clues to the notion of Educational Quality present in CF / 88 is the principle of equity, placed here in a perspective of unity in diversity, that is, without having realized the principle of fundamental guarantee to the Right to Education (as set forth in Article 205, which indicates that Education is Everyone's Right), the AEE is presented in the terms of law.

In relation to the (polemical) theme of individual capacity, two elements must be highlighted: 1) the wording of the paragraph is too broad and vague because there is neither the definition of which are these higher levels nor how the individual capacity could be checked; 2) this paragraph introduces in a surreptitious way the notion of meritocracy, associated much more with the individual capacity than with the schooling conditions existing in society. Based on these elements, one more clue can be understood: the Quality of Education in CF / 88 has to do with an individualistic vision regarding access to teaching, research and artistic creation, especially with regard to the higher levels of education systems.

Regarding the guarantee of night education appropriate to the conditions of the student, it is possible to perceive once again the principle of equity, indirectly linking Educational Quality to the State's duty towards Education, insofar as it understands that it must be guaranteed the night teaching according to the conditions of the student, especially in what refers to those who could not attend at the appropriate age the regular school; that

¹ compulsory basic education free of charge from 4 (four) to 17 (seventeen) years of age, including their free offer for all those who did not have access to it at their own age; (Drafting given by Constitutional Amendment No. 59, of 2009) (See Constitutional Amendment No. 59, of 2009); II - progressive universalization of free secondary education; (Redaction given by Constitutional Amendment No. 14 of 1996); III - specialized educational services for people with disabilities, preferably in the regular education network; IV - early childhood education, in kindergarten and pre-school, for children up to five (5) years of age; (Redaction given by Constitutional Amendment No. 53, of 2006); V - access to the highest levels of teaching, research and artistic creation, according to the capacity of each one; VI - provision of regular night education, adequate to the conditions of the student; VII - assistance to the student in all stages of basic education, through supplementary programs of school didactic material, transport, food and health care. (Redaction given by Constitutional Amendment No. 59, of 2009).

is, it can not simply be offered the night teaching without it adapting to such special conditions, again having a veiled mention of equity, but positioned in the axis of school times, which in this case become different. In light of the above, the clue that emerges in this section concerns a notion of quality that points to a relaxation of school times, and that has to do with the pedagogical dimension of Educational Quality applied from the principle of equity.

The supplementation of conditions of access to didactic material, school transportation and food in the Basic Education area indicates that another clue as to educational quality concerns the administrative infrastructure related to the support to Basic Education, which (as presented in LDB) has active participation of the Federal Government in its implementation.

The mention of the minimum standard of quality in the first paragraph of Art. 211 indicates that this will be one of the axes with regard to collaboration between the federated entities. Thus, this administrative dimension of quality appears in CF / 88 because there is (in a way underlying) the premise that such effectiveness presupposes a collaboration between the federated entities (as it is exposed in Article 211 that regulates this matter).

After this brief analysis of the educational field of CF / 88 it becomes necessary to confront these "clues" with what was regulated by the LDB.

2.2. Educational Quality in LDB

The LDB, without a doubt, can not be considered as a common law. Although not enacted with the applicable status of a Complementary Law, it is still the legal (but also political) element guiding an important segment of the fundamental rights and guarantees of the individual: Education. Due to its matrix characteristics (it is a Law that establishes guidelines and bases) comes to be central element of the Brazilian legal-political order with regard to Education. Thus, one of its primary functions is to detail and expand what is available in CF / 88 regarding this area of the State. In this way, its function is beyond the legal text, becoming the essence of the Public Policy Regulatory, Distributive and Redistributive in Education (FREY, 2000). In order to focus on the theme discussed in this article, we then go to what is provided in the text of the Law.

Regarding the quality issue, a very perfunctory examination makes it possible to perceive that there are ten direct references to quality in the legal diploma. These references can be found in Articles 3, 4, 7, 9, 47, 70, 71, 74, 75. It is possible to divide the two mentions into two thematic groups. Then the same will be detailed.

2.2.1. Educational Quality and the Organization of Basic Education in LDB

The first group of articles deals with quality in relation to the National Education Organization (in particular with regard to Basic Education) and concerns (at least in part) articles 3,4,7,9 and 47.

Articles 3 and 4 take up the theme of quality by reaffirming the Principles of National Education in Art. 206 of CF / 88. The part of Article 3 that deals with quality is as follows: [...] The teaching will be taught based on the following principles ... IX - Quality Standard Assurance (BRASIL, 1996) ". The section of article 4 related to this theme corresponds to:

O dever do Estado com educação escolar pública será efetivado mediante a garantia de [...] IX - padrões mínimos de qualidade de ensino, definidos como a variedade e quantidade mínimas, por aluno, de insumos indispensáveis ao desenvolvimento do processo de ensino-aprendizagem (BRASIL, 1996)".²

While in Article 3 we have a very broad definition of Quality Assurance (How do we guarantee such a standard? Where does it fit?), Article 4 sets out minimum quantitative and qualitative indicators, which have in the figure of the student the reference axis regarding the indispensable inputs to teaching-learning, without, however, defining what these inputs are.

The Article 7, on the other hand, mentions the necessary quality evaluation by the public authority to which private educational institutions must submit, and the section that explicitly mentions this theme is the following: Teaching is free to private initiative, following the following conditions [...] II - operating authorization and quality assessment by the Public Authorities (BRASIL, 1996). We have in this article the notion that it will be up to the State to assess quality, conditioning the functioning of private institutions to meet the standards defined by it (in any of the spheres of the federated entities).

Already the art. 9 refers to minimum standards of quality with regard to the Union's tasks. Here is the section on the subject:

A União incumbir-se-á de [...] VI - assegurar processo nacional de avaliação do rendimento escolar no ensino fundamental, médio e superior, em colaboração com os sistemas de ensino, objetivando a definição de prioridades e a melhoria da qualidade do ensino (BRASIL, 1996).³

² For a broader discussion, I suggest reading the second chapter of the Practical Guide to Educational Policy in Brazil (SANTOS, 2015), which deals with the interpretation of CF / 88 and LDB, article by article.

In this excerpt it is clear that the Federal Government is the predominant federal entity in the definition of priorities and guidelines regarding the quality of education, despite the fact that it will also lead to a national process for assessing school performance at all levels of education. Thus, with regard to the Organization of Education in Brazil, there is an administrative and pedagogical centrality of large-scale evaluative processes, which constitute an axis of pedagogical and administrative structuring of networks and systems of education (CURY, 1998). an increasing centralization with regard to Public Educational Management.

The closing of the issues related to the National Education Organization and that touch on the issue of Educational Quality is given in art. 47, on Higher Education, in this article we have the following passage and illustrates what we want to demonstrate:

§ 4º As instituições de educação superior oferecerão, no período noturno, cursos de graduação nos mesmos padrões de qualidade mantidos no período diurno, sendo obrigatória a oferta noturna nas instituições públicas, garantida a necessária previsão orçamentária (BRASIL, 1996).⁴

There is in this paragraph a veiled mention of the question of equity, as was done in CF / 88 regarding quality assurance for students at night courses. It should be noted, however, that even Higher Education being outside the scope of compulsory schooling, nonetheless, the pedagogical and administrative standardization present in LDB with regard to Quality causes them to be carried out (from the legal point of view) the same assumptions that guarantee the working student access to similar teaching standards.

After this review of the articles on the Organization of Education in Brazil in the LDB in its relationship with Educational Quality, it is noted that the standardization carried out in these articles focuses (primarily) on the administrative dimension and the pedagogical dimension. Although infrastructure issues are present, they still arise in an indirect way (such as the reference to inputs that guarantee minimum teaching-learning conditions in Basic Education). Let's see below how these issues arise in the next section of this paper.

2.2.2. The Educational Quality in the LDB and the issues of the infrastructure

In a capitalist society the physical infrastructure of any institution becomes inseparable from the financial resources that precede its construction and maintenance. Thus, educational funding gains relevance when it comes to physical infrastructure. Understanding that quality issues can not dispense with a concrete basis (especially with regard to School Education), financing is a preponderant factor because from it there is the provision of costing resources (consumer materials, whether they refer to (relative to the operational cost of institutions), capital (related to permanent facilities and permanent assets belonging to the public administration) and personnel (the payment of salaries and benefits of all workers involved in the educational dynamics of these institutions, directly or indirectly).

After this brief (but necessary) introduction, we go to the LDB articles that refer to the issue of Educational Financing, whose relationship with Educational Quality comes from the inextricable link with the infrastructure dimension. The said articles are as follows: 70, 71, 73, 74 and 75.

In order to begin this examination of the proposed subject (the relation between Educational Quality and Financing in LDB), is the wording of art. 70 of LDB:

Art. 70. Considerar-se-ão como de manutenção e desenvolvimento do ensino as despesas realizadas com vistas à consecução dos objetivos básicos das instituições educacionais de todos os níveis, compreendendo as que se destinam a: I - remuneração e aperfeiçoamento do pessoal docente e demais profissionais da educação; II - aquisição, manutenção, construção e conservação de instalações e equipamentos necessários ao ensino; III – uso e manutenção de bens e serviços vinculados ao ensino; IV - levantamentos estatísticos, estudos e pesquisas visando precipuamente ao aprimoramento da qualidade e à expansão do ensino; V - realização de atividades-meio necessárias ao funcionamento dos sistemas de ensino; VI - concessão de bolsas de estudo a alunos de escolas públicas e privadas; VII - amortização e custeio de operações de crédito destinadas a atender ao disposto nos incisos deste artigo; VIII - aquisição de material didático-escolar e manutenção de programas de transporte escolar.⁵

³ For a broader discussion, I suggest reading the second chapter of the Practical Guide to Educational Policy in Brazil (SANTOS, 2015), which deals with the interpretation of CF / 88 and LDB, article by article.

⁴ The duty of the State with public school education will be realized by guaranteeing [...] IX minimum quality standards of education, defined as the minimum variety and quantity, per student, of indispensable inputs to the development of the teaching-learning process (BRASIL, 1996).

⁵ The Federal Government will be responsible for [...] VI ensuring a national process for assessing school performance in primary, secondary and higher education, in collaboration with education systems, with a view to setting priorities and improving the quality of teaching (BRAZIL, 1996).

As can be seen, the article refers to the definition of education maintenance and development expenses. Education as an indispensable component of Education is an indispensable element of the pedagogical dimension of Educational Quality but it is not limited to it. It is precisely for this reason that the LDB has made progress in defining the costs of maintaining and developing education that are publicly funded under the Union's constitutional responsibility (never less than 18% of tax revenue). This is the necessary link between the pedagogical dimension and the infrastructure dimension within the LDB, which leads to the understanding that below a minimum level of investments there is not the necessary quality of education. Special attention should be given to the items that go from IV to VI, since it introduces the dynamics of Educational Research as an element of the planning of said expenses (but not only these), as well as delimiting the medium-activities that can be financed (those vital to the education systems), and understands that in some cases it is necessary to use scholarships as a way of subsidizing this qualitative improvement.

Still on what was exposed in article 70, there is an element that concerns public financing and that deserves a rigorous examination of us: the caput of the article makes reference to the expenses of maintenance and development of the education of the educational institutions, without being, however, discriminated against public or private educational institutions. This is an absolutely central discussion because insofar as it opens the possibility of an interpretation that public resources (especially the 18% foreseen for the Union) can be used to finance private educational institutions, without a doubt the Educational Quality of public educational institutions could suffer a decrease due to the existence of less infrastructure resources for their financing.

With regard to article 71, it should be noted that it has a "negative" wording, indicating which expenditures can not be included in the list of expenses for maintenance and development of education. It is worth highlighting the fact that Educational Quality is shown, from this legal procedure, to the expenses of maintenance and development of education, which is reinforced by articles 72 and 73 of the LDB which indicate that said expenses must be published in the annual accounts and in the Official Gazette of the Union (article 72), as well as, should be given priority consideration in Article 212 CF and Art 60 of the Transitory Constitutional Provisions Act (article 73). It should also be pointed out that in this section of the LDB dealing with Educational Financing (and, as it is seen, it is linked to the issue of Educational Quality), articles 72 and 73 carry out a kind of legal (but also political) linking public budgets to investments focused on education. It is worth remembering that one of the Principles of Public Administration¹ is the principle of advertising, which does not dissociate itself from the principle of efficiency. Therefore, it is not necessary to think of efficiency in the application of financial resources without the standardization of its investment and without the necessary social control of its purposes. Articles 72 and 73 of the LDB are designed to bring together the basic assumptions of Administrative Law (present with emphasis in article 37 of the CF) to the issue of Educational Quality.

If in articles 72 and 73 of the LDB we have seen the preparation of a "legal cover" regarding the issue of Educational Quality, article 74 in turn has a wording that defines attributions to the Union and other federated entities in what concerns the delimitation and maintenance of a parametric indicator for the budgetary investments made for this purpose. The wording of this article is as follows:

Art. 74. A União, em colaboração com os Estados, o Distrito Federal e os Municípios, estabelecerá padrão mínimo de oportunidades educacionais para o ensino fundamental, baseado no cálculo do custo mínimo por aluno, capaz de assegurar ensino de qualidade.⁶

The minimum educational opportunities defined jointly between the federative entities (in relation to Elementary Education) is linked to equity, one of the principles already discussed and that has to do with the notion of Educational Quality brought by LDB. The establishment of a minimum cost per student undoubtedly represented a breakthrough, since it allows the education networks to estimate their expenditures, as well as to the public administration to direct resources related to education, in order to allow minimum infrastructure conditions in the access to Primary Education (although it can be argued that such coverage should be extended towards all Basic Education, there is no denying that this is an important advance). An important element, however, must be noted: what characterizes quality education? As LDB does not provide this answer, there is a margin of discretion for other federal entities to construct their views on this notion. On the one hand this expresses autonomy, reaffirmed as a principle, on the other, demonstrates the existence of a movement contrary to the rest of the regulation brought by articles ranging from 70 to 73 because these were precisely putting legal-political elements capable of giving a north to what would be the Educational Quality with regard to issues of the infrastructure dimension of the education systems. From the practical point of view this results in a contradiction that presents obstacles in the application of the aforementioned resources.

⁶ § 4º Higher education institutions will offer, during the night, undergraduate courses in the same quality standards maintained during the daytime period, being compulsory the nocturnal provision in public institutions, guaranteeing the necessary budgetary forecast (BRASIL, 1996).

Last but not least, article 75 of the LDB mentions the redistributive and supplementary action of the Federal Government. The article reads as follows:

Art. 75. A ação supletiva e redistributiva da União e dos Estados será exercida de modo a corrigir, progressivamente, as disparidades de acesso e garantir o padrão mínimo de qualidade de ensino. § 1º A ação a que se refere este artigo obedecerá a fórmula de domínio público que inclua a capacidade de atendimento e a medida do esforço fiscal do respectivo Estado, do Distrito Federal ou do Município em favor da manutenção e do desenvolvimento do ensino. § 2º A capacidade de atendimento de cada governo será definida pela razão entre os recursos de uso constitucionalmente obrigatório na manutenção e desenvolvimento do ensino e o custo anual do aluno, relativo ao padrão mínimo de qualidade. § 3º Com base nos critérios estabelecidos nos §§ 1º e 2º, a União poderá fazer a transferência direta de recursos a cada estabelecimento de ensino, considerado o número de alunos que efetivamente frequentam a escola. § 4º A ação supletiva e redistributiva não poderá ser exercida em favor do Distrito Federal, dos Estados e dos Municípios se estes oferecerem vagas, na área de ensino de sua responsabilidade, conforme o inciso VI do art. 10 e o inciso V do art. 11 desta Lei, em número inferior à sua capacidade de atendimento.⁷

The minimum standard of teaching quality referred to in the article corresponds to the Basic Education Development Index (IDEB) used as a priority indicator for measuring the efficiency of school performance in educational networks. This tendency to take benchmarking as a synonym for evaluation deserves to be commented because one of the developments that were most noticed after the enactment of the LDB was the predominance of educational actions and programs that aimed to increase control over education systems through the evaluation, but based its indicators on the notion that benchmarking is synonymous with evaluation.

Thus, Article 75 ratifies the evaluation view as a synonym of benchmarking, connecting this pedagogical dimension to the mechanisms involved in the transfer of resources to the public administration. In this respect, the reading of the following paragraphs to the heading of the article brings the understanding of what these conditions and norms are: a) existence of a formula of public domain that allows to accompany the "fiscal effort" of the federated entity (first paragraph); b) estimation of the capacity of each government on the basis of the comparison between the indicator of the cost per student and the investment made in said maintenance expenses of education (second paragraph); c) conditioning of the supplementary and redistributive action of the Union to the offer of vacancies by the federated entities according to their capacity of attendance (fourth paragraph). When analyzing these conditions, it should be noted that the attendance capacity and cost per student are the main indicators of quality in what concerns the educational financing, regulated at the federal level and whose matrix spreads towards the federated entities.

As a conclusion, it should be borne in mind that, just as LDB and CF / 88 bring some principles (such as equity) to the pedagogical and administrative dimensions, in the parts dealing with the Brazil, articles ranging from 70 to 75 in LDB (and that deal with the issue of financing) bring together the dimension of infrastructure (with regard to Educational Quality) to the principles of legality, publicity and efficiency (as seen in Art. 37 of CF / 88), thus framing Educational Quality to parameters and indicators that emerge within the scope of the General Public Administration norms (such as the formulas for calculating the educational capacity of the government to which resources for the maintenance and development of education). Thus, throughout the twenty years of LDB's enactment, we have seen a deepening of a quality vision that opposes the autonomy of education systems and unique standards of performance measurement (and which are presented as synonyms of quality indicators, say in passing).

III. CONCLUSION

The central concern of this work was to hold a discussion about the historical moment referring to the period from the year 1988 to the year 2016. It should be noted, however, that more than an exegetical or purely historical analysis, an attempt was made to correlation between the text of the Law (and its changes) and some elements that are part of the Educational Policy and which concern actions, plans and programs focused on the dimension of quality.

As we have seen, the great contradiction that arises is; the emphasis on central indicators (and, I would say, on increasing systemic integration) of measuring parametric scores contrasts with the autonomy of educational systems and networks (also provided for in LDB), as well as clashes frontally with the necessary

⁷ Art. 70. The expenses incurred in pursuit of the basic objectives of educational institutions at all levels, including those for: I - compensation and improvement of teaching staff and other education professionals; II - acquisition, maintenance, construction and maintenance of facilities and equipment necessary for teaching; III - use and maintenance of goods and services linked to education; IV - statistical surveys, studies and research aiming at the improvement of quality and the expansion of education; V - realization of activities-means necessary for the functioning of education systems; VI - granting scholarships to students from public and private schools; VII - amortization and financing of credit operations intended to comply with the provisions of this article; VIII - acquisition of school didactic material and maintenance of school transportation programs.

plurality (of indicators, objectives and methods) involved in the dynamics of educational evaluation in scenarios of great complexity such as what is configured in the National Assessment System in the Basic Education and Higher Education segments.

Therefore, it is important to highlight the fact that, due to its matrix structure in relation to Brazilian legal and political order, LDB led to the construction of an underlying structure of standardization of indicators, methods and techniques for benchmarking dimensions of Learning Assessment and Institutional Evaluation) with a tendency for uniformity and that has in its constituent elements the emphasis on measuring the already mentioned indicators in detriment of "comprehensive" process evaluation processes, which, due to their qualitative characteristics¹, have a refinement capable of (for example) performing score weightings based on the social, cultural and economic context of the populations evaluated, which would relativize the measure of a single standard.

In conclusion, it should be said that throughout the 20 years of LDB's promulgation, Educational Quality has been increasingly understood as synonymous with educational measures and not with understanding of educational processes, so it is necessary to question how long we will still have a contempt for procedural evaluative methods, inclusive and based on the principle of fairness and that would come precisely to make educational quality more broad and plural insofar as the centrality assumed by the evaluative dimension is of a more dynamic and complete character.

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Pablo Silva Machado Bispo dos Santos¹ The Issues of Educational Quality in Brazilian Law (1988-2016) s.” IOSR Journal Of Humanities And Social Science (IOSR-JHSS). vol. 23 no. 08, 2018, pp. 77-83.