http://dx.doi.org/10.18623/rvd.v22.n5.3861

PUBLIC POLICY AND INTELLECTUAL CAPITAL IN THE INTERNATIONAL DIMENSION

POLÍTICAS PÚBLICAS E CAPITAL INTELECTUAL NA DIMENSÃO INTERNACIONAL

Article received on: 9/3/2025
Article accepted on: 11/3/2025

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The authors declare that there is no conflict of interest

Abstract
To assess the state of society, theoretical starting points and practical solutions for the formation of the state's intellectual resources, and the classification of the signs of their management in the conditions of contemporary world and European society, are presented. Emphasis is placed on defining the role of intellectual capital in shaping the current stages of society. Methods of measuring intellectual capital are proposed and presented in statistical indicators in clear tables. Selected statistical indicators documenting the qualitative state of intellectual capital creation in selected countries worldwide

Resumo
Para avaliar o estado da sociedade, são apresentados pontos de partida teóricos e soluções práticas para a formação dos recursos intelectuais do Estado, bem como a classificação dos indicadores de sua gestão nas condições da sociedade mundial e europeia contemporânea. A ênfase é colocada na definição do papel do capital intelectual na configuração dos estágios atuais da sociedade. Métodos de mensuração do capital intelectual são propostos e apresentados em indicadores estatísticos em tabelas claras. Indicadores estatísticos selecionados que documentam o

are presented, enabling international comparisons in the field of intellectual capital valuation. It also points to the historical context of the author's intellectual capital and its connections with social activity in national states and in world and European society. In conclusion, attention is drawn to the necessity of recording and comparing the individual states of development of world society, and to the risks of incorrect decisions in the field of public elections.

Keywords: Intellectual Capital. New Economy. Brain Drain. Knowledge Economy. Educational Policy.

estado qualitativo da criação de capital intelectual em países selecionados ao redor do mundo são apresentados, possibilitando comparações internacionais no campo da valoração do capital intelectual. Aponta-se também para o contexto histórico do capital intelectual do autor e suas conexões com a atividade social nos Estados nacionais e na sociedade mundial e europeia. Em conclusão, chama-se a atenção para a necessidade de registrar e comparar os diferentes estágios de desenvolvimento da sociedade mundial e para os riscos de decisões equivocadas no campo das eleições públicas.

Palavras-chave: *Capital Intelectual. Nova Economia. Fuga de Cérebros. Economia do Conhecimento. Política Educacional.*

1 INTRODUCTION

In the 90s of the 20th century, under the influence of the extraordinary development of 3.5th-generation information and communication technologies, significant changes began in world society, affecting all its components —from the economy and social sphere to people's thinking. The advent of new information and communication technologies and techniques across all areas of human society brought about a new quantitative and qualitative reconfiguration of world social relations. Today, we call this change in the revolutionary nature of social arrangements the new economy.

The new economy is an economy that, in contrast to the "old economy", organises and uses the results of people's thinking and leadership in a technologically new way, in particular a comprehensive system of special knowledge that is contained in visions, strategies, plans and materialised in modern, especially information and communication technology and technologies. The new economy, although a common but not entirely accurate term, is characterised by constant changes that sometimes bring unexpected new possibilities for economic development. But it also brings uncertainty, which manifests in the instability of the business environment and thus disrupts social relations, primarily economic ones.

The new economy is not only the creator of new quality in the field of information and communication technology, but also its most important user. It is mainly information and communication technology and technologies that speed up all economic activities in

electronic form and make it possible to carry out any financial activity in "real" time, e-business and accompanying economic activities thus create pressure for changes in national states, so that barriers, i.e. state borders, business and other legal norms, insufficient infrastructure in states and an inadequate educational level of the available workforce do not slow down economic activity in the "networked" world. The new economy is characterised primarily by the following terms: globalisation, knowledge, information, computerisation, innovation and restructuring.

Other terms are also used to denote this new arrangement of world social and economic relations, depending on which feature is emphasised. Emphasising that the new economy uses different means of production than the "old" economy, we speak of a post-industrial economy. If we emphasise the interconnectedness of economic activities on a global scale, we talk about the network economy; in this context, we also refer to the Internet economy, the electronic economy, or the digital economy. Sometimes, with the emphasis on results in the area of desired, rapid changes in the production of new products and services, the innovation economy is also referred to (Scholte, 2002).

If, in judging the new economy, leadership — including the acquisition of knowledge — is emphasised especially, we sometimes speak of a knowledge economy without emphasising its acquisition and processing. We talk about a knowledge economy or an economy based on knowledge, where acquired knowledge is combined with the method of its immediate processing in real time for various purposes, predominantly of an economic nature. Sometimes, in a broader sense that includes all socio-economic relations, we also talk about the knowledge society (Drucker, 1994).

The current 20s of the 21st century are characterised by significant instability of social relations. Uncontrolled immigration in Europe continued mainly in the 1990s; the influx of migrants caused instability in almost all European states across many areas. The vast majority of migrants come from a different cultural and religious background. There are rapid, often poorly regulated changes in labour, social, and economic policies in many European countries. Changes are also noted in the school policy. The presence of children from different cultural backgrounds in the classroom leads to makeshift teaching. The results of measuring pupils' knowledge are distorted and are often unusable for national or international comparisons. This entire period will require in-depth analysis in all areas of the social environment.

The analysis of intellectual capital is also based on available statistical indicators from the period characterised by the COVID-19 pandemic. During the Covid-19 period, the effects of which are still being recorded, several effects were observed in the field of educational results, both quantitative and qualitative, among them the closure of schools and changes in teaching, primarily through a reduction in curriculum content. This period will need to be analysed separately. In addition, it will still be necessary to develop objective methods for comparing results in the field of intellectual capital before and during the COVID-19 pandemic (Baková, Kútny, Plavčan, 2025).

Some authors from the current paradigm of change management and the new, knowledge-based economy emphasise the impact of advanced management tools. As practice shows, the simultaneous implementation of several managerial approaches, concepts, and methods leads to more integrated success, especially in the business sphere (Zivojinovic, S., Stanimirovic, A., 2009).

In today's complex socio-economic conditions, some authors examine the broader context of intellectual capital formation, namely the impact of positive psychological capital on philosophical and social capital, and the interrelationships among these three concepts. In addition, they investigate the effects of social capital on intellectual capital through research with managers and employees across different sectors (Tamer, I., Dereli, B., Saglam, M., 2014).

2 INTELLECTUAL CAPITAL AND GLOBAL SOCIETY

The knowledge economy combines general requirements for the development of society and the economy, and national particularities. The general requirements for the development of society relate to the transfer of manifestations of globalisation in the world economy to national economies. Individual nation-states have different initial states of their development, namely, for example, other states of development of sectors and branches of the economy, social status and cultural development of the population, further different states in the field of available human resources, different natural resources and the state of the environment, and other differences. Therefore, individual national strategies (long-term plans) and tactics (methods of fulfilling planned tasks) of building society are not transferable from state to state. Individual national states must therefore develop their own national strategies and tactics for their development, adapted

to the conditions of their own state and in accordance with global trends in the development of specific areas of science and technology policy.

Table 1

Year 2017

State	Expenditure on students in USD	Expenditure on universities as % from GDP	Share public resources on expenses to universities in %	Percentage university educated from the population 29 - 34-year-olds	Percentage university educated from the population 25 - 64-year-olds
Ireland	16794	0,9	67	70	60
Canada	24671	2,3	54	63	59
Russia	8629	1,1	66	62	57
Japan	18839	1,4	31	62	52
Luxembourgh	52089	0,5	89	55	52
USA	33063	2,6	35	52	49
Australia	20436	2,0	36	52	48
United Kingdom	28144	2,0	25	52	47
Finland	17730	1,6	92	42	45
Iceland	16270	1,3	90	47	45
Switzerland	n	n	n	53	44
Lithuania	8428	1,0	64	55	44
Belgium	19422	1,5	82	47	41
Estonia	14580	1,5	72	43	41
Denmark	18062	1,7	99	47	40
France	16952	1,5	77	48	39
Latvia	8346	1,1	60	44	35
Austria	19089	1,7	91	42	34
Germany	18486	1,2	83	33	30
Portugal	11788	1,2	60	37	26
Slovakia	11715	1,0	68	39	26
Czechia	11484	0,9	73	33	24
Saudi Arabia	n	n	n	n	24
Italy	12226	0,9	62	28	20
South Africa	n	n	n	6	7

Literature: Education at a Glance. 2020. Tab A1.1., C1.1., C2.1., C3.1.
Note: In the percentages of university-educated persons from the population of 25-64-year-olds and 29-34-year-olds (2019), there are graduates of short university cycles, bachelor's, master's, and doctoral studies, or their equivalents.

From the previous table, several conclusions about the quantity and quality of intellectual capital can be drawn as follows:

- spending on higher education from gross domestic product expressed as a percentage and spending per student are clearly not related to each other, we record states with higher spending on higher education from gross domestic product and average expenditures per student and vice versa,

- spending on higher education from the gross domestic product expressed as a percentage and the share of public resources in spending on higher education in percentage are clearly not related to each other, in states with a high percentage share of public resources in spending on higher education, they have a higher, average and even lower percentage share of the expenditure on higher education from the gross domestic product,
- the percentage of university-educated people from the 29-34-year-old population is higher than the percentage of university-educated people from the 25-64-year-old population, which in the member states of the European Union is related to the fulfillment of one of the five goals in the field of education in the Lisbon Strategy 2020 and the setting of measures for its fulfillment at the beginning of the first decade of the 21st century,
- the growth of intellectual capital through the proportional representation of the university-educated population in the 29-34-year-old age group creates stronger prerequisites for the development of the knowledge economy.

The knowledge economy also creates opportunities for individual development, enabling individuals to pursue their ambitions and aspirations. In the conditions of a market economy, an individual strives to use his labour power in the labour market as best as possible, and thus participates in the cultivation of his intellectual capital and the intellectual capital of the entire society. The way to cultivate an individual's own intellectual capital is his personal development, the central part of which, according to employers, is mainly:

- professional knowledge and practical skills for the performance of specialised professional activities in the given organisation,
- long-term sustainable high performance and initiative (including overtime work),
- satisfaction from the performed activity,
- continuous education in the subject of your activity,
- the ability of social interaction with colleagues oriented towards the creation of progressive interpersonal relationships,
- the ability to maintain good health,
- other requirements resulting from the corporate culture and the subject of the activity.

The general labour-market requirements for an individual vary by community, region, and nation. These peculiarities reflect the different state of development of material and personnel resources. The requirements of individual sectors and branches of the economy also have their peculiarities, their preferences for an individual from the point of view of his knowledge and work skills; individual employers also have their own preferences.

Individual national states must therefore develop their own national strategies and tactics, tailored to their own conditions, for the development of intellectual capital from the perspective of the individual. On the one hand, it is the role of the state (e.g. minimum wage) and the employer environment (salary amount and employment benefits) to create conditions for the individual so that the job offer is attractive for him, and on the other hand, the individual is looking for a labour market that will allow him to evaluate his qualifications better. After the entry of the Slovak Republic into the European Union, the international labour market opened up for individuals; approximately 300,000 Slovaks work in other member states of the European Union (qualified estimate, year 2020).

Along with all the components of the qualification, the most crucial element is the education. The following table shows the average income of individuals in selected countries worldwide, with particular regard to the member states of the European Union, by level of education, for the 25-64 age group. As the review shows, the level of education acquired most significantly affects an individual's personal income on the international labour market.

Incomes by level of education in the age group of 25-64-year-olds

Table 2

Year 2018

State	Workers with primary education	Workers with secondary education	Workers with higher education	Difference workers with higher education and with primary education
Ireland	86	100	180	94
Lithuania	86	100	179	93
USA	68	100	176	108
Portugal	78	100	170	92

Germany	68	100	168	100
Czechia	67	100	158	91
France	85	100	156	71
Slovakia	65	100	156	91
Switzerland	78	100	152	74
Austria	69	100	148	79
Finland	94	100	148	54
Luxembourgh	79	100	147	68
Latvia	91	100	145	54
Canada	82	100	144	62
Belgium	85	100	142	57
United Kingdom	85	100	140	55
Italy	75	100	139	64
Estonia	87	100	134	47
Denmark	79	100	127	48
Australia	88	100	125	37
Japan	n	100	n	n
Russia	n	100	n	n
South Africa	n	100	n	n
Saudi Arabia	n	100	n	n
Iceland	n	100	n	n

Literature: OECD (2020, 1,2).
Note: 2014 – Latvia, 2016 – France, Italy, 2017 - Belgium, Canada, Finland
n – unknown date

From the previous table, several conclusions can be drawn about the application of an individual's intellectual capital on the international labour market as follows:

- the most significant difference in average work prices between individuals with basic and higher education is in the USA. This fact confirms the well-known preference of the population to acquire the highest-quality education possible. This also puts pressure to increase school fees in view of the high demand for education, and at the same time, the indebtedness of the young generation in the USA (the highest in the world) in connection with education loans,
- the countries with a high difference between the average price of work for individuals with basic and higher education include the industrialised countries of the world (Germany), but mainly the countries of Central and Eastern Europe, in which the transformation of the economy towards changing the structure of industries and increasing labor productivity in the economy is still underway (Lithuania, the Czech Republic, Slovakia),
- the states with the most minor difference in average wages between individuals with primary and higher education include the industrially developed states of the world (the United Kingdom, Denmark, Australia), as well as states with ongoing economic transformation (Estonia, Latvia).

Research on intellectual capital from the individual's perspective is a fundamental area of economic theory, and its findings provide an essential database for decision-making in the management sphere.

3 INTELLECTUAL CAPITAL AND BRAIN DRAIN

The most important source of intellectual capital for the knowledge economy is tertiary education. Tertiary education prepares a highly qualified workforce, without which the creation and development of a knowledge-based economy is impossible.

The development of the knowledge economy also negatively affects tertiary education. One of its negative manifestations is the constant increase in the one-way mobility (movement) of young people, namely students or young teachers in search of education and work from the countries of Central and Eastern Europe and also the nations of the so-called third world to industrially developed countries, especially to the USA (popular brain drain). In a state with one of the highest tuition fees for university studies and high additional fees for studies and high living costs during studies, exceptional conditions are also created for the study of gifted students and postdoctoral fellows, while they are provided not only with high scholarships, but also attractive job opportunities during or after their studies (Guha, 1977).

The mobility of students and teachers in the academic environment, regardless of national borders, has significant adverse impacts, especially for small states with free tertiary education, in the economic, social and cultural fields. In the economic and social sphere, the adverse effects of this movement manifest themselves mainly in the reduction of interest in the domestic offer of educational services, with multifaceted consequences for employment, the supply of state funds to the headquarters of the higher education institution and the decrease in the range of accompanying services to the higher education institution provided by the region. In the cultural field, it manifests as a partial loss of students' cultural identity when studying in a different cultural and social environment, accompanied by changes in life values and attitudes (e.g., Americanisation).

4 KNOWLEDGE ECONOMY AND INTELLECTUAL CAPITAL

The transition from a "material-based" to a knowledge-based economy requires substantial support for the development of human resources. Without the so-called innovators, it is not possible to fulfil the intentions of any well-developed national social and economic strategy aimed at increasing innovativeness in society and the economy, nor to conduct the necessary research and development, nor to apply modern information and communication technologies.

In the knowledge economy, in the course of the 21st century, we anticipate the following development of requirements for the development of human capital:

Furthermore, the share of qualified labour costs in total production costs will increase, and the increasing materialisation of education at the technical level of the means of production will also contribute to this.

The pursuit of mass education (education for all) and its continuity throughout life (lifelong education) will remain a fundamental prerequisite for creating equal opportunities for individuals, for developing highly educated elites, and for reducing the impact of population ageing in industrialised countries.

Further, preparation for a profession will be moved to later levels of education, if at the end of the 20th century the decisive stage of theoretical and practical preparation for a profession was the secondary level of education (fields of study in apprenticeship and secondary vocational schools), at the beginning of the 21st century the first level of higher education becomes decisive for obtaining the required qualifications for the performance of an increasing number of professions and specialised activities.

The differentiation of the available labor force will increase into a low-skilled labor force performing mainly manual work activities and other more qualified labor force - "knowledge workers" (Drucker, 1994), for whom tertiary education will gradually become a basic necessary qualification condition when applying on the international and national labor market, a comprehensive system of knowledge consisting of two parts will become part of the qualification of this part of the labor force, namely general theoretical and at the same time narrowly specialised knowledge, the ability to independently creatively solve professional problems, the ability to communicate in several languages and the ability to social and intercultural empathy, the educational economy requires a

suitable (peaceful, friendly, safe) geopolitical environment for the global activity of international business entities.

The workforce with tertiary education will further be increasingly clearly internally divided into a numerically large group of the workforce providing more or less complex professional activities requiring a certain degree of independence and creativity and the ability to control technology at the current level of scientific and technical development - carrying out simple reproduction of professional activities ("copying") and a numerically small group of the workforce (elite) performing highly qualified work requiring a high degree of creativity, and which has developed abilities to create new knowledge and perform complex mental professional activities - extended reproduction of professional activities ("innovations") (Plavčan, 2022).

In tertiary education, the provision of doctoral studies, the concentration of postdoctoral fellows (postdocs) and the implementation of postdoctoral activities will increase quantitatively (the elite can only be formed from a mass base), the tendency to increase the level of education of the decisive part of the workforce creating the basis of the human resources necessary for the development of the economy will continue (from secondary school education after the Second World War to the third level of university education in the 1st half 21st century), the growth of the number of university-educated residents in the population is a necessary condition for the development of the intellectual capital of the society, conditioning its prospective (Laville, Cattani, 2006).

Furthermore, the income gap between the "copy" workforce and the "innovation" workforce will increase.

The binary system of tertiary education provided by university and non-university higher education institutions will continue to develop and be preserved, despite various reform efforts (e.g. the reform of the British tertiary system at the end of the 20th century, in which non-university higher education institutions were changed to university higher education institutions and a closer connection between university higher education institutions and social, especially industrial practice) will still need to be modified of practical training in the content of higher education for the needs of performing qualified professions requiring a higher education degree as part of the qualification, the theoretical component of the current content of higher education also requires highly sophisticated training where it was not needed ten years ago, precisely because of the implementation

of modern technical and communication tools in the performance of professions where this was not usual (e.g. social work, etc.).

The support of private tertiary education by business entities will increase, because it mostly carries out applied research for their needs, prepares for the performance of specific, specialised professional activities required by the labour market (regionalism) and is the subject of their business interest (tertiary education has long been among the most profitable sectors of the economy).

Each innovation requires the concentration of highly qualified labor force, the result will be the creation of more and more opportunities for its mobility and concentration (centers of excellence), which will cause more and more efforts to remove barriers to the mobility of capital in all forms, subsequently increasing the costs of each innovation, and at the same time will cause increased efforts to protect intellectual property.

Furthermore, the creation of informal knowledge communities (knowing communities) within national, but also international organisations (enterprises), in which its members participate in a voluntary, self-interested or goal-oriented exchange of knowledge in that area of expertise (Cohendet, 2005), will continue, and the search for ways to increase the trust of individuals in the exchange of knowledge (cognitive distance) in educational communities (Nooteboom, 2000), especially in communities of practice (communities of practice) exchanging knowledge of their practical activities (Wenger, 1998).

Continue the effort to create formal knowledge communities, especially at the highest levels of the organisation of society, especially the reshaping of nation states or also political-economic associations of national states (e.g. the European Union) to knowledge economies, further increasing the rate and mass of profit from the activity of human capital in economically developed and at the same time so-called rich states of the north with sufficiently large free financial resources to finance education and the influx of qualified labor and its concentration, and the subsequent increase in differences between economically less and economically more developed states will continue. This is also related to the so-called brain drain and with the positive externality of creating a mass of knowledge potential for making quick and sophisticated results of creative activity, but also with the negative externality, which is the departure of qualified workers, scientists, academics and other groups performing sophisticated work on the

labor market to the so-called northern states, where they evaluate their workforce better than in their country of origin (Plavčan, 2022).

The appeal of basic research will continue to increase. We can expect an increasing demand for obtaining new knowledge in the form of new laws or theories as a source for new non-traditional solutions to the problems of human society, despite the current preference for applied research as a source of innovative economy, the possibilities of which are limited compared to basic research in this context (e.g. the theoretical clarification of the gravitational force will most likely contribute to fundamental (revolutionary?) to changes in the field of aviation technology and subsequently to changes in the aviation industry and related industries (Plavčan, 2022).

5 CONCLUSION

The possibilities of the global world are so great today that a wrong decision, not only in terms of content, but also a slow decision in a given area, e.g. economy, has an immediate negative consequence, which manifests itself not only in itself, but also in many other (social, cultural, security) economies of nation-states around the world with large material and non-material impacts. The current global COVID-19 crisis highlights its effects on global society.

A "society of quick decisions" can be expected after the knowledge society. The knowledge society and its predecessors differ in their characteristics. Still, they share the fact that they are characterised mainly by economic relations in human society and by the degree of development of the means of production (of a material nature), which are decisive in their classification into individual socio-economic formations. A knowledge society is mainly characterised by knowledge (of an intangible nature) and social relations in human society.

However, another, perhaps "society of quick decisions", will have to be able, based on accumulated knowledge, not only to quickly recognise and define social phenomena and their cause (lower convergent processes), but with a massive accumulation of knowledge to reveal the complex causality of social phenomena, evaluate them and correctly decide quickly (higher convergent processes) how to effectively use the created wealth for the benefit of human society so that this decision does not bring accompanying adverse effects. Our consideration of the future of human

civilisation is based on the trust that man's ambitions and aspirations to increase knowledge will prevail over other aspects of his social existence (consumer society).

Social processes have accelerated in today's world. It is necessary to state that the preparation of a qualified workforce lags significantly behind the speed of social processes. The number of incorrect decisions made by voters in public elections leads to low competence in decision-making across all areas of European society, including national states and European institutions, in the economy, culture, science, social field, and education. The impacts are devastating not only to life but also to people's thinking. In the near future, it will be necessary to prepare a methodology for evaluating this period of the 20s of the 21st century, its positives and negatives for the world and European society, and to compare it with the results of previous periods in the field of intellectual capital. These comparisons need to be made not only at the global level, but also regionally, including comparisons of economic and social policies between individual states (Fajin, Kútny, Marhoffer, Plavčan, 2024). Their contribution is knowledge that can be applied in an international context.

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Authors' Contribution

Both authors contributed equally to the development of this article.

Data availability

All datasets relevant to this study's findings are fully available within the article.

How to cite this article (APA)

Plavcan, P., Bakova, V., Zborovanova, R., Kutny, O., Fajin, M., & Mirandola, B. (2025). PUBLIC POLICY AND INTELLECTUAL CAPITAL IN THE INTERNATIONAL DIMENSION. Veredas Do Direito, 22(5), e223861. https://doi.org/10.18623/rvd.v22.n5.3861