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## RACIAL RELATIONS TEACHING IN THE POST-GRADUATION *STRICTO SENSU* OF THE PUBLIC AREA IN BRAZIL

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### Abstract

Racism is rooted in Brazilian society, and it is relevant to discuss and promote anti-racist and valorization population actions. The teaching of the theme “racial relations” is an important instrument to stimulate these actions, mainly within the scope of post-graduation *stricto sensu* programs in the public area in Brazil. Thus, through statistical-descriptive research and documentary analysis, these programs were studied and it was conceived that most of them address racial issues directly and/or indirectly in their disciplines is linked to Public Policies, while the debate is secondary in most Public Administration and Public Management PPGs. In addition, there is a tendency for curriculum not to be mandatory for subjects that make direct reference to racial discussion.

RACE RELATIONS • POST-GRADUATION • PUBLIC ADMINISTRATION

## ENSINO DE RELAÇÕES RACIAIS NA PÓS-GRADUAÇÃO *STRICTO SENSU* DA ÁREA PÚBLICA NO BRASIL

### Resumo

O racismo está enraizado na sociedade brasileira, sendo relevante discutir e promover ações antirracistas e de valorização da população negra. O ensino da temática “relações raciais” é importante instrumento para estimular essas ações, principalmente no âmbito dos programas de pós-graduação (PPGs) *stricto sensu* da área pública no Brasil. Assim, mediante pesquisa estatística-descritiva e análise documental, tais programas foram estudados e concluiu-se que a maioria dos que abordam a temática racial direta e/ou indiretamente em suas disciplinas está ligada às políticas públicas, enquanto o debate é secundarizado na maioria dos PPGs de Administração e Gestão Pública. Ademais, há uma tendência da não obrigatoriedade curricular de disciplinas que fazem referência direta à discussão racial.

RELAÇÕES RACIAIS • PÓS-GRADUAÇÃO • ADMINISTRAÇÃO PÚBLICA

## EDUCACIÓN DE LAS RELACIONES RACIALES EN LOS CURSOS POSTGRADO *STRICTO SENSU* DEL ÁREA PÚBLICA EN BRASIL

### Resumen

El racismo está enraizado en la sociedad brasileña, siendo relevante discutir y promover acciones antirracistas y de valorización de la población negra. La educación de temática “relaciones raciales” es un importante instrumento para estimular esas acciones, principalmente en el ámbito de los programas de postgrado *stricto sensu* del área pública en Brasil. Así, mediante investigación estadística– descriptiva y análisis documental, se estudiaron tales programas y se concluyó que la mayoría de los que abordan la temática racial directa y/o indirectamente en sus disciplinas está ligada a las políticas públicas, mientras el debate es secundario en la mayoría de los PPGs de Administración y Gestión Pública. Además, hay una tendencia de la falta de obligatoriedad curricular de disciplinas que son referencia directa a la discusión racial.

RELACIONES RACIALES • POST-GRADUACIÓN • ADMINISTRACIÓN PÚBLICA

## L'ENSEIGNEMENT DES RAPPORTS DE RACE DANS LES PROGRAMMES D'ÉTUDES SUPÉRIEURES *STRICTO SENSU* DANS LA SPHÈRE PUBLIQUE AU BRÉSIL

### Résumé

Le racisme est enraciné dans la société brésilienne, pour cette raison il est fondamental de discuter et de soutenir des actions antiracistes et de valorisation de la population noire. L'enseignement des rapports sociaux de race est un outil important pour stimuler ces actions, principalement dans le cadre des programmes d'études supérieures *stricto sensu* dans la sphère publique au Brésil. Moyennant la recherche statistique descriptive et l'analyse documentaire, ces programmes ont été étudiés et il a été conclu que la plupart de ceux qui abordent la thématique race directement et/ou indirectement dans leurs disciplines sont liés aux politiques publiques, alors que le débat est secondaire dans la plupart des programmes d'études supérieures en administration et gestion publique. En plus, il existe une tendance à ne pas rendre obligatoires les disciplines qui font directement référence à la discussion sur la race.

RELATIONS RACIALES • ÉTUDES SUPÉRIEURES • ADMINISTRATION PUBLIQUE

**I**N THE WAKE OF THE SLAVERY HERITAGE, THE LAST CENTURIES IN BRAZIL HAVE BEEN MARKED by the struggle of the black population for improvements in their socioeconomic conditions, since the color of their skin is still a determining factor in these conditions. In addition, they seek legitimate recognition of their customs and cultural traditions and identity, as one of the founding elements of the nation.

Despite the progress experienced in various aspects of the struggles of the black population, especially since the 2000s, recent years have been marked by flagrant acts of racism and disrespect for African descendant culture and history that, to some extent, have been sanctioned by the denialist ideology of racism assumed by the command of the federal government. Likewise, situations of racism that occurred in the United States and in Brazil in 2020 gained worldwide prominence, which further heated the debate on racism and racial inequalities, fostering reflection on specific actions for these issues, towards the valorization of black lives.

The Brazilian State is one of the main responsible for the construction of the structure of racism in the country, also (re)produced by the various institutions. Therefore, it is also the main responsible for improving the situation of the black population, by means of public policies for the promotion of racial equality. In this sense, it is believed that the insertion of the theme “race relations” in the training of public administrators, teachers and researchers who work in the public area and related areas can be important for the recognition of the contribution of African history and the appreciation of the rights of the culture of these peoples in Brazil.

In terms of existing actions, Law n. 10.639 (2003) obliges the insertion of teaching about African-Brazilian history and culture in private and public schools at the primary and secondary levels. To enable the fulfillment of this law, the National Curricular Guidelines for the Education of Ethnic-Racial Relations and for the Teaching of African and Afro-Brazilian History were created in order to stimulate the construction of an antiracist, valuative, and inclusive education (Resolution n. 1, 2004). Such legislation was amended by Law n. 11.645 (2008), incorporating, also, the teaching of indigenous history and culture, whose guidelines were instituted through the Opinion n. 14 (2015) of the National Education Council (CNE), which deals with Operational Guidelines for Implementation of the History and Cultures of Indigenous Peoples in Basic Education.

Seeking to contribute to its effectiveness, the CNE’s Opinion n. 3 (2004), which deals with the national curricular guidelines for the Education of Ethnic-Racial Relations and for the teaching of Afro-Brazilian and African History and Culture, added the ethno-racial theme to the contents of the disciplines and activities of the higher education institutions (HEI), mainly because, in the undergraduate courses, teachers are prepared to teach in elementary and high school (Parecer CNE/CEB n. 3, 2004). It is worth noting that this opinion refers to the insertion of the theme in undergraduate courses in all areas.

In the scope of *stricto sensu* graduate studies, Resolution n. 7 (2017), issued by the Ministry of Education (MEC), in the first paragraph of the 1st article, states that master’s and doctoral courses are oriented toward intellectual production committed to the advancement of knowledge and its interfaces with culture, economic good, social inclusion, and the well-being of society.

However, although the efforts and achievements of recent decades in the discussion of ethnic-racial relations in the country are commendable, studies show that the theme is little explored or non-existent in the curricular structures of university courses (Camargo & Benite, 2019; Carvalho, 2018; Chagas, 2017; Coelho & Coelho, 2018; Santana et al., 2019; Silva, 2018), evidencing the long way to go in academic training regarding the debate and confrontation of racial issues. An essential step

would be to address the topic “race relations” in undergraduate and graduate courses related mainly to the public area, since the professional who works in this area assumes a key role in society, for being responsible for the proper functioning of public organizations, having direct implications for the development of the country (Lourenço et al., 2014). According to Silva (2017), future administrators and public managers need to become aware, as academics and researchers, of the current context of society, mainly because their actions should promote transformations in organizations and public policies and institutional racism, which, according to Almeida (2018), grants privileges to certain groups according to race, contributing to maintain their social, political, and economic interests, defining rules and conducts that are naturalized.

The importance of discussing the topic is reinforced by researchers who point out the neglect of the category race in research in the area of organizational studies (Conceição, 2009; Rosa, 2014) and public administration (Silva, 2016). Peci et al. (2019, p. 12) point out that, in view of the contemporary relationship between racial issues, migration, and violence, it becomes fundamental “the action of the researcher in his role of denunciation”.

In a preliminary survey in some research bases, such as Portal Periódicos Capes, SciELO, and Google Scholar, no research related to the teaching of race relations in graduate programs was found, which is why we believe this is one of the justifications for this research.

Thus, given the relevance of the study and research on race relations in combating racism, this article aims to understand how the theme “race relations” has been inserted in graduate courses *in* the public area in Brazil. In this research, the “public area” is based on the Field of Publics which, according to Coelho et al. (2020), is a multidisciplinary movement, whose approach has as its core the public locus and subfields of public administration, public policies and social management, but maintains disciplinary and interdisciplinary interfaces with the areas of education, economics, law, political science, among others.

This article is structured as follows: the first section is composed of this introduction; in the second section, a brief contextualization about the theme and its insertion in education is presented; in the third section the methodological procedures used in the research are pointed out; in the fourth section, the results obtained and their interpretations are presented; and, finally, in the fifth section, the final considerations are presented.

## Race relations in Brazil

The term race, over the centuries, has always been linked to the historical and social context, so that “the history of race or races is the history of the political and economic constitution of contemporary societies”<sup>1</sup> (Almeida, 2018, p. 19, own translation). In this sense, considering the historical context of Brazil, colonization and slavery constitute essential dimensions to understand race relations. The first because it builds the colonialist vision, whose premises are based on the Eurocentric perspective that considers the white Portuguese (or European) man as a model, so that the “other” peoples (Indians and blacks, for example) would be the “different”, inferior. For Ortegá (2018) and Guimarães (2016), blacks and indigenous people were classified based on the vision of the European white man in a racialized way, as non-human. The second because, from the colonialist dimension, Portuguese put themselves as a superior “race”, enslaving blacks brought to Brazil.

This perspective gains strength in the late nineteenth century and early twentieth century with scientific racism, in which, under the justification of rationality and universality, the idea of biological

1 In the original: “a história da raça ou das raças é a história da constituição política e econômica das sociedades contemporâneas”.

superiority between human races was propagated in order to justify the domination and exploitation of one race over the other, consolidating acts of the nations benefited by this stratification, notably the European countries (Barbosa, 2016). According to Schwarcz (2012), scientific racism tried to justify, based on scientific arguments of the time, correlations between race, intellectuality, and morality, so that blacks were considered an inferior race.

After that, a fallacious ideology was built, based mainly on the studies of Gilberto Freyre, around the existence of harmonious racial coexistence in Brazil (Fernandes, 1972), which ended up generating an idea that the country would be an example of racial harmony. However, in the 1950s, through research conducted by Florestan Fernandes, Roger Bastide and other researchers, funded by the United Nations Educational, Scientific and Cultural Organization (Unesco), the idea of racial democracy was refuted, verifying that behind the glaring social inequalities between whites and blacks, the existence of racism predominated (Schwarcz, 2012; Maio, 1999).

It is also worth pointing out that the notion of harmonious racial coexistence is instilled in the minds of a portion of the Brazilian population, contributing to the negation of racism, delaying the recognition of black identity and culture and hindering actions to promote ethnic-racial diversity through public policies (Theodoro, 2008), perpetuating institutional racism.

Nevertheless, from the 1930s on, black movements were strengthened in an attempt to make the population aware of existing racism and fight for equal rights (Domingues, 2008). Later, according to Conceição (2018), in the 1970s, there is a milestone in the struggle of the black population, when discussions guided by the sociological viewpoint gave strength to black movements that claimed corrective public policies for social injustices, rekindling the racial discussion also in the academic environment.

Despite the contributions of Brazilian sociology, from the 1950s on, regarding the studies on race relations in a critical way and in a tone of denunciation of the existing structure of racism in the country, combined with the processes of struggle and resistance of black movements around public policies to combat racial inequalities, the Brazilian State continued to deny racism. Even in later decades, during the military government, the emphasis was on denialism (Theodoro, 2008).

It is worth mentioning the pioneering recognition, by Fernando Henrique Cardoso's government, of the existence of racism in the country, from which time the implementation of anti-racist measures began to occur. According to Paiva (2015), in the 2000s, a relevant advance in democratizing access to higher education for the black population occurred through the quota system. Ten years later, Law No. 12,711 (2012) was sanctioned, which guaranteed the reservation of openings in federal universities and federal institutions of technical education at the high school level for self-declared black, brown, and indigenous people.

Amidst the advances achieved until the first decade of the 21st century, it is stressed that, especially since the 2018 presidential election, the denialist discourse of racism has gained strength in the country, and there has also been a weakening of policies to promote racial equality (Tommaselli, 2020).

Thus, it is certain that there is a predominance of white literacy in the country and that the black population still needs the intensification of anti-racist measures for social, educational, and economic inclusion, as well as the implementation of measures to recognize the culture and identity of the black population, especially in the post-graduation sphere, so that the academy can contribute to overcoming the various nuances of the panorama of structural and institutional racism in the country.

### The teaching of race relations

The construction of a true racial democracy in Brazil, based on the promotion of equal services, benefits, and opportunities for the different racial groups, will occur as the political debate and governmental agenda are dedicated to the elaboration of strategies and expansion of public policy programs aimed at racial equality (Jaccoud, 2018). Considering that the State is primarily responsible for building the structure of racism in the country, which is also (re)produced by various institutions, it is equally responsible for improving the situation of the black population through public policies with a racial focus.



Currently, there are some initiatives, such as Law n. 10.639 (2003), which obliges the insertion of teaching about Afro-Brazilian History and Culture in private and public schools in the elementary and high school levels, modified by Law n. 11.645 (2008), which incorporated the teaching of indigenous history and culture. Furthermore, it is worth mentioning the CNE/CEB Opinion n. 3 (2004) and Resolution n. 1 (2004), which establish the mandatory insertion of the theme in higher education courses in all knowledge areas. In the scope of *stricto sensu* post-graduation, there is Resolution n. 7 (2017), issued by the Ministry of Education (MEC), whose provision states that master's and doctorate courses should be oriented to the development of intellectual production committed to the advancement of knowledge and its interfaces with social inclusion and the well-being of society.

Despite the mandatory implementation of these laws, in the case of primary and higher education, or even the recommendations related to graduate studies, the literature shows that the insertion of the theme “race relations” in Brazilian education is still very timid and faces many barriers, according to some studies published in the last decade, systematized in Chart 1, below.

**TABLE 1**  
**RESEARCH FINDINGS ON RACE RELATIONS TEACHING/EDUCATION**

Results/main conclusions	Context	Authors
Knowledge of managers and teachers about the Law n. 10.639/2003 and racial issues is non-existent, superficial, confused or full of stereotypes.	Public Elementary Education	Gomes and Jesus (2013); Souza and Pereira (2013)
The lack of interest in racial issues in some schools is also related to authoritarian forms of management, discouragement of the teacher's career and condition.	Public Elementary Education	Gomes and Jesus (2013)
Schools inserted in a more affirmative and democratic management environment are more open to deeper actions.	Public Elementary Education	Gomes and Jesus (2013)
Implementation of the law more related to individual initiatives by some faculty members and less institutional or collective.	History Teaching	Meinerz (2017)
The need for university courses to include the theme “race relations” in their compulsory course syllabuses.	Higher Education	Camargo and Benite (2019); Muller (2018); Santana et al. (2019); Silva (2018)
Difficulties in implementing Law 10.639 in Brazilian school curricula for basic education and actions on African and Afro-Brazilian history and culture in higher education.	Analysis of scientific production	Carvalho (2018)
In didactic materials, most of the time, blacks are represented as enslaved people, through stereotypical visions that place them in subordinate places and in misery, so that the processes of struggle, resistance, knowledge, and technologies are left out.	Scientific production in the field of education	Muller (2018)
Progress in the recognition of manifestations and consequences of racism, ethnocentrism and other discriminations. Common measure taken by institutions: pretend non-perception of aggression, so as to strengthen the culture of silencing, naturalizing racism.	Scientific production on ethnic-racial relations education	Silva (2018)
Difficulty of recognition by professionals about racism as a social determinant of health and the literature production on the relations of racial equity/inequity in health.	Higher education in healthcare	Santana et al. (2019)
Little space in the curricular dynamics to discuss race relations, especially Africa and the Afro-Brazilian culture, having the Eurocentric perspective oriented, preponderantly, the teachers' training.	Higher education in history and basic education	Araújo (2018), Chagas (2017), Coelho and Coelho (2018)
Low level of institutionalization of ethnic-racial relations education in the institutions of the federal network of professional, scientific and technological education.	Federal network of professional, scientific and technological education	Fonseca and Rocha (2019)

Source: Authors' elaboration.

By systematizing some published works about the teaching/education of race relations, it is possible to notice the inexistence of studies focused on the post-graduation context and the public area. Even in basic or higher education, when it occurs, it happens in a secondary manner. For this reason, it is necessary to encourage more such research, and this study is considered relevant and pertinent.

Based on the premise that understanding reality transforms values, behaviors and leaves individuals better prepared for collective consciousness and articulation of resources in favor of social inclusion (Cavalcanti, 1981), this study advocates the insertion of the theme “race relations” in the educational field, specifically in courses focused on the public area. Because courses in the Public field are part of a multidisciplinary academic community in the context of undergraduate and graduate studies focused on the public interest and collective welfare (Coelho et al., 2020), it is believed that dealing with race relations in the practice of management contributes to the construction of a scenario of incentive to train students, researchers, masters, doctors and public servants and managers as real agents of change in social reality, since they will act in sectors that cover race relations, explicitly or implicitly.

### Methodological procedures

The study had two methodological stages. For having required a certain level of measurement, in relation to frequencies and data organization, it is characterized as a descriptive quantitative research. Data collection was performed by documentary research, which addresses primary sources that have not yet received some kind of analytical treatment (Sá Silva et al., 2009).

To this end, an initial search was conducted in the Sucupira Platform of the federal government’s Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (Capes), specifically in the “program registration data” section. The terms searched, individually, in the field “programs” of the Platform were “Public Administration”, “Public Management”, “Public Policies” and “Social Management”, which, through the filter “in operation”, brought the result of 84 programs in activity, considering professionals and academics. These terms were selected with reference to the so-called Publics Field, a nomenclature coined by the National Education Council in 2010 and institutionalized mainly in the second half of the decade, with the development of events and scientific research of its own, covering the courses of Public Administration, Public Management, Social Management, Public Policy and Public Policy Management (Coelho et al., 2020).

After the identification of all programs previously listed by the Sucupira Platform, we proceeded to access the websites of each IES and to check their internal virtual pages dedicated to their respective post-graduation program(s) in the areas of research interest. With this, we started a search for the most recent curricular structures of the courses and, after that, for the inventories of each discipline offered by them. Those curricular matrices and menus that were not found or were not publicly available in the institutions’ websites were requested via *e-mail* or through the institutional contact page. Of the 84 graduate programs in operation, two were not found and only 36 had the necessary information on their virtual pages, which required contact with the 46 remaining graduate programs, through their secretariats or coordinations, via e-mail or institutional contact page. Of the 46 contacted, 20 responded, one of them informing that the course indicated on the Platform did not exist. Thus, the sample was expanded to 55 graduate programs.

Units of analysis were used to categorize the teaching of race relations according to direct and indirect approach. For this purpose, some terms were previously determined as a direct approach to the racial theme, namely: “race relations”, “racism”, “race”, “blacks”, “indigenous people”, “racial prejudice”, “racial discrimination”, “racial inequality”, “racial equality”, and “racial diversity”, and others were identified during data collection and analysis, such as: “native peoples”, “ethnic intolerance”,

“racialized thought”, “African Diaspora”, “quilombolas”, among others. Regarding the indirect approach, the predetermined terms were: “minorities”, “social inequalities”, “Brazilian colonization”, “Brazilian culture”, “affirmative actions” and “quotas”, and no other terms were inserted during data collection.

In addition to the terms present in the menus, the other information obtained about each of the graduate programs were arranged in a spreadsheet, where it was possible to highlight data regarding the category of HEIs (public or private); the states where they are located; the level of the course offered (master’s or doctorate); the type of graduate program (academic or professional) and area of concentration of Capes; and finally, the types of disciplines that make direct or indirect mention to race relations (compulsory, elective, optional, etc.). Next, inferences and interpretations of the data obtained based on this analysis will be made.

## Results and discussions

*A priori*, the presentation of data will count with the total sample, considering the graduate programs (PPGs) that address the racial theme directly or indirectly in some discipline(s), and also those that do not address it, which allows the survey of certain characteristics and important interpretations, besides facilitating the visualization of the reader. Next, the sample will be cut and the analyses will focus on the PPGs that present direct or indirect references to racial issues, according to the Capes Area, modality (professional or academic), academic level (master’s degree, doctorate or both), category (public or private) and distribution of each one in the national territory. Finally, the characteristics of the disciplines and their direct and indirect terms will be addressed.

### Insertion of the racial relations theme in PPGs

The search on the Sucupira Platform resulted in a wide range of knowledge areas. Although 21 of the 55 PPGs that make up the research sample are inserted in the Capes Area of Public and Business Administration, Accounting Sciences and Tourism, the sample also included PPGs linked to the Interdisciplinary, Political Science and International Relations, Urban and Regional Planning/Demography, Law, Education, Social Service, Economics, Psychology and Collective Health areas, as shown in Table 1.

**TABLE 1**  
**PPGS ACCORDING TO CAPES AREA**

Capes Area	Frequency	Percentage
Public and Business Administration, Accounting and Tourism	21	38.18%
Interdisciplinary	12	21.81%
Political Science and International Relations	9	16.36%
Urban and Regional Planning/Demography	4	7.27%
Law	2	3.63%
Education	2	3.63%
Social Services	2	3.63%
Economy	1	1.81%
Psychology	1	1.81%
Collective Health	1	1.81%
TOTAL	55	100%

Source: Prepared by the authors based on survey data.



This cutout of the sample analyzed, according to the Capes Area, shows how interdisciplinary the public area is, especially when the focus is on the PPGs related to public policies, which go through all the Capes Areas listed in Table 1.

Although, at first, the prevalence was of courses linked to the Capes areas of Public and Business Administration, Accounting, and Tourism, the picture changes when we focus only on the PPGs that directly and/or indirectly refer to the racial issue in their courses, as shown in Table 2.

**TABLE 2**  
**PPGS THAT MAKE DIRECT AND INDIRECT REFERENCE TO THE RACIAL ISSUE IN ACCORDING TO CAPES AREA**

Capex Area	Frequency	Percentage
<b>Public and Business Administration, Accounting and Tourism</b> <ul style="list-style-type: none"> <li>• PPG in Public Administration – FJP</li> <li>• PPG in Public Management – UFES</li> <li>• PPG in Public Management and International Cooperation – UFPB</li> <li>• PPG in Public Policies – Insper</li> </ul>	4	14.28%
<b>Interdisciplinary</b> <ul style="list-style-type: none"> <li>• PPG in Public Management – UFPI</li> <li>• PPG in Public Management and Society – Unifal</li> <li>• PPG in Development and Public Policies – UFFS</li> <li>• PPG in Human Rights, Citizenship and Public Policies – UFPB</li> <li>• PPG in Human Rights and Public Policies – PUC-PR</li> <li>• PPG in Public Policies – UFPR</li> <li>• PPG in Public Policies and Human Formation – UERJ</li> <li>• PPG in Society, Technology and Public Policy – Unital</li> <li>• PPG in Social Development and Management – UFBA</li> </ul>	9	32.14%
<b>Political Science and International Relations</b> <ul style="list-style-type: none"> <li>• PPG in Public Policy Management and Social Security – UFRB</li> <li>• PPG in Planning and Public Policies – UECE</li> <li>• PPG in Public Policies – UMC</li> <li>• PPG in Public Policies – UECE</li> <li>• PPG in Public Policies – UFRGS</li> <li>• PPG in Public Policies – UEM</li> <li>• PPG in Public Policies – UFABC</li> <li>• PPG in Public Policies in Human Rights – UFRJ</li> </ul>	8	28.57%
<b>Urban and Regional Planning/Demography</b> <ul style="list-style-type: none"> <li>• PPG in Regional Development, Environment and Public Policies – UFF</li> <li>• PPG in Public Policies and Development – Unila</li> </ul>	2	7.14%
<b>Education</b> <ul style="list-style-type: none"> <li>• PPG in Public Policies, Management and Evaluation of Higher Education – UFPB</li> </ul>	1	3.57%
<b>Social Services</b> <ul style="list-style-type: none"> <li>• PPG in Public Policies – UFPI</li> <li>• PPG in Public Policies – UFMA</li> </ul>	2	7.14%
<b>Economy</b> <ul style="list-style-type: none"> <li>• PPG in Public Policies and Development – Ipea</li> </ul>	1	3.57%
<b>Psychology</b> <ul style="list-style-type: none"> <li>• PPG in Psychology and Public Policies – UFC</li> </ul>	1	3.57%
<b>TOTAL</b>	<b>28</b>	<b>100.00%</b>

Source: Prepared by the authors based on survey data.

When this cut-off is made, we notice a large drop in the frequency of courses from the Capes Area of Public and Business Administration, Accounting and Tourism, which goes from 21 – when considering the total sample – to only four, which represents a decrease of more than 80%. These data suggest a similar path to those pointed out by Conceição (2009) and Rosa (2014), about the omission of the racial discussion in the area of Organizational Studies of Administration, in addition to corroborating the results of Silva (2016), who already indicated the neglect or secondary importance of the race category in the scientific production of the Public Administration area.

In relation to the PPGs of the other Capes Areas involved in the research, the drop is smaller after the cut. In the case of the Interdisciplinary area, the frequency goes from 12 to nine and Urban and Regional Planning/Demography goes from four to two. The areas that undergo minor or no change are: Political Science and International Relations (from nine to eight); Education (from two to one); and Social Work, Economics and Psychology are unchanged. In addition, it is possible to notice the absence of the areas of Law and Public Health, listed above.

Since the search strategy for the PPGs used the terms “Public Administration”, “Public Management”, “Public Policies”, and “Social Management” as main search filters, and assuming that these nomenclatures are not always directly related to the Capes Areas of these respective programs, as is the case of the PPGs that have the term “Public Policies” shown in Table 2, an analysis through this approach is necessary, which enables some inferences based on the data obtained, as shown in Table 3.

**TABLE 3**  
*PPGS THAT MAKE DIRECT AND/OR INDIRECT REFERENCE TO THE RACIAL ISSUE ACCORDING TO THE TERM PRESENT IN THE NOMENCLATURE*

Term present in the PPG nomenclature	PPGs analyzed	Frequency	Percentage
Public Administration	14	1	7.14%
Public Management	6	4	66.66
Social Management	1	1	100.00%
Public Policies	34	22	64.70
<b>TOTAL</b>	<b>55</b>	<b>28</b>	<b>50.90%</b>

Source: Prepared by the authors based on survey data.

It can be observed that most PPGs that directly and/or indirectly address the racial theme in their disciplines are closely linked to Public Policy, while those of Public Administration appear with the lowest frequency of PPGs when compared to the sample analyzed, which corroborates the information brought previously that the category race has only secondary importance in this area. In addition, these data demonstrate the applicability of the discussions promoted by Madureira (2005), about the need to reflect on the curricular structures of higher education courses in Public Administration also at the graduate level. Because the area is largely focused on procedural and normative aspects, and, in light of Jaccoud (2018), considering the need for expansion of public management programs and policies that promote social equality, the modernization of the curricular structures of these courses requires the insertion of debates and contents also related to cultural and social elements of Brazilian society, as suggested by Resolution n. 7 (2017) of the MEC, which include, by extension, racial inequality and structural racism.

As for the PPGs linked to Social Management, only two were found on the Sucupira Platform. Both did not present their disciplinary menus on their respective institutional pages, and only one of them returned our attempt to contact them by e-mail. Thus, although the numbers of Public Administration and Social Management PPGs are equal, as presented in the table, their samples are significantly different, since, of the 55 PPGs analyzed, 14 have the term “Public Administration”, while only one is linked to “Social Management”.

Following the analysis of the data by different approaches, it can be observed that a significant number of the total sample researched (27 PPGs) do not have courses that make direct or indirect reference to race relations. Among the other 28 PPGs that have courses that directly and/or indirectly mention the racial theme in their syllabus, 12 approach it only indirectly, six only directly and the remaining 11 present direct and indirect discussions in two or more courses, as shown in Table 4.

**TABLE 4**  
**DIRECT AND INDIRECT REFERENCE OF THE DISCIPLINES TO THE RACIAL ISSUE**

PPGs	Frequency	Percentage
PPGs with disciplines that do not make reference to the racial issue	27	49.09%
PPGs with discipline(s) that make only indirect reference to the racial issue	11	20.00%
PPGs with discipline(s) that make only direct reference to the racial issue	6	10.91%
PPGs with disciplines that make direct and indirect reference to the racial issue	11	20.00%
<b>TOTAL</b>	<b>55</b>	<b>100.00%</b>

Source: Prepared by the authors based on survey data.

Among these 28 PPGs, ten (or 35.71%) are professional and 18 (or 64.28%) are academic, which shows greater dedication to racial issues in those PPGs of the public area that are linked to the training of researchers and university professors – the academics. According to the data obtained from the Plataforma Sucupira and websites of the PPGs, 20 are at the master's level, one only at the doctoral level, and seven at both the master's and doctoral levels. Moreover, 24 (or 85.71% of the total) of these PPGs are linked to public universities, while the other four (or 14.28%) belong to private universities. Despite the apparent discrepancy in this regard, the sample between public and private universities was expressively different, considering that 50 PPGs from public universities were analyzed, while only five PPGs from private universities comprised the sample.

Among other characteristics, an analysis of the distribution of these PPGs throughout the national territory also opens the field for interpretations, besides allowing the identification of certain shortcomings when examined regionally (Table 5).

**TABLE 5**  
**PPGS THAT MAKE DIRECT AND INDIRECT REFERENCE TO THE RACIAL ISSUE ACCORDING TO REGION**

Region	Number of PPGs analyzed	PPGs that make direct and/or indirect reference to the racial issue	Percentage in relation to those analyzed
Midwest	7 PPGs	1 PPG	14.28%
Southeast	17 PPGs	9 PPGs	52.94%
South	8 PPGs	6 PPGs	75.00%
North	3 PPGs	No	0.00%
Northeast	20 PPGs	12 PPGs	60.00%
<b>TOTAL</b>	<b>55 PPGs</b>	<b>28 PPGs</b>	

Source: Prepared by the authors based on survey data.

While the Northeast region has the most PPGs that address racial issues in some discipline(s) and, according to data from the 2010 Census, also has the largest proportional distribution of self-declared black and mulatto populations in the country, the North region, which has the largest contingent of self-declared indigenous population in Brazil (Brazilian Institute of Geography and Statistics [IBGE], 2013), has no public area PPGs that address race relations, either directly or indirectly.

The Southeast region, which includes the second largest contingent of self-declared brown population in Brazil and most of the self-declared black population (IBGE, 2013), appears with the

second largest number of PPGs with such characteristics. The Midwest region, in turn, which contains the highest percentage of non-native population – coming from other regions of the country – has only one PPG along the aforementioned lines. Finally, the South region, which has the lowest contingent of self-declared black, brown, and indigenous people (IBGE, 2013), has six PPGs in the public area that make reference to the racial issue and stands out for bringing this type of debate in 75% of PPGs in the region that make up the sample analyzed.

### Aspects of the disciplines related to race relations

Finally, the analysis starts for the disciplines of the 28 PPGs that address race relations directly or indirectly. The total of disciplines was 56, in which 31 (55.35%) make indirect reference and the other 25 (44.64%) mention terms directly related to the study of racial issues in their menus. This total is divided into compulsory and elective/optative courses, as listed below:

**TABLE 6**  
**NUMBER OF SUBJECTS THAT MAKE DIRECT OR INDIRECT REFERENCE TO THE RACIAL ISSUE**  
**ACCORDING TO TYPE**

Type of discipline	Frequency	Percentage
<b>Mandatory</b> <ul style="list-style-type: none"> <li>• PPG in Public Management and Society – Unifal</li> <li>• PPG in Regional Development, Environment and Public Policies – UFF*</li> <li>• PPG in Human Rights, Citizenship and Public Policies – UFPB</li> <li>• PPG in Planning and Public Policies – UECE**</li> <li>• PPG in Public Policies in Human Rights – UFRJ**</li> <li>• PPG in Public Policies, Management and Evaluation of Higher Education – UFPB</li> <li>• PPG in Psychology and Public Policies – UFC**</li> <li>• PPG in Society, Technology and Public Policy – Unit**</li> <li>• PPG in Social Development and Management – UFBA</li> </ul>	11	19.64%
<b>Elective/Optative</b> <ul style="list-style-type: none"> <li>• PPG in Public Administration – FJP</li> <li>• PPG in Public Management – UFES</li> <li>• PPG in Public Management and International Cooperation – UFPB</li> <li>• PPG in Development and Public Policies – UFFS</li> <li>• PPG in Public Policy Management and Social Security – UFRB</li> <li>• PPG in Public Policies – UMC</li> <li>• PPG in Public Policies – UECE</li> <li>• PPG in Public Policies – UFRGS</li> <li>• PPG in Public Policies – UFMA</li> <li>• PPG in Public Policies – UEM</li> <li>• PPG in Public Policies – UFABC</li> <li>• PPG in Public Policies – UFPR</li> <li>• PPG in Public Policies and Development – Unila</li> <li>• PPG in Public Policies and Development – Ipea</li> <li>• PPG in Public Policies and Human Formation – UERJ</li> </ul>	37	66.07%
<b>Not informed</b> <ul style="list-style-type: none"> <li>• PPG in Public Management – UFPI</li> <li>• PPG in Human Rights and Public Policies – PUC-PR</li> <li>• PPG in Public Policies – Insper</li> <li>• PPG in Public Policies – UFPI</li> </ul>	8	14.29%
<b>TOTAL</b>	<b>56</b>	<b>100.00%</b>

\* It also has discipline(s) that make(s) direct or indirect reference to the racial issue, but the type is not informed.

\*\* It also has elective/optional courses that make direct or indirect reference to the racial issue.

Source: Prepared by the authors based on survey data.

Despite the fact that part of the websites of the researched PPGs do not inform whether their courses are mandatory or elective/optative in their curricular dynamics, as presented in Table 6, during data collection it was possible to note the prevalence of elective or optional courses within the total number of courses mentioned above, and, consequently, the tendency of the non-mandatory curricular nature of courses that make direct reference to racial discussion. In quantitative terms, of the 25 courses found, only six are mandatory, which allows us to infer that in order to take a course

that directly addresses the racial theme, in most PPGs of the public area, the student must have prior personal interest in the debate, being considered a theme with only complementary importance for the professional training of the student.

Still in relation to the compulsory nature of the disciplines that directly mention terms linked to the racial theme, some programs stand out, such as the PPG in Social Development and Management at the Federal University of Bahia (UFBA), which, in the discipline “Culture and Identities”, debates ethnicity as an integral part of the formation of Brazilian cultural identity; the PPG in Public Management and Society, at the Federal University of Alfnas (Unifal), which, in the discipline “Racial Relations”, goes through the racial theme since the colonization of Brazil, going through the formation of Brazilian society until the construction of the category race, racism and racial inequality, as well as affirmative actions for its confrontation; The PPG in Human Rights, Citizenship and Public Policies, of the Federal University of Paraíba (UFPB), which, in the courses “Theory and History of Human Rights and Democracy in Latin America” and “Territories, Human Rights and Sociocultural Diversities I”, approaches the identity and organizational characteristics of native peoples and ethnic intolerance in Latin America.

Finally, the PPG in Public Policies in Human Rights at the Federal University of Rio de Janeiro (UFRJ), which, in the courses “Studies of Inequality and Citizenship” and “State, Politics and Theory of Human Rights”, debates the category of race and its inequalities in Latin America, besides offering elective courses that deal with black feminism, It is the PPG in the public area that offers the largest number of mandatory and optional/elective courses that offer content directly related to the racial issue in their curricula, according to the search criteria used in the research.

Moving on to the analysis of the briefs themselves, it is important to mention that the total number of terms found exceeds the total number of briefs that directly or indirectly address the racial theme, since some briefs contain more than one of the direct or indirect terms previously determined. Unlike what occurs with the indirect terms, in which no new terms were added during the analysis, new direct expressions were added to the previously established ones. Since there was a significant number of new terms added (30), in order to facilitate the visualization and quantification of these terms, we chose to separate them into categories according to their similarities and semantic and synonymy relations.

It is noteworthy that terms related to the same category can be mentioned more than once in a single argument, so in most opportunities, the quantity in which the expressions appear is greater than the number of arguments linked to each category.

**TABLE 7**  
**DIRECT AND INDIRECT TERMS PRESENT IN THE MENUS OF THE ANALYZED COURSES**

Indirect Terms	No. of menus	Direct Terms	No. of menus	Presence of direct terms
Inequality/social inequality	23	Related to “race” (8)	12	16
Colonial period/origin	2	Related to “slavery” (5)	4	5
Minority/minority groups	6	Related to “racism” (6)	4	8
Affirmative policies/actions	3	Related to “ethnicity” (6)	11	12
Social Exclusion	2	Related to “indigenous” (3)	5	5
Brazilian culture	1	Related to “blacks” (7)	5	7
		Related to “migrants” (2)	1	2
<b>FREQUENCY</b>	37 times			55 times

Source: Prepared by the authors based on survey data.





## Final considerations

The results of this research point to the neglect or the secondary character of the category race in the description of the menus of the disciplines of most of the PPGs in the sample. As no research was found on the teaching of race relations in graduate studies and, especially, in the public area, it is important to compare the findings of this research with the literature related to the context of basic and higher education, already presented here. In this sense, the main result meets the findings of the research of Camargo and Benite (2019), Silva (2018), Muller (2018) and Santana et al. (2019). It cannot be denied that only the fact that the space for discussion about racial issues is expanding already shows important advances, as Silva (2018) pointed out, however, it is believed that this debate cannot be secondary, and should be part of the curriculum dynamics as a mandatory component. Evidently, there are barriers such as those pointed out by several authors, related to the Eurocentric perspective in education systems (Araújo, 2018; Chagas, 2017; Coelho & Coelho, 2018), fragmentation and difficulty in adopting an antiracist education from a collective and institutional point of view (Fonseca & Rocha, 2019) and less dependent on individual initiatives (Meinerz, 2017).

It was possible to verify that the PPGs most committed to the teaching of race relations are those focused on Public Policy and Human Rights. It is assumed that this is related to the fact that antiracist and affirmative actions in Brazil are more circumscribed to the context of public policies for the promotion of racial equality, which is why these PPGs seek to study them.

The findings show that most of the PPGs linked to the Capes Public Administration area were the least committed to the racial agenda, which highlights the need for changes in the curricular dynamics of these programs, which are often linked to more technical and normative procedures of the public machine and ignore social and cultural aspects.

Such absence of the insertion of the theme in the PPGs of the public area allows us to infer that racism and racial inequality are not understood as such an important social problem, nor as a problem that should be researched, debated, problematized by teachers and researchers, and mitigated by managers and professionals in the public area. In light of Almeida (2018), these spaces of power – in which the university and PPGs fit – are still instances of (re)production of structural racism and continue to replicate norms and behaviors of institutional racism, which implies a naturalization of the minimization or even elimination of the debate on racism and racial inequalities in institutions.

Thus, the engagement of graduate programs in the public area with the theme “race relations”, through the promotion and encouragement of disciplines, research and events related to the subject may broaden the debate and highlight the history and black culture, as well as racism and racial inequalities and ways to combat them in the public area. This can contribute so that, progressively, anti-racist practices are absorbed in the daily life of public organizations, by training more aware researchers, teachers, managers and public administrators. Such measures, by themselves, are not capable of solving all the above-mentioned demand, nor are they able to cure the ills consolidated by centuries of inequalities and marginalization of the black population, but they are a viable, important and necessary initiative.

Finally, among the main adversities experienced during the research process, we highlight the difficult access to the disciplinary menus of the PPGs, especially those linked to private universities, which made it impossible to expand the sample analyzed. It is also noteworthy that the study did not intend to exhaust the theme, but to contribute to the production of knowledge on the subject and to stimulate similar future research that aggregates other approaches, such as, for example, the disciplinary bibliographies, or even other research strategies that encompass other databases, or even other fields of research of the Sucupira Platform itself, in addition to the possibility of replication of this study to other areas of knowledge.

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### Note on authorship

João Pedro Moreira Costa: data collection, methodological conception, elaboration of results, and discussions; Ana Cláudia Ribeiro and Klaique Andreia Araújo: literature review; and Adílio Renê Almeida Miranda: paper conception, writing, and corrections.

### Data availability statement

The underlying contents of the research text are contained in the article.

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