



Governance in the implementation of Law 10639/03 in state education: A systematic review of research from the last five years



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ABSTRACT

This article analyzes governance in the implementation of Law 10.639/03 in state education, through a systematic review of research from the last five years. The law requires the teaching of Afro-Brazilian History and Culture in school curricula, aiming to combat racism and value the Afro-Brazilian contribution to society. The methodology included the search, selection, and analysis of studies in academic databases, considering only peer-reviewed publications available in full text. Preliminary results show that implementation faces significant challenges, such as insufficient teacher training, lack of teaching materials, and resistance from some sectors of society. The active participation of the black community is essential to ensure the representativeness of the content. The research highlights the need for integrated and effective strategies to overcome these challenges and promote more inclusive education.

Keywords: Educational Governance, Law 10.639/03, Ethnic-Racial Education, Systematic Review.

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INTRODUCTION

George França dos Santos and Stênio de Sousa Vieira (2024) point out that the discriminatory ideology of racism in Brazil has its origins in the arrival of Europeans in the country. In this context, the concept of "race" was developed by Europeans to assert their supposed superiority over the peoples of the Americas and, particularly, Africa. This belief was used to justify the kidnapping and trafficking of Africans, who were brought to Brazil to be enslaved. The idea of racial superiority imposed by European colonizers created a social hierarchy that perpetuated racism for centuries, persisting to the present day. The black population was subjugated, treated as property and deprived of their fundamental rights, while the colonizers exploited slave labor.

The implementation of Law 10.639/03 in the Brazilian educational system represents a significant response to the historical demands for justice and racial equality. This law, sanctioned on January 9, 2003, amended the Law of Guidelines and Bases of National Education to include the mandatory teaching of Afro-Brazilian History and Culture in school curricula. The central objective of this legislation is to value the contribution of the Afro-Brazilian population in the formation of national society, as well as to combat racism and racial discrimination through education.

The relevance of this theme stands out in the context of persistent racial inequality in Brazil. Structural racism, present since the colonial period, still influences social and economic relations, limiting the access and permanence of the black population in various spheres, including education. Law 10.639/03 emerges as an attempt to break this cycle of exclusion, promoting a school curriculum that recognizes and values the country's ethnic-racial diversity.

The research presented here proposes to carry out a systematic review of the research of the last five years on governance in the implementation of Law 10.639/03. The research problem focuses on understanding how educational governance has influenced the application of this legislation and what are the main obstacles and perspectives identified in recent research.

This research seeks to contribute to the advancement of knowledge about educational policies aimed at promoting racial equality. Through the identification of challenges and opportunities, it is hoped that the results of this systematic review can support the formulation of more effective strategies for the full implementation of the law in question.

LITERATURE REVIEW

LEI 10639/03

Law 10639/03, sanctioned on January 9, 2003, represents a milestone in Brazilian education by amending the Law of Guidelines and Bases of National Education (LDB) to include the mandatory teaching of Afro-Brazilian History and Culture in the official curriculum of the Education



Network. This legislation aims to promote the appreciation of the Afro-Brazilian contribution in the formation of national society and to combat racism and racial discrimination through education.

Article 26-A of Law 9.394/96 (Brazil, 1996), with the changes brought about by Law 10639/03 (Brazil, 2003), determines that elementary and secondary education institutions, both public and private, must include in their syllabus the study of the History of Africa and Africans, the struggle of blacks in Brazil, black Brazilian culture and blacks in the formation of national society. These contents should be addressed throughout the school curriculum, with emphasis on the areas of Art Education, Brazilian Literature and History.

In addition, the inclusion of November 20 as the 'National Day of Black Consciousness' in the school calendar (Art. 79-B) aims to reinforce the importance of reflection on Afro-Brazilian history and culture, promoting activities that highlight the contribution of blacks to Brazilian society.

The implementation of Law 10639/03 faces several challenges, which include the training and qualification of teachers, the production and availability of adequate teaching materials, and the resistance of some sectors of society and the teaching staff itself. The lack of preparation of educators to address the topics in an appropriate and sensitive way is a significant barrier, requiring continuous investments in training and professional development (Miranda, 2013; Souza; Saints; Eugênio, 2015).

In addition, cultural and institutional resistance to changing the traditional curriculum can make it difficult to integrate new content. There is a need for awareness and sensitization among school managers, teachers, students and the community in general about the importance of an education that values diversity and promotes racial equality (Miranda, 2013; Souza; Saints; Eugênio, 2015).

We understand that the perspectives for the effective application of Law 10639/03 in state education involve the adoption of public policies that guarantee the continuing education of teachers, the development of inclusive teaching materials and the creation of pedagogical strategies that integrate Afro-Brazilian History and Culture in a transversal way in the school curriculum. The active participation of the black community in the elaboration and implementation of these policies is also essential to ensure that the content truly reflects the diversity and richness of Afro-Brazilian culture.

In addition, the continuous evaluation of the programs and projects implemented is essential to identify good practices and correct any flaws, ensuring that Law 10639/03 fulfills its role of promoting a more inclusive and equitable education.

In the context of the application of Law 10639/03, which includes the mandatory teaching of Afro-Brazilian History and Culture in the school curriculum, the concept of governance acquires particular relevance. Governance, in general terms, refers to the set of processes, structures, and

mechanisms used to manage, direct, and control an organization or institution. It involves the coordination of various actors and resources, aiming to achieve specific objectives in an effective, efficient and equitable manner (Oliveira; Nunes, 2020; Salustiano; Steppan; Boente, 2022).

Educational governance, specifically, encompasses the way educational policies and practices are formulated, implemented, monitored, and evaluated. It includes the participation of multiple actors, such as governments, educational institutions, teachers, students, parents and the community in general. The main components of governance include transparency, accountability, participation, equity, and efficiency (Oliveira; Nunes, 2020; Salustiano; Steppan; Boente, 2022).

We understand that Law 10639/03 constitutes a significant advance in the fight against racism and racial discrimination in Brazil, by promoting the inclusion of Afro-Brazilian History and Culture in the school curriculum. However, its full implementation faces challenges that require an integrated and continuous approach, involving all actors in the education system and society at large. Overcoming these challenges and consolidating future perspectives depend on a collective commitment to an education that recognizes and values Brazil's cultural and historical diversity.

METHODOLOGY

The elaboration of this article was based on a systematic bibliographic review, aiming to identify and analyze the challenges and perspectives in the governance of the application of Law 10639/03 in state education, focusing on research published in the last five years. The choice for this method is justified by the need to consolidate and synthesize the existing knowledge on the subject, providing an in-depth understanding based on the evidence available in the scientific literature.

In the methodology, "the general objective to be achieved and the specific objectives, the stages and feasible products that, as a whole, define what is to be achieved and what methods and strategies the executor will use" (Santos, 2020, p. 23).

This research is classified as a systematic review, characterized by the search, selection and critical analysis of relevant studies published in academic databases. The objective is to provide a comprehensive and up-to-date overview of governance in the implementation of Law 10639/03, highlighting the main challenges faced and the future perspectives identified in recent research.

The bibliographic review is essential for the formation of the theoretical framework and for the delimitation of the research problem. Santos (2019) emphasizes the importance of demonstrating critical knowledge during the preparation of the bibliographic review, which constitutes the theoretical basis of the study.

(...) To undertake the theoretical review of the theme [is] to perceive whether the research proposal has already been worked on previously and at what level of depth or what approach it was employed. This will be your opportunity to differentiate yourself from other research already carried out, working from them, collaborating a little more in the advancement of understandings pertinent to the theme (Santos, 2019, p. 17).



This process, as described by Santos (2019), allows the identification of gaps in existing knowledge, directing the focus to areas that need further investigation and analysis. In addition, the systematic review contributes to the validation and legitimacy of the study, by being based on peer-reviewed scientific publications, ensuring the quality and relevance of the information collected (Galvão; Ricarte, 2019).

Databases such as Scielo, Google Scholar, PubMed, ERIC (Education Resources Information Center) and CAPES were explored. The main terms used in the searches included: "Law 10639/03", "educational governance", "ethnic-racial education", "implementation of public policies", "challenges in education", "educational perspectives" and "state education".

The inclusion criteria involved studies published in the last five years, available in full text, and that directly addressed the implementation and governance of Law 10639/03 in state education. In addition, only peer-reviewed publications were selected, ensuring the quality and credibility of the information. Studies that did not specifically address the central theme, as well as those published outside the established period, were excluded.

The analysis of the collected data was carried out through a qualitative approach, where the selected articles were read and critically examined. The main points of interest were identified, categorized and discussed, in order to provide a clear and detailed view of the challenges and perspectives in the governance of the application of Law 10639/03. This analysis allowed the identification of patterns and trends, as well as the elaboration of evidence-based recommendations for the improvement of educational governance.

The choice for a systematic literature review is justified by the need for an exhaustive and careful survey of the available evidence, ensuring a solid basis for discussion and knowledge construction (Galvão; Ricarte, 2019). This method allows a comprehensive and structured analysis, which is fundamental for understanding the factors that influence the implementation of Law 10639/03 and for proposing effective strategies to overcome the challenges identified.

The methodology adopted in this article sought to ensure the scientific rigor and relevance of the conclusions presented. The systematic review of recent research provided a detailed and grounded overview of governance in the application of Law 10639/03 in state education, highlighting the main challenges and perspectives and contributing to the construction of a robust and up-to-date theoretical framework.

RESULTS AND DISCUSSION

Using the previously established search, inclusion and exclusion criteria, approximately 1400 studies related to the application of Law 10639/03 in state education were initially found. This high

number of publications required a rigorous refinement of the search to ensure the relevance and quality of the studies analyzed.

Inclusion criteria considered included publication within the last five years (2019-2024), full-text availability, and peer review, as well as a focus on the governance of the implementation of Law 10639/03. At the same time, studies that did not directly address the central theme, as well as those that did not meet the established methodological standards, were excluded.

After applying these criteria, the number of studies was significantly reduced, culminating in the final selection of 6 scientific articles that meet the objectives of this research. These articles allowed the contextualized analysis of the challenges and perspectives in the governance of the application of Law 10639/03 in state education, allowing a detailed and reasoned discussion on the subject.

Frame 1 Illustrative Table of the Selection Procedure of the Works

Stage	Description	Number of Jobs
Initial Search	Initial search resulted in approximately 1400 works.	1400
Application of Inclusion Criteria	Only full-text, peer-reviewed studies from the last 5 years were included.	about 500
Application of Exclusion Criteria	Studies that did not directly address the central theme and that did not meet methodological standards were excluded.	about 100
Refinement and Final Selection	Refinement resulted in the selection of 6 scientific articles for final analysis.	6

Source: prepared by the author

The research entitled "Law 10639/03 and the Textbook: Analyzing the PNLD 2018 for the Teaching of Sociology" was published at the V National Meeting of Sociology Teaching of the Brazilian Association of Social Sciences Teaching (ABEC). The study by Souza (2019) examines the implementation of Law 10639/03, which makes the teaching of Afro-Brazilian and African History and Culture mandatory in Brazilian schools, through the analysis of Sociology textbooks approved in the 2018 National Textbook Program (PNLD).

The research adopts a qualitative approach, focusing on the detailed analysis of the selected texts to understand the phenomena and contexts described. The methodology used is content analysis, which allows the identification and categorization of the main themes and trends in the reviewed publications. The data were collected from textbooks approved by the PNLD, and the analysis focused on the presence and quality of content related to Afro-Brazilian and African History and Culture (Souza, 2019).

The results of Souza (2019) reveal that, although Law 10639/03 was implemented more than a decade ago, the incorporation of its contents into Sociology textbooks still faces significant challenges. The research identifies that, although there is an inclusion of these themes in the teaching



materials, the depth and quality of the approaches vary considerably. Some books present rich and contextualized content, while others deal with the themes in a superficial and fragmented way.

In addition, the research highlights the importance of adequate training for teachers, so that they can address these issues effectively and meaningfully. The need for continuous and critical review of teaching materials is emphasized, ensuring that they not only comply with legal requirements but also promote an in-depth and respectful understanding of Afro-Brazilian and African History and Culture (Souza, 2019).

In summary, Souza's (2019) research points to the need for advances in the implementation of Law 10639/03 in Sociology textbooks, suggesting greater attention to teacher training and the quality of the teaching materials used. The detailed analysis of the PNLD 2018 books shows that, although progress has been made, there is still a long way to go to ensure a truly inclusive education that is representative of Brazilian cultural diversity.

The analysis of the themes addressed in the research "SAWUBONA: Applicability of Law 10.639/03 and African religiosity in the teaching of history" reveals the concern with the implementation of Law 10.639/03, which makes the teaching of Afro-Brazilian and African history and culture mandatory in Brazilian schools (Oliveira; Rodrigues, 2020). The research highlights the importance of including African religiosity in the school curriculum as a way to combat racism and religious intolerance, promoting a more inclusive and respectful education to the various cultures and religions present in Brazil.

The methodology used to prepare the experience report in the article on the applicability of Law 10.639/03 and African religiosity in the teaching of history involved several stages and practical approaches. Initially, the creation of didactic resources was highlighted, with emphasis on the production of a Comic Book (HQ). This resource was developed in the disciplines "Laboratory of Afro-Brazilian Culture" and "New Themes for Teaching and Historical Research" of the Degree in History at the State University of Bahia (UNEB), Campus XVIII. The process included the division of tasks and group work, where students were organized into teams to create different teaching materials, such as the comic and a didactic sequence, under the guidance of the teacher in charge (Oliveira; Rodrigues, 2020).

During the classes, debates and theoretical discussions were held to provide the necessary basis for the creation of the materials. These debates addressed the applicability of Law 10.639/03 and the inclusion of Afro-Brazilian religiosity in the school curriculum, enabling an in-depth understanding of the themes. The teacher's supervision ensured that the didactic resources were developed in a way that contributed significantly to the understanding and appreciation of Afro-Brazilian and African culture (Oliveira; Rodrigues, 2020).



The materials produced were intended for use in supervised internships and by other education professionals, with the aim of applying the concepts learned and disseminating pedagogical tools that could be used for a more inclusive and critical teaching of Afro-Brazilian and African history. This methodological approach provided the students of the History course at Campus XVIII of UNEB with practical and theoretical training to prepare them to apply Law 10.639/03 effectively in their future teaching practices.

Among the problems addressed by Oliveira and Rodrigues (2020), the resistance of teachers and students to accept the inclusion of African religiosity in the school curriculum, and the negative stereotypes associated with these religions, stand out. The survey points out that lack of knowledge and lack of information are the main causes of prejudice and racism related to religions of African origin.

The results presented indicate that the inclusion of African religiosity in the teaching of history contributes to the formation of an investigative and critical posture in students, allowing them a better understanding and appreciation of African culture. The research also highlights the importance of educational practices that promote respect and appreciation of blacks and African culture, contributing to overcoming racism and religious intolerance in schools.

The article "Law 10.639/2003 and its majority. Is there anything to celebrate?", by Araújo (2021), addresses the analysis of the implementation of Law 10.639/2003, which establishes the mandatory teaching of Afro-Brazilian and African history and culture in Brazilian schools. Among the central themes, the difficulty of enforcing the law throughout the national territory stands out, mentioning problems such as the resistance of some schools and education professionals, the lack of adequate teacher training and the scarcity of specific teaching materials. Another relevant point is the evaluation of public policies related to education for ethnic-racial relations, where the need for a greater commitment from the public authorities to ensure the effective implementation of the law is observed.

The research methodologies employed in the study by Araújo (2021) are predominantly qualitative, with an emphasis on documentary analysis and literature review. The work examines several official documents, legislation, public policies and academic works that deal with Law 10.639/2003, seeking to understand the historical, social and political context of its implementation. In addition, case studies and practical experiences in different states and municipalities are analyzed, offering a comprehensive and detailed view of the applicability and challenges faced in practice.

The results presented in the article by Araújo (2021) reveal that, despite some specific advances, the implementation of Law 10,639/2003 still faces many barriers. The continuing education of teachers is identified as a key need for the implementation of the law, as well as the production and distribution of quality teaching materials that address the Afro-Brazilian and African



themes. The study concludes that, although there are successful initiatives in some regions, a continuous and coordinated effort is needed to overcome resistance and promote a truly inclusive education that is representative of Brazilian cultural diversity.

Thus, the present analysis shows that, despite the significant challenges, the implementation of Law 10.639/2003 represents an important step in the promotion of racial equality and in the recognition of the Afro-Brazilian contribution to the formation of Brazilian society. However, for there to be a full "celebration", a renewed commitment and effective actions of all those involved in the educational process are indispensable.

The study "Law 10639/03: Affirmative Action and Its Implementation as a Principle of Reparation for a Past of Injustices", Manoel et al. (2022), is a critical analysis of the processes and challenges related to the implementation of this law in the educational context. The research was published in the format of an academic article, providing a detailed overview of legislative initiatives and public policies aimed at the inclusion of Afro-Brazilian history and culture in the school curriculum.

The study addresses central themes such as historical racial inequality and affirmative action as reparation measures. The research explores how Law 10639/03, which amended the Law of Guidelines and Bases of National Education (LDB), aims to correct the historical marginalization of Afro-Brazilian culture in school curricula, promoting a more inclusive education and awareness of Afro-descendant contributions to Brazilian society.

Methodologically, the study by Manoel et al. (2022) adopts a qualitative approach, with a documentary and interpretative analysis of educational policies and legislative texts. Through a literature review, the author analyzes the implementation of the law in several regions of Brazil, highlighting the different approaches adopted by the states and the difficulties encountered. The survey also considers reports from educators and experts in the field, offering a broad perspective on the challenges and advances in law enforcement.

The results presented by the study indicate a series of difficulties in the full implementation of Law 10639/03. Among the main obstacles identified are the lack of adequate training for teachers, cultural resistance in some communities, and the insufficiency of appropriate teaching resources. Despite these challenges, the study points to significant progress in some regions, where local and state initiatives have shown positive results in promoting more inclusive education.

Thus, the article by Manoel et al. (2022) provides a detailed and critical analysis of the implementation of Law 10639/03, highlighting both the progress and the existing gaps in the promotion of inclusive education that is aware of Afro-descendant contributions. The research highlights the importance of continuous training for educators and the development of specific didactic resources as ways to overcome current challenges.



The study prepared by Cirqueira, Corrêa and Souza (2024), entitled "20 years of Law 10639/03 and the Teaching of Geography", addresses the implementation and challenges of Law 10639/03, which makes the teaching of Afro-Brazilian and African history and culture mandatory in Brazilian schools. This article stands out for its contribution to the understanding of educational practices related to geography and the inclusion of Afro-Brazilian contents.

The central theme of the article is the critical analysis of the effectiveness of Law 10639/03, with a specific focus on the discipline of Geography. The study investigates how the legislation has been applied in schools and what are the main obstacles faced by educators in incorporating these contents into the school curriculum. The research by Cirqueira, Corrêa and Souza (2024) reveals a number of challenges, including the lack of specific teacher training, the scarcity of adequate teaching materials, and the prejudice still present in some school communities. In addition, the study mentions the importance of a pedagogical approach that values diversity and promotes a more inclusive view of Brazilian society.

Methodologically, the article by Cirqueira, Corrêa and Souza (2024) uses a qualitative approach to explore perceptions about the implementation of the Law. Content analysis was the main methodology employed, enabling the identification of recurring themes, such as the need for greater institutional support and the importance of didactic resources that address the theme in an appropriate and engaging way.

The results presented in the study indicate that, although Law 10639/03 has been a significant advance in the promotion of cultural diversity in the school curriculum, its effective implementation still faces several challenges. The lack of continuous and specific training is pointed out as one of the main obstacles, in addition to the need for greater support from school institutions and public policies that encourage the full adoption of Afro-Brazilian content in education. Cirqueira, Corrêa and Souza (2024) conclude that, for a more effective implementation of the Law, a joint effort between educators, school managers and public policy makers is necessary, aiming to create a more inclusive and representative educational environment.

The analysis by Cirqueira, Corrêa and Souza (2024), contributes to the field of education by highlighting the need for continuous training for teachers and the creation of teaching materials that effectively address cultural diversity. The research suggests that overcoming the challenges identified can enhance the teaching of geography and enrich the educational experience of students, providing a broader understanding of Afro-Brazilian and African history and culture.

The study "For an Anti-racist Education: Action Plan for the Insertion of Law 10.639/03 in School Daily Life" addresses the implementation of Law 10.639/03, which makes the teaching of Afro-Brazilian and African history and culture mandatory in basic education schools in Brazil. The

research by Couto and Risso (2024) examines the effectiveness and challenges in the application of this legislation, with a focus on promoting anti-racist education.

The article highlights the importance of educational policies that promote racial equality and the appreciation of African and Afro-Brazilian cultures. The research identifies the need for concrete and continuous actions to ensure the full implementation of the law, including the training of teachers, the revision of teaching materials and the integration of Afrocentric content into the school curriculum. Here a proposal for school intervention is presented with the purpose of applying Law 10.639/03 effectively in the educational institution, promoting the integration of all educational sectors. This approach involves collaboration between educators, students, families, and the school environment, ensuring that the implementation of the law is comprehensive and effective (Couto; Risso, 2024).

The methodology used in the research by Couto and Risso (2024) is qualitative in nature and consisted of integrating the proposal into the school's Pedagogical Political Plan, with the objective of promoting training for the institution's team of professionals and for the students' families. In addition, the inclusion of themes related to black culture in all school activities was sought, covering the syllabus, teaching materials, as well as school events and decorations.

The research concludes that, despite the advances in legislation, there is still a long way to go for Law 10.639/03 to be effectively integrated into the school routine. It is recommended the adoption of a comprehensive action plan, which includes the continuing education of teachers, the creation of specific pedagogical materials and the constant monitoring of school practices.

(...) a proposal for school intervention that goes beyond a proposal focused on a subject or a specific action. What is intended with this proposal is that the construction of an effectively anti-racist education is carried out in all sectors involved in the teaching-learning process, considering from the school environment, through the training of teachers and daily practices in the school to the contribution to the formation of the family (Couto; Risso, 2024, p. 262).

The proposed approach emphasizes the importance of an education that recognizes and values the contributions of African and Afro-Brazilian cultures, promoting an inclusive and respectful educational environment.

Thus, this study contributes to the understanding of the complexities involved in the implementation of educational policies aimed at racial equity and offers practical guidelines to improve the application of Law 10.639/03. The research reinforces the need for a collective commitment on the part of educators, managers and policymakers to promote effective anti-racist education.



FINAL CONSIDERATIONS

The analysis of studies on the implementation of Law 10639/03 in education reveals a diversified panorama of challenges and advances. The six selected articles provide a detailed overview of the obstacles faced and the strategies adopted to integrate Afro-Brazilian and African history and culture into the school curriculum.

First, there is a general agreement on the importance of Law 10639/03 as an instrument for the promotion of racial equality and recognition of Afro-Brazilian contributions. All studies highlight the relevance of continuous teacher training and the need for specific and quality teaching materials. However, there is considerable variation in the depth and quality of these approaches in the different contexts analyzed.

For example, the study by Souza (2019) shows that, despite progress in the inclusion of Afro-Brazilian themes in Sociology textbooks, there is still a significant disparity in the quality of the approaches, with some books presenting rich content and others superficially. This variability suggests the need for a critical and continuous review of teaching materials and adequate teacher training to ensure inclusive and representative education.

On the other hand, Oliveira and Rodrigues (2020) emphasize the importance of including African religiosity in the school curriculum as a way to combat racism and religious intolerance. The creation of didactic resources, such as comic books, and the inclusion of these topics in specific disciplines demonstrate a practical and innovative approach to promoting a more inclusive education.

Araújo (2021) points to the difficulty of implementing Law 10639/03 throughout the national territory, highlighting the resistance of some schools and education professionals, the lack of adequate training and the scarcity of specific teaching materials. Manoel et al. (2022) address Law 10639/03 as a measure of historical reparation, highlighting the challenges and advances in its implementation. Cirqueira, Corrêa and Souza (2024) focus on the application of Law 10639/03 in the teaching of Geography, highlighting the lack of specific training of teachers and the scarcity of teaching materials as the main challenges. Finally, Couto and Risso (2024) propose a comprehensive action plan for the implementation of Law 10639/03, integrating the proposal into the school's Pedagogical Political Plan and promoting training for teachers and families.

Thus, the present systematic review of research reveals that, despite the advances in the implementation of Law 10639/03, there is still a long way to go to ensure a truly inclusive education that is representative of Brazilian cultural diversity. Key recommendations include the need for continuous and specific training for teachers, the creation and critical review of quality teaching materials, and a renewed and coordinated commitment from all those involved in the educational process.



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