
INTERWEAVING PUBLIC AND PRIVATE INSTITUTIONS TO TACKLE
RACIAL INEQUALITIES IN BRAZILIAN SOCIETY: A CASE STUDY OF
'THE COLOR OF THE CULTURE' GOVERNANCE NETWORK

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Abstract

Collaborative networks become important in the study of public administration with the growing number of partnerships between government and civil society. In this paper, we propose an integrated model involving context analysis (Emerson, Nabatchi and Balogh, 2012), the governance structure and contractual procedure (Nielsen, 2010), the motivations of leading organizations in undertaking partnerships (Ring and Van De Ven, 1994; Gulati, 1995 and Doz, 1996) and the convergence of interests of individuals (Lindenberg and Foss, 2011). These variables influence the goals and outcomes of the network, impacting the context where these networks are constituted. In this theoretical framework, different stakeholders' perceptions are involved. In order to describe such a model, we took the case of 'The Color of Culture' (ACDC). In addition, we discuss the influences of context and resource dependency on the decision to generate the network. The method relates to a qualitative research of a descriptive nature, using the method of a single case study (Yin, 2001). A survey of secondary data in articles, theses and dissertations on 'ACDC' was performed. Primary data from official documents provided by network managers as well as training videos produced for teachers, documents posted on the project's website, reports of meetings, e-mails exchanged by the institutions, sponsoring projects, contracts and internal documents were also analyzed. The decision to study this network is due to the relevance of its objective: to change a social paradigm of racial inequality in a country with considerable social differences like Brazil. The model proposed a conceptual map that provides the ability to analyze and interpret the scenario in which the partnership was formed, the motivations of the partners, understanding the value and resources over the network and its impact on expected goals with the partnership. The findings emphasize the importance that the governance of public-private collaborative networks has within the public administration. This new paradigm is seen by many as the new form of government action, in addition to being the solution to many social problems.

Keywords: Public Administration; Social Networks; Governance networks

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1. Introduction

We have witnessed an increase in partnerships formed between government, civil society entities, companies and other organizations. This is a global phenomenon and is inserted in a context marked by the deep fragmentation, complexity and dynamism of society. These characteristics, according to Torfing and Sorensen (2007a), have to do with the proliferation of relatively independent public and private organizations; they seek to represent multiple actors, their different understandings and identities. These characteristics render necessary solutions based on much expertise and they bring to the fore distinct rationalities, procedures, strategies, institutions, among other things. These aspects must lead to greater interaction between these agents, increasing the possibilities of conflicts, uncertainties and risks. Therefore, another form of articulation arises, which is characterized by the formation of partnerships between the public and private sectors, agreements or cooperative arrangements, strategic alliances, interorganizational networks etc.

Although the theme - cooperation, networks and interorganizational partnerships - is not new, since many authors have devoted attention to it since the 1970s, public-private partnerships are more recent, starting from the early 1990s. These partnerships refer to networks formed by politicians, public administrators, civil society, public organizations, non-governmental organizations, private companies, and public or semipublic social movements. In the center of the debate is the insight that governments need to rely on cooperative arrangements, which leads them to give up absolute control in favor of negotiations and coordination with other actors. Moreover, many authors (SORENSEN & TORFING, 2007a) claim that this type of partnership is seen as a way of working complex political issues, and to create opportunities for the rapid identification of problems and producing responses to them. It also allows the aggregation of information and knowledge that qualify the choices made, opening more space for building consensus, or at least for minimizing conflicts. In addition, these partnerships lead to the decrease of resistance, promoting the sense of responsibility and co-responsibility, since the affected actors are involved.

Torfing and Sorensen (2007a) argue that current research on the theme seeks to understand issues such as their formation, operation, development, the causes of their failure or success, and their regulation. However, many authors also point to the fact that much remains to be answered. MacGuire and Agranoff (2011) show that despite the increased level of research proving the importance of the phenomenon, few argue about their difficulties in terms of management, including aspects related to the processes, barriers to achieving the desired results and the relationship between the bureaucracy and multi-organizational arrangements. Klijn, Steijn and Edelenbos (2010) state that there are a growing number of authors dedicated to the understanding of the issue from the theoretical point of view. Complementing this reasoning Emerson, Nabatchi and Balogh (2012) point to the need for further studies to enable a better understanding of the elements of the governance structure of these agreements. Particularly in this respect Klijn, Steijn and Edelenbos (2010) show that without proper management of the partnership, it would be virtually impossible to achieve the desired results. In the same direction Sorensen (2009); Torfing and Sorensen (2007b); Borzel (2011) discuss

the need for further research in this area and conclude that a deeper understanding is central - whether in conceptual or empirical terms - about its dynamics and development.

In line with the above authors, it is believed that without a proper governance structure interaction between government and other organizations have a high probability of not achieving their results. Furthermore, as proposed by Sorensen and Torfing (2007a), we must consider that partnerships are complex spaces where different interests, rationalities and identities meet, collide and merge. This meeting does not occur in a vacuum but in a context marked by institutions - rules, norms, routines, contracts etc. - that facilitate and constrain the interaction between the actors and the achievement of results.

Accordingly, this study presents a set of variables that allows us to analyze the governance of public-private partnerships. In this theoretical framework different stakeholders' perceptions about, for example, the nature of the problem, the desired solution or the arrangement established are involved. In order to describe such a model, we took the case of 'The Color of Culture' (ACDC). In addition, we intend to discuss the influences of the context and the resource dependency on the decision to generate the network.

With this as our basis, the article was structured into five sections. In the first we present and discuss the proposed theoretical model. The second explains the methodology used and the description of the ACDC case. The third discusses the characteristics of the context. The fourth resumes the discussion of the case by presenting an analysis of the characteristics of the context, culminating in the formation of network governance and resources of each organization, promoting institutional exchanges. Finally, some considerations are presented. We emphasize that this work is part of an ongoing research and that, in this article we focused our efforts on presenting the theoretical model developed for the analysis of network governance of the 'The Color of Culture' case, as well as discussing the characteristics of the context that led to the formation of this network.

2. Theoretical Background

With the objective of providing a governance model of public-private partnerships, we consider three different levels of analysis based on the contribution of authors related to the institutional theory (DI MAGGIO & POWELL, 1983; SORENSEN & TORFING, 2009) and the evolutionary perspective (NELSON & WINTER, 1982; ZOLLO & WINTER, 2002). The first level, characterized by the context in which the network is part involves macro and meso environments, in addition to motivations related to the formation of the partnership. The second relates to the partnership itself, characterized by its structure of contractual and procedural governance (NIELSEN, 2010). Lastly, the individual level involving the motivations for collaborative production. It is worth mentioning here Lewis's (2011) assertion that the inclusion of individual analysis of network governance contributes to the advancement of literature, since there are few studies that have considered such level.

Thus, this paper starts from the understanding that public-private partnerships can be understood as:

A stable articulation of mutually dependent, but operationally autonomous actors from state, market and civil society, who interact through conflict-ridden negotiations that take place within an institutionalized framework of rules, norms, shared knowledge and social imaginaries; facilitate self-regulated policy-making in the shadow of hierarchy; and contribute to the production of 'public value' in a broad sense of problem definitions, visions, ideas, plans and concrete regulations

that are deemed relevant to broad sections of the population (SORENSEN and TORFING, 2009, p.236).

The concept emphasizes the interdependence between the actors involved in terms of resources and capabilities, but maintains its autonomy; i.e., it is not subject to the same characteristic structures of hierarchies. That is, the relationship is characterized by its horizontality, which is not to say that actors are equal in authority and / or resource allocation. However, given their interdependence, they have the knowledge that the results will only be achieved in partnership. As a consequence, no actor has sufficient power to gain control over others (TORFING, 2005). So, while the government may impose decisions on partners, the latter have their resources as balance, such as: information, expertise, capital, political support, among others. By providing these resources, they hope to gain political influence, since they expect that the government will not adopt and program policies contrary to their interests (BORZEL & PANKE, 2007).

This interaction happens in an environment marked by negotiations that favor the search for consensus, building trust, common understanding and learning. These aspects do not allow us to say that the choices and decisions in these partnerships are the result of unanimous decisions, since they happen in contexts that shape different perspectives and worldviews, which are inclined to conflict and antagonisms (TORFING, 2005). Therefore, it is regulated by a system of governance comprising contractual elements, such as rules and roles; normative elements, such as norms, values and standards; cognitive elements, such as codes, concepts and expertise, and as proposed by Torfing (2005), imaginary elements, since they produce identities, ideologies and common expectations.

It is characterized by a dynamic process of search and selection, marked by learning, as proposed by the authors linked to evolutionary theory (NELSON & WINTER, 1982; ZOLLO & WINTER, 2002). In this sense, rules, procedures, standards and others - formal or informal - are built over time and are guided by learning and by their characteristic of being incomplete. An important aspect to note is the understanding that the management of the partnerships evolves and emerges incrementally as a result of the learning process that occurs parallel to its evolution (MAHNKE, 2000). This process opens possibilities for achieving the proposed objectives for the network, as well as changes over time, the perception of actors of 'the problem', their own identities and governance structure.

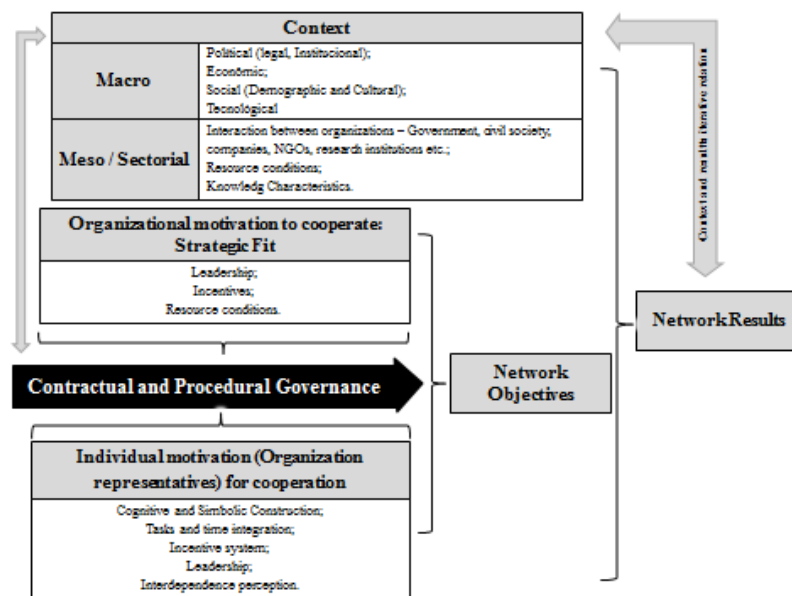
2.1. The proposed model

The model assumes that the concept of income earned by partnerships depends heavily on how it is managed. However, this management does not settle randomly because its determination takes into account aspects related to different levels of analysis. Thus, the model shown in Figure 1 has three dimensions. The first refers to the context, which is divided into macro environment where elements are inserted in the political, economic, legal / institutional, social, environmental, technological sectors etc., and elements belonging to the meso or sectorial environment, where there are interactions between the network agents which belong to the same sector or exceed these limits. Elements such as the history of the relationship between actors, the degree of familiarity they have with each other and with acting in partnership, the existence of leadership, confidence, degree of conflict, interdependence of resources, incentives arising must be considered. This set of variables will determine, for example, the motivations that lead agents to choose strategies of collaboration rather than vertical integration or acquisitions, as it will certainly influence contracts and

procedures set forth in the governance structure (second dimension shown in Figure 1). Finally, we consider the aspects related to the level of individuals - the third dimension. However, although the agreements are established between organizations, collaboration happens only through the action of individuals. Therefore, the range of results is ultimately dependent on those elements that lead individuals to collaborate effectively.

Thus, the model presented below includes contributions from different authors related to evolutionary and institutional theories. There are also studies in the field of public-private partnerships, but also those with the contribution made in the field of partnerships between private organizations.

Figure 1 – Model of Analysis of Public-Private Partnerships Governance



Source: prepared by the authors

2.1.1. The Context

In accordance with Emerson, Nabatchi and Balogh (2012), context elements influence the governance structure, the motivations that lead agents to opt for cooperative strategies and, consequently, the results of the partnership. The authors cite several studies that demonstrate the importance of context and the political structure and legal procedures, including administrative, regulatory or judicial, cultural and / or socio-economic and technological environment.

Regarding the meso environment, Malerba (2004) discussed the concept of sectorial system of innovation (SSI), which involves elements such as the set of institutions, laws, products and technologies / expertise relevant to a particular industry and that cast the type of interaction between actors. In this context, Breschi and Malerba (1997) highlight aspects such as uncertainty about the results obtained; complexity and need for involvement of different areas of knowledge / science. For them, these elements influence the relationships between the actors, the governance structure (MALERBA, 2002), the objectives established (NIELSEN, 2010) and therefore the results.

Besides the aspects of the relationship between institutions, guided by resource conditions - such as the characteristics of the knowledge involved - Nooteboom, Berger and Noorderhaven

(1997) highlighted the existence of trust between the actors; Dyer and Singh (1998) analyzed the influence of relational capital, Gulati (1995) the possibility of repetitive interactions, and Larson (1992), reputation and past relationships. Another issue discussed in the literature is experience. Powell, Koput and Smith (1996) and Simonin (1997) consider it an important element for understanding the success of the partnership. Anand and Khanna (2000) have found evidence of experience in alliances and joint ventures with activities related to R & D, production and marketing. They claim that it should be understood as the set of knowledge and know-how accumulated in the practice of cooperative agreements (SLUYTS, MARTENS, MATTHYSSENS, 2008) and can be translated, for example, into a greater ability to manage processes and mediate conflicts (SIMONIN, 1997).

From these authors, and in line with the proposition of Granovetter (2005), that "different contexts lead to different mechanisms of control", one can say that the agents evaluate the characteristics of the context in which they are and from there decide to act cooperatively or not, and with whom. However, as proposed by Nielsen (2010), the option of forming partnerships presupposes the existence of strategic convergence. To Klijn (2010), this is not a trivial task, since the goals of each actor must converge separately and allow the establishment of a common goal for the network. The construct 'Motivation' considered in the model lies therefore in an intermediate level of analysis and involves evaluations by the actors on the elements located at the macro level, but also belonging to their context, for example, their resource conditions (GRANDORI, 2001). Besides this, it also involves those located at the meso level, such as previous experiences and outcomes, related incentives (GRANDORI, 2001) and the existence of leaders who can lead the process (EMERSON, NABATCHI & BALOGH, 2012).

2.1.2. Contractual and Procedural Governance Structure

Lindenberg (2000) states that the analysis of any governance structure should consider the context in which it is inserted, since it is important that there is an alignment between the different interests and that we will know what are the behaviors adopted by industry that are perceived as relational. Besides the analysis of the context, the specific contracts and processes that comprise the governance structure are also influenced by the reasons for forming partnerships. In this respect, Klijn (2010) states that it is necessary to observe the different types of management and how its processes are established, since they are closely connected with the results.

Emerson, Nabatchi and Balogh (2012) show that there is much evidence in the literature on the importance of governance; i.e., rules, formal procedures and those developed during the collaboration process. These and other instruments – such as, routines, agreements, councils and committees - regulate decision making, internal and external communication, network coordination, generation and transfer of knowledge, conflict mediation etc. These structures, therefore, are intended to coordinate the strategies of the different actors and their different goals and preferences (KICKERT, KLIJN & KOPPENJAN, 1997; BLANCO, LOWNDES & PRATCHETT, 2011). Moreover, the larger, more complex and more durable, the greater is the need for investment in training structures. That is because, as stated by Gulati (1995), the creation of formal and informal rules helps establish patterns of behavior and hence minimize uncertainty.

The contractual governance deals with the work plan, the rights and obligations, the forums for decision making and control, sanctions and incentives system. The partners develop expectations about the motives and investments to be made and map the uncertainties to be

faced. From this perspective, they formulate an agreement which sets out obligations and rules that will guide the behavior to be adopted. On the other hand, procedural governance can be understood as the coordination mechanisms developed along the evolving relationship and which act as mediators between the contract and the results (NIELSEN, 2010). Those are instruments governing day-to-day interactions. They are the result of the learning process that occurs throughout the development of partnership (RING E VAN DE VEN, 1994; GULATI, 1995; DOZ, 1996).

In this sense, as proposed by Ring and Van De Ven (1994), the partners develop a set of formal, informal and psychological agreements. The latter are seen as unwritten expectations and assumptions that guide their relationship. Over time, this structure is put into practice and, as the interaction occurs, conflicts, misunderstandings and new expectations arise and lead to the development of new terms, which compose the new contracts that are established.

2.1.3. A collaborative approach - the individual-level

Considering that strategies become effective at the level of individuals - according to Lewis (2011), the analysis of this level is taken as an open issue in the literature - the proposed framework relies on the contributions of Lindenberg and Foss (2011), for whom the work in cooperation originates from the combination of five elements that, when acting together, support the achievement of desired goals. They are: integration between tasks and the design of the team responsible for executing them; perception that the set of activities has interdependence and is bound to reach the goal of the partnership; governance structure - signs, organizational statements, and perceived values set etc. -; reward system and, finally, the system of authority based on knowledge.

The integration between tasks and the design team relates to the motivation of individuals to work collaboratively and requires a clear understanding of the tasks performed both individually and for the team; as well as their connection, interdependence and contribution to the expected result. That is, individuals need to realize that the efficient execution of its activities are connected to the achievement of the desired results, as well as needing to understand how effectively they contribute to building the partnership. In other words, activities and teams must be viewed as significant for the collective creation and the generation of results. In this sense, individual goals and team goals should be linked to the partnership, as well as the establishment of indicators and targets. Moreover, maintaining this motivation, according to Lindenberg and Foss (2011) is intrinsically linked to the ongoing understanding of these connections and interdependence, which requires the design of a communication process that ensures the exchange of information between participants. As proposed by Williamson (1985), the symmetry of information is essential for the prevention of opportunistic behaviors. In other words, partnerships require specific investments and the establishment of channels of communication, common language and codes that allow the flow of information and knowledge. In addition, the flow of information that makes room for the constant understanding of the differences between knowledge, perceptions and interpretations of events and how these features contribute to the achievement of common goals.

Besides this, another important element refers to the resolution of conflicts, since producing in cooperation does not prevent them, rather it happens more often. The establishment of rules, processes and procedures that deal with the internal division of labor, the creation of mechanisms for minimizing conflicts between participants, agreements that guide decision making and rules for the division of results are essential.

As proposed by Simon (1997), agents have limited cognitive resources and rationality. Furthermore, they are driven by their own goal, which leads them to show selective attention. Therefore, the communication process should focus on those elements that strengthen the integration and the convergence between objectives. To Lindenberg (2000), maintenance and perception of convergence halt opportunistic behavior and are essential in order to create space for trust.

However, even if the goals are aligned and specified in the design of tasks and teams, they need to be embedded in and share a common sense of direction, which is supported by cognitive and symbolic aspects of management (LINDENBERG & FOSS, 2011). Thus, the construction of team spirit is essential. This construction can take place, for example, through the establishment of statements – vision, mission, as in firms. The point is that there are common values that underpin the search for the goals of the partnership and that individuals identify with them. In this respect, we highlight the importance of leadership whose behavior symbolizes the existence of these values.

Por outro lado, as organizações precisam de um sistema de autoridade que promova o alinhamento em direção ao alcance de seus objetivos. Entretanto, quando se busca alcançar estes objetivos por meio de cooperação, o sistema de autoridade não pode ser legitimado pelo enquadramento hierárquico, mas sim pelas especificidades das tarefas a serem conduzidas. Desse modo, a liderança estabelecida deveria ser aquela que apresente capacidade de gerenciamento da equipe em direção à colaboração; e que, na percepção do time, possa contribuir com seu conhecimento e informações para o alcance do objetivo da parceria. Soma-se a isso uma estrutura de reconhecimento fundamentada em recompensas. Lindenberg e Foss (2011) propuseram que o sistema de recompensas pode contribuir para o alcance dos objetivos, desde que estejam vinculados aos resultados. Neste contexto, deve-se evitar que as metas e indicadores individuais permitam recompensas individuais em detrimento do grupo. É preciso que exista um balanço entre o incentivo do agente e aquele dado ao grupo, o que se configura em uma tarefa pouco trivial. Uma sugestão apresentada tem a ver com a avaliação tanto do resultado quanto do processo para alcançá-lo e com o estabelecimento de vínculos destes resultados às tarefas estabelecidas e ao desenho dos times. Additionally, organizations need a system of authority that promotes the alignment towards the reaching of their goals. However, when seeking to achieve these objectives through cooperation, the system of authority cannot be legitimized by the hierarchical framework, but by the specifics of the tasks to be undertaken. Thus, the established leadership should be such that presents managerial ability over the team toward collaboration, and that, in the perception of the team, can contribute with its knowledge and information to achieve the objectives of the partnership. To this should be added a structure of recognition based on rewards. Lindenberg and Foss (2011) proposed that the reward system may contribute to the achievement of objectives, provided they are tied to the results. In this context, one should avoid targets and indicators that allow individual rewards to the detriment of the group. There must be a balance between encouraging the agent and that given to the group, which is no trivial task. One suggestion made has to do with the evaluation of both the outcome and the process to achieve it and with the establishment of links to these results to the tasks assigned and the design of the teams.

3. Method

Since we are interested in understanding a phenomenon through a case study, we consider what Hill and Lynn (2005) argue about conducting empirical research. According to these

authors, research of this nature tends to follow one of three basic strategies of research: 1) adopting a historical orientation, descriptive and institutional, 2) identifying 'best practices' through detailed case studies relating to management problems and real strategies, and 3) using formal theories, models, methods and data from social and behavioral sciences to study government processes and to develop a body of empirical knowledge about what works and why. In this paper, we apply the second research strategy, and follow some of the propositions of Eisenhardt (1989): review the literature; specify the constructs and the population of the case study; make use of flexible instrumentation and multiple investigators; make comparisons between cases and use many features of the literature. An important component of this study was the detailed analysis of the case, taking care of specificities that can clarify assumptions and conclusions about the type of governance applied, in addition to understanding the processes of management and network efficiency

Thus, we believe that this is a qualitative research, of a descriptive nature, using the method of a single case study (YIN, 2001). The decision to study this network is due to the relevance of its goal: to change the social paradigm of racial inequality in the country. Although 50.7% of the population is black, and they require their inclusion with equal opportunities, this is a matter for the whole of society. Moreover, while combining interests of different public and private institutions and NGOs involved in education and racial movements, the network has received a direct investment from the institutions involved in its formation of 9 million Reais, i.e., around 5 million US dollars.

In order to describe the procedures of the governance network, a survey of secondary data in articles, theses and dissertations on 'ACDC' was performed. We also analyzed primary data from official documents provided by network managers as well as training videos produced for teachers, documents available on the project's website, reports of meetings, e-mails exchanged by the institutions, sponsoring projects, contracts and internal documents.

4. The Colour of the Culture

The struggle of the black movements in Brazil dates back to the beginning of our republican history. Since that time "organizations were created with the intention of increasing the capacity of action in society to combat racial discrimination and create mechanisms for the advancement of the black race" (GONÇALVES & GONÇALVES E SILVA, 2000, p. 139). With this, black protest organizations arose in different parts of the country, conquering power of mobilization and visibility in capitals and large cities. According to the authors, the coexistence between races in Brazil was marked by conflicts and tensions, and this trend was maintained virtually throughout the whole of the twentieth century.

Despite efforts in the past, until the 1980s, organizations and movements of black Brazilians have focused more on denouncing racism and discrimination against black people than on the proposition of policies of affirmative action (GONÇALVES & GONÇALVES E SILVA, 2000; MENIN & SHIMIZU, 2006). Compared to the United States, Brazil started its affirmative actions late. There, such claims have been made since the 1960s, but here it only started in the 1980s, because of the local myth of racial democracy. It ignored the existence of prejudice and discrimination based on race, besides defending miscegenation as a way of strengthening the race (MENIN & SHIMIZU, 2006). Since then, the struggle for racial equality has assumed distinct characteristics. A new movement arises: one that denounces the racism present in the political, social, economic and educational arena, the myth of racial democracy and its presence in both the structure of the state and the school (GOMES, 2009).

On this basis they include in their agendas claims such as: the study of African history and culture and the struggle of blacks in Brazil, besides the revision of textbooks with racist content (SANTOS, 2007, p. 171). They also merge with social movements related to identity, which assume some prominence after democracy takes over the political power in the country, and denouncing the social disadvantage of blacks, Indians and women compared to whites, when it comes to accessing the goods produced by society. Besides that, they require inclusion with equality of opportunities and outcomes (SILVÉRIO, 2010).

During this period, some actions stand out in the struggle of the black movement. During the government of President Fernando Henrique Cardoso there was the creation of the Inter-ministerial Working Group for the Advancement of the Black Population in 1996, and the preparation of the NCP - National Curriculum - developed by MEC between 1995 and 1996. The latter had the intention of developing a universal educational policy, to include issues of cultural diversity (GOMES, 2009, p. 46).

De Paula and Heringer (2009, p. 5), highlight some important actions during this period:

Ministry of Education: review of textbooks and excluding those containing prejudices, supporting educational projects in Maroon areas, creation of the University Diversity (support for pre-university students with priority given to Blacks and Indians);

Ministry of Health: inclusion of race / color in official forms, financial support for clinical research on sickle cell anemia in maroon communities;

Judiciary: Participation of, at least, 20% of black people in contracts for outsourced services;

Foreign Ministry: annual award of twenty scholarships to people of African descent to prepare for the Rio Branco Institute (Brazilian diplomatic institute);

Ministry of Culture: increasing the number of certificates of maroon communities;

Ministry of Planning: establishment of a line of research by IPEA, with the support of PNUD, a UN institution;

Ministry of Labor: Installation of Centers for the Promotion of Equal Opportunities and Anti-Discrimination in Employment and Occupation in the federal states, based on Regional Labor;

Varied ministries: program of affirmative action defining 20% of participation of people of African descent to fill management positions.

Significant changes occur after 2000, when the Brazilian government commits internationally to participate in affirmative action policies. This decision is a result of participation in the 3rd World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, organized by the United Nations (UN), in the city of Durban, South Africa, in 2001 (GOMES, 2009, p. 47).

In the context of the inclusion of the African-Brazilian population, while the government of Fernando Henrique Cardoso opted for creating an Inter-ministerial Working Group (IWG) to propose policies for the advancement of the black population, Lula's government has proposed a comprehensive and systemic social policy recognized with the creation of SEPPPIR (SILVÉRIO, 2009). In this sense, they sought to guarantee the right to education for millions of Brazilians, defining 'Literacy and Inclusion' as one of four strategic areas of educational policy. To give effect to this priority, in 2004 MEC promoted a reorientation of policies. SECADI (Department of Continuing Education, Literacy, Diversity and Inclusion) was

created, which represented an important step towards the operationalization of established policies. The simple fact of placing the word diversity in a MEC office and its inclusion in various programs is itself a break of 70 years of silence – since, from its inception, MEC had never attached importance to the ethnic and racial composition of the population (Silverio, 2010). The culmination, therefore, was the enactment of Law No. 10.639/2003, which according to the UNESCO report (2008, p. 10)

[...] can be considered a point of arrival of a historic struggle of black people to be seen on the same level as other people who came to this country, and a starting point for social change. [...] means a deep break with a kind of pedagogical posture that does not recognize the differences resulting from our process of national formation. [...] this law must be seen as a fundamental challenge of all policies aimed at improving the quality of Brazilian education for all and everyone.

Given the operationalization of this law, the government rebuilds the Inter-ministerial Working Group with a view to setting goals for the effective implementation of the LDB (Law of Directives and Bases of National Education). The proposal stemmed from the assumption that, in order to democratize education, it is necessary to mobilize the whole society. MEC, through the SECADI and its other departments, had the task of promoting joint efforts with state and local governments, NGOs, social movements, trade unions, professional associations and research institutions. It counted on the collaboration of international organizations to increase access, ensure continuity and contribute to the improvement of practices and values that respect, recognize and focus on the diversity of ethnic and racial experiences in education (UNESCO, 2008).

Seeking to ensure a wide participation, it was planned to hold 'Regional Dialogues on the implementation of Law 10.639/03', which occurred in six Federal States (UF), between April and June 2008. These dialogues have brought together approximately 720 participants, among educational system managers, school teachers and students, representatives of social movements, representatives of Municipal Councils and State Education Secretariats.

'The Color of Culture' was generated in this context, with the main objective of developing audiovisual materials about the history and culture of the Afro-Brazilian, strengthening inclusion initiatives and giving visibility to affirmative action, contributing to the creation of inclusive teaching practices (SANT'ANNA, 2005). The central idea was that formal school education is an arena for the struggle of the black movement. If, on the one hand, it can erase the contribution of African people in the construction of the Brazilian nation, it also represents the "possibility of effective change of system parameters and Brazilian educational policy to the extent that the history of people considered 'without history' starts to be told" (SILVERIO, 2010).

In this sense, 'The Color of Culture' is a public-private partnership consisting of the following institutions: Canal Futura; Roberto Marinho Foundation (FRM), TV Globo, Centre of Documentation and Information of the Black Artist (CIDAN); Secretariat for Policies to Promote Racial Equality (SEPPIR) TV Brazil and Petrobras. Its creation aimed to implement Law 10.639/2003 in the Brazilian school network (FRM, 2009).

The project has a singular relevance, considering that there is a predominance of blacks in the population. They are young, have more children, are poorer and more exposed to mortality from external causes, especially homicides. Among blacks, there is a much higher proportion of deaths in the population between 15 to 29 years, explained by the fact that the black

population is more affected by external causes, among which violence stands out (IPEA, 2011).

From their involvement and participation in discussion forums related to the black movement, such as the Inter-ministerial Working Group (IWG), where the space for the exchange of information with organizations and institutions related to the theme favored the development of partnerships, FRM conceived the 'the Color of Culture' project and presented it to Petrobras, in order to obtain public funding for its implementation. For this, they have articulated partnerships with institutions related to the topic being worked, chosen from its available resources or skills to deal with the issue.

The activities of each of the institutions involved directly in the project sought to bring together financial, technical and human resources, as shown in Table 1 below:

TABLE 1: Roles of institutions involved with ACDC

Institution	Cooperation
Petrobrás	Financial support to carry out part of the project steps and activities.
Roberto Marinho Foundation (FRM) and Futura Channel TV	Supply of FRM's team hours dedicated to the project for content development, executive production, programming, community mobilization, implementation, evaluation, planning, legal assistance, Information technology (IT), institutional and communication relations, TV programs production and transmission of audiovisual works.
Education Ministry and SECADI	Mobilization and institutional contacts with Educational Secretariats, providing lists of distribution of training material, besides its reproduction and distribution of educational material for public schools and institutions, material supply to Educational Secretariats.
SEPPIR (Secretary of Policies for the Promotion of Racial Equality)	Mobilization and institutional contacts with Educational Secretariats, providing lists of distribution of training material.
CIDAN (Brazilian Center for Information and Documentation of the Black Artist)	Mobilization and institutional contacts with their associates.
Ministry of Culture and Palmares Foundation	Mobilization and institutional with their local offices and other institutions of reference, providing lists of contacts for the initial training.
Globo TV Channel	Production of a TV series named 'Action', according to the objectives and themes of the project; and dissemination of the project within their means.
Brasil TV Channel	Exhibition of the programs 'Mojobá' and 'Everyone's Heroes'.

Source: FRM (2009)

Given the convergence of interests of these partners, the network was structured and implemented in two stages. The first, conducted between 2004 and 2006, offered methodological subsidies through training educators and teachers established in different Brazilian states to make best use of the content covered in the products, materials, and activities of the ACDC, and adapt them to local reality. It aimed also at the formation of a network of multipliers - they should train other teachers, enabling them to use the support material and the consequent spread of African-Brazilian culture. These actions sought to: (1) contribute to the implementation of Law No. 10.639/03, (2) allow various NGOs to disseminate the methodology of using the products, as an educational tool for reflection and development of local social capital, (3) strengthen social capital through the training of public school teachers, educators and NGOs, (4) strengthen educational systems with the

participation of universities and NGOs working with content on the formation of African-Brazilian culture and history (FRM, 2009).

During this period, the project distributed 2,044 packages containing products in the states of Rio de Janeiro, Bahia, Mato Grosso, Maranhão, Pará, and São Paulo. There were 31 Municipal Education Secretariats involved and 3,000 educators trained. In total, the distribution of material involved 2,000 public and community schools, 115 NGOs, 20 universities, 36 specialists, 199 partners and consultants and 90,000 students trained. More than 1,000 institutions had contact with the training and videos via the 'Futura' TV channel, which amounted to an audience, at the time, of 23 million viewers.

TABLE 2: Results achieved by the network 'The Color of Culture'

Phase 1 (2004 to 2006)	Phase 2 (2010 and 2011)
Federal states: Bahia, Rio de Janeiro, São Paulo, Mato Grosso do Sul, Maranhão and Pará.	Federal states: Minas Gerais, Paraná, Mato Grosso, Amazonas, Ceará and Pernambuco.
2.044 end user's product packages delivered.	5.000 end user's product packages delivered.
1.661 public schools and teacher's educational centers trained.	Creation of 14 training centers.
115 NGOs and social movements' organizations involved.	Direct impact on 34 municipalities.
20 universities.	3.177 teachers trained.
254 institutional and specialists partnerships.	26.517 educators accompanied.

Source: prepared by the authors

4.1. The Governance

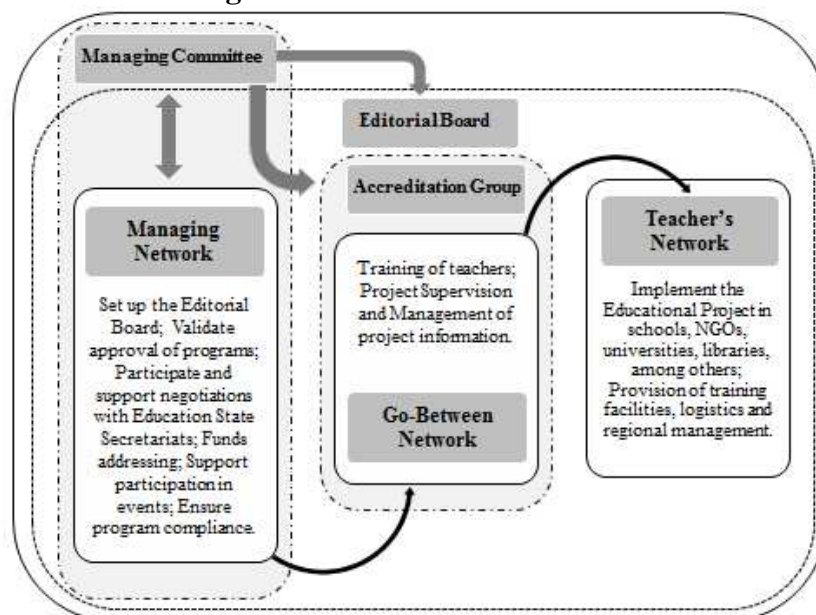
Governance had three distinct working groups, acting as coordinators of fundamental activities in the creation of networks: The Managing Network, the Accreditation Group and Editorial Committee. The Managing Network was composed of representatives appointed by each of the Managing Committees that were the organizers of the network. It had the general assignment of thinking out the macro strategy. It had its own regulation, it supervised and adjusted the scope of the work - without changing its overall objectives - and project deadlines, it endorsed product's design and processes and stimulated partnerships. Its determinations occurred during ordinary meetings held bimonthly, when the presence of representatives of FRM and Petrobras was mandatory for their realization.

In the Managing Network, FRM was the party responsible for the management of administrative resources and the allocation of financial resources, although financial priorities should be addressed in another forum, composed only of Canal Futura and Petrobras. Futura had a prominent position, acting as a leader focused on general secretarial operations, proposing and dealing with strategic related decisions.

The Editorial Board was composed of experts nominated by the management Committee. Their tasks involved proposing content guidelines and ensuring they would appear in printed and audiovisual materials. At the same time, they had to make adjustments to the products according to the project evaluations conducted with teachers. These were based on the acceptance of students, parents and community to the proposed themes.

The Accreditation Group was composed of the management team and representatives of the Managing Committee, and was responsible for the procurement through competitive bidding to select the institutions that comprised the go-between network. They were also responsible for defining the legal and fiscal model of partnerships.

FIGURE 2: Institutions assignments in the Contractual and Procedure Governance



Source: prepared by the authors

In order to integrate the management of the dissemination of content created by the ‘ACDC’ and to promote the training of teachers, there was a contractual structure involving different actors, in different levels of the network. Therefore, different forms of contract were made to meet specific demands for the project.

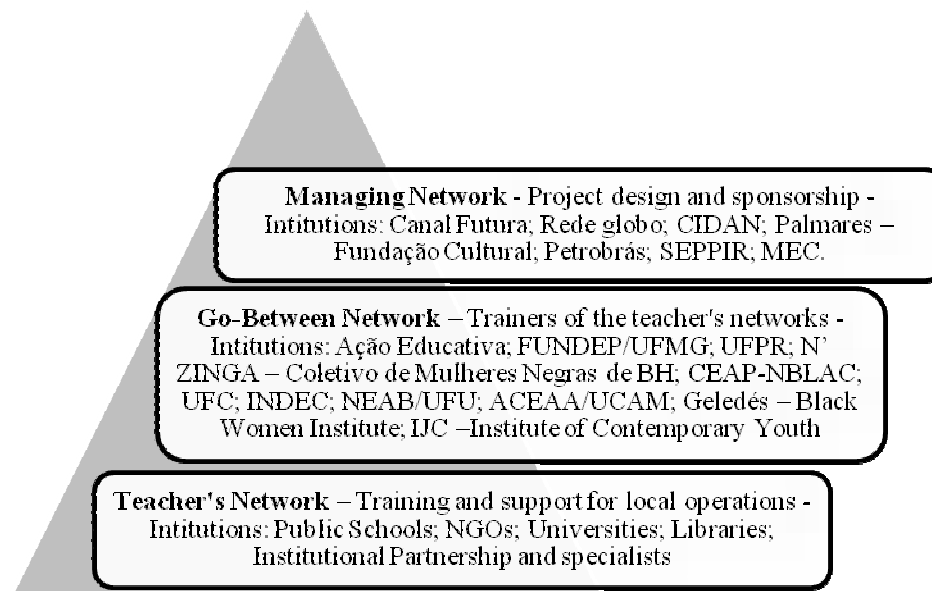
TABLE 3: Contracts held between institutions from ‘ACDC’

Type of contract	Contract Partners	Objectives
Managing Committee Regulation	Managing Network	Establishing the rules of the managing network.
Term of technical and financial cooperation	Accreditation Group	Signed with NGOs needed to train educators in the use of educational technology related to ‘ACDC’ according to the coordination of teaching staff done by FRM.
Term of technical cooperation	Teachers’ network	Development and implementation of the project, through teachers training and licensing of educational kits on that draft.
Integration Term	Educational Municipal Secretariats	Development and implementation of the project in different towns throughout Brazil.
Authorization Term	TV channels.	Determines conditions for use of audiovisual series and integral parts of the ‘ACDC’ project, to broadcast them in open channel.

Source: prepared by the authors

Figure 3 shows the tasks and institutions involved in the three-levels of the network:

FIGURE 3: Institutions involved in each of the three-levels of the network



Source: prepared by the authors

4.2. 'ACDC' Products

All the products were developed from the experience of FRM in creating attractive programs and educational materials. Their experience in communication, mobilization and training of educators in different parts of the country also contributed to the creation of a different material. This production received the assistance of consultants and experts, with the participation of academics, educators, technicians, producers and TV directors, among others. There has been investment in design, using multimedia resources in the development of teaching materials, seeking to bring different audiences - teachers, children and youth, journalists, politicians, and others - to the paradigm shift proposed by the project (FRM, 2009).

Five different blocks of programming were created, completing a total of 96 programs, reaching different ranges of audiences: children, juvenile and adult. The material, which aimed to support the teacher in the classroom was implemented and distributed to Brazilian public schools through the creation of partnerships for teacher education (BRANDÃO, 2011).

TABLE 4, shows the materials developed by the project and the reason for which they were designed:

TABLE 4: Products Developed for ‘ACDC’

Product	Objective
<i>Ação</i> (Action)	News program showing positive experiences of organizations and social groups that work with young black people.
<i>Nota 10</i> (Note 10)	Disseminate experiences of basic education, educational resources and research in the field of education aimed at the inclusion of African descendants.
<i>Livros animados</i> (Cartoon Books)	Animation that aims to encourage reading and spreads legends and tales of African and Afro-Brazilians, and national authors; and illustrators among children and educators across the country.
<i>Heróis de todo mundo</i> (Everyone’s Heroes)	Two-minute sketches that highlight the several roles of Africans and people of African descent in Brazil's history, portraying them as protagonists in events.
<i>Memória das Palavras</i> (Word Memory Game)	Educational game
Gonguê	Musical CD.
Mojubá	It shows the richness of the African heritage, linking it to movements for the rescue of local culture and the current habits of the Brazilian people.
<i>Coleção Saberes e Fazeres</i> (Collection of Knowledge and Doings).	Five notebooks with texts, articles, legislation, suggested activities and methodology.
<i>Mapas da África</i> (Maps of Africa)	Maps of the African diaspora and the civilizing values of Afro-Brazilians.

Source: Adapted from the Sponsorship Project (Frm, 2009) and Brandão (2011)

Result of discussions held at forums, meetings and documents, the use of these products disseminated its content and contributed to teacher training. Given the size of these actions, these two fronts could be considered as separate projects, highlighting the considerable weight of the implementation due to the complexity of the actions involved (BRANDÃO & VASSIMON, 2012). The production of this material was made through auction, coordinated by FRM.

5. Discussion

'The Color of Culture' is generated in a context of the growing importance of partnerships between the public sector, civil society and private companies. This fact occurs due to the perception that the demands and needs of society are fragmented, and are characterized by its complexity and dynamism, leading the state to opt for arrangements characterized by indirect ways of control and performance. This happened during Lula's first term (2003-2006), where there is a change in public policy to recognize the importance of popular participation in the formulation of policies for social inclusion. Specifically in relation to the social inclusion movement related to the African-Brazilian population, a landmark of this phenomenon can be cited - the creation of SEPPIR (SILVÉRIO, 2009).

Regarding the institutional environment, Law 10.639/03 can be considered an element inducing the formation of partnerships. Its goal was to make it mandatory in public and private basic education schools to include the theme 'History of Africa and African-Brazilian culture'. However, the law and its proposals converge with the practice and understanding of much of Brazilian society about the racial issue. In this sense, the relationship with civil society, particularly with social movements representing blacks, was a *sine qua non* condition.

With regard to the history of interactions between the network actors, the milestone to be considered is the Durban Conference. The mobilization for this event, according to Gomes (2009, p. 48) can be considered

as one of the most significant moments of the participation of social movements and sectors within the State to enter ethnic and racial diversity in the national political agenda, and expand the conditions for action and programs for overcoming racial inequalities, to be implemented in the country.

According to the author, the Conference brought to the debate here reflections on black participation in the labor market, and in education, all based on research that denounced the current situation. Moreover, so far there had been no common strategy between the government and the black movements, as there was no consensus among the different movements that represented the cause. It was during preparation for this conference that this opportunity emerged. For example, it was then that the IPEA drew a picture of the situation of African-Brazilians, showing the real condition of inequality across society. That is, the economic, social and demographic situation of blacks justified the adoption of specific policies and actions.

Among the results gained by Brazil's participation in this conference, we highlight further learning and coordination established between the State and the black movements. According to Saillant (2009, p. 217)

We must also understand that the alliance could not be just between organizations of civil society, but also between civil society and the Brazilian government. Indeed, in the months prior to participation in the conference, an alliance between the government and the movement was created, which came to the conclusion together that there were not relevant repairs to be taken into effect, and the principle of affirmative actions as a viable position was adopted.

Also according to the author, Durban's meeting final document reflects such alliance, since it was created collectively. The Conference, therefore, opened up space for dialogue and coordination between the state and the movement, a fact that continued after it had finished, including therein the articulation between the different organizations that represent the black movements in the country. In this sense, the Brazilian government supported the holding of several conferences, facilitating the formation of informal networks among activists across the country.

Still in the line of the research regarding the existing alliances between the actors who took part in 'ACDC', Santos (2009) argues that over the past two decades, relations between social movements, which include black movements and the State, were guided by joint actions, to building partnerships aimed at achieving different goals.

With regard to the term 'black movements', it is in the plural because there are different organizations militating in favor of black culture and there is a unique way of understanding racial issues, although there is specific perception and understanding of different groups. This fact, however, did not hinder the formation of an articulated political agenda between the black movements and the State from 1995 on. The creation of SEPPPIR is a reflection of this approach and of the deepening political and institutional relations between the black movements and the State. Although suffering criticism from these movements, the creation of the office signals the effective incorporation of these demands.

These partnerships occur because of some convergence points, or they are marked by broad consensus, such as the need for affirmative action, the recognition of inequality and the

consequent denial of racial democracy that characterized the Brazilian context in the past. This fact, as demonstrated in the literature (TORFING, 2005), does not mean the absence of conflict, but room for negotiation and possible articulations, as well as pointing to the need for governance structures that govern the relationships established.

The analysis of the case and the interpretation materials related to public-private partnerships in general, and particularly the context of black movements in Brazil over the last few years allow us to affirm that 'ACDC' emerges in a context of diversity of understandings and knowledge about race in Brazil. The complexity of this context leads to the need for resource sharing by its players, be they representatives of the different nuances that make up the black movements, or by those who represent the State; in this case, players linked to Brazilian education. It is particularly interesting to note that proximity and specific knowledge become indispensable for participation in the movements.

On the other hand, the state and its schools network, with its weight and institutional capacity of financial input, through its productive apparatus, creates the conditions for the realization and implementation of the network's objectives. In this regard, it is important to highlight not only the financial support given by the government, through Petrobras, to carry out part of the project's steps and activities, but also the Roberto Marinho Foundation team developing the project with its group of employees dedicated to managing the network, the Education Ministry, through SECADI, mobilizing their secretariats in the federal states to distribute the educational material, SEPPIR, Palmares Foundation and CIDAN giving support to the institutional relations and Globo and Brazil TV channels broadcasting the videos. These resource complementarities demonstrate the existing interdependence, allowing the network to reach its objectives through the institutions involved. This interdependent relationship, guided by the terms of available network resources, supports ideas proposed by authors such as Noteboom, Berger and Nooderhaven (1997) who dealt with trust between the actors. Besides that, the fact of FRM having previous experience in network formation is in accordance with the proposals of Powell, Koput and Smith (1996) and Simonin (1997), who consider it as an important element for understanding the success of the partnership. Moreover, repetitive interactions, reputation and past relationships as a positive aspect for achieving results are in line with the propositions of Gulati (1995) and Larson (1992).

6. Conclusion

The effort to bring together the literature on network governance and public-private partnerships arises due to the need to understand the structure of the interactions that occur between government and organizations of civil society. This work therefore presents an integrated set of variables that allows the analysis of the governance of these partnerships.

The proposed model search at a macro and meso reason for setting up such networks, not only related to political, legal, social, economic and environmental, but also the interactions among agents embedded in the network. In addition to creating opportunities and constraints and influencing governance performance, the external system context also generates impact on expected results in the formation of partnerships. Thus, iteratively, the network governance model derives from the 'system context' and, at the same time, the network itself affects the context in which it was generated through the means of cooperative actions.

Associated to these analysis criteria, the proposed model considered aspects related to the individual-level, assuming that although agreements are established between public, semi-public, private or civil bodies, collaboration happens only through the action of individuals.

Thus, the results to be achieved depend on the variables that lead individuals to work effectively. This perspective appears as the main contribution of the proposed model due to the fact that few authors consider the level of individuals in developing models for analysis of networked governance.

Thus, many research avenues are open. The generic nature of the proposed model allows comparative analysis in different contexts and policy arenas. By considering different levels of complexity and the reach of individual-level analysis, it can be applied in other case studies or comparative analyses can be made. It would also be appropriate to closely examine the components and their interrelationships, in order to describe their strengths and weaknesses, their limits of applicability, areas where there is greater or lesser possibility of empirical evidence.

In practical terms, the structure offers managers of public-private partnerships a conceptual map that provides the ability to analyze and interpret the scenario in which the partnership was formed, their motivations, understanding the value and resources over the network and its impact on expected goals with the partnership.

These findings emphasize the importance that the issue of governance of public-private collaborative networks has within the public administration. This new paradigm is seen by many as the new form of government action, in addition to being the solution to many social problems. Despite the growing popularity of research on the topic and its application in practice, the available literature suffers a relative lack of conceptual clarity, for which consistent models are required. In this paper, we propose an integrative model expecting to contribute to the theoretical advance, to research and to the practice of governance theme in networks of public-private collaboration. Besides that, this case helped to illustrate some points discussed theoretically by the model. In this sense, it can be shown that collaborative networks do not come 'out of the blue', but rather are the result of characteristics of the surrounding context, and of the relationship of agents and their portfolio of resources and interdependence.

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