Factors related to the institutionalization of Distance Education in public higher education institutions

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Abstract: The objective of this article is to analyze, through a Systematic Literature Review (SLR), the resistance and prejudice against the institutionalization of Distance Education (EaD - as it is called in Brazil) in public higher education institutions, as well as the possible impact of these factors on the process. Theses and dissertations defended between 2019 and 2023 were considered. The SLR revealed progress in the infrastructure and management of the modality, but also highlighted challenges such as cultural resistance and the need for sustainable funding policies.

Keywords: Distance Education; Institutionalization; Brazilian Open University System; Public Higher Education Institutions.

Fatores relacionados à institucionalização da Educação a Distância em instituições públicas de ensino superior

Resumo: O objetivo deste artigo é analisar, por meio de Revisão Sistemática da Literatura (RSL), a resistência e o preconceito à institucionalização da Educação a Distância (EaD) em instituições públicas de ensino superior, bem como possíveis implicações

desses fatores para o processo. Foram abordadas teses e dissertações defendidas entre 2019 e 2023. A RSL revelou avanços na infraestrutura e na gestão da modalidade, mas evidenciou desafios como a resistência cultural e a necessidade de políticas sustentáveis de financiamento.

Palavras-chave: Educação a Distância; Institucionalização; Sistema Universidade Aberta do Brasil; Instituições Públicas de Ensino Superior.

Factores relacionados con la institucionalización de la educación a distancia en las instituciones públicas de enseñanza superior

Resumen: El objetivo de este artículo es analizar, a través de una revisión sistemática de la literatura, las resistencias y prejuicios a la institucionalización de la educación a distancia en las instituciones públicas de enseñanza superior, así como las posibles implicaciones de estos factores en el proceso. Se analizaron tesis y disertaciones defendidas entre 2019 y 2023. La RSL reveló avances en la infraestructura y gestión de la modalidad, pero también destacó desafíos como la resistencia cultural y la necesidad de políticas de financiación sostenibles.

Palabras clave: Educación a Distancia; Institucionalización; Sistema Universidad Abierta de Brasil; Instituciones Públicas de Enseñanza Superior.

1 INTRODUCTION

Distance Education (EaD) is an educational modality that allows students and teachers to interact in the teaching-learning process without being physically present in the same place. It is characterized by greater flexibility in terms of time and space and, in the current historical period in which it finds itself, by the intensive use of Digital Information and Communication Technologies (DICT) as a means of interaction and sharing of content, allowing the democratization of access to those students from different locations. In Brazil, EaD expanded after the current Law of Lines of Direction and Bases of the Education (LDB/1996) and with the creation of the Brazilian Open University System (UAB) in 2006 by the federal government.

Despite the rapid growth in the last decades, distance education still faces obstacles in the institutionalization process, especially in the Public Institutions of Higher Education (IPES). For example, the dependence on external funding maintained by the UAB system is an important indicator of the delay in organic incorporation, revealing weaknesses that are added to cultural challenges such as prejudice (Ferreira; Carneiro, 2015; Veloso; Mill, 2022; Ferreira; Nascimento; Mill, 2018; Veloso *et al*., 2023; Ferreira; Veloso, 2023). According to Tolbert and Zucker (1999), low resistance to innovation within organizations is essential to move from habitualization to sedimentation, a process that leads to the adoption of practices by ensuring sustainability and continuity. For Veloso and Mill (2022), in the context of IPES, prejudice against EaD not only signals persistent obstacles but also reveals the contradictions generated and maintained by the Brazilian Open University System (UAB), which, in a dialectical movement, are at the same time the drivers and the main obstacles in the institutionalization of the modality.

According to Veloso and Mill (2022), the institutionalization of distance education is a continuum that can assume different configurations, levels, and gradations. It is a process that involves the incorporation of the activities of the new modality within the institutional framework, in order to overcome the "presential" and "distance" qualifiers of education (Ferreira; Mill, 2014). Therefore, institutionalization, as understood in this article, is the crystallization of knowledge, meanings, values, and procedures, moving from the informal to the formal level (Ferreira; Carneiro, 2015).

It is understood that the institutionalization of distance education is essential to ensure the quality and sustainability of public distance education courses. However, there are still obstacles, so prejudice and resistance are still important factors that delay the process. Therefore, the objective of

this article was to analyze the resistance and prejudices against distance education, as well as the possible implications for the institutionalization process. The research problem to be addressed in the SLR was: How do prejudice and resistance to distance education occur and how can both affect the institutionalization process of the modality? Below we present the methodology, sources and search strategies, inclusion and exclusion criteria, and the results obtained.

Regarding the structure of the text, after this introduction, there is the methodology that specifies the protocols, the inclusion and exclusion criteria and characterizes the bibliographic material selected and analyzed. Next, we move to the analysis of the data, emphasizing, from a qualitative approach of the selected research, the relationships between institutionalization and the UAB system, as well as interventions of prejudice and resistance that persist and produce setbacks in the organic incorporation of EaD. This article ends with considerations that summarize the reflections and point to other research agendas.

2 BRIEF THEORETICAL OUTLINE

In order to establish the theoretical underpinnings of our discussion, we begin by defining distance education as a modality in which, broadly speaking, people are separated in time and/or space, mediated by technological resources that enable pedagogical interaction (Moore; Kearsley, 2007). For Kenski (2013), if presential education has a classroom and its concrete, human and technological resources, distance education, on the other hand, is located in a non-place or in an indeterminate virtual space. In Brazil, the modality is recognized by the Law of Lines of Direction and Bases of the Education (LDB) of 1996, so that Decree No. 9.057 defines it as

> [...] educational modality in which the didactic-pedagogical mediation in the teaching and learning processes takes place with the use of information and communication means and technologies, with qualified personnel, with access policies, with compatible monitoring and evaluation, among others, and develops educational activities of students and educational professionals who are in different places and times (Brasil, 2017, translated by us).

From an organizational point of view, distance education generally represents an innovation within the IPES, which has historically been adapted to offering presential courses. Its incorporation through the UAB system has caused institutional upheavals, leading to struggles and clashes that configure what we can call a dialectical process of institutionalization of the modality (Veloso; Mill, 2022). According to Ferreira and Carneiro (2015), the incorporation of distance education can be

analyzed in light of the following indicators: planning, organization, infrastructure, personnel, and student services.

As a progressive process characterized by levels and as a strategic element in the agenda of IPES to guarantee sustainability and quality in distance education (Ferreira; Carneiro, 2015), institutionalization is an inherently human phenomenon that involves institutional struggles driven by contradictions inherent to the UAB system (Veloso; Mill, 2022). These contradictions are closely related to prejudices and resistances, especially endogenous ones, that permeate the institutional culture. For Vieira E. and Vieira M. (2004), public universities deal with complex and slow structures in the decision-making process due to the excess of rules. This operating logic crystallizes practices and often generates corporatist interests that reject innovation and change.

The internal culture of IPES is therefore related to legitimacy (Veloso; Mill, 2022), in the sense that consensus in the organizational context creates a certain subjective expectation that individuals consider the norms and the current logic as "obligatory", incorporate them or submit to them (Weber, 2016). Prejudice and resistance imply dissent, whether at the micro, meso, or macro level, which causes agents to act in opposition to what is established or considered legitimate. Furthermore, resistance can also represent an attempt to maintain order in order to ensure consensus and thus the legitimacy of the status quo. In relation to EaD, prejudice and resistance are understood here as the practices and attitudes of subjects and/or groups of subjects that resist the modality, in such a way that its institutionalization also and especially requires a process of acculturation (Ferreira; Carneiro, 2005; Veloso; Mill, 2022; Ferreira; Nascimento; Mill, 2018; Veloso *et al.*, 2023; Ferreira; Veloso, 2023).

3 METHODOLOGY

A Systematic Literature Review (SLR) was conducted to identify, synthesize, and analyze data on the topic. SLR is "[...] an investigative technique or strategy that enables excellent contributions to research in various fields of knowledge" (Mill, 2023, p. 227, translated by us). According to Galvão and Ricarte (2019), this type of review follows specific protocols to contribute to the quality of the analysis. Some steps that constitute SLR are: defining the research problem to be addressed in the review, selecting databases to be consulted and collected, developing advanced search strategies, and systematizing the information found (Galvão; Ricarte, 2019). With the development of DICT in the

context of digital culture or cyberculture (Lévy, 1999), SLR has been improved, facilitating the acquisition of research data through virtual databases. Currently, it is possible to consult and collect data from different institutions and researchers through direct searches on the Internet. Therefore, RSL was chosen as the methodology for this research. The procedures are described below.

3.1 Research protocols

As bibliographic material, only theses and dissertations were consulted because of their more longitudinal approach, resulting from a wide research period, which is consistent, for example, with a possible synchrony with the growth of distance education in Brazil. The research sources chosen for this systematic review were the Brazilian Digital Library of Theses and Dissertations (BDTD), Google Scholar and the Database of Theses and Dissertations of the Coordination of Superior Level Staff Improvement (CAPES). As a search strategy, texts in Portuguese that contained in the title and/or abstract the descriptors: "institutionalization", "distance education", "resistance" and "prejudice".

3.2 Inclusion and exclusion criteria

The inclusion criteria were theses and dissertations defended in Brazilian IPES between 2019 and 2023, in the field of Education, according to the Capes classification. This period was chosen due to the maturity of the UAB system and the progress of studies that support more developed views on the institutionalization of distance education in IPES. The exclusion criteria were texts from fields other than education (such as health and law), works that did not provide results directly related to the research problem, and texts that were repeated in the search databases.

3.3 Selected research

In order to limit the search, the following filters were used in all the databases consulted: texts in Portuguese and time frame from 2019 to 2023. The search carried out in the Brazilian Digital Library of Theses and Dissertations (BDTD), with the previously informed descriptors, yielded 1,553 results. After reading the titles and abstracts, the following exclusion criteria were applied: theses and dissertations that did not describe institutionalization based on clear and consistent references or criteria; that did not present appropriate methodologies; that did not present consistent results and

discussions; that used erroneous or insufficient concepts; texts in other languages; texts from the medical and legal fields. After screening, five dissertations and five theses were selected, for a total of ten texts that met the SLR proposal.

The Google Scholar search yielded 1,210 results. Based on the descriptors and the inclusion and exclusion criteria, dissertations and theses that did not describe institutionalization based on clear and consistent references or criteria, that did not present appropriate methodologies, that did not present consistent results and discussions, that used erroneous or insufficient concepts, texts in other languages, texts from the medical and legal fields, scientific articles, book chapters, and texts published in conference proceedings were not included. After screening, 12 texts were selected, five dissertations and seven theses on the topic. Since two theses and two dissertations were repeated in both databases (BDTD and Google Scholar), they were excluded, leaving only eight texts extracted from Google Scholar.

Initially, 51 results were found in the Capes Theses and Dissertations database. After screening, only 10 articles were selected for reading because they met the inclusion and exclusion criteria. However, it was found that all of the theses and dissertations found in the Capes database were repeated in previous databases and were, therefore, disregarded.

Finally, after reading the 18 texts, three were excluded because, although they directly addressed distance education, they did not discuss institutionalization or the prejudices or resistance associated with the modality. One text was not available for download. Thus, seven theses and seven dissertations were selected for this article, for a total of 14 works, as shown in the following flow chart:

Figure 1 – Flowchart of the article search and selection process
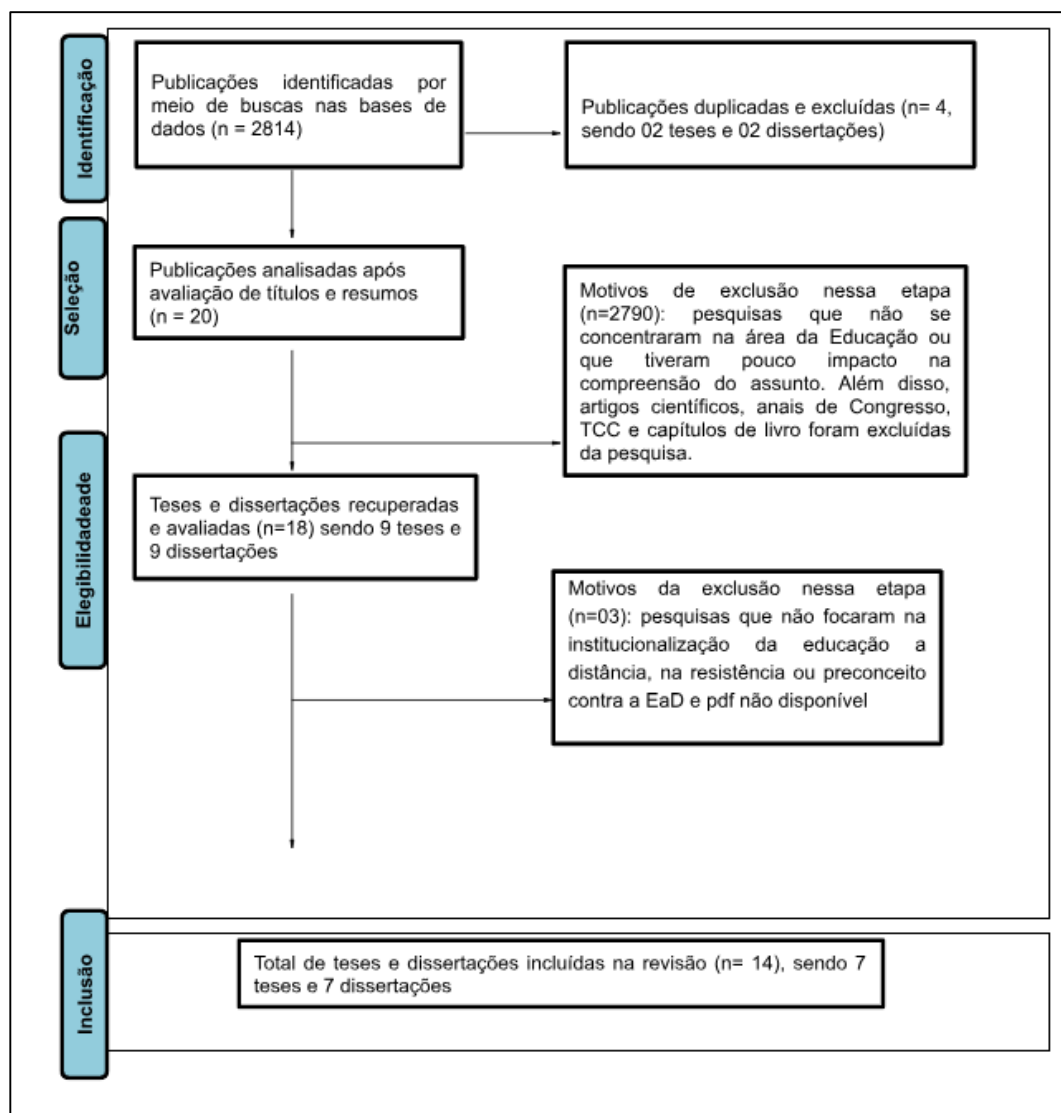
Source: Own authorship (2024).

A critical analysis of the selected texts was conducted to facilitate their classification according to title, author, year of publication, and institution. This is illustrated in Chart 1.

Chart 1 – Classification of analyzed theses and dissertations

TITLE*	AUTHORS	YEAR	UNIVERSITY	TYPE OF WORK
A Gestão da Educação a Distância: Um Estudo a Partir da Universidade Federal de Pelotas	RADIN, Marley Maria Tedesco	2019	UFPE	Tese
Percurso e processo de institucionalização da Educação a Distância na Universidade Federal de Mato Grosso	PETTER, Rosemery Celeste	2019	UFMT	Tese
O processo de institucionalização da educação a distância na Universidade Federal de São Carlos (UFSCar) no período de 2004 a 2018	CHAQUIME, Luciane Penteado	2019	UFSCar	Tese
Organização do Trabalho Docente em Cursos de Graduação na Modalidade a Distância da UFPB	MANGUEIRA, Caroline H. M de Medeiros	2019	UFPB	Dissertação
Institucionalização da educação à distância na Universidade Federal da Grande Dourados (UFGD) histórico, processos e fases	VILELA, Tânia Jucilene Vieira	2019	UFGD	Dissertação
A institucionalização da Educação a Distância no Ensino Superior público brasileiro: uma revisão sistemática de literatura	MOREIRA, Iracema Eliza de Vasconcelos	2021	UFSCar	Dissertação
Corpos e culturas na educação a distância: um estudo de caso sobre formação e experiência em duas instituições públicas de ensino superior na Bahia/Brasil	CARVALHO, Jucineide Lessa de	2021	UFBA	Tese
Incorporação orgânica da Educação a Distância	VELOSO, Braian Garrito	2022	UFSCar	Tese
O Curso de Licenciatura em Pedagogia EaD da Universidade Federal de São Carlos: Reflexões Sobre o Currículo	FONSECA, Ione Barbosa	2022	UFSCar	Dissertação
A institucionalização da EaD no contexto da educação profissional e tecnológica: o caso do IF Goiano	CRUZ, Joseany Rodrigues	2022	UFG	Tese
Políticas de EaD na UFMS: Acesso e Inovação na Educação Superior	TAVEIRA, Franciele Ap. Henrique	2022	UFMS	Dissertação
Educação a distância: uma proposta de institucionalização para a Universidade	SOUZA, Endrigo A.	2023	USFM	Dissertação

TITLE*	AUTHORS	YEAR	UNIVERSITY	TYPE OF WORK
Federal de Santa Maria	Gonçalves			
Institucionalização da EaD, por meio do Sistema UAB, nas Instituições Públicas de Ensino Superior: o caso da UFPA	ALVES, Amanda Oliveira de A.	2023	UFP	Dissertação
A Formação Inicial de Professores de Matemática na Modalidade a Distância: um olhar sob a perspectiva Histórico-Cultural	ARAÚJO, Sarah Mendonça de	2023	UFU	Tese

*The titles were kept in Portuguese to preserve their originality. **Source: Own authorship (2024).

4 ANALYSIS AND DISCUSSIONS

Radin's (2019) study analyzes the difficulties and potentials of distance education management at the Federal University of Pelotas (UFPEL), in the management reports from 2007 to 2018. His documentary analysis and thematic review are based on the five dimensions proposed by Ferreira and Carneiro (2015): planning, organization, infrastructure, personnel, and student services. During the period studied, the results showed important progress made by UFPEL/UAB, such as holding technical meetings to resolve outstanding issues, signing agreements, expanding user services through the Virtual Learning Environment, forming multidisciplinary teams, and conducting graduation ceremonies through web conferencing, which contributed to the efficiency and cost reduction of distance education.

Radin (2019) also found in the document analysis process difficulties in the management of distance education at UFPEL, such as the turnover of coordinators, which hindered the growth and planning of the modality and resulted in the discontinuity and ineffectiveness of actions. Radin (2019) also found that management reports were incomplete, with important information missing. He also identified a lack of commitment to Capes due to the non-delivery of financial and technical reports between 2007 and 2017, and the need to map student attrition and retention.

Petter (2019) explores the process of institutionalization of distance education at the Federal University of Mato Grosso (UFMT), considering its normative, academic, and administrative organization. Through a qualitative case study, the author found that distance education at the UFMT

went through three phases, characterized by normative and academic actions for its institutionalization. As institutional challenges, Petter (2019) identified the low capillarization of distance education, the compromise of institutional identity due to dependence on the UAB funding model, internal resistance in academic units due to lack of knowledge of its specificities, and the limited visibility of the modality. Petter (2019) concludes that there is a need to strengthen the implementation and promote the effective institutionalization of distance education in the culture of the UFMT.

Chaquime (2019), using a qualitative approach, when analyzing the institutionalization of distance education at the Federal University of São Carlos (UFSCar) from 2004 to 2018, highlighted that the institution began by joining the UAB system in offering undergraduate courses, which led to the creation of a distance education management unit incorporated into the university structure, as well as the creation of standards, procedures and regulations. For the researcher, the institutionalization of distance education at UFSCar reconciled the role of democratizing higher education with its maintenance as an organization. Finally, the author points out the trend towards the implementation of hybrid education and greater submission of UFSCar to the privatization model, as it expands the offer of non-free specialization courses and establishes partnerships with the private sector.

Mangueira (2019) addresses the topic of teaching work in distance education, analyzing the elements that permeate its organization at the Federal University of Paraíba (UFPB). The research describes the historical process of institutionalization at the university, the profile of distance education teachers, the organization of teaching work in this modality and its relationship with the legislation on distance education courses. Mangueira's (2019) data show the perception of factors that intensify the work of teachers, also highlighting the need for initial and continuing training. For the author, the precariousness of distance education exists and may increase if interventions are not carried out by the administration of the institution.

Vilela (2019) analyzes the process of institutionalization of distance education at the Federal University of Grande Dourados (UFGD). The author highlights that distance education began at the institution when it joined the UAB system, with the aim of expanding higher education in the country. This measure allowed the management to involve institutional segments in the recruitment of teachers, technicians, students and tutors, as well as the training of course coordinators, the implementation of structural conditions for the creation and construction of the Faculty of Distance Education, and other

ways of expanding distance education in addition to UAB courses. However, the limitation of federal resources made it impossible to consolidate the institutionalization of the modality at the UFGD, and it did not expand as intended by the Institutional Development Plan (PDI).

Moreira (2021) presents a review of academic publications that directly address distance education in higher education. Her research identified 29 studies related to the topic. The author highlighted the importance of distance education in the creation of technology centers in higher education institutions, which are responsible for training thousands of students for teaching. In addition, she found advances and setbacks in public policies aimed at this modality. She also noted that the topic needs to be widely debated in the academic community, as it requires the attention of the state to ensure the equality of distance and presential education, as well as to overcome the pedagogical and administrative obstacles that are essential for the fulfillment of the mission of higher education institutions in terms of improving the quality and expanding access to education in Brazil.

Veloso (2022) analyzed how public, state and federal universities (excluding the Federal Institutes of Education, Science and Technology) operating within the UAB system organize themselves to incorporate distance education into their institutional practices. The author concluded that the institutionalization of the modality in IPES is a dialectical process, marked by contradictions and institutional conflicts. He also found progress in the process, mainly due to the inclusion of the modality in normative documents and the creation of management bodies for the modality.

However, Veloso (2022) argues that the integration of distance education in institutions still faces many challenges, such as prejudices and resistance, which need to be overcome to achieve organic integration. The author also suggests overcoming what he calls the "institutionalization of precariousness" to achieve greater integration of distance education in IPES. Veloso (2022) considers it important to promote an organizational culture that considers distance education courses as an integral part of the educational system and not as a marginalized modality, a scenario that must be achieved to overcome the dichotomy between distance and presential education, promoting a harmonious integration between the modalities.

Fonseca (2022) discusses the curriculum of the UFSCar Distance Education Pedagogy course, highlighting advances in the training of pedagogues, as well as continuities and ruptures related to the curriculum. Her conclusions highlight that distance education can promote the construction of learning communities and contribute to the initial training of teachers. For the author, the modality faces challenges that include the need to overcome prejudices and institutional resistance to guarantee

the quality of the training. She also suggests strengthening public policies for distance education, creating a flexible curriculum that meets contemporary needs, and promoting an institutional culture that values distance education as a legitimate and effective educational modality.

Cruz (2022) analyzes the institutionalization at the Goiano Federal Institute of Education, Science and Technology (IF Goiano), focusing on the influence of the neoliberal capitalist context on distance education and vocational and technological training. As a result, she found that although actions in this modality are underway, there is still a considerable lack of progress to achieve progress in institutionalization. The author argues that humane, autonomous and civic professional training through distance education is only possible with the institutionalized modality, culturally integrated and legitimized by educational institutions as part of their regular course offerings. Furthermore, in order for these institutions to be autonomous, it is important that they guarantee their independence from development programs that serve the mercantile logic focused on labor for the market.

Taveira (2022) studied the public policy of distance education in higher education, emphasizing the concepts of access and innovation in the institutional documents of the Federal University of Mato Grosso do Sul (UFMS) between 2010 and 2020. The author used dialectical historical materialism as a method of analysis, concluding that access and innovation were presented generically in the institutional documents of UFMS. These indicators were found only in the Institutional Development Plan (PDI/2020-2024) and in the Development Plan of the Unit - Digital and Distance Education Agency (2020-2024). Finally, it highlights the need for progress in the institutionalization and strengthening of regulations by the UFMS, noting that this process is still ongoing in the researched institution - although it is worth highlighting, as a criticism of the authors of this article, that institutionalization constitutes a continuum and that the strengthening of regulations, per se, does not configure institutionality. Challenges include greater clarity and detail in institutional documents on how access and innovation are addressed and implemented. The dissertation suggests the strengthening of institutional policies and the need for more articulated and specific planning that takes into account the particularities of distance education and effectively promotes access and innovation in the context of higher education.

Souza (2023) discusses the references identified in a proposal for the institutionalization of distance education at the Federal University of Santa Maria (UFSM), systematizing information about the trajectory of the modality in the institution. It identifies the actions of the UFSM related to the institutionalization of distance education after it entered the UAB system. The author examines how

the actions of distance education are related to the policies of the institution, listing the requirements related to the institutionalization of the modality. The results of her research suggest the possibility of including distance education in the workload of teachers, although the teaching load associated with the planning of semester disciplines is not yet considered. The need for institutional support in the councils of the UFSM to promote the implementation of the modality is highlighted. The author also recognizes the importance of the institution's technical staff in the development of distance education, including the administrative sector and the multidisciplinary, information technology and training teams. Finally, it proposes the creation of policies that promote institutional autonomy in the provision of distance learning courses, without depending exclusively on external funding notices, including the strengthening of statutory structures to support the modality, such as multidisciplinary and information technology teams.

Finally, Alves (2023) examines the process of institutionalization of distance education at the Federal University of Pará (UFPA) and the resulting implications. The results of the research show that the institutionalization of distance education, through the UAB system at UFPA, is characterized by complexity and several problems. Among them, the following stand out: the change in labor relations, which leads to the precariousness and intensification of teaching work; the emptiness of university education, due to the impossibility of distance education students to participate in the calls for aid, scholarships and programs offered by the university, as well as student representation in university councils; and institutional flexibility, materialized in the way of organization, management, evaluation and didactic-pedagogical models adopted in the courses of the UAB system.

4.1 Institutionalization of Distance Education and the Brazilian Open University System

The relationship between the institutionalization of EaD and the UAB system is obvious since this public policy is central to the analysis of the process, as discussed by Ferreira and Carneiro (2005), Veloso and Mill (2022), Ferreira, Nascimento and Mill (2018), Veloso *et al*. (2023), and Ferreira and Veloso (2023). In this sense, some authors of the studies analyzed pointed out this relationship. The UAB, as a policy of the federal government, was created to democratize and internalize access to higher education through distance learning. This system has allowed the expansion of the offer of higher education courses in IPES, especially in the area of teacher training. However, the UAB policy has problems that are already considered persistent and that need to be analyzed in detail so that its mission can be effective. "It is important to remember, however, that the UAB is not distance

education. The UAB is a policy and, like all policies, it is limited" (Carvalho, 2021, p. 44, translated by us).

Given the cultural diversity and social and economic inequalities that exist in Brazil, it is essential to discuss other distance learning models that are less rigid and more in line with local realities and potentials. "The reality of everyday life and the needs of students are fundamental elements in the pedagogical design of courses, the organization of the curriculum, and the choice of technological resources to be used" (Radin, 2019, p. 45, translated by us).

In this sense, analyzing the case of UFPel, Radin (2019) states that UAB and other public policies, such as the Support Program for Restructuring and Expansion Plans of Federal Universities (REUNI), were responsible for the expansion of courses and vacancies. For the author, many actions have been developed by UFPel in distance education since 2007, presenting achievements and challenges in the process. However, the economic and financial difficulties stand out, which led UFPel to seek resources beyond the current development policy.

According to Alves (2023), discussions about offering distance education courses at UFPA began in the 1990s. However, it was not until 2008, with the incorporation of the UAB system in the institution, that the modality was structured and it was possible to increase the number of vacancies. From this point of view, it is necessary to consider that the dependence on an external development policy, from the government and not from the state, means that the subsidies are not regular and the financing is not included in the budget matrix of the universities, creating uncertainty and compromising the incorporation of distance education in the IPES. That is, "due to its financing model, the UAB survives amidst budgetary inconsistencies, counting on a budget that fluctuates according to the political thermometer of the country" (Alves, 2023, p. 19, translated by us).

Another pertinent point cited by Cruz (2022) concerns the UAB's regulations, which overlap in many aspects with those of the IPES, such as statutes, PDI, and other legal documents. Furthermore, "[...] in the case of the UAB, the instability of the notices affects the organization of distance education in public educational institutions (IPES), which depend on funding to maintain their offerings" (Cruz, 2022, p. 187, translated by us). IF Goiano, after joining the UAB and the e-Tec network, began a parallel process of institutionalizing distance learning, which is still ongoing, thus seeking ways to consolidate distance learning beyond government programs.

According to Vilela (2019), at UFGD, the process of institutionalizing distance learning began

with the accession to the UAB system, with the aim of expanding higher education in Brazil (Vilela, 2019). At the same time that it induced actions in the modality, the development policy generated dependency, limiting the funding to the rules established in advance by public notice. Another situation pointed out by the author emphasizes that the UAB promotes ruptures in the process of institutionalizing distance education, when it creates a system of hiring professionals through scholarships, promoting a process of dependence of the institution on the UAB system itself.

The discontinuity of government programs is highlighted by research as a serious problem. For Petter (2019), an ideal scenario would imply the creation or transformation of funding programs, such as the UAB, into state policies, that is, of a permanent nature. This is because the process of implementing the UAB by Capes involves in contradictions:

> On the one hand, it promoted the adoption of distance education in the federal system, allowing its mobilization and universal adoption in all IFES, expanding the offer to the entire Brazilian context. On the other hand, it created a differentiation between the conditions for offering presential and distance courses within the federal system itself, and also deepened this polarization in the context of the institutions themselves (Vilela, 2019, p. 75, translated by us).

According to Chaquime (2019), the institutionalization of distance education at UFSCar is closely linked to the incorporation of the UAB system. This process promoted structural and organizational changes in the institution, which allowed the beginning of the systemic incorporation. For example, the General Secretariat for Distance Education (SEaD) was created, which is responsible for supporting UAB-UFSCar courses, supporting the development of technological resources and continuing education in distance education, and the use of digital technologies in education.

It is understood that the UAB system collaborated in the expansion of IPES courses that already offered distance education, creating a favorable scenario for this modality (Petter, 2019). This milestone in Brazilian education has become a reference when discussing the institutionalization of the modality. For example, at UFMT, which already had expertise in distance education before 2006, joining the UAB allowed for the internal expansion of distance learning courses, contributing to the achievement of the goals set in the PDI. As an illustration, we can mention the support through capital and funding, as well as training/education, which enabled the improvement of the physical and technological infrastructure for distance education. However, according to Petter (2019), if, on the one hand, the UAB enabled the expansion of the modality at UFMT, on the other hand, this policy created obstacles to institutionalization, since the IPES, when complying with the notifications, only have autonomy in the selection of courses and the preparation of pedagogical proposals, without

having full control over the decision on the number of vacancies, the location of the offering centers and the allocation of resources.

Therefore, it is a fact that "[...] the creation and establishment of the UAB system as the main policy for the promotion of public distance education ended up generating a standardization in the offering of distance education courses within IPES" (Veloso, 2022, p. 86, translated by us). In the context of the precariousness generated by the modality, prejudice and resistance must be considered as factors that, although they have decreased in recent decades, still constitute obstacles to the institutionalization of distance education. This theme appeared in some of the studies analyzed.

4.2 Prejudice and resistance to Distance Education: relations with the Brazilian Open University System

According to Veloso (2022), distance education has historically faced prejudices from managers, teachers and students of face-to-face education, in addition to prejudices from society itself, which are even endogenous. A fundamental part of this resistance is related to the fact that, within the framework of Brazilian public universities, distance education courses have been inserted into organizational systems that have historically accommodated the offering of only presential courses. Contrary to European educational experiences, for example, the UAB system adopts a perspective that, according to Belloni (2003), can be classified as "integrated" or "dual-mode", insofar as the institutions operate simultaneously with presential and distance education.

> The most likely trends in the world today point to a convergence of the two teaching modalities (presential and distance) and to positive synergies between them, with benefits for both: presential education would benefit from the technical and methodological innovations brought by distance education, and distance education would benefit from the long experience and academic excellence of universities (Belloni, 2013, p. 256, translated by us).

In this sense, the provision of distance education courses within institutions accustomed to offering presential courses affects pedagogical, administrative, technological, logistical, and human aspects, which generally need to be reorganized to meet new demands (Rumble, 2003). For this reason, in the Brazilian case, and keeping our focus on IPES, distance education represents an innovation in the sense that it generates institutional disruptions and changes that are often accompanied by institutional clashes (Veloso, 2022).

Institutionalization, therefore, involves the incorporation of practices that are considered

innovative. However, this process does not take place without struggles, especially in a context of scarcity and struggle for the imposition of meanings and the absorption of competitive advantages, since different actors end up opposing and rejecting distance education. This scenario of conflicts, involved in what Veloso (2022) calls a "dialectical movement", is strongly related to the contradictions generated and maintained by the UAB system, which have their roots in prejudices and resistance in the face of innovation that shakes the organizational culture.

For Platt (2009), institutional change requires three important conditions: i) institutional support; ii) standardization of procedures and processes; and iii) incorporation of the norms and values inherent in the change into the organizational culture. This means that the support of the institution - and, of course, of the subjects that shape it - is essential for the institutionalization of distance education. However, this support is limited to some sectors or groups of subjects, such as champions (Tolbert; Zucker, 1999), and the incorporation of the distance modality deals with opposing, often antagonistic forces that seek to reject it.

Veloso's research (2022), for example, shows us that the word "struggle" recurs in the language of distance education managers when they recall processes of progress - sometimes setbacks - with regard to movements to incorporate the modality.

> The word "struggle" appears quite often in the speech of managers when they refer to what they consider to be progress in the incorporation, maintenance and persistence of EaD. There is a dialectical character here, where apparent antagonisms come into conflict and give rise to syntheses represented by advances, but also setbacks in institutionalization (Veloso, 2022, p. 82, translated by us).

It is a fact that resistance to distance education courses in IPES has decreased due to factors such as experience, increased research in the area, and an increase in success stories involving courses and students. However, prejudices still exist and have proven to be crucial in the analysis of institutionalization since they create obstacles and conflicts that are important objects of reflection for researchers in the field.

In view of the above, in the analysis of the theses and dissertations selected through the SRL, we have emphasized the discussions and analyses that highlight prejudice and resistance to distance learning. The debate is not separated from the UAB system since we reiterate, this is the main public policy for the introduction of the modality. According to Veloso (2022), this policy is, in a dialectical movement, the main one responsible for the expansion of public distance courses, while at the same time, constitutes a fundamental obstacle in the institutionalization of the modality.

Analyzing the research through the SRL, Radin (2019), citing Vieira (2016), reveals that there are still prejudices surrounding distance learning for several reasons: lack of knowledge of the methodology used, criticism of the lack of quality of the education offered, lack of preparation of students and teachers to deal with the modality and its resources, in addition to the physical distance between students and teachers, which causes feelings of loneliness and demotivation.

Araújo (2023) states that the contribution of the UAB system to the expansion of distance education in Brazil cannot be denied. However, the author notes that the policy may have contributed to increased resistance to the modality, making its regulation and institutionalization in IPES difficult. He also emphasizes that to be consolidated in IPES, the modality needs to be independent of funding programs such as the UAB.

According to Souza (2023, p. 97, translated by us), "[...] the prejudice and resistance of some actors are major obstacles for the institutionalization process to gain voice and place at UFSM". The author describes the references to be followed in the proposal for the institutionalization of the UFSM and, among them, highlights the importance of changing the organizational culture, with the aim of reducing prejudices and resistance to distance education, exalting the strengths of the modality.

Similarly, Vilela (2019) states that the institutional culture can create an environment of resistance to innovation (including distance education). In this sense, it is necessary to evaluate the institution to see if it is concerned with professional excellence and social commitment and to check if there are intentions to expand and develop its courses, regardless of the modality. As more people join the modality, with favorable positions towards the process, resistance to the institutionalization of distance learning tends to decrease.

Chaquime (2019) defines three limitations to the continuity of the institutionalization of distance education at UFSCar, which generate resistance from the academic community to this modality. Among them, the prejudice against distance education stands out, often due to a lack of knowledge about the specificities and potential of DICT. Many people believe that the modality is nothing more than a transposition of presential educational models, with no control over student learning, which would not allow the development of quality education.

In interviews with UFMT distance education managers, Petter (2019) noticed disbelief, lack of interest, and prejudice on the part of some managers and professors who did not work in the modality when they revealed the need to justify requests and negotiate teaching responsibilities for

the courses. With the arrival of new professors, the resistance to the modality is diminishing and the prejudices are breaking down as many understand the specificities and the positive impact that distance education has on the lives of students, especially those who live in the interior of the country.

Well, it is worth noting that the UAB system does not inaugurate prejudices against distance education, but this promotion policy, with its contradictions, intensifies the resistance. Veloso (2022), in his research on prejudice against the modality, states that the greatest resistance in IPES generally comes from teachers and students of presential education, related to the lack of knowledge about the modality, the lack of structure or regulation, and the fear of precariousness of teaching work. The author therefore concludes that "[...] distance education is involved in a context of resistance. This, in most cases, does not come recently from the management or administrative bodies, but rather from the subjects that profile the organizational culture, that is, teachers and students of presential courses" (Veloso, 2022, p. 148, translated by us).

5 FINAL CONSIDERATIONS

The systematic literature review presented in this article shows that the institutionalization of distance education in IPES has progressed significantly, but still faces persistent challenges. The analysis of theses and dissertations revealed that although distance education has expanded and consolidated itself as a relevant educational modality, especially through the UAB system, the full integration of distance education courses in IPES is hindered by factors such as cultural resistance and deep-rooted prejudices.

Resistance to distance education is not limited to faculty and administrators, but permeates students' perceptions of presential courses, indicating the need for a broader cultural change in IPES. Furthermore, the dependence on external funding policies, such as UAB's public announcements, creates instabilities that negatively affect the sustainability and quality of distance education.

Therefore, for institutionalization to be effective, it is essential that IPES develop internal policies aimed at promoting the organic integration of distance education into their regular practices, ensuring quality and equity concerning presential education. This includes the need for continuous teacher training, the strengthening of physical and technological infrastructures, and the promotion of an institutional environment that values distance education as a legitimate modality.

Finally, future research must address the gaps identified in this SLR, such as the lack of longitudinal studies and the need for a better understanding of students' perceptions. Overcoming the existing challenges, through the clarification provided by scientific production, is essential to ensure that distance education is not just a cheap and precarious alternative to presential teaching but a comprehensive and integrated modality in the Brazilian educational system, capable of producing important, qualified effects that meet the demands of the country's socio-educational development.

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