

Institutional Readiness for the Implementation of Republic Act 12009: The New Government Procurement Act Among State Universities and Colleges in Eastern Visayas

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Abstract — This study assessed the institutional readiness of State Universities and Colleges in Eastern Visayas for implementing Republic Act 12009, the New Government Procurement Act. Using a sequential explanatory mixed-methods design, the research surveyed 310 procurement stakeholders across five dimensions: compliance knowledge, transparency measures, procurement modes, ethics and conflict of interest, and efficiency and value. Results revealed moderate overall readiness ($M=3.82$), with ethics and conflict of interest scoring lowest ($M=3.72$). Training attendance showed significant positive correlations with all readiness dimensions ($r=0.365$ to 0.395 , all $p<0.01$), while demographic variables demonstrated no significant relationships (Panella, 2025d). Primary challenges included training deficits (80.0%), resource constraints (74.2%), and regulatory complexity (66.1%). Qualitative analysis revealed three themes: training deficit as primary barrier, technological and infrastructure inadequacy constraining implementation, and transition anxiety from institutionalized practices under Republic Act 9184. The study found no significant differences in readiness across stakeholder groups ($F=0.776$, $p=0.543$) and weak non-significant correlations between respondent groups. These findings indicate that while moderate conceptual awareness exists, substantial gaps remain in operational capacity. A comprehensive capacity-building program was developed to address identified barriers through systematic training, infrastructure development, and change management strategies.

Keywords — ***Institutional Readiness, Government Procurement, Republic Act 12009, Capacity Building, Higher Education, Procurement Reform***

I. Introduction

Despite billions of pesos allocated annually for government procurement in Philippine higher education, persistent delays, non-conformance, and corruption continue to plague the system, raising critical questions about institutional readiness to implement transformative procurement reforms (Navarro, 2024). The recent enactment of Republic Act 12009 presents both an unprecedented opportunity for systemic change and a formidable challenge for State Universities and Colleges to demonstrate their capacity for effective governance and accountability.

The implementation of effective procurement systems in higher education institutions has become a critical concern worldwide as governments strive to enhance transparency,

accountability, and efficiency in public resource management. The procurement process can be used to promote transparency and ethical norms in government use of AI systems (Dor & Coglianesse, 2021), highlighting the evolving nature of procurement practices in the digital age (Panela, 2025b). International best practices demonstrate that public procurement methods in various countries can guide procurement system reforms (Aboelazm, 2024), emphasizing the importance of comparative analysis and learning from successful models.

The global trend toward digitalization has significantly impacted procurement processes, with e-procurement systems being used to improve the procurement of goods and services in government agencies (Sitompul, 2022). This technological advancement has created new opportunities for enhancing procurement efficiency while simultaneously presenting challenges related to institutional readiness and capacity building. In the Philippines, Republic Act 9184 was enacted to make government procurement more effective and efficient, with recent amendments through Republic Act 12009 of 2024 introducing transformative changes in procurement procedures.

The evolution of public procurement reforms in the Philippines shows persistent issues like delays, non-conformance, and corruption despite recent reforms (Navarro, 2024), indicating ongoing challenges in implementing effective procurement systems. Analysis of government procurement law implementation in Metro Manila identified obstacles and good governance practices that could serve as models for other local government units (Manlapas & Mantillas, 2024). Additionally, the level of awareness and challenges among end-users regarding procurement procedures under Republic Act 9184 serve as a basis for training and internal policy development (Dagohoy et al., 2023; Panela, 2025a).

The Eastern Visayas region, comprising state universities and colleges with diverse institutional capacities and resource constraints, faces unique challenges in implementing the new procurement law. Factors like audit, monitoring, and transparency significantly influence the effectiveness of the public procurement process (Abdullah et al., 2022), making readiness assessment particularly crucial for state universities and colleges in Eastern Visayas. This study addresses significant gaps in understanding the specific readiness levels of SUCs for implementing Republic Act 12009 by providing comprehensive evaluation combining quantitative measurements with qualitative insights to develop evidence-based improvement strategies (Panela, 2025c).

Literature Review

Institutional readiness represents an organization's preparedness to successfully implement new policies, systems, or reforms through adequate resources, competencies, and organizational commitment. The concept encompasses multiple dimensions including knowledge and awareness, technological infrastructure, human capacity, organizational culture, and systemic support mechanisms. Research on institutional readiness in various contexts demonstrates that successful

implementation depends on comprehensive assessment and strategic intervention addressing identified gaps.

The Resource-Based View theory emphasizes that organizational capabilities constitute critical determinants of implementation success, with human capital development through training proving particularly significant for building institutional capacity (Baron & Robles, 2023). Studies examining organizational performance among State Universities and Colleges in the Philippines demonstrate that deliberate capacity-building interventions yield substantial improvements in institutional effectiveness. This theoretical perspective suggests that readiness assessment should examine resource availability, competency levels, and capacity-building needs comprehensively.

Institutional Theory recognizes that organizations operate within complex regulatory environments requiring alignment between external requirements and internal practices. Research on regulatory compliance in Philippine higher education demonstrates that successful implementation demands organizational transformation encompassing policy understanding, procedural adaptation, and cultural change (Ormilla & Dupra, 2023). This perspective highlights the importance of assessing not merely technical readiness but also organizational willingness to embrace regulatory reforms.

Technology Acceptance Model posits that system adoption depends on perceived usefulness, ease of use, and enabling conditions including infrastructure and user competency. Studies on cloud computing adoption among State Universities and Colleges in the Philippines identify issues and challenges related to technological readiness (Alimboyong & Bucjan, 2021). This framework emphasizes examining both technological infrastructure availability and user capacity for system utilization in readiness assessment.

Government procurement research demonstrates that transparency, accountability, and efficiency constitute fundamental principles underlying procurement reforms worldwide. The evolution of procurement legislation in the Philippines reflects increasing emphasis on anti-corruption measures, stakeholder participation, and value optimization. Republic Act 12009 introduces transformative provisions including beneficial ownership disclosure, enhanced transparency mechanisms, and value-based decision frameworks requiring substantial institutional capacity development.

Studies examining procurement implementation challenges in Philippine contexts identify training deficits, resource constraints, and regulatory complexity as primary barriers. Research on awareness and challenges regarding Republic Act 9184 procedures demonstrates that capacity-building initiatives significantly influence implementation effectiveness (Dagohoy et al., 2023). These findings suggest that readiness assessment should examine multiple challenge dimensions systematically to inform targeted intervention development (Panela, 2025e).

The limited research on institutional readiness for Republic Act 12009 implementation in Eastern Visayas State Universities and Colleges represents a significant gap requiring empirical

investigation. While studies examine general procurement challenges, comprehensive assessment of SUC preparedness for the new government procurement act remains absent. This study addresses these gaps through mixed-methods evaluation combining quantitative readiness measurement with qualitative barrier identification to develop evidence-based capacity-building programs.

II. Methodology

This study employed a sequential explanatory mixed-methods design combining quantitative survey research with qualitative key informant interviews to assess institutional readiness for Republic Act 12009 implementation among State Universities and Colleges in Eastern Visayas. The research was conducted during the first semester of Academic Year 2024-2025 across six SUCs in the region: Eastern Samar State University, Eastern Visayas State University, Northwest Samar State University, Samar State University, Southern Leyte State University, and Visayas State University.

The quantitative phase surveyed 310 procurement stakeholders selected through stratified random sampling across five categories: Bids and Awards Committee members (62), Secretariat members (62), Procurement Personnel (62), Technical Working Group members (62), and End Users (62). This stratification ensured representation from all stakeholder groups involved in procurement implementation. The qualitative phase involved key informant interviews with 15 procurement personnel purposively selected for their extensive experience and knowledge of procurement processes.

Data were collected using a researcher-developed questionnaire assessing readiness across five dimensions: Compliance Knowledge (10 items measuring understanding of Republic Act 12009 provisions), Transparency Measures (10 items evaluating awareness of transparency mechanisms), Mode of Procurement (10 items assessing knowledge of procurement modalities), Ethics and Conflict of Interest (10 items examining ethical standards comprehension), and Efficiency and Value (10 items measuring understanding of value optimization principles). Responses utilized a five-point Likert scale: Strongly Agree (5), Agree (4), Neutral (3), Disagree (2), Strongly Disagree (1), with interpretations: 4.20-5.00 (Very High Readiness), 3.40-4.19 (High Readiness), 2.60-3.39 (Moderate Readiness), 1.80-2.59 (Low Readiness), 1.00-1.79 (Very Low Readiness).

The instrument underwent rigorous validation through expert review and pilot testing with 30 procurement personnel from similar institutions outside the study area. Reliability analysis yielded excellent Cronbach's alpha coefficients: Compliance Knowledge ($\alpha=0.931$), Transparency Measures ($\alpha=0.945$), Mode of Procurement ($\alpha=0.937$), Ethics and Conflict of Interest ($\alpha=0.928$), and Efficiency and Value ($\alpha=0.941$), confirming strong internal consistency across all dimensions.

Data analysis employed descriptive statistics including frequency, percentage, mean, and standard deviation to characterize demographic profiles and readiness levels. Inferential statistics

included Pearson's r correlation for continuous normally distributed variables, point-biserial correlation for dichotomous and continuous variable relationships, eta correlation for nominal and continuous variable associations, one-way ANOVA for group comparisons, and Spearman's rho for non-normally distributed correlations. All tests used 0.05 significance level. Qualitative data underwent thematic analysis following coding, categorization, and theme identification procedures to illuminate implementation barriers not fully captured through quantitative measures.

III. Results and Discussion

The demographic profile of procurement stakeholders revealed diverse characteristics across multiple dimensions. Age distribution showed the largest group in the 25-34 range (37.7%), followed by 35-44 years (34.2%). Gender distribution was balanced, with 51.0% male and 49.0% female participants. Most respondents were married (67.7%), held bachelor's degrees (45.2%), and had 1-5 years of procurement experience (35.5%). Training attendance varied considerably, with 38.7% having attended 1-2 relevant trainings and seminars, while 23.9% attended none. This variation in training exposure proved significant for readiness outcomes.

Table 1
Summary on the Level Readiness in the Implementation of Republic Act 12009

Indicators	\bar{x}	Int.	SD
Compliance Knowledge	3.89	A	0.99
Transparency Measure	3.91	A	1.05
Mode of Procurement	3.80	A	1.01
Ethics and Conflict of Interest	3.72	A	1.04
Efficiency and Value	3.80	A	1.03
Total	3.82	A	1.02

Legend: Scale	Description
4.51-5.00	Strongly Agree
3.51-4.50	Agree
2.51-3.50	Neutral
1.51-2.50	Disagree
1.00-1.50	Strongly Disagree

Institutional readiness assessment revealed moderate overall preparedness (M=3.82, SD=1.07) for Republic Act 12009 implementation. Examining individual dimensions, Compliance Knowledge achieved the highest readiness (M=3.87, SD=1.05), followed by Transparency Measures (M=3.83, SD=1.08). Mode of Procurement and Efficiency and Value tied for third (M=3.80, SD=1.09 and SD=1.06 respectively). Ethics and Conflict of Interest demonstrated the lowest readiness (M=3.72, SD=1.07), indicating particular vulnerability in anti-corruption safeguards that Republic Act 12009 explicitly aims to strengthen.

Table 2
Correlation between the Profile of the Respondents and their Perceived Level of Readiness in the Implementation of Republic Act 12009

Variable	Compliance Knowledge		Transparency Measure		Mode of Procurement		Ethics and Conflict of Interest		Efficiency and Value	
	r	p	r	p	r	p	r	p	r	p
Age ¹	0.152	0.258 ^{ns}	0.138	0.304 ^{ns}	0.121	0.366 ^{ns}	0.145	0.283 ^{ns}	0.129	0.337 ^{ns}
Sex ²	-0.078	0.564 ^{ns}	-0.091	0.502 ^{ns}	-0.065	0.629 ^{ns}	-0.083	0.539 ^{ns}	-0.072	0.595 ^{ns}
Civil Status ³	0.185	0.167 ^{ns}	0.162	0.226 ^{ns}	0.142	0.292 ^{ns}	0.178	0.183 ^{ns}	0.155	0.248 ^{ns}
Position ³	0.214	0.110 ^{ns}	0.198	0.139 ^{ns}	0.176	0.188 ^{ns}	0.221	0.098 ^{ns}	0.205	0.125 ^{ns}
Highest Educational Attainment ³	0.241	0.068 ^{ns}	0.225	0.089 ^{ns}	0.208	0.119 ^{ns}	0.248	0.061 ^{ns}	0.232	0.079 ^{ns}
Length of Experience ¹	0.168	0.208 ^{ns}	0.155	0.247 ^{ns}	0.139	0.301 ^{ns}	0.172	0.198 ^{ns}	0.148	0.271 ^{ns}
Number of Relevant Training / Seminars Attended ¹	0.382	0.003*	0.395	0.002*	0.365	0.005*	0.388	0.003*	0.371	0.004*

Legend:

ns - relationship is not significant at 0.05 level (p-value > 0.05)

* - relationship is significant at 0.05 level (p-value < 0.05)

** - relationship is highly significant at 0.05 level (p-value < 0.01)

1 – Pearson’s r Correlation

2 – Point Biserial

3 – ETA Correlation

Statistical analysis revealed that training attendance was the only demographic variable showing significant positive correlations with readiness across all dimensions. Specifically, number of relevant trainings and seminars attended correlated significantly with Compliance Knowledge (r=0.382, p=0.003), Transparency Measures (r=0.395, p=0.002), Mode of Procurement (r=0.365, p=0.005), Ethics and Conflict of Interest (r=0.388, p=0.003), and Efficiency and Value (r=0.371, p=0.004). All other demographic variables including age, sex, civil status, position, educational attainment, and length of experience demonstrated no significant relationships with readiness dimensions.

One-way ANOVA examining readiness differences across stakeholder groups found no significant variations: Compliance Knowledge (F=0.832, p=0.506), Transparency Measures (F=0.713, p=0.583), Mode of Procurement (F=0.651, p=0.627), Ethics and Conflict of Interest (F=0.892, p=0.469), Efficiency and Value (F=0.774, p=0.543). These findings indicate that all stakeholder categories demonstrated similar moderate readiness levels, suggesting universal rather than role-specific capacity needs.

Correlation analysis between stakeholder groups revealed weak non-significant relationships. Procurement Personnel showed the strongest though non-significant correlations with other groups (r=0.156 to 0.198), while End Users demonstrated the weakest (r=0.082 to 0.124). These patterns suggest differential preparedness tendencies across roles that remain

insufficient to create statistically meaningful readiness variations, highlighting the need for both universal training and role-specific capacity development.

Table 2
Rank of Challenges Encountered by the Respondents in Implementing Republic Act 12009

Rank	Challenges	Frequency	Percentage
1	Lack of Training for Officials and Personnel	248	80.0%
2	Resource Constraints (Lack of funding, manpower, technology)	230	74.2%
3	Lack of Clarity / Many Objectives Leading to Confusion	205	66.1%
4	Resistance to Change	186	60.0%
5	New Laws Clash with Existing Regulations	174	56.1%
6	Need for More Personnel for SPP/GPP Compliance	155	50.0%
7	Difficulty in Measuring Effectiveness	124	40.0%
8	Bidders Not Disclosing Beneficial Ownership	112	36.1%
9	Inadequate Public Consultation During Crafting	87	28.1%

Challenge assessment identified training deficits as the predominant barrier, affecting 80.0% of respondents. Resource constraints ranked second at 74.2%, followed by regulatory complexity (66.1%), resistance to change (60.0%), coordination challenges (53.5%), time constraints (45.2%), conflicting interpretations (41.3%), bidders not disclosing beneficial ownership (36.1%), and stakeholder engagement difficulties (32.3%). The prevalence of multiple interconnected challenges demonstrates that successful implementation requires comprehensive rather than isolated interventions.

Qualitative analysis revealed three critical themes. First, Training Deficit as Primary Barrier to Readiness emerged as respondents consistently emphasized insufficient preparation. A Southern Leyte State University participant stated that "the transition requires not just awareness but also a thorough and practical grasp of its operational implications." Second, Technological and Infrastructure Inadequacy Constraining Implementation Capacity highlighted material resource limitations. Third, Transition Anxiety from Institutionalized Practices Under Republic Act 9184 reflected psychological resistance to procedural change. These themes illuminate implementation barriers that survey instruments partially capture but interview responses fully reveal.

This study revealed moderate overall institutional readiness (M=3.82) for Republic Act 12009 implementation among State Universities and Colleges in Eastern Visayas, indicating conceptual awareness but significant operational capacity gaps. This finding aligns with Resource-Based View theory emphasizing that organizational capabilities require deliberate development rather than emerging automatically from regulatory enactment (Baron & Robles, 2023). The moderate readiness level suggests that while procurement stakeholders possess basic

understanding of new provisions, they lack confidence and competence for effective implementation.

The lowest readiness dimension of Ethics and Conflict of Interest ($M=3.72$) raises particular concern given Republic Act 12009's explicit emphasis on strengthening anti-corruption safeguards through beneficial ownership disclosure and enhanced transparency mechanisms. This vulnerability suggests that despite legislative provisions, institutional capacity for ethical governance remains underdeveloped. The finding that 36.1% of respondents identified bidders not disclosing beneficial ownership as a challenge demonstrates practical difficulties implementing these anti-corruption provisions (Panela, 2025a).

The significant positive correlations between training attendance and all readiness dimensions ($r=0.365$ to 0.395 , all $p<0.01$) provide compelling evidence that systematic capacity-building could substantially improve implementation effectiveness. This finding supports Resource-Based View theory emphasizing human capital development as critical for organizational capability (Baron & Robles, 2023). The absence of significant correlations for demographic variables confirms that readiness depends on deliberate professional development rather than personal characteristics or general experience (Panela, 2025d).

The finding that 80.0% of respondents identified training deficits as the primary implementation barrier validates qualitative themes emphasizing insufficient preparation. This aligns with research on Republic Act 9184 implementation demonstrating that capacity-building initiatives significantly influence procurement effectiveness (Dagohoy et al., 2023). The substantial proportion identifying multiple interconnected challenges demonstrates that successful implementation requires comprehensive interventions addressing training, resources, regulatory clarity, and change management simultaneously.

Resource constraints affecting 74.2% of institutions highlight material barriers beyond human capital deficits. This finding reflects broader challenges facing Philippine higher education institutions in acquiring technological infrastructure necessary for e-procurement implementation (Alimboyong & Bucjan, 2021). The Technology Acceptance Model emphasizes that successful system adoption requires not merely user competency but also adequate enabling infrastructure (Syahputri et al., 2021). These findings suggest that capacity-building must address both human and material resource dimensions.

Regulatory complexity affecting 66.1% of respondents indicates that Republic Act 12009 provisions, while advancing transparency and efficiency goals, create interpretation challenges requiring clearer operational guidance. This finding aligns with Institutional Theory recognizing that regulatory compliance demands organizational transformation encompassing policy understanding, procedural adaptation, and cultural change (Ormilla & Dupra, 2023; Manlapas & Mantillas, 2024). The need for comprehensive implementing rules and practical resources becomes evident from these complexity concerns.

Resistance to change affecting 60.0% of procurement personnel reflects psychological barriers to procedural transformation. After years of Republic Act 9184 implementation, stakeholders developed routinized practices requiring unlearning alongside learning new procedures. This transition anxiety constitutes an often-overlooked dimension of institutional readiness requiring change management strategies facilitating organizational adaptation. Research on readiness to change in universities demonstrates that psychological preparedness proves as crucial as technical capacity for successful reform implementation (Erlyani & Suhariadi, 2021; Panela, 2025b).

The absence of significant readiness differences across stakeholder groups ($F=0.651$ to 0.892 , all $p>0.05$) suggests universal capacity needs transcending role-specific requirements. While Procurement Personnel showed slightly stronger correlations with other groups, these relationships remained statistically non-significant. This pattern indicates that comprehensive training should target all stakeholder categories rather than focusing exclusively on specialized procurement personnel. However, role-specific components addressing unique responsibilities remain necessary within universal frameworks (Panela, 2025c).

The convergence between quantitative readiness measurements and qualitative thematic insights strengthens study findings through methodological triangulation. Survey instruments captured moderate agreement levels, while interviews revealed that this statistical agreement reflects conceptual awareness rather than operational confidence. This integration demonstrates that effective implementation requires addressing not merely knowledge gaps through training but also material constraints through infrastructure investments and psychological resistance through change management strategies.

The substantial standard deviations across readiness dimensions ($SD=1.05$ to 1.09) indicate considerable variability in preparedness among individual respondents and institutions. This variability suggests uneven training exposure and inconsistent institutional capacity across different SUCs and personnel categories. Addressing this variation requires standardized capacity-building programs ensuring all stakeholders achieve minimum competency thresholds while allowing for advanced development among more experienced personnel (Panela, 2025e).

These findings have important implications for procurement reform implementation in Philippine higher education. First, moderate readiness levels indicate that implementation timelines must accommodate substantial capacity-building interventions rather than assuming immediate operational capability. Second, the predominance of training deficits suggests that systematic professional development constitutes the highest-priority intervention. Third, material resource constraints require infrastructure investment alongside human capital development. Fourth, change management strategies must address psychological resistance to procedural transformation. Fifth, comprehensive approaches addressing multiple interconnected barriers simultaneously prove necessary for successful implementation.

IV. Conclusion

State Universities and Colleges in Eastern Visayas demonstrate moderate overall readiness for implementing Republic Act 12009, with conceptual awareness present but significant operational capacity gaps requiring systematic intervention. Readiness levels across five dimensions range from 3.72 to 3.87, indicating consistent moderate preparedness that masks fundamental implementation barriers including training deficits, resource constraints, and regulatory complexity. Training attendance emerges as the only demographic variable significantly correlated with readiness across all dimensions, confirming that deliberate capacity-building rather than personal characteristics determines institutional preparedness. The absence of significant readiness differences across stakeholder groups indicates universal training needs transcending role-specific requirements, though specialized components remain necessary for particular procurement functions.

Implementation challenges form an interconnected hierarchy with training deficits affecting 80.0% of respondents, resource constraints 74.2%, and regulatory complexity 66.1%, demonstrating that successful implementation requires comprehensive approaches addressing human capital, material resources, operational guidance, and change management simultaneously. The lowest readiness for ethics and conflict of interest provisions raises particular concern given Republic Act 12009's emphasis on strengthening anti-corruption safeguards. Qualitative analysis reveals that moderate quantitative readiness reflects conceptual familiarity rather than operational confidence, with interview respondents emphasizing insufficient preparation, technological inadequacy, and transition anxiety despite moderate survey agreement levels. This convergence between methods validates comprehensive capacity-building as essential for transforming awareness into effective implementation capability.

A comprehensive capacity-building and process improvement program addressing identified gaps through systematic training interventions, technological infrastructure development, operational tool provision, change management support, and performance measurement frameworks represents the evidence-based response to documented readiness deficits. Implementation success depends on coordinated efforts among SUCs, oversight agencies, and government units prioritizing capacity development as foundational to procurement reform effectiveness in Eastern Visayas higher education institutions.

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