

# Procurement and Financial Performance of Selected National Government Agencies in Camarines Norte

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## ABSTRACT

This study obtained information regarding the level of procurement and financial performance among selected National Government Agencies (NGA's) in Camarines Norte. Specifically, the following objectives were addressed: 1) What is the profile of the respondents in terms of: position, years of experience in procurement, and trainings attended on procurement?; 2) What is the perceived level of procurement performance of the National Government Agencies (NGAs) on RA 9184 or Government Procurement Reform Act in terms of legislative and regulatory framework based on RA 9184, institutional framework and management capacity, procurement operations and management practices, and integrity and transparency of the management procurement system?; 3) Is there a significant relationship between the respondents' profile and their perceived level of procurement performance of NGAs under RA 9184?; 4) What is the financial performance of the selected NGAs in terms of their budget utilization rate?; 5) What are the internal and external factors affecting the procurement performance of the selected NGAs as perceived by the respondents?; and 6) What intervention plan may be recommended to enhance the procurement performance of the selected National Government Agencies in Camarines Norte?

The study used quantitative with descriptive-correlational research design wherein primary data were gathered through a structured survey while secondary data from the NGAs Financial Accountability Reports were also obtained. The statistical tools were utilized in analyzing the data collected; Frequency, percentage and ranking technique to answer the profile of the respondents (SOP 1-2), weighted mean to answer the level of significance (SOP 3), finally, to test the relationship of variables, Somer's Delta (d), and p-values were applied. There were a total of 45 respondents from three (3) National Government Agencies who participated in the study.

Based on the data gathered, the following are the findings of the study:

1) Out of the 45 respondents, the highest number are BAC Members and procurement staff with 11 & 12 respondents respectively, while only two (2) BAC Chairman participated. While majority of the respondents have 1-5 years of experience in procurement, one respondent has 16-20 years of experience. Further, 38 respondents have already attended trainings on RA 9184.

2) The level of procurement performance of the selected National Government Agencies across all four major indicators — (A) Legislative and Regulatory Framework based on RA 9184 (4.77), (B) Institutional Capacity (4.55), (C) Procurement Operations and Management Practices (4.37), and (D) Integrity & Transparency (4.37), obtained a rating of Very Satisfactory to Outstanding level of procurement performance. Indicator A achieving the highest performance rating, while Indicator C and D as the lowest;

3) The relationship between the respondents' profile and their perceived level of procurement performance of NGAs under RA 9184 across all four indicators (A to D) of procurement performance, obtained no significant relationship. The corresponding p-values, all above 0.05 (0.623–0.831), revealed no significant relationship between training exposure and perceived procurement performance;

- 4) Only two out of the three selected NGA respondents were able to provide the necessary financial data for the study, with reported Budget Utilization Rates (BUR) of 95% and 60%, respectively.
- 5) The external factors received sum of ranks 162, slightly higher than that of the internal factors which is 161. This indicates that procurement is more significantly influenced and affected by external issues such as limited suppliers' competition, price fluctuation and supply shortages.
- 6) The proposed intervention plan was formulated to address the areas that need improvement based from the results of the study.

Considering the findings of the study, the following conclusions were drawn:

- 1) The respondents occupied various procurement-related roles, indicating that procurement performance was assessed from a broad cross-section of agency functions. Most respondents had 1–5 years of procurement experience, reflecting frequent reassignment and role rotation within NGAs. Respondents generally attended at least one procurement-related training, but the frequency and depth varied;
- 2) NGAs in Camarines Norte exhibit outstanding compliance with RA 9184 requirements. However, Green Public Procurement remains the weakest aspect due to limited awareness and the absence of practical tools to guide agencies. Further, operations were rated very satisfactory, showing that procurement records, evaluations, and contract management are generally well-executed. However, the complaints mechanism and anti-corruption safeguards are not maximized, indicating areas for enhancement to fully strengthen procurement accountability;
- 3) There is no significant relationship between respondents' position, years of experience, and number of trainings attended, and their perceived level of procurement performance across all indicators. This means procurement performance perceptions are consistent regardless of personal or professional background, reflecting the standardized and procedural nature of RA 9184 implementation in NGAs;
- 4) Only two out of three NGAs provided complete FY 2024 financial data, showing a reasonable BUR; however, the absence of the third NGA data, despite formal requests, demonstrates existing challenges in financial transparency and responsiveness. This aligns with respondents' perception that certain transparency mechanisms require strengthening.
- 5) The factors affecting procurement performance dwells on both external and internal. Overall, while internal conditions matter, procurement challenges arise more strongly from external factors; and,
- 6) Based on the identified gaps, the study concludes that NGAs would benefit from practical and implementable interventions so that the level of procurement and financial performance will be enhanced.

Based on the conclusions, the following recommendations were made: 1) The NGAs may also integrate Green Public Procurement (GPP) into agency processes, ensuring that sustainability requirements are systematically incorporated in PPMPs and technical specifications; 2) NGAs may establish a Procurement Complaints and Feedback Quick-Response Desk with clear procedures for handling inquiries, concerns, and complaints from suppliers, observers, and internal stakeholders. This will ensure that procurement practice and implementation are at highest compliance and effectiveness among all its end-users; 3) The NGAs may formulate a Financial Catch-up Plan to monitor financial performance monitoring as well to accomplish high BUR; 4) The NGAs may conduct Suppliers' conference or forum to formulate a Suppliers' Directory for easier communication and access to the market ensuring competition among the available service and goods providers in the locality of Camarines Norte; 5) The NGAs may adopt the Intervention Program formulated by the Researcher so that the level of procurement and financial performance may be enhanced; and 6) For the future researchers, it is recommended to study the factors affecting the procurement performance of NGAs which are not covered in the study

**Keywords:** Procurement performance, financial performance, factors affecting procurement performance

## THE PROBLEM AND ITS BACKGROUND

### Background of the Study

Public procurement plays a vital role in ensuring that government resources are utilized efficiently, transparently, and in accordance with existing laws and regulations. In the Philippines, procurement activities of National Government Agencies (NGAs) are governed by Republic Act No. 9184, otherwise known as the Government Procurement Reform Act, which provides standardized procedures and strict compliance requirements for all procuring entities. Despite the presence of these guidelines, government agencies continue to face challenges such as delays in posting, non-compliance with documentary requirements, varying levels of personnel capability, and issues affecting budget utilization. These challenges can limit the overall performance of procurement systems and affect the timely delivery of public services.

Procurement continues to receive enormous attention in the public sector of developing countries due to the high amount of financial investment fueled into the function for the acquisition of goods works and services (Adjepong and Anane, 2022). The efficiency of public procurement plays a significant role in the quality of services provided by government institutions and in responsiveness of the government to the public needs. Literature suggests that procurement performance is an issue that needs to be highly addressed more so where it affects the public sphere (Waswa et al, 2017). Procurement is central to the government service delivery system, and promotes aims which are, arguably, secondary to the primary aim of procurement such as using procurement to promote social, industrial or environmental policies. Due to the colossal amount of money involved in government procurement and the fact that such money comes from the public, there is a need for accountability and transparency (Hui et al, 2011). Therefore, a well-functioning procurement system based on effective procurement planning, transparency, competition, economy, efficiency and accountability is critical for good economic management and addressing leakages of government funds, improving the effectiveness of public expenditure in poverty reduction and enhancing the public's confidence in government intentions and programmes. Failure to properly plan and manage the procurement process and systems can lead to wasted effort and poor development results consequently increased poverty and deprivation of social and economic rights of the citizenry (Nyakundi et al., 2012).

The Government Procurement Reform Act, or RA 9184, serves as the cornerstone legislation governing procurement processes within governmental agencies in the Philippines. It aims to ensure transparency, competitiveness, and accountability in the acquisition of goods, services, and infrastructure projects. Understanding and adherence to this law are crucial for all personnel involved in procurement activities to prevent discrepancies, delays, and irregularities (Official Gazzete, 2003)

In recent years, the Philippine government has introduced reforms to deal with the longstanding shortcomings of its procurement system. A wide range of measures have been implemented to remedy these shortcomings. Amongst them have been reforms to improve the system of public procurement, the centerpiece of which have been the Government Procurement Reform Act of 2003 (GPRA) and its Implementing Rules and Regulations (Jones, 2015). The intention was to create a system of procurement in line with international standards (WB, 2008). Priority was given, in relation to procurement, to fostering competition, increasing transparency, standardizing procedures, enhancing end-product quality and contractor reliability, ensuring proper planning and budgeting, combating corruption, and strengthening accountability. Whilst the reforms on paper have created a procurement system in line with international best practices, they have all too often been undone by serious weaknesses in the system of implementation, as revealed by continuing widespread corruption in day-to-day procurement practices.

Adherence and compliance with Republic Act 9184 otherwise known as Government Procurement Reform Act serves as the legal basis on procurement here in the Philippines, government institutions' implementation and practice of procurement activities has evolved through the years. However, the level of procurement performance may vary among government agencies due to different factors such as procurement planning and technical competency. Along with the development goal of the Philippine government to champion public service through the implementation and attainment of high budget absorptive capacity and to ensure that all National

Government Agencies have efficient utilization rate on the budget spending, the need to determine whether procurement performance of every organization is effectively implemented and managed is highly vital.

According to the Annual Report of the Department of Budget and Management (DBM Website, 2023), a government agency which ensures the efficient use of limited resources and to provide additional fiscal space for new public programs and projects, they encouraged all government agencies to revisit and reevaluate their budget proposals for their ongoing programs. The DBM mandated these National Government Agencies to strictly implement the conduct of Early Procurement Activities (EPA), provide capacity-building activities on procurement, encouraging agencies to utilize safe and efficient digital payments, and digitalizing Public Financial Management (PFM) processes through the implementation of the Budget and Treasury Management System (BTMS), among others to ensure that the government fund is wisely spent for the betterment of the country.

Further, per DBM National Budget Circular No. 542 which reiterates compliance with Section 93 of the General Appropriations Act of FY 2012 Section 93 issuing a Transparency Seal among NGAs. The transparency seal shall contain the following information: the agency's mandates and functions, names of its officials with their position and designation, and contact information; annual reports; their respective approved budgets and corresponding targets immediately upon approval of this Act; major programs and projects categorized in accordance with the five key results areas under E.O. No. 43, s. 2011; the program/projects beneficiaries as identified in the applicable special provisions; status of implementation and program/project evaluation and/or assessment reports; and annual procurement plan, contracts awarded and the name of contractors/suppliers/consultants. However, based on the (DBM) released list of NGAs Non-Compliant to the Transparency Seal Requirement for FY 2023, there are some NGAs in Camarines Norte which are found non-compliant.

In additional, based on the Commission on Audit (COA) financial and compliance audit report which was conducted among National Government Agencies, Local Government Units and State Universities, in the province of Camarines Norte during January to December 2021 and it was noted that some of their findings mainly focused on inadequate procurement process namely: (1) purchased goods with overdue delivery; (2) amount of outstanding accounts payable; (3) unused balances of already completed projects; (4) undocumented or procurement of goods and services as required per Section 4(6) of PD No. 1445 and COA Circular 2012-001 ; (5) non-compliance to RA 9184 particularly to reference to brand names; and, (6) absence of proof of public bidding took place and so on, COA Website, Issuances (2021).

In Camarines Norte, several NGAs implement infrastructure projects, livelihood programs, environmental initiatives, and administrative operations that rely heavily on efficient procurement processes. However, anecdotal observations and preliminary reviews indicate inconsistencies in an agency's performance, particularly in relation to their compliance with procurement procedures, personnel capability, and utilization of allocated funds. Moreover, while the Government Procurement Policy Board (GPPB) asserts that PhilGEPS has already become a standard and institutionalized platform among national agencies, actual practice reveals that delays may still occur due to administrative workload, system downtime, and approval bottlenecks. These operational realities raise questions about how procurement performance is influenced not only by systems and laws but also by the organizational structures and human resources of the agencies involved.

With these current issues and findings on procurement law implementation, along with the need to evaluate each Agency's level of procurement performance, the researcher conducted the study to determine the level of procurement performance among National Government Agencies (NGA's) in Daet, Camarines Norte, to assess the respondents' procurement performance and to identify the specific factors that should be addressed in order to ensure that highest procurement performance and to develop a basis for intervention plan. Also, the conduct of this study is relevant to ensure that these Agencies' performance on procurement is competitive and align with the national government's mandate to spend funds accordingly and wisely for the benefit of the public citizenry. Moreover, the findings of the study will be communicated with the respondents to raise awareness on the level of procurement performance and address issues and gaps.

Finally, the results of this study will also be valuable during the transitory period of the newly enacted Republic Act No. 12009, otherwise known as the New Government Procurement Act, which seeks to modernize the procurement system and address the shortcomings of Republic Act No. 9184. Monitoring and further studies during the transition are essential to validate whether the reforms introduced will lead to greater efficiency, transparency, and value for money in government procurement.

### **Statement of the Problem**

This study aimed to determine the Procurement Performance among selected National government Agencies (NGA's) in Camarines Norte. Specifically, this study provided answers to the following:

1. What is the profile of the respondents in terms of:
  - 1.1 position;
  - 1.2 years of experience in procurement; and
  - 1.3 trainings attended on procurement?
2. What is the perceived level of procurement performance of the National Government Agencies (NGAs) on RA 9184 or Government Procurement Reform Act in terms of:
  - 2.1 legislative and regulatory framework based on RA 9184;
  - 2.2 institutional framework and management capacity;
  - 2.3 procurement operations and management practices; and
  - 2.4 integrity and transparency of the management procurement system?
3. Is there a significant relationship between the respondents' profile and their perceived level of procurement performance of NGAs under RA 9184?
4. What is the financial performance of the selected NGAs in terms of their budget utilization rate?
5. What are the internal and external factors affecting the procurement performance of the selected NGAs as perceived by the respondents?
6. What intervention plan may be recommended to enhance the procurement and financial performance of the selected National Government Agencies in Camarines Norte?

### **Hypothesis**

There is no significant relationship between the profile of the respondents and the level of procurement performance of National Government Agencies (NGAs).

### **Scope and Limitation of the Study**

This study determined the level of procurement and financial performance among selected National Government Agencies (NGA's) as perceived by the respondents in Camarines Norte. The variables covered the profile of the respondents as position, years of experience and trainings attended on procurement; level of procurement performance in terms of the legislative and regulatory framework based on RA 9184, institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the management procurement system and budget utilization; significant relationship between the profile of the respondents and their level of performance; factors affecting the level of performance of the respondent-NGAs; and the possible intervention plan that might be developed.

The data were gathered using a researcher-structured survey questionnaire, which was validated by only two experts from the academe and government procurement sector. This limitation was due to the limited availability of procurement experts within the province and even across the Bicol Region. Nevertheless, the survey instrument was anchored on the standard Agency Procurement Compliance and Performance Indicators (APCPI) survey form, thereby supporting the validity and reliability of the study.

The study focused only on 45 employees who were in-charge of the procurement activities as well as the end-users of the procurement process in the National Government Agencies in Camarines Norte. Respondents were from the Department of Environment and Natural Resources (DENR), Department of Agrarian Reform (DAR), and Department of Public Works and Highways (DPWH) in Daet, Camarines Norte. These agencies were selected due to their similarity on procurement process up to the monitoring and evaluation of budget utilization. Also, they both had similar numbers of employees in-charge of the procurement process.

However, the study was geographically limited to Camarines Norte and did not extend to other regions or local government units. It was also temporally constrained to the current timeframe and did not explore historical understanding or changes over time. The study was likewise limited to the extent of information that would be disclosed by the respondents and any shared information and reference will not reflect the whole stand or opinion of the entire Agency they belonged to. The study was also delimited on the respondent's length of experience in procurement, at least one year of relevant experience. While the study aimed to identify if there were areas for intervention, it did not involve the implementation or evaluation of such strategies.

Finally, the study assessed the Budget Utilization Rate (BUR) of selected National Government Agencies (NGAs) for Fiscal Year ending December 31, 2024. However, despite formal written requests, not all agencies are able to provide their FAR No. 1 (SAAODB) financial reports within the study timeframe. As a result, BUR computations were limited to only two. Notwithstanding this limitation, the researcher was able to extract the necessary data aligned with the objectives of the present study.

### **Significance of the Study**

This result of the study was motivated to the benefit of the public as it helped them determine the level of procurement performance and identify factors which affected the procurement performance of selected National Government Agencies (NGAs) in Camarines Norte. Further, this study was also advantageous to different sectors as follows:

The National Government Agencies and Other Public Institutions. The result of the study will enable NGAs to self-evaluate their procurement performance, identify gaps, and formulate plans for improvement. It will guide them in adapting to continuous updates in procurement laws and technological advancements, ultimately improving public service delivery.

Bids and Awards Committee (BAC) and Technical Working Groups (TWGs). The findings will allow them to identify specific challenges, gaps, and inefficiencies encountered in the procurement process, thereby guiding them in refining their decision-making, evaluation, and documentation practices. The study served as a practical guide for employees directly responsible for procurement activities, helping them implement their functions efficiently and effectively, highlighting their accountability and "jury duty". It will also serve as a manual for future employees designated to procurement roles, providing strategies based on legal requirements.

Suppliers, Contractors and Other Stakeholders. The result of this study will help these stakeholders to deepen their understanding on the actual scenarios in the National Government Agencies when it comes to procurement. This will also promote profounder knowledge on the difference of public procurement compared to private sectors' process. Also, suppliers, contractors and other stakeholders will be able to compete, participate and implement projects with the government and ensure that goods and services that they are providing the government have excellent quality by upholding the common rule in procurement which is value-for money-transactions.

Procurement Analyst and Practitioners. The results will assist procurement professionals in identifying system gaps and formulating interventions to improve procurement practices locally and globally. It will serve as a reference for ongoing legislative improvements and policy formulation. Ultimately, this research contributes to the professionalization of procurement practice by providing insights that support evidence-based decision-making and policy implementation.

Local Government Units (LGUs). Although the focus is on NGAs, LGUs often face similar procurement challenges and collaborate with NGAs. This study's findings may offer insights and best practices that LGUs can adapt to enhance their procurement systems. Also, this may serve as a guide for LGUs in strengthening transparency, accountability, and efficiency in their procurement processes.

Policy Makers and Legislators. The study provides valuable data that can inform lawmakers and government officials involved in crafting or amending procurement laws and policies, supporting evidence-based reforms. This study is significant to policymakers and legislators as it provides empirical evidence on the actual performance of National Government Agencies (NGAs) in implementing the procurement provisions of Republic Act No. 9184. By identifying strengths, gaps, and recurring challenges, the findings can guide them in formulating policies, amendments, or oversight measures that address systemic inefficiencies in public procurement.

Civil Society Organizations (CSOs) and Watchdog Groups. These organizations can use the findings to advocate for improved transparency and accountability in government procurement, contributing to better governance. Also, this study can strengthen their role in promoting transparency, accountability, and public trust by giving them concrete data to monitor compliance, detect inefficiencies, and advocate for reforms. It can also serve as a validating mechanism on the authenticity of NGA's claims for good governance when it comes to procurement practices.

Training Institutions and Professional Development Providers. This study is significant to training institutions and professional development providers as it highlights the competencies, challenges, and knowledge gaps encountered by procurement practitioners and agencies under Republic Act No. 9184. The findings can serve as a basis for designing more responsive training programs, certification courses, and capacity-building initiatives that directly address the needs of procurement officials and stakeholders. In light of Republic Act No. 12009, which introduces new procurement modalities, digital systems, and professional standards, this study also provides a valuable benchmark for updating curricula and learning modules to ensure that training interventions remain relevant, practical, and aligned with current procurement reforms.

Researcher, herself. Conducting this study contributed to the researcher's professional growth and expertise in procurement practices within government agencies. By gaining insights into the level of performance of her Agency which is PENRO Camarines Norte, the researcher enhanced her understanding of procurement laws and practices, refined her skills in this field and contributed to academic discourse. Finally, with the enactment of Republic Act No. 12009, the study also enabled the researcher to establish a valuable baseline for future investigations on procurement reforms, positioning the researcher as a contributor to evidence-based discussions on good governance, transparency, and accountability.

Future Researchers. The study's findings serve as a valuable resource for future researchers interested in government procurement practices. Documenting challenges and interventions identified in this study provides a foundation for further research. Future researchers can build upon this knowledge to propose strategies for improving procurement performance and governance within government agencies, contributing to advancements in the field.

## NOTES

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## REVIEW OF RELATED LITERATURE AND STUDIES

This chapter contains the presentation and review of the gathered literatures and studies that support the main objectives of this present research. It also presents the synthesis of the gathered studies, gaps to be bridged, theoretical and conceptual foundations of this research.

### Related Literature

In this section, various sources of literature were examined to provide insights into government procurement practices, particularly within the context of the National Government Agencies (NGAs) in the Philippines. The literature encompassed studies, reports, and articles discussing the implementation, challenges, and impacts of RA 9184 on procurement processes and performances.

#### Foreign

To give some relevant insights and comparison to various research undertakings, some foreign literature were cited in this study which were presented in the succeeding discussions.

Procurement is more than simple purchasing—it is a strategic and multifaceted function involving needs identification, supplier research, negotiation, contracting, and inventory management (Investopedia, n.d.; Institute for Supply Management, as cited in Wikipedia, 2025). In the public sector, public procurement is the process by which governments and state-owned enterprises acquire goods, works, and services, often representing significant expenditures that must be governed with transparency and efficiency (OECD, 2025)

Also, according to the book published by Lyson and Farrington (2016), public procurement must be carefully managed if public services are to be effective and for commodities, services, and infrastructure to be of high quality.

As per the report of Gurria (2017) stated that, the challenges of implementing an adequate public procurement strategy for innovation are many, such as reducing risk aversion, setting up new forms of coordination, improving skills and capacity, encouraging public purchasers to dialogue with suppliers and enhancing data collection and the monitoring of results.

Similarly, according to Alsamarraie and Ghazali (2022), poor procurement performance in public projects is often characterized by corruption, schedule delays, cost overruns, and erratic outcomes. Their systematic review grouped 42 performance-related variables into 12 thematic categories, providing a comprehensive framework for evaluating procurement systems.

In the article published by OECD (2023), pointed out that supporting a learning culture in the procurement workforce ensures that skills are reinforced and regularly updated. It allows procurement officials to keep up with the fast-changing nature of work. This implies making investments in learning opportunities. To reinforce the capacities of the procurement workforce, some countries have introduced mandatory training, while others keep it optional. Likewise, some countries reinforce skills according to the practical nature of public procurement by offering practical training systems such as on-the-job training and job swapping.

Further, in another paper published by OECD (2025) entitled “Government at a glance 2025: Efficient public procurement”, huge indicators on the success of procurement are the availability and utilization of digitalization. In their comprehensive assessment of procurement systems, they found that public procurement constitutes nearly 30% of government expenditure in member countries, with subnational governments managing the majority of procurement. The study further revealed that efficiency is not only measured by fiscal savings but also by timeliness, competition, and strategic outcomes such as environmental sustainability. However, only a few countries have developed robust methodologies for assessing the environmental impact of procurement. These findings are significant for the present study, as they emphasize the need for reliable performance indicators, transparent systems, and capacity development at the local level—concerns that are equally relevant in the Philippine cooperative/government procurement context.

In addition, in the article of Osuizugbo (2022), factors that influence sustainable procurement include: green procurement practices, such as selecting sustainable suppliers or outsourcing partners; sustainable procurement policies and strategies, which influence the procurement process; stakeholder perspectives, such as satisfaction, value for money, and creating a healthy environment; employees' perceptions, including compatibility and complexity; and procurement strategies, which significantly impact supply chain sustainability.

Likewise, strategic planning on procurement could be reinforced at the entity level and developing a procurement plan template which can be used by all contracting authorities should be considered, Malta (2023) stated in her report.

Also, according to Pilichowski (2023), that in order to embrace the benefits of establishing a public procurement measurement framework, the following elements could be considered from a governance perspective, including: i) setting consistent policy goals, objectives and targets, ii) assigning the responsibility for the development and implementation of the procurement measurement framework (leadership), iii) reinforcing the capacity of the procurement workforce in this area, v) communicating on the results of the measurement framework, iv) defining a clear implementation plan, and v) ensuring the availability of useable quality data.

Moreover, effective implementation and committed practice of sustainable procurement remain a significant challenge for many organizations across the globe. Perceptions of Procurement Officers relative advantage did not significantly influence the practice of sustainable procurement, perceptions of compatibility had a significant positive effect, and perceptions of complexity had a significant negative effect on sustainable procurement, as stated in the article of Etse et al (2022).

Further, Vela (2023) in his article, stated that, when it comes to enhancing procurement performance, organizations must adopt strategic approaches and leverage innovative strategies to optimize their processes and achieve tangible results. In this segment, they will explore a range of strategies that can empower organizations to enhance their procurement performance. These strategies provide a roadmap for organizations to maximize the potential of their procurement operations and drive sustainable success in today's dynamic and competitive business landscape. Organizations should invest in talent development, provide training programs, and foster a culture of continuous learning. Collaboration with industry associations and professional development opportunities helps build procurement expertise and ensures a competent workforce capable of driving high procurement performance.

Lastly, Anin (2022), in his article, stated that despite procurement's quality-based strategic importance, public sector organizations in developing countries face a major challenge in improving procurement quality performance. Such issues take on added significance as developing countries spend about \$820 billion yearly in procuring goods and services and they must translate such huge spending into enhanced procurement quality performance to bolster sustainable development.

### Local

To obtain a wider view locally on the concept regarding the study, this section provides the readings excerpted from reading materials and published articles which are found to be related and significant to the current study.

In Article I of the Republic Act 9184, otherwise known as Government Procurement Reform Act, all procurement of the national government, its departments, bureaus, offices and agencies, including state universities and colleges, government-owned and/or controlled corporations, government financial institutions and local governments, shall, in all cases, be governed by transparency, competitiveness, streamlines processing, system of accountability, public monitoring on all procurement activities for Infrastructure Projects, Goods and Services regardless of source of funds. Also, it was stated that all procurement should be within the approved budget of the Procuring Entity and should be meticulously and judiciously planned by the Procuring Entity concerned. Consistent with government fiscal discipline measures, only those considered crucial to the efficient discharge of governmental functions shall be included in the Annual Procurement Plan. Further, any violation and non-adherence to this law have its equivalent penalties.

Also, Comeros (2018) in her reflection article mentioned that procurement is acquisition of goods, services and infrastructure projects was enacted to lay down rules and regulations and to modernize, standardize and regulate the procurement activities of the government. It is a response to the clamor of the citizenry to provide value for taxpayers and show the government's commitment to good governance, transparency, accountability, equity, efficiency, and economy in the procurement process and to deter corruption.

Imasa and Campos (2025) in their article, analyzed COA audit reports spanning 2012 up to 2022 and identified 42 procurement deficiencies across areas such as planning, documentation, and compliance. Instances of unauthorized contract awards, delays, and weak oversight reflect systemic governance issues in the government's procurement framework.

Further, Navarro (2024) in her discussion paper, contextualizes modern procurement reform challenges, emphasizing that corruption and weak competition remain despite legislative efforts.

This can also be attested with the Memorandum Circular No. 147 dated March 29, 2023 released by the Department of Budget and Management (2023), wherein they prompted the National Government to continue fostering economic and social transformation to address the economic scarring due to the pandemic and to mitigate the effects of high inflation on basic commodities. Priority will be given to shovel-ready infrastructure projects, investments in human capital development, and sustainable agriculture and food security, among others, which will steer the economy back on a high growth path.

As indicated in the Annual Report of Asia Development Bank (2023) procurement plays a vital role in acquiring goods, services, and infrastructure sustainably and inclusively. This is especially important in public procurement, where it's crucial to ensure that taxpayer funds are used appropriately, and acquisitions consider the long-term impact on society and the environment.

In the reports by the Department of Budget and Management, (2014) and (2015), procurement is cited as a reason for underspending. Likewise, government agencies with major underspending concerns noted "public procurement issues" as a recurring reason for the low disbursement outturn. In an attempt to make procurement less of a hurdle, Congress currently proposes to grant emergency powers to the president and do away with competitive bidding as the default mode in implementing transportation projects. However, procurement data analysis shows that in civil works procurement, the bid failure rate tends to be higher under the alternative mode of procurement than under the competitive mode, a result which does not support Congress' proposal.

Also, Navarro (2017), pointed in their reflection paper that poor planning is one of the causes of procurement delays. According to their interviews, most of the delays in the procurement system stem from flawed planning. One of the issues discussed is the capacity of government agencies to properly identify the “Approved Budget for the Contract” (ABC). An incorrect ABC would restart the overall procurement process, thus delaying the disbursement of funds. And also, related to the poor planning is the lack of capacity of the BAC and TWG in implementing the rules and regulations set by RA 9184.

In the article published by OECD (2017), the most prominent weakness in public procurement systems is the workforce’s lack of capability (defined as skills-based ability for an individual, group or organization to meet obligations and objectives) and lack of capacity (defined as the ability to meet obligations and objectives based on existing administrative, financial, human, or infrastructure resources). Challenges for public procurement practitioners include the transition from an ordering function to a more strategic one; increasingly complex rules; the multidisciplinary nature of the profession; and the lack of professionalization.

Under RA 9184, professionalization of procurement roles was supported by mandatory capacity building. GPPB Circular No. 07-2018 stipulates that procurement personnel including BAC, TWG, and procurement units must complete at least eight hours of trainings within six months of appointment, delivered by accredited trainers or the GPPB-TSO, with eLearning as an option for greater flexibility.

Similarly, in the Article V of RA 9184, Section 6 states that Professionalization of BAC, BAC Secretariat and Technical Working Group Members. – The GPPB shall establish a sustained training program for developing the capacity of the BACs, BAC Secretariats and Technical Working Groups of Procuring Entities, and professionalize the same.

Finally, the passing of RA 12009 further expands this framework by legally institutionalizing procurement as a distinct profession in the public service. It tasks the GPPB with establishing a competency and certification framework, code of ethics, and continuous capacity development program. Additionally, the law mandates the Professional Regulation Commission (PRC) to issue professional licenses for procurement practitioners, requiring ongoing education as a condition of government procurement roles.

## **Related Studies**

This section encompasses relevant studies from foreign and local researchers which can contribute to the current study on procurement performance.

### Foreign

The succeeding studies conducted by foreign researchers provided concepts and ideas related to this study.

The study of Organization for Economic Co-operation and Development (2023) which entitled “Public Procurement Performance: A Framework for Measuring Efficiency, Compliance and Strategic Goals” developed a comprehensive framework for evaluating procurement systems. The study highlighted that procurement performance must be assessed not only in terms of compliance and cost but also in relation to efficiency, effectiveness, and contribution to strategic goals such as sustainability and innovation. The framework provides practical indicators and data sources, which are relevant benchmarks for analyzing procurement performance of national government agencies.

In addition, the results of the study of Manu et al. (2021) in Contribution of Procurement Capacity of Public Agencies to Procurement Performance found that organizational capacity defined in terms of skilled staff, adequate systems, leadership support, and training has a statistically significant positive effect on procurement performance. Their study revealed that low-capacity results in delays, higher risks of non-compliance, and disputes, while strong capacity leads to more efficient procurement cycles. This is directly applicable to evaluating management capacity as a factor in procurement performance of national agencies.

In the study conducted by Changalima et al. (2022) on the “Procurement skills and procurement performance in public organizations: The mediating role of procurement planning”, revealed that procurement skills have a

positive and significant influence on procurement performance in Tanzanian public organizations. Furthermore, procurement skills and procurement planning are significant and positively related and procurement planning significantly influences procurement performance. Finally, procurement skills have an indirect influence on procurement performance through procurement planning. The study concluded that procurement planning mediates the relationship between procurement skills and procurement performance. Therefore, procurement skills should be used to improve procurement planning in public organizations and procurement performance. In this regard, public organizations should ensure that practitioners are adequately trained to improve their skills in preparing and implementing procurement plans for improving procurement performance in their respective organizations.

Also, according to the study of Gusmartina and Julita (2021) on “The Effect of Budget Planning, Budget Implementation, Procurement of Goods and Services, Competence of Human Resources and Budget Politics on Budget Absorption (Empirical Study on Old Pelalawan District)”, the results of the study revealed that among these factors, the organization’s practices on procurement of goods and services and its human resource competence have the highest impact on budget utilization and absorption.

However, in the study conducted by Mebrate and Shumet (2024) entitled “Assessment System Of The Public Procurement Efficiency”, the results revealed that procurement planning has also large and positive effects on organizational performance when applied in the University’s procurement practice. Through proper procurement planning, Universities can be sure of increasing their performance level in the form of productivity, cost-cutting, quality of goods and services delivered as well as deliveries being made on time. Procurement plans, therefore, influence organizational performance in the sense that they provide focused and efficient utilization of available resources, help in budgeting and planning, and therefore, with adequate provision of finances using appropriate procurement plans, performance can be assured.

According to Yahaya (2021), in Nigeria, the increasing cases of non-compliance to public procurement Act (PPA) 2007 is a pervasive problem in public sector procurement of infrastructure, and this development poses a threat to achieving the main goals of enacting the public procurement Act 2007. Studies have shown that improving the knowledge based on procurement personnel and effective monitoring are correlates of compliance, but the nexus between these parameters and compliance lack empirical validation in the literature. This is aiming at purging the public sector of competition, efficiency and transparency. Their study explored the influence of knowledge and monitoring on compliance with public sector procurement law in Nigeria. Based on the results, improving monitoring and knowledge of personnel by the bureau of public procurement (BPP) can lead to total compliance with the PPA, hence, only trained and certified procurement personnel should oversee the procurement process in all public sector organizations.

Moreover, Ansere et al. (2024) conducted a study to assess the awareness and knowledge level of procurement officers (POs) in Ghanaian tertiary educational institutions regarding sustainability, particularly environmental sustainability as outlined in the Public Procurement Act 2003 (Act 663) as amended. Through purposive sampling and face-to-face interviews with 19 well-versed POs, qualitative data was collected and analyzed using content analysis techniques. The findings revealed that most POs were aware of Act 663 (2003) as amended, primarily through seminars and workshops organized by the Public Procurement Authority, and demonstrated a good understanding of sustainable procurement. However, some POs noted challenges in implementing environmental sustainability, particularly in procurement of goods, under the Amended Act 914 (2016). The study's social implications suggest using POs' knowledge to ensure environmental sustainability in procurement practices and highlights the importance of educational campaigns and initiatives by stakeholders. This research contributes to the literature by providing insights into POs' awareness and knowledge on sustainability in procurement, emphasizing the need for policy attention to all sustainability pillars for achieving sustainable development.

Further, Salami and Uyarra (2024) in their study entitled “Enhancing performance measurement of public procurement processes through the application of procurement delay index”, introduced the Procurement Delay Index (PDindex) as a novel metric to evaluate timeliness in public procurement. Their study revealed that delays are common, particularly in the tendering stage, and argued that timeliness should be integrated into procurement

performance frameworks. This finding is relevant to the present study, which also considers efficiency and effectiveness as crucial aspects of procurement performance in the Philippine context.

Finally, in the devolved units of Kenya, procurement management practices have been associated with challenges such as corruption, stalled projects, and underdevelopment, impacting service delivery and resource utilization. Mutuku et al. (2021) investigated the influence of contract management and procurement policies on the performance of Machakos County government. Through a descriptive research design, data was collected from 77 employees in the procurement department using self-administered questionnaires. The study revealed that contract monitoring and procurement policies positively influenced Machakos County's performance. It emphasized the importance of effective implementation, monitoring, and evaluation of procurement practices for improved county performance. The findings underscore the need for enhanced compliance with procurement regulations to enhance efficiency and accountability in public resource management.

### Local

The following were various studies conducted by local authors that enabled the researcher to gather valuable information relevant to the purpose of the current study.

Dagohoy et al. (2023) conducted a study on Level of Awareness and Challenges in Republic Act 9184 Procurement Procedures: A Basis for Training and Internal Policy Development which focused on evaluating two critical aspects related to the execution of procurement activities: the level of knowledge and understanding among end-users and the difficulties they encounter during procurement activities. Utilizing a mixed-methods approach involving surveys and interviews, the research assessed participants' awareness levels and difficulties regarding RA 9184 procurement procedures. The study's survey revealed generally good awareness among respondents, particularly in procurement planning, with slightly lower awareness levels in document preparation and electronic procurement. Statistical analysis indicated significant relationships between awareness and years of service in certain procurement aspects. While most respondents reported no major issues, challenges in areas such as canvassing, market study, and document preparation were identified, highlighting the need for adjustments or assistance. The study concludes with recommendations for policymakers to implement clear procurement request guidelines, establish designated End-Users, and establish a dedicated committee for updating specifications and providing annual training to enhance procurement efficiency and expertise.

Moreover, Duyan et al. (2020) conducted a study to measure the "Level of awareness of the Procurement Law RA 9184 and its Implementing Rules and Regulations (IRR) by the Provincial Government of Kalinga". Employing a descriptive survey research design, the study utilized an instrument adapted from previous research on the Extent of Implementation of Government Procurement Reform Act of 2003 (RA 9184) in state colleges in the Cordillera Administrative Region. Weighted Mean and Ranking were used to assess the level of awareness among respondents regarding the provisions of RA 9184 and its IRR. The findings indicated a high level of awareness among respondents across all areas of RA 9184 and its IRR, with the highest level of awareness observed in Procurement by Electronic Means and the lowest in Preparation of Bid Documents. The study recommends reinforcing respondents' knowledge of RA 9184 and its IRR and suggests future research to explore respondents' best practices, serving as a basis for other procuring entities in the Province of Kalinga.

On the other hand, Malihan (2023) conducted a study on "Assessing the procurement practices of the Bids and Awards Committee (BAC) Office in the City Government of Calamba", focusing on qualification procedures, competitive bidding, and negotiated procedures, as well as the challenges encountered by end-users and suppliers. The findings revealed highly observed procurement practices in the BAC Office, but significant differences were noted in the challenges faced. An action plan was proposed to enhance advertising, preparation, notification, and collaboration with end-users, aiming to optimize procurement processes. This study provides valuable insights for improving procurement practices within BAC Offices and suggests future research to explore similar topics in other cities or municipalities.

Likewise, in the study of Roque (2023) which entitled "Awareness in The Implementation of Procurement Law in The Unified Commands, Armed Forces of the Philippines" revealed that a majority of the respondents possess a substantial awareness of the Procurement Law (RA 9184). Specifically, they demonstrate a solid understanding

of the governing principles on government procurement, emphasizing their grasp of the fundamental concepts underlying procurement processes. Furthermore, they are fully aware of procurement planning, recognizing its pivotal role in effective procurement. While they display awareness of procurement by electronic means and the existence of the Bids and Awards Committee, they are especially knowledgeable about the preparation of bidding documents and the procedures related to the receipt and opening of bids. They also demonstrate awareness of post-qualification, award, implementation, and contract termination processes and alternative methods of procurement. However, a significant challenge noted is the return of procurement documents due to incomplete requirements, which is prevalent among 88% of respondents. This issue poses potential delays and obstacles to the Unified Command's procurement efficiency. To address this, the study recommended that proposed action involves urging end-users and purchasing units to submit complete documents with all necessary signatures, emphasizing document integrity and timely submissions.

Similarly, in the study of Querijero et al. (2022) on the “Public procurement practices and policies: Implications for public research and development in the Philippines”, it was revealed that low usage rate of the provisions; policies and structures as well as the capabilities of its procurement office, project leads and projects; lack of qualified and eligible suppliers and a limited market source of highly specialized and scientific equipment caused delays and bottlenecks in the procurement process.

Likewise, in the study of Imasa and Campos (2025) in “Issues in Philippine Public Procurement: A Content Analysis of Commission on Audit Annual Audit Reports” analyzed audit findings from 2012 to 2022. The study identified 42 recurring procurement issues, including poor planning, documentation gaps, unauthorized contracts, and delayed project completions. These findings underscore systemic weaknesses in governance, compliance, and management capacity across agencies. The authors emphasized the importance of strategic planning, proper documentation, and stronger enforcement mechanisms to address procurement inefficiencies. This study provides a comprehensive baseline of procurement challenges based on actual audit evidence

However, another study on “Factors Affecting Suppliers’ Refusal to Participate in Public Procurement through Competitive Bidding” by Casiano et al. (2022) also revealed that based on the data gathered, it is found that the majority of suppliers who have already been selling to the government for 1–5 years agree that participating in public procurement through competitive bidding gives them more difficulties and challenges, which can be the general factors for their refusal. The study also found that the refusal of suppliers to participate in public bidding was specifically on the matters of the budget of the contract, time frame of the delivery, and overall processing time. Based on the process of competitive bidding, the approved budget for the contract and the time frame for the delivery are being discussed and confirmed in the stage of the pre-procurement conference. Therefore, it is suggested that prior to pre-procurement, procuring entities should undertake extensive market research regarding the prevailing price of the goods and services to be procured and should maintain a price database. For the time frame for the delivery period, the procuring entity must strengthen the procurement planning in order to determine when goods and services should really be delivered to avoid passing the burden on suppliers to deliver the goods and services in a shorter period of time. Procurement through the competitive bidding method is still a longer process compared to other modes of procurement, hence the governing body for all procurement methods should continue its ongoing revision of the process, specifically in the time frame for the conduct in competitive bidding.

Moreover, Hiwatig and Carvajal-Amanse (2020), in their study “A Study of the Dynamics of Public Procurement in the Philippines Using Network Analysis”, analyzed PhilGEPS data from 2009 to 2018 to understand supplier participation in procurement. Their findings revealed that supplier engagement is unstable, with 43% of suppliers participating for only one year and only 2% remaining consistently active throughout the period. This fragmentation reduces competition and may increase procurement risks, undermining efficiency and value for money. The study highlights how external market factors, particularly supplier availability and competition, play a critical role in procurement performance.

In addition, according to the study conducted by Magdaraog (2023), advantages of digitalization will have public sectors improve operational transparency, responsiveness, accountability and internal efficiency. Her research which is in descriptive-inferential design focuses on the digitalization of the procurement process in the Department of Public Works and Highways in the Province of Masbate, aimed in determining its status of the

procurement process in terms of pre-procurement, procurement, and post procurement. Assessing the level of efficiency through transparency, competitiveness, streamlined procurement process, system of accountability, and public monitoring to know if agreement exists among the three districts. Findings of the study denoted that pre-procurement, procurement, and post-procurement process were indicated to be highly applied based from the indicators, and very efficient for the level of efficiency, while the mean ranks for each stage and activity vary across the different groups, suggesting some degree of variation in perceptions and experiences of the procurement process. However, the overall finding of significant agreement on the ranks of the procurement process indicates a general consensus among the groups in the 1st district about the relative importance and effectiveness of different stages and activities in the procurement process. However, positivity on the use of digital services and e-procurement processes can be effectively adopted.

Further, Magtalas et al. (2019) in their study entitled “Assessing the Transparency Practices in Public Bidding of Philippine Rice Research Institute in the Philippines”, found that there is observance of transparency in the procurement process conducted by the agency and the information on the bidding activities are highly accessible and downloadable through the Philippine Government Electronic Procurement System (PhilGEPS) and agency official website. The standard process in the implementation of the procurement activities embodied in the Implementing Rules and Regulations of RA 9184 is strictly observed.

Finally, the legal and regulatory framework is generally the starting point for development of a sound governance system. Manlapas and Mantillas (2024) in their study entitled “A comprehensive analysis of the implementation of government procurement law in Metro Manila: Basis for good governance among local government units” assessed the implementation of the Government Procurement Law across LGUs in Metro Manila, highlighting the importance of transparency, competitiveness, streamlined processes, and civic oversight in procurement procedures. Their analysis serves as a foundation for understanding how procurement laws are operationalized at the grassroots level, while also highlighting the gaps between policy and implementation in pursuit of good governance. It found that adherence to procurement law is tied to these pillars: LGUs that perform better (demonstrate more innovation, efficiency, infrastructure, etc.) are more likely to have stronger procurement law implementation.

### **Synthesis of the State-of-the-Art**

This chapter presents various studies which provide concepts, principles and insights that have significant bearing to the present study. Further, this portion states the summary of comparisons and contrasts of the previous studies with the current study.

The study of Imasa and Campos (2025) which identified 42 recurring procurement issues, including poor planning, documentation gaps, unauthorized contracts, and delayed project completions and the study of Magtalas (2019), Manlapas and Mantillas (2024) highlighting the importance of transparency, competitiveness, streamlined processes, and civic oversight in procurement procedures and the study of Querijero et al. (2022) which delved on the implementation of procurement practices, are similar with the present study because they all dealt in determining various factors and indicators which may affect the level of procurement performance and its importance to the organization, however, they differ from the current study on survey population used because the current study will limit its assessment data to the internal rather than external stakeholders which the previous studies did.

While the study of Mebrate and Shumet (2024) which delved on the importance of procurement planning and its effect of procurement performance and Changalima et al. (2022) which investigated the relationship between supplier development and procurement performance, are similar to the current study because they all focus on factors affecting procurement performance however, as to disparity, all of these prior studies’ setting is on private sector and not on public procurement which the present study focuses on.

In addition, the study of Yahaya (2021) which focused on the factors of non-compliance on guidelines of procurement, Manu et. al (2021) study which revealed that skilled staff, adequate systems, leadership support, and training—has a statistically significant positive effect on procurement performance and Gusmartina and Julita (2021) which delved on factors that affects procurement performance, while Mutuku et al. (2021) which

determined the influence of contract management practices and procurement policies practices are parallel with the present study because it also evolved in the level of procurement performance according to same mentioned variables. However, the previous studies focused on the legal constraints, risks and contract management, political and cultural factors, and intra-organizational issues or challenges which is not covered by the current study.

Also, the current study is similar to studies conducted by Dagohoy et al. (2023) which focused on level of awareness on RA 9184, Duyan et al. (2020), Ansere et al. (2024) which delved on assessment of awareness and knowledge level of procurement officers, Roque (2023) which probed the awareness of procurement law, Magdaraog (2023) which also focused in determining the status of the procurement process in terms of pre-procurement, procurement, and post procurement and Malihan (2023) which assessed the level of observance of the procurement practices of the Bids and Awards Committee Office because the current study will also determine the level of the respondent's awareness and if it has effect on the procurement performance. However, these prior studies differed from the current study because they enumerated step-by-step procedures of RA 9184 which is not covered in the current study.

The study of Casiano et al. (2022), which identified factors of the procurement process and policies that affected suppliers' decisions to refuse to participate in public procurement, study of Hiwatig and Carvajal-Amanse (2020) which focused on the suppliers' engagement which can result to fragmentation and in effect, reduces competition and may increase procurement risks, undermining efficiency and value for money. Both studies are closely related to the present study as they address the critical role of suppliers, which may significantly affect an agency's procurement performance, however, in contrast, the present study differed in terms of respondents, as it focused on procurement personnel rather than suppliers.

While the study of Salami and Uyarra (2024) which delved on the formulation of delay index which measures the gap in the timeline on the completion of the procurement process and the study of the OECD (2025) which pointed out the importance of digitalization to aid the users in implementing an efficient and effective procurement system, are similar to the present study as an intervention on how to assess the factors that directly affect the procurement performances of the respondents. They differ since the present study focused more on identifying the level of procurement performance rather than testing the recommendations or tools that were used in the presented related studies.

The synthesized insights and concepts in the preceding paragraphs revealed that studies associated with the assessment of procurement performance have been widely researched. The study about knowledge level on procurement laws and RA 9184, procurement performance, procurement function, procurement skills, procurement and budget planning, budget utilization, factors that affect procurement performance, competence of human resource in-charge of the procurement, procurement law reform, digitalization of procurement, management and procurement practices, challenges, transparency and accountability on procurement have been subjected for various and similar researches. Nevertheless, there are no previous studies assessing procurement performance of National Government Agencies, particularly in Camarines Norte. To bridge this gap, this study is undertaken.

## **Theoretical Framework**

This research is based on John Campbell's (1990) Theory of Performance.

According to Campbell's Theory, performance is defined as behaviors or actions that are relevant to the organization's goals and that can be measured in terms of the level of contribution to those goals. These behaviors can be distinguished from effectiveness, which is the impact that behaviors have on outcomes.

Campbell (1990) also suggested determinants of performance components. Differences on performance are a function of three main determinants: declarative knowledge, procedural knowledge and skill, and motivation. Declarative knowledge represents the knowledge of a given task's requirements. For instance, declarative knowledge includes knowledge of principles, facts, ideas, etc. If declarative knowledge is knowing what to do,

procedural knowledge and skill is knowing how to do it. For example, procedural knowledge and skill include cognitive skill, perceptual skill, interpersonal skill, etc.

The third predictor of performance is motivation, which refers to a combined effect from three choice behaviors—choice to expend effort, choice of level of effort to expend, and choice to persist in the expenditure of that level of effort. Motivation refers to the direction, intensity, and persistence of effort that an individual exerts toward accomplishing work tasks and organizational goals. Campbell emphasized that even when employees possess the necessary knowledge and skills, high performance will not be achieved without sufficient motivation. Motivation influences whether an individual chooses to exert effort, how much effort is applied, and how long the effort is sustained, particularly when faced with difficulties or competing demands.

As shown in the paradigm, the variables of this study are categorized into three dimensions aligned with the underlying theory. The respondent’s profile represents the declarative knowledge, reflecting their technical awareness and understanding of procurement based on years of experience and training attended. The procedural knowledge and skills dimension is captured through indicators that assess the level of procurement performance as perceived by the respondents, wherein they evaluate their Agency’s practices and implementation of RA 9184.

Lastly, the motivation dimension is reflected in the targets of NGAs on budget utilization and compliance with RA 9184. One of the success indicators for qualifying for the Performance-Based Bonus (PBB) is the Budget Utilization Rate (BUR), which requires agencies to attain at least 90% BUR at the end of the fiscal year. Furthermore, the roles and responsibilities of BAC Members and the TWG are embedded in their Individual Performance and Commitment Rating (IPCR), where they are evaluated semestral on their procurement functions. These dimensions collectively influence the achievement of the targeted outcome—enhanced procurement performance among selected National Government Agencies (NGAs).

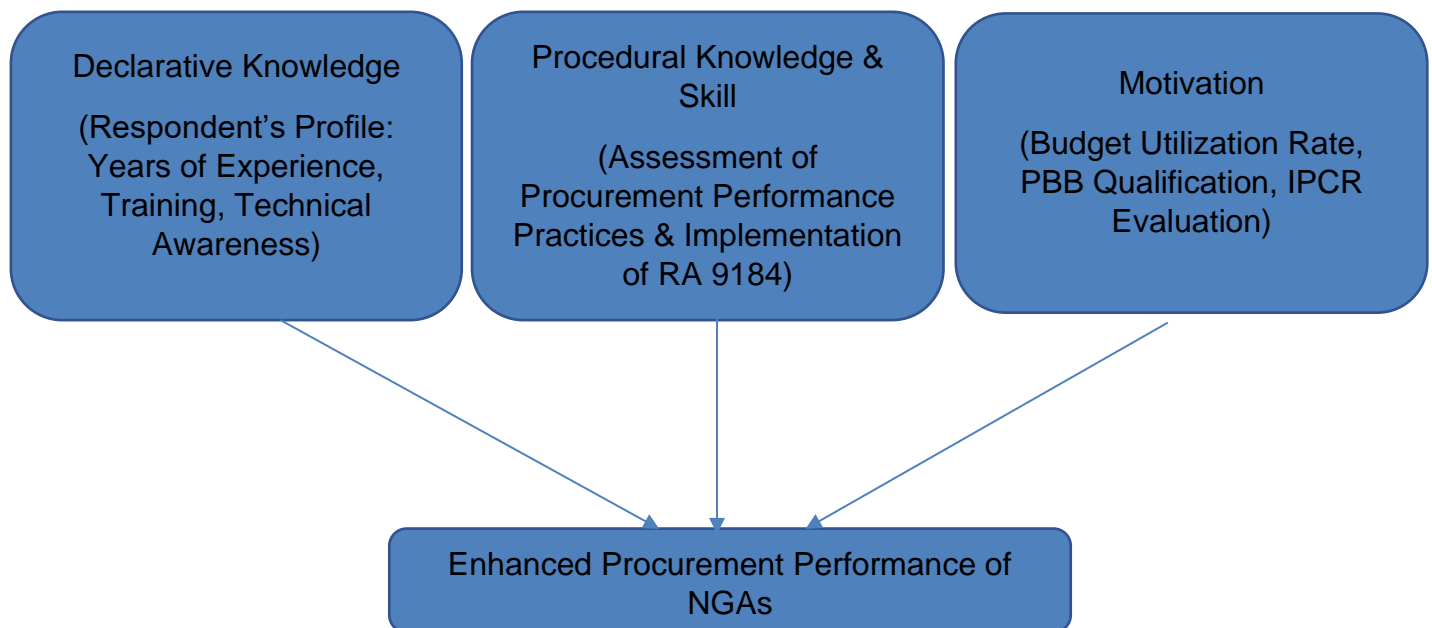


Figure 1. The Theoretical Paradigm of the Study

## CONCEPTUAL FRAMEWORK

This section of the study describes the variables as shown in Figure 2 that illustrates how this research is conducted. This study used the IPO Model, which shows the relationship between the inputs, process, and output, and how it was used in the study.

This study is anchored on Campbell’s Theory of Job Performance (1990), which posits that job performance is a function of declarative knowledge, procedural knowledge and skills, and motivation, and that these predictors are influenced by individual and contextual factors.

The inputs of the study include the profile of the respondents, specifically their years of experience in procurement and procurement-related trainings attended, which reflect the respondents’ declarative knowledge and procedural knowledge and skills as described in Campbell’s theory. In addition, the perceived level of procurement performance is examined in terms of the legislative and regulatory framework in accordance with Republic Act No. 9184, institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the procurement management system, and budget utilization. The inputs also encompass the internal and external factors affecting the level of performance of the respondent National Government Agencies (NGAs), which correspond to contextual conditions that may influence motivation and performance.

The research process involved systematic data gathering, presentation, and the analysis and interpretation of data using appropriate research methods. This process operationalized Campbell’s performance framework by examining how knowledge, skills, motivation, and contextual factors are translated into actual procurement performance. The primary instrument for data collection was a researcher-developed questionnaire anchored on an existing monitoring tool published by the Government Procurement Policy Board (GPPB). Prior to full implementation, the questionnaire underwent a dry run and was validated using Cronbach’s alpha to establish its reliability. In addition, the researcher conducted an orientation and interviews with the respondents to ensure proper understanding of the instructions and accuracy of responses. After collecting all responses from the National Government Agencies (NGAs), the data were tabulated and analyzed using frequency distribution and the sum of ranks. Statistical tests were also employed to determine the significance of relationships among the variables of the study. Furthermore, secondary data were utilized to validate the financial performance indicators.

As to the output, an intervention program is formulated based on the findings of the study. This intervention is intended to enhance the procurement and financial performance of the respondent agencies by strengthening competencies, improving management practices, and reinforcing motivational and institutional support mechanisms, consistent with Campbell’s view that performance improvement requires addressing both individual and organizational determinants

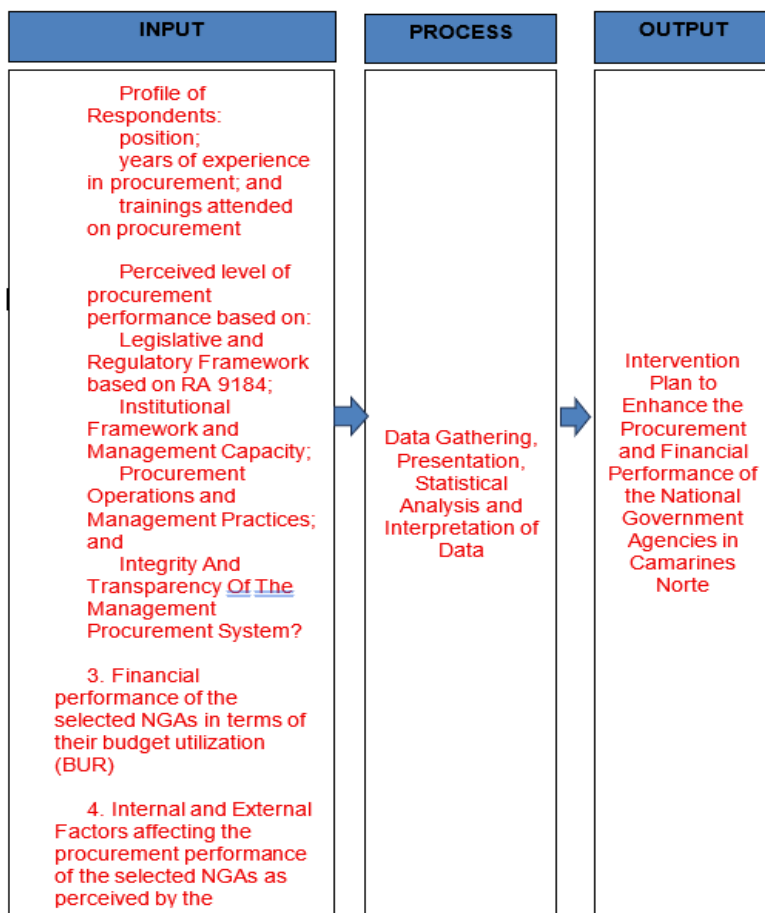


Figure 2. Conceptual Paradigm of the Study

## Definitions of Terms

This part presents the terminologies used in the study which were defined conceptually and operationally to provide in-depth discussion of how these concepts were utilized in the study.

**Budget Utilization.** Is defined as how all planned activities will be delivered and responsiveness in the activities will create the outcome for reporting by the end of the implementation period, Roberts (2022). Operationally, this refers as the act of carrying out the budgetary plans, programs and projects in accordance with the strategic plan of the Agency in a fiscal year. Moreover, it is the ultimate objective of the NGAs to attain as one of their success indicators.

**External Factors.** These refer to influences beyond the agency's direct control, but which significantly affect procurement operations. These include the reliability and responsiveness of suppliers, the availability of procurement-ready contractors in the market, and the agency's ability to adjust to project and activity changes driven by external conditions. External influences such as supplier market dynamics, government regulations, and legal requirements shape procurement environments. ((Pysmenna, Pohribna, & Kalnytska, 2019). This definition was used operationally and conceptually in the study.

**Financial Performance.** Financial performance is defined as the degree to which financial objectives have been accomplished and the process of measuring the results of an organization's policies and operations in monetary terms. It is used to assess overall financial health over a given period and can compare similar organizations or sectors. In the study, this refers to the ability of an agency to properly plan, allocate, utilize, and account for public funds in accordance with approved budgets, laws, and regulations, while achieving intended programs, projects, and services efficiently and economically in relation to procurement is concern. This agency performance is used through the monitoring of Budget Utilization Rate (BUR) at quarter and annual basis.

**Integrity and Transparency of the Management Procurement System.** Conceptually, this is defined as one of the indicators to assess the quality of procurement transactions and if it still implemented within the bound of laws and regulations to avoid corruption and mishandling (GPPB, 2012). Operationally, this was used as an indicator in the study to assess the procurement performance of the NGA as perceived by the respondents.

**Internal Factors.** These are organizational elements within the control of the agency that directly influence procurement performance. These include the skills and professionalism of procurement staff, the efficiency of the Bids and Awards Committee (BAC) and Technical Working Groups (TWGs), the adequacy of technological resources, and the timeliness of internal processes. Such factors are often considered organizational strengths or weaknesses that determine efficiency and compliance (Al Hashmi, Khan, and Ajmal, 2020). This definition was used operationally and conceptually in the study.

**Institutional Framework and Management Capacity.** Second pillar of APCPI which includes four indicators such as presence of procurement organizations, procurement planning and implementation, use of Philgeps and system for disseminating and monitoring procurement information (GPPB, 2012). In the study, this was used as an indicator to assess the procurement performance of the NGA as perceived by the respondents.

**Legislative and Regulatory Framework Based on RA 9184.** According to GPPB APCPI (2012), this is one of the pillar indicators of procurement performance which includes (1) Competitive Bidding as the Default Mode of Procurement; (2) Alternative Modes of Procurement and (3) Competitiveness of the Bidding Process. In the study, it was used as one indicator to assess the level of procurement performance of NGAs.

**Procurement.** This refers to the acquisition of Goods, Consulting Services, and the contracting for Infrastructure Projects by the Procuring Entity. Procurement shall also include the lease of goods and real estate RA 9184 (2002). In the study, this refers as the main activity of the agency, in accordance with RA 9184 in order to purchase, acquire or implement government projects using budget allocations.

**Procurement Operations and Management Practices.** Conceptually and operationally, this refers to the indicators to determine whether an Agency is implementing procurement practices based on the prescribed timelines and forms of RA 9184. Moreover, this includes five sub-indicators which are efficiency of procurement processes,

compliance with procurement timeframes, capacity building for government personnel, management of procurement contracts and records and contract management procedures. (GPPB, 2012).

**Procurement Planning.** This is defined in RA 9184 as the list of planned acquisitions and project implementations in a specific form called Annual Procurement Plan (APP). Operationally, referred in the study as one of the variables in assessing the perceived level of procurement performance of the National Government Agencies.

**Procurement Performance.** This refers to as the ability of a company to effectively buy goods and services. The ability of the procurement system to maximize financial efficiency and effectiveness through transparent, competitive, and compliant procurement practices, thereby improving budget utilization and overall fiscal discipline within an organization (OECD, 2015). In the study, it refers to the level of procurement performance of the Agency when it comes to legislative and regulatory framework based on RA 9184, institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the management procurement system and financial performance based on budget utilization rate.

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## RESEARCH METHODOLOGY

This chapter described the research design or method that was utilized in this research. It also reviewed the population, sample size and sampling technique, description of the respondents, research instrument, data gathering procedure, and statistical treatment of data.

### Method of Research

The study employed a Quantitative Descriptive-Correlational research design. Descriptive research aims to systematically describe a population, situation, or phenomenon, addressing what, where, when, and how questions, but not why questions. The descriptive research was utilized to systematically describe the profile of the respondents from selected NGAs in Camarines Norte, procurement and financial performance, internal and external factors affecting the level of procurement performance and an intervention plan to enhance procurement performance of the National Government Agencies.

Meanwhile, the Correlational method was applied to analyze the relationship between the profile of the respondents such as position, years of experience in the procurement and trainings attended on procurement and the level of procurement performance as to the legislative and regulatory framework based on RA 9184, institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the management procurement system and budget utilization.

### Population, Sample Size, and Sampling Technique

The research involved 45 respondents from three different NGAs, representing 100% percent sample size of the total workforce of the selected NGAs in Camarines Norte. Purposive sampling was chosen to facilitate data collection from these agencies in Camarines Norte to ensure the job-description relatedness to the compliance in RA 9184.

### Description of Respondents

The population of the study is comprised of employees who are directly in-charge on the procurement process of the selected NGAs in Camarines Norte. They included individuals from various positions within the organization, such as BAC members, procurement staff, technical personnel, and the management. The selection criteria ensured representation across different job roles and levels within the selected NGAs which is the Department of Environment and Natural Resources (DENR), Department of Agrarian Reform (DAR) and Department of Public Works and Highways (DPWH) to provide comprehensive insights on the focus of the current study. Also, only employees who already rendered at least one year of experience in procurement activities and functions was selected respondents for the study.

### Research Instrument

The study employed a quantitative research approach to gather insights from participants. Utilizing methods such as survey questionnaires, and analysis of secondary sources. Survey questionnaires were researcher-made which anchored and based on the Agency Procurement Compliance and Performance Indicator System (APCPI), a system adopted by the Government Procurement Policy Board (GPPB) to serve as a monitoring and evaluating tool. The questionnaire was validated first by experts from academe who have expertise on procurement and was finalized and approved before conducting a pilot run. These questionnaires were tested out through a dry run to 20 respondents who have procurement knowledge and have been involved in the procurement process from different agency and province. This process is to validate and ensure clearness of its structure and the reliability of the questionnaire. Before administering the survey, the researcher conducted a brief orientation to these respondents as to the purpose and objective of the study.

After validating the survey and achieving acceptable reliability results through Cronbach's Alpha, the final questionnaires were distributed exclusively to the respondents. This approach ensured that data collection targeted individuals directly involved in the organization's procurement processes. All data collection activities were conducted under strict confidentiality measures to safeguard the privacy and anonymity of participants.

The questionnaire comprised three parts. Part I covers the profile of the respondents to determine the position, years of experience in procurement, trainings attended on procurement. The second part of the questionnaire aimed to determine level of procurement performance of the respondent's agency in terms of the legislative and regulatory framework based on RA 9184, institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the management procurement system and budget utilization. A five-point Likert Scale was used to determine the level of procurement performance of the employees directly assigned to the job ranging from 1 to 5, where 1 signifies the lowest level of agreement and 5 represents the highest level of agreement.

Further, the results of the survey on procurement performance were cross-checked by the researcher against the actual performance reports posted in the Agency Transparency Seal. The Transparency Seal was an official online platform mandated by the Department of Budget and Management (DBM) where National Government Agencies (NGAs) disclosed their budget utilization and compliance documents in line with transparency and accountability policies. Specifically, the Budget Utilization Rate (BUR) and other procurement-related accomplishments reported in the Transparency Seal shall be compared with the survey responses of the participants. This step served as a triangulation method, strengthening the validity of the study by verifying whether the perceived procurement performance of the respondents corresponds with the official data publicly available.

### **Data Gathering Procedure**

Prior to the full implementation of the study, the researcher first attended to its salient ethical considerations and standards. A researcher-made survey questionnaire was utilized as the primary data-gathering instrument. The questionnaire was subjected to validation by experts in the field to ensure that its items aligned with the objectives of the study.

A dry run (pilot test) was conducted to assess the reliability of the instrument, which yielded a Cronbach's alpha coefficient of (.706-.741), indicating that the questionnaire was reliable for the study. The questionnaires were also reviewed, validated and approved by the thesis advisory committee.

Additionally, the researcher sought prior approval from the selected agencies, obtaining authorization to conduct the study within their offices in compliance with the Data Privacy Act of 2012. Pre-tests were administered to a small sample of respondents who were to gauge the sincerity and readiness of participants in answering the survey questions. The comments and suggestions of the respondents were incorporated in finalizing the survey questionnaire. The researcher conducted a preliminary orientation wherein the respondents convened in a formal setting with all members present, ensuring equal opportunity for briefing and understanding of the survey objectives before and after its administration. The instruments were personally and manually distributed to the respondents by the researcher. This was to discuss also with the selected respondents their conformance and availability to serve as the sampled population in the study. This step was to ensure that respondents had their consent throughout the research and that confidentiality was strictly observed.

Following the completion of the questionnaires, the researcher proceeded to tabulate the results using descriptive analysis and sought the assistance of the statistician to compute and interpret the results.

### **Statistical Treatment of Data**

In this study, which focused on the level of procurement performance, statistical tools were essential for analyzing the collected data. Descriptive statistics, including frequency counts, percentages and ranking, were first employed to examine the profile of the respondents, such as their position, years of experience in

procurement, and trainings attended. This provided a clear understanding of the characteristics of the sampled population.

The level of procurement performance, as perceived by the respondents, were subjected to weighted mean while the internal and external factors affecting procurement performance in accordance with RA 9184 were analyzed using the sum of ranks. This approach enabled the identification of which indicators most significantly influenced procurement performance.

To examine relationships between the respondents’ profiles and their procurement performance across various dimensions including the legislative and regulatory framework (RA 9184), institutional framework and management capacity, procurement operations and management practices, integrity and transparency of the management procurement system, and budget utilization the study employed Somers’ Delta (d). This statistical tool measured both the strength and direction of association between the variables.

Through these statistical treatments, the study provided a comprehensive analysis of the data, allowing for the identification of areas for improvement and supporting the development of targeted interventions to enhance procurement performance among the selected NGAs in Camarines Norte

**Notes**

McCombes, S. (2023). Descriptive research - Definition, types, methods & examples. Scribbr. <https://www.scribbr.com/methodology/descriptive-research/>

**ANALYSIS AND INTERPRETATION OF DATA**

This chapter presents the results, analyses, and interpretation of data gathered on the profile of the respondents, the level of procurement performance the selected National Government Agencies (NGAs), and the significant relationship between the profile, the factors affecting procurement performance and the intervention plan proposed to improve the agencies’ level of procurement performance.

**Profile of the Respondents**

The survey questionnaires were administered to 45 respondents to obtain their profile in terms of position, years of experience in procurement and trainings attended on procurement. These three questions to determine the profile of the respondents were discussed and analyzed in Tables 1 to 3.

Position. Table 1 shows that the distribution of respondents in terms of position within the procurement structure of the selected National Government Agencies in Camarines Norte. As presented in the table, the highest proportion of respondents are 12 Procurement Staff or 26.67 percent and 11 BAC Members or 24.44 percent, followed closely by the BAC Technical Working Group with 22.22 percent or 10 respondents. Also, there are 8 End-Users which constitute 17.78 percent of the total respondents. Meanwhile, BAC Chairpersons represents 4.44 percent and another 4.44 percent categorized under Others, represent the smallest group from the respondents. Notably, there were no responses from the Head of Procuring Entity.

Table 1 Position of the Respondents

Position	Frequency	Percentage (%)
Head of Procuring Entity	0	0.00
BAC Chairman	2	4.44
BAC Member	11	24.44
Procurement Staff	12	26.67
BAC Technical Working Group	10	22.22
End-Users	8	17.78
Others, (BAC Secretariat)	2	4.44
	45	100.00

The results shows that the distribution of respondents is composed primarily of individuals directly involved in the procurement process. The largest groups are from the Procurement Staff and BAC Members, followed by the BAC Technical Working Group, indicating that the survey gathered substantial insights from personnel who manage, review, and implement procurement activities on a regular basis. This implies that the only authorized employees assigned to handle procurement matters are with designations or inherent to their Plantilla position. In NGAs, designating BAC members and BAC TWG committees are supported with a BAC resolution from the Head of the Procuring Entity.

Consistent with the studies of Mebrate (2024) and Uganda (2025), the findings of the study prioritized procurement staff and BAC members as primary respondents because they directly manage and implement procurement procedures and that procurement staff constituted the bulk of respondents in their survey, reflecting their central role in implementation and compliance.

Moreover, there are also high number of End-Users from the respondents which implies their important role in the completion of procurement process since they are the one who serve as the requestor and as the implementor of a project or contract. As per the responses, end-users are the main responsible in requesting the line-up of procurement activities in the current year for funding and execution. In National Government Agencies, they are the key players in procurement. Their role is to prepare Project Procurement Management Plan (PPMP) and Annual Procurement Plan (APP), product specifications, conduct market scoping, set price ceiling, assist in inspection of delivered items, accept the project and document its completion. All these activities can directly impact the level of procurement performance of the agency. Similar with the study by Okoro (2019), the author emphasized that procurement success largely depends on the extent of end-user involvement, noting that users significantly influence vendor engagement, specification accuracy, and overall procurement outcomes.

Meanwhile, BAC Chairpersons and those under Others, such as the BAC Secretariat represent smallest respondent groups. This may imply that BAC Secretariat are limited in number since it is just an additional function. Also, since the respondents are only from three NGAs, the expected maximum BAC Chairperson shall be only up to three, however, in the study, one BAC Chairperson is region-based, hence, was not able to participate. In accordance with RA 9184 IRR, Sec. 11.2.1, only one (1) BAC Chairperson must be designated.

Notably, no respondents came from the Head of the Procuring Entity, likely due to their limited operational involvement and broader managerial focus instead. This implies that in NGAs, the HOPE role is only to approve and disapprove the recommendations of the BAC and not to interfere with the procurement system. Per RA 9184, the law limits the involvement of the Head of the Procuring Entity (HOPE) in the technical procedures of the BAC to preserve the integrity and independence of the procurement process.

Years of Experience in Procurement. Table 2 shows that majority of the respondents have 1–5 years of experience in procurement (31 respondents). This is followed by those with 6–10 years of experience (10 respondents), while only a small number have 11–15 years (3 respondents) and 16–20 years (1 respondent) of experience. Notably, there are no respondents with more than 21 years of procurement experience.

Table 2 Years of Experience in Procurement

Years of Experience in Procurement	Frequency	Percentage (%)
1-5 years	31	68.89
6-10 years	10	22.22
11-15 years	3	6.67
16-20 years	1	2.22
Total	45	100.00

The results indicated that most personnel involved in the procurement processes of the selected NGAs in Camarines Norte are relatively new to the field since majority of the respondents has only up to 1-5 years of experience in procurement. This suggests that change of employees assigned in NGAs are more frequent due to transfer, promotion, re-assignment, resignation or even retirement. Also, since it is just an added function on top of their regular functions, many employees tend to request for relieve from the designation, causing frequent changes in the existing BAC. Consistent with the policy review by Querijero et al. (2024) reported that many

procurement staff assigned to BACs or TWGs have 1–5 years of experience because they are often designated on an ad hoc basis, in addition to their regular duties. The study further emphasized that frequent changes in committee composition contribute to shorter accumulated experience among procurement teams. For instance, the report of World Bank (2022) highlighted that turnover and reassignments in government offices often lead to shorter tenures among procurement officers, which can affect institutional memory and consistency. The concentration of respondents in the early range of experience (1–5 years) underscores the importance of continuous training, mentoring, and institutional support to strengthen procurement performance.

Results also indicate that, 6-10 years’ experience in procurement ranked second but observably a far plunge from the highest among the answers of the respondents. This implies that though majority of the respondents are new to their roles, some are on it longer, such as the procurement staff. This is because procurement personnel usually are holder of a permanent position, hence, the longevity in the procurement role is inherent, such as Procurement or Supply Officer. In NGAs, these positions are usually in-charge to facilitate all the organization’s procurement activities. This is also in compliance to the IRR of RA 9184 which states that the BAC shall be chaired by at least a third-ranking permanent official of the procuring entity and that members are personnel occupying plantilla positions. Moreover, study of Mebrate (2024) found that a significant portion of procurement practitioners in developing countries have less than 10 years of experience, largely due to the evolving professionalization of procurement roles and the ongoing implementation of new procurement laws such as RA 12009 supports this finding. Therefore, these bases explain why some of the respondents have 6-10 years of experience in procurement function.

Meanwhile, only three respondents have 11–20 years of experience in procurement, which may indicate limited continuity and institutionalization of knowledge within the agency. This further suggests that procurement personnel in government agencies frequently change due to the non-permanent nature of their designation, since most BAC and procurement roles are assigned only as additional duties. Along with these temporary designations is that these personnel often experience heavy workloads, high accountability risks, and limited incentives, prompting frequent requests for relief or reassignment. In NGAs, a term of BAC member usually lasts a year, which is being renewed, depending on the discretion of the HOPE. Also, respondents have claimed that in their agency, procurement units are staffed by relatively new or transitioning personnel because the job is highly procedural, rule-bound, and affected by frequent policy updates. This finding is supported by the study of Sidiq and Pasaribu (2022) which found that the turnover rate reached 35% and was highest among those with less than 2 years of service. The study linked employees’ turnover intention to resign in procurement to work stress, low job satisfaction, and weak organizational commitment underscoring how procurement personnel often do not stay long in their roles

Trainings Attended on Procurement. Table 3 shows that most respondents (38) have attended an Orientation on R.A. 9184. While ten (10) respondents also attended GPPB-sponsored trainings, which typically include more structured modules such as basic and advanced procurement courses, bid evaluation, and contract management. Meanwhile, 14 respondents indicated participation in other procurement-related trainings, which may include agency-led seminars, online procurement courses, or capacity-building activities offered by external institutions. Notably, 4 respondents reported having no procurement training at all, which highlights a potential skills gap within the procurement teams.

Table 3 Trainings Attended on Procurement

Trainings Attended on Procurement	Frequency	Rank
Orientation on RA 9184	38	1
GPPB Sponsored Trainings	10	3
Others (e.g. Agency-sponsored Trainings)	14	2
No Trainings Attended yet	4	4
Total	66	

\*Multiple Responses

The table shows that a large proportion of procurement personnel in the selected NGAs of Camarines Norte have received foundational training on the country’s procurement law and its implementing rule, which is the RA

9184. In accordance with RA 9184, it is mandated that all BAC members and procurement personnel shall have completed the required Government Procurement Policy Board (GPPB) training on procurement. Respondents affirmed that upon designation as members of the BAC or TWG, must complete at least one capacity-building or basic orientation on the law. The agencies ensure compliance to the guidelines to capacitate their employees on the procedural technicalities as well as the sanctions and penalties attached to any malpractice of the rules and regulations. This finding is supported by the study conducted by the Asian Development Bank (ADB, 2021), which reported that many government procurement personnel in developing countries receive basic compliance-oriented training.

Also presented in the table shows that only 10 respondents attended GPPB-sponsored trainings while 14 attended Agency-sponsored procurement trainings. This suggests that agencies have prioritized orientation over follow-up training, possibly due to budgetary restrictions or the unavailability of employee schedules. Furthermore, the limited number of accredited procurement training providers in the province restricts the available training event schedules and often leads to higher registration fees, placing a financial burden on the agencies. The Government Procurement Policy Board (GPPB) is the sole accrediting or authorized training provider in the Philippines. This finding of the study is supported by the study of Querijero et al. (2024) which found that while BAC and TWG members regularly participate in standard RA 9184 orientations, attendance in GPPB’s specialized training programs such as certification courses and advanced procurement modules tends to be low due to limited agency training budgets, heavy workloads, and frequent staff reshuffling. Furthermore, assessments from the GPPB-TSO (2020–2023) highlight that procurement performance issues in many agencies are linked to inconsistent access to training, particularly in specialized areas that require deeper technical competencies.

Lastly, the table revealed that 4 of the respondents have not yet received any basic orientation training on procurement. The presence of personnel with no training at all may imply that the continuous change of designations and assignments in the government affects the training gaps of the personnel in-charged of procurement. Also, there are respondents who are assigned to specific goods or services such as ICT equipment or infrastructure such as building construction; hence, they only need the specification menu to ensure that item to be procured or the project to be implemented is similar to the approved terms of reference. Oftentimes, since TWGs are professionals and expert in their field such as engineers or agriculturist or foresters, they do not need trainings to perform such function. This finding is supported by the study of Wambui (2023) which found that none of the surveyed procurement staff in public secondary schools had received any form of procurement training; they just relied only on the procurement manual.

**Perceived Level of Procurement Performance of National Government Agencies**

The analytical core of the study is to determine the level of procurement performance of the selected National Government Agencies on RA 9184 in terms of legislative and regulatory framework, based on RA 9184, institutional framework, management capacity, procurement operations and management practices, and integrity and transparency of the management procurement system. These four indicators were discussed and analyzed in Tables 4 to 7.

Legislative and Regulatory Framework based on RA 9184. Table 4 cites the data on the level of procurement performance in terms of legislative and regulatory framework based on RA 9184. The table shows that on the observance of eligibility and technical requirements, the resulting weighted mean is 4.89, the highest among the respondents’ answers.

Table 4 Level of Procurement Performance of the Selected National Agencies (NGAs) in terms of Legislative and Regulatory Framework

Indicators	WM	Interpretation
1. The Agency strictly implements competitive bidding as the default mode of procurement (RA 9184, Sec. 10).	4.82	Outstanding
2. The Agency observes eligibility and technical requirements in all procurement modes (RA 9184, Sec. 23–25).	4.89	Outstanding
3. Alternative modes are applied only under conditions allowed by law (Sec. 48–54).	4.84	Outstanding

4. Prescribed timelines (advertisement, posting, award, delivery) are strictly followed (IRR Sec. 21).	4.71	Outstanding
5. Procurement updates, GPPB circulars, and amendments to RA 9184 are effectively disseminated.	4.60	Outstanding
Over-all Weighted Mean	4.77	Outstanding

Rating Scale	Interpretation
4.21-5.00	Outstanding
3.41-4.20	Very Satisfactory
2.61-3.40	Satisfactory
1.81-2.60	Needs Improvement
1.01-1.80	Poor

Moreover, on the application of alternative modes, the weighted mean resulted to 4.84, followed by the result on the competitive bidding as default mode of procurement used, a weighted mean of 4.82, on the strict observance of prescribed timelines, a weighted mean of 4.71 was generated, all interpreted as outstanding. Lastly, on the effective dissemination of procurement updates, GPPB circulars and amendments on RA 9184, resulted to a weighted mean of 4.60, lowest among other statements but still fall under outstanding performance.

Table shows that the respondents perceive their agencies to have an outstanding procurement performance and in strict compliance to the legislative and regulatory framework of RA 9184. This implies that participating agencies maintain a strong adherence to procurement laws, reflecting efficient internal controls and a well-established procurement culture. Indicator 2 received the highest rating among the responses which implies that agencies consistently meet eligibility and technical requirements in procurement. It also indicates that respondents are well-aware of the documentary requirements needed to a particular procurement activity depending on the mode to be used. In NGAs, such eligibility and technical requirements are highly observed during bidding proceedings as it is the default mode of procurement under RA 9184. Similar findings were noted in Torres and Panganiban (2021), which emphasized that strict evaluation of eligibility documents improves procurement success rates.

Moreover, the result for Indicator 3, as the second highest among the responses suggests that respondents affirmed that alternative procurement modes (e.g., shopping, negotiation, small value) are used only under legal conditions and when the situation allows such as the amount of the item to be procured does not reach the threshold for public bidding or if the specifications is highly technical, only then, the agency will resort to alternative mode. Alternative mode of procurement is used mostly on non-common supplies and highly-technical equipment that needs special licenses. Based on their APPs presented, they only resort to alternative mode upon failure of bidding or if the mode is already stated in the term of reference. This practice helps prevent misuse of shortcuts such as unwarranted negotiated procurement. Consistently, this finding mirrors the results of the study of Serrano (2019), who found that proper use of alternative modes minimizes risks of favoritism and procurement irregularities.

While result for Indicator 4 suggest that there may have been occurrence of occasional delays due to administrative workload, availability of TWG members, or supplier constraints on the observance of prescribed timelines, even the downtime of Philgeps website may affect posting compliances. Though the BAC ensures that procurement timelines are observed, instances beyond their controls such as website unavailability and non-submission of bids from the prospective bidders delays the procurement. Corroborated with the study of Nisnisan and Salapa (2024), which they identified the recurring challenges in procurement at the local government level, including the procurement method, human-resource capacity, process inefficiencies, and delays in procurement implementation, which may include posting, bidding, and awarding processes.

Further, respondents strongly agree that competitive bidding remains the default and most used mode of procurement, in accordance with RA 9184 Section 10. This means that the agencies reinforce the principle of transparency and fairness, ensuring that suppliers compete equally. Also, this implies that the respondents value competition among the suppliers to obtain the most competitive deal ensuring value-for-money principle for the government. The respondents also note that public bidding is the safest mode of procurement since it is open to

the public at every stage and offers equal opportunity to all prospective contractors or suppliers. This finding aligns with studies of Dela Cruz (2020), which observed that government agencies with strong bidding culture tend to demonstrate higher procurement efficiency and accountability.

However, Indicator 5 resulted to the lowest but still falls under outstanding indicating highly effective dissemination of procurement updates and GPPB circulars. The slightly lower rating may indicate the need for more regular procurement refresher training, internal circular dissemination, and capacity-building for BAC members and end-users. This finding is further supported by the study of Mendoza (2022) which emphasized that continuous procurement training enhances compliance and minimizes procedural errors.

Institutional Framework and Management Capacity. Table 5 contains the data on the level of procurement performance in terms of institutional framework and management capacity of the agencies.

The highest generated mean is 4.9 which belongs to the bracket of outstanding, suggesting that the agencies have fully functional Bids and Awards Committees (BAC) and Technical Working Groups (TWG) followed by the compliance on the use of Philgeps platform, the responses gained 4.84 weighted mean. Moreover, on the third indicator on whether BAC/TWG are trained on Penalties and Sanctions, the resulted weighted mean is 4.53, while the resulted weighted mean on whether procurement staff were regularly trained is 4.38, all interpreted as outstanding.

However, on the adoption of green specifications, there is a notable decline among the responses which resulted to a weighted mean of 4.09, interpreted only under very satisfactory rating.

Table 5 Level of Procurement Performance of the Selected National Agencies (NGAs) in terms of Institutional Framework and Management Capacity

Indicators	WM	Interpretation
1. The Agency has a functional BAC and TWG in accordance with RA 9184.	4.89	Outstanding
Procurement staff are trained regularly to enhance professionalism and integrity.	4.38	Outstanding
BAC Members and TWG are well-trained on RA 9184 penalties and administrative sanctions.	4.53	Outstanding
The Agency strictly uses PhilGEPS in all procurement activities.	4.84	Outstanding
An existing Green Specifications for GPPB-identified non-CSE items are adopted.	4.09	Very Satisfactory
Over-all Weighted Mean	4.55	Outstanding

Rating Scale	Interpretation
4.21-5.00	Outstanding
3.41-4.20	Very Satisfactory
2.61-3.40	Satisfactory
1.81-2.60	Needs Improvement
1.01-1.80	Poor

The results show that, from the level of procurement performance in terms of Institutional Framework and Management Capacity, all the agencies have a functional BAC and TWG. This implies that respondents comply with the rule stated in RA 9184 that an agency should have a functional Bids and Award Committee, along with a Technical Working Group. They shall be from high-ranking permanent officials, at least third rank to serve as BAC Chairperson. This composition ensures collective responsibility and prevents a single official from having unilateral control over procurement decisions. Also, their main function is to implement the budget allocated in their agency by executing the APP. Without them, physical targets cannot be accomplished, and financial objectives cannot be attained such as the Budget Utilization Rate (BUR). Consistent with the study of Querijero et al. (2024), agencies should maintain a functional Bids and Awards Committee (BAC) and Technical Working Group (TWG) because the law (RA 9184 and its IRR) requires these bodies and mandates their capacity development; functionally, TWGs provide the technical, financial and legal expertise necessary to prepare

bidding documents and evaluate proposals, while a properly functioning BAC ensures procedural transparency, reduces audit and legal risk, and preserves public funds through competitive, well-documented procurements. Institutional assessments (e.g., MAPS, CPAR) and empirical studies indicate that agencies with institutionalized procurement structures and trained BAC/TWG personnel experience fewer procurement failures, better value for money, and improved project delivery. This is consistent with the study of Panganiban (2020) which highlights that agencies with well-established BAC and TWG structures achieve higher procurement compliance, reduced delays, and improved supplier participation.

In Camarines Norte, both the Department of Environment and Natural Resources (DENR) and the Department of Agrarian Reform (DAR) maintain locally created Bids and Awards Committees (BAC) and Technical Working Groups (TWG) that directly oversee procurement activities within the province. In contrast, the Department of Public Works and Highways (DPWH) operate under a different structure. Since the province is divided into two congressional districts, the BAC Chairperson and the Head of the Procuring Entity (HOPE) are designated at the regional level. Despite this regionalized leadership, all district-level procurement activities are conducted and facilitated by the locally assigned TWGs and BAC Secretariat. Upon completion of the procurement processes at the district level, the results such as the awarding of contracts and subsequent payment are transmitted to the regional office for final approval and execution.

The result of the study also reinforces that PhilGEPS application has already become institutionalized as a standard practice across national government agencies, affirming the outstanding rating. This structure is consistent with the requirements of RA 9184, which mandates that all procurement opportunities, notices, and awards be posted on the Philippine Government Electronic Procurement System (PhilGEPS) website to ensure transparency and public access. In addition, suppliers and contractors who intend to participate in government procurement are required to secure a valid PhilGEPS registration as part of their eligibility requirements. This centralized digital process allows procuring entities to comply with uniform posting and eligibility standards, regardless of variations in their organizational procurement structures. This finding is supported with the result of study of Navarro & Tanghal (2023) which recognized PhilGEPS as the mandated system to ensure transparency (through wide dissemination of bid opportunities) and competitiveness (by giving equal opportunity to all suppliers).

Moreover, the result further indicates that most of the respondents are well-trained on RA 9184 penalties and administrative sanctions. It implies that these personnel are trained and capacitated to function in accordance with existing laws including the legal obligation and repercussion of these designations will not be performed properly. This finding is consistent with the standard organizational requirement under RA 9184, which mandates a competent BAC structure to ensure transparent and competitive procurement. Also, awareness of sanctions is critical in preventing procedural lapses, collusion, and non-compliance. Failure to comply with procurement laws may affect the Agencies' eligibility to receive certain incentives and may result in COA audit memorandums and observations and even administrative and criminal cases. These findings reflect the study by Serrano (2019), which emphasize that understanding the legal repercussions reduces procurement errors and promotes integrity among procurement officers.

However, while still rated as very satisfactory, the adoption of Green Specifications obtained the lowest mean which may imply that GPP guidelines on this salient feature are still being mainstreamed, and several agencies are in the early stages of adopting eco-friendly specifications. This suggests that the respondents exhibited a superficial understanding of the guidelines stipulated in Republic Act No. 9184 (RA 9184), which may further imply a non-compliance or lack of practical implementation of these procedures within their respective agencies. This may also suggest that budget constraints play a role, as organic or environmentally friendly specifications typically command higher prices in the market compared to non-eco-friendly alternatives. This finding is supported by the study of Mendoza (2022) which found that while agencies support sustainability initiatives, full implementation depends on availability of green products, training, and policy clarity. Compared to other procurement requirements, such as PhilGEPS posting or BAC functionality, GPP has not yet been fully mainstreamed nationwide. GPPB, in coordination with the DENR, is still expanding the list of green specifications, and many agencies are gradually adopting them. There are various factors which may could have affected the responses of the respondents such as, their agency may not yet have formulated internal guidelines on how to implement these specifications on their items being procured or limited suppliers offer the same.

Overall, a weighted mean of 4.55, interpreted as outstanding, indicating that the agencies possess a strong and well-established institutional framework to support effective procurement operations under RA 9184.

Procurement Operations and Management Practices. Table 6 shows that the weighted mean of 4.38, interpreted as outstanding, indicates that respondents strongly agree that the number of contracts awarded aligns closely with what is outlined in the Annual Procurement Plan (APP). A weighted mean of 4.20 was obtained on whether the agency has a performance evaluation system to its procurement personnel, falls only under very satisfactory. Moreover, with a weighted mean of 4.60, indicates that respondents strongly perceive the BAC Secretariat have an effective, systematic, and well-maintained procurement records management system. While respondents strongly agree that the agency has a written quality control, acceptance, and inspection of goods, services, and infrastructure projects, with a weighted mean of 4.62, interpreted as outstanding.

Lastly, indicator 5 received a weighted mean of 4.07, interpreted as very satisfactory. The overall weighted mean of 4.37, interpreted as outstanding, indicates that the agencies demonstrate a high level of operational effectiveness in managing procurement activities.

Table 6 Level of Procurement Performance of the Selected National Agencies (NGAs) in terms of Procurement Operations and Management Practices

Indicators	WM	Interpretation
1. The number of contracts awarded within the prescribed year is similar to the number of contracts approved in the Annual Procurement Plan (APP).	4.38	Outstanding
2. There is a system within the Procuring Entity to evaluate the performance of procurement personnel on a regular basis.	4.20	Very Satisfactory
3. The BAC Secretariat maintains a system of maintaining procurement records.	4.60	Outstanding
4. Written procedures on quality control, acceptance, and inspection are consistently followed.	4.62	Outstanding
5. Payments of procurement contracts are on-time.	4.07	Very Satisfactory
Over-all Weighted Mean	4.37	Outstanding

Rating Scale	Interpretation
4.21-5.00	Outstanding
3.41-4.20	Very Satisfactory
2.61-3.40	Satisfactory
1.81-2.60	Needs Improvement
1.01-1.80	Poor

These results show that the agencies have highest rating on having an established written quality control being implemented during acceptance and inspection of delivered procured items. This imply that the respondents affirm that consistent implementation of inspection and acceptance procedures likewise demonstrates adherence to internal controls, ensuring that goods and services delivered meet required standards. This also indicates that inspectors and end-users see the importance of satisfying the contract references and not just sign the Inspection and Acceptance Reports.

Furthermore, it was observed that all agencies enforce liquidated damages against suppliers who fail to deliver within the contract period, thereby holding the supplier financially liable for the resulting delays. This measure is executed to establish supplier accountability and uphold the necessary internal controls required for the cautious utilization of public funds. This finding is supported by the study of Rivera (2020), who found that agencies with robust inspection protocols are better able to safeguard public resources and uphold the “value for money” principle of RA 9184.

Almost closely to this rating is the presence of a reliable system for record-keeping within the BAC Secretariat is evident in the responses. This suggests that proper documentation of procurement operations is crucial, as accurate and accessible documentation is essential for audit compliance, dispute resolution, and transparency.

These findings are also supported by Serrano (2019), who noted that agencies with strong documentation practices experience fewer procurement-related issues and COA observations.

Third highest mean indicated that awarded contracts generally match the Annual Procurement Plan, suggesting that procurement activities are carried out as intended and with minimal deviations. This reflects disciplined planning and aligns with the study of Torres (2021), who emphasized that close alignment between procurement plans and actual implementation leads to reduced project delays and more efficient utilization of public funds.

However, based from the results, the indicator obtained the second to the lowest indicates that, while respondents agree that a performance evaluation system exists for procurement personnel, its implementation may not be as strong or consistent. This suggests that the system is present but may not yet be fully institutionalized or regularly conducted.

Also, as per RA 9184, the term of BAC members shall be renewed annually, which may result to a short span of rating period as designations to the BAC or TWG is only an added function and may be temporary. This may explain why the rating from the responses is slightly lower than the others. Data obtained on these areas such as personnel performance evaluation appears functional but less consistently practiced. In NGAs, functions in the BAC are included in the employees' Individual Performance and Commitment Rating (IPCR) which shall monitor if functions are really performed by the designated personnel. However, since BAC duties is more of a jury-duty and collective function, it is difficult to attribute procurement performance to a single individual. This is consistent with Mendoza (2022), who observed that evaluation systems for procurement staff are often general rather than procurement-specific, leading to gaps in competency monitoring.

Lastly, the lowest obtained weighted mean suggests that timely payment of procurement contracts is a relative challenge in some agencies, although overall performance remains positive. This indicator reveals an opportunity for further improvement, particularly in internal coordination, workflow management, and documentation processing. Additionally, payment processing can be slowed by administrative workload, incomplete supplier documents, and inter-office coordination issues a challenge similarly identified by Dela Cruz (2020) in her analysis of government financial workflows. Also, supported by the study of Imasa and Campos (2024) which stated that based on Commission on Audit (COA) reports, frequently identify "documentation and compliance gaps" as a leading weakness in public procurement. This includes issues like delayed document submission and documentation having insufficient contents, which directly slow down the validation required for payment.

Integrity and Transparency of The Management Procurement System. Based on the table, respondents given to the indicator stating that the BAC Secretariat maintains a system of records of procurement documents intended for COA audit, which generated a weighted mean of 4.73, interpreted as outstanding. Also, an outstanding rating or weighted mean of 4.82 affirmed that all the agencies maintain their Transparency Seal.

Similarly, an outstanding score or a generated weighted mean of 4.69 confirms that the agencies invite observers to procurement activities. The results also show strong compliance with transparency and integrity measures across the surveyed agencies, as reflected in the weighted mean of 4.69, interpreted as outstanding. The slightly lower, though still fall both under outstanding, with a resulted weighted mean of 4.38 scores for the complaint's mechanism and anti-corruption programs with weighted mean of 4.36.

Overall, the outstanding results for the Level of Procurement Performance of the selected National Government Agencies in terms of Integrity and Transparency of Management Procurement System has generated weighted mean of 4.60.

Table 7 Level of Procurement Performance of the Selected National Agencies (NGAs) in terms of Integrity and Transparency of Management Procurement System

Indicators	WM	Interpretation
1. The BAC Secretariat maintains a system of records of procurement documents for COA audit.	4.73	Outstanding
2. Procurement information is transparent and accessible to the public (Agency Transparency Seal).	4.82	Outstanding

3. Observers are invited to procurement activities such as opening of bids etc.	4.69	Outstanding
4. The Agency has an efficient procurement complaints system and the capacity to comply with procedural requirements.	4.38	Outstanding
5. The agency has a specific anti-corruption program/s related to procurement.	4.36	Outstanding
Over-all Weighted Mean	4.37	Outstanding

Rating Scale	Interpretation
4.21-5.00	Outstanding
3.41-4.20	Very Satisfactory
2.61-3.40	Satisfactory
1.81-2.60	Needs Improvement
1.01-1.80	Poor

This indicator is vital in the study since transparency and integrity are the foundation of good procurement performance. Even if an agency is efficient in planning, training, or operations, procurement cannot be considered truly effective if the processes are not honest, open, and accountable. These indicators check whether the agency protects the procurement system from corruption, favoritism, or irregularities.

The table shows that, among all the responses, the highest rating was given to the agencies' assurance of maintaining their Transparency Seal. This indicates that the respondents implement procurement system in compliance with the standards to promote trust, accountability, and clean processes. This was affirmed with their Transparency Seal posted on the agency's website reflecting financial and procurement reports as well as their Agency Procurement Compliance and Performance Indicator (APCPI) rating. This evident good governance principles, emphasizing that publicly available information helps deter irregularities and builds trust in government operations.

In accordance with RA 10155 (GAA FY 2012), all national government agencies, including constitutional commissions, SUCs, GOCCs with budgetary support, and LGUs receiving national government funds, to maintain a Transparency Seal on their official websites. This measure ensures that public fund is spent properly, suppliers are treated fairly, and the agency avoids audit problems or legal consequences. This makes procurement more reliable, credible, and aligned with the principles of RA 9184. Likewise, the strong rating for transparency of procurement information supports the findings of Rivera (2020), who emphasized that public disclosure—such as through Transparency Seals and online posting reduces opportunities for corruption by making procurement actions more visible to citizens, civil society, and oversight bodies. When procurement data is easily accessible, it increases public confidence and discourages manipulative practices. Second highest among all responses is having a strong system of record-keeping. The respondents strongly believe that this is crucial because the Commission on Audit heavily relies on these records to validate the legality and correctness of procurement transactions. As mandated, to all National Government Agencies and public offices, copy of contracts, purchase and job-orders shall be furnished to COA for inspection. Respondents submit these documents as routinary to all government transactions. The COA also utilized these records for post-audit, verifying the completeness and correctness of such. When documentation is organized and easily retrievable, it signals a reliable system with reduced risks of audit findings or compliance issues. Consistent with the study of Ramadhani & Ondie (2021) covering Tanzania's Ministry of Home Affairs, the authors found that accountability frameworks underpinned by complete written records of procurement, open publication of procurement notices/awards, standard binding documents, and information access for citizens enhance effectiveness and reduce risk of fraud and corruption.

Meanwhile, the slightly lower but still falls under outstanding interpretation are on complaints mechanisms and anti-corruption programs implemented by the agencies. This imply that while systems are in place, their use and effectiveness may vary across agencies. This further suggest that even these systems exist and function well, some agencies may not utilize them as frequently or may still be improving internal implementation. Based on the responses, these areas typically require continued awareness campaigns, staff orientation, and consistent enforcement to reach full effectiveness.

According to the responses, existing procedures are limited primarily to procurement conducted through competitive bidding, while alternative methods of procurement lack clear avenues for addressing issues such as Motions for Reconsideration, appeals, or other forms of supplier feedback. Also, it was evident that these agencies have limited staff dedicated to procurement, hence, handling additional complaint review procedures would require technical, legal, and administrative resources that some agencies may not have. Moreover, while agencies address complaints conscientiously, RA 9184 does not expressly require a general complaints mechanism. This absence of a clear legal mandate makes agencies hesitant to institute additional processes beyond those provided in the law.

Likewise, anti-corruption initiatives often depend on agency leadership and organizational culture, which may influence the level of staff engagement and program enforcement. Agencies exert considerable effort to safeguard the credibility of procurement transactions; however, certain factors remain beyond their control, such as suppliers' price manipulation or subcontracting practices. This, however, may be addressed if internal guidelines on anti-corruption programs are properly implemented within the agency. In Republic Act No. 9184 (Government Procurement Reform Act), several provisions function as anti-corruption or anti-fraud measures by promoting transparency, accountability, and penalizing corrupt practices in public procurement: This finding is consistent with Mendoza (2022), who noted that many government entities possess the required structures for handling procurement complaints but struggle with consistent implementation due to limited awareness or lack of documented internal guidelines.

### **Relationship between the Respondents' Profile and their Perceived Level of Procurement Performance of NGAs under RA 9184**

Table 8 presents the test of significant relationship between the respondents' profile variables such as position, years of experience, and number of trainings attended in procurement and their perceived level of procurement performance of National Government Agencies (NGAs) as mandated under Republic Act 9184. Somers' Delta (d) was employed to measure both the strength and direction of association between the ordinal variables. The corresponding p-values were used to determine statistical significance at the 0.05 level.

Across all four dimensions of procurement performance, Legislative and Regulatory Framework, Institutional Framework and Management Capacity, Procurement Operations and Management Practices, and Integrity and Transparency of the Procurement System, it be noted that the computed values of Somers' d ranged from  $-0.010$  to  $0.052$ . These values are very close to zero, indicating a negligible relationship between respondents' position in the organization and how they rated procurement performance. Moreover, all corresponding p-values ( $0.533$ – $0.992$ ) exceeded the 0.05 threshold, signifying no statistically significant relationship. This finding suggests that employees, regardless of whether they hold higher or lower positions, perceive procurement performance similarly. The result may imply that procurement practices under RA 9184 are implemented uniformly within the agencies, leaving minimal room for positional bias in performance assessment.

Likewise, Somers' d values for years of experience ranged from  $0.082$  to  $0.149$ , suggesting weak positive but still negligible associations. However, none reached statistical significance, as shown by the corresponding p-values ranging from  $0.287$  to  $0.638$ . These results indicate that the length of service in procurement or related functions does not significantly influence how respondents perceive procurement performance. While more experienced personnel may have slightly higher appreciation of institutional capacity and operations (as shown by the direction of the coefficients), such differences are not strong enough to be considered meaningful statistically. This may reflect that RA 9184 prescribes standardized procedures that all personnel, regardless of tenure, must consistently follow.

Similarly, the number of procurement-related trainings attended showed Somers' d coefficients ranging from  $-0.046$  to  $0.025$ , again indicating negligible associations. The corresponding p-values, all above 0.05 ( $0.623$ – $0.831$ ), reveal no significant relationship between training exposure and perceived procurement performance. This implies that while procurement trainings are essential for compliance and capacity building, they do not necessarily create significant differences in how personnel rate the performance of NGAs. It is possible that the quality, frequency, or relevance of trainings attended do not directly translate to changed perceptions, or that agency-wide systems and structures more strongly shape procurement performance outcomes.

Table 8 Test for Significant Relationship between the Respondents’ Profile and their Perceived Level of Procurement Performance

Procurement Performance of NGAs	Profile of the Respondents					
	Position		Years in Experience		Number of Trainings attended in Procurement	
	d	p-value	d	p-value	d	p-value
Legislative and Regulatory Framework based on RA 9184	.042	.533	-.094	.432	-.045	.623
Institutional Framework and Management Capacity	.052	.574	.136	.287	.025	.831
Procurement Operations and Management Practices	-.010	.930	.149	.363	.025	.827
Integrity and Transparency of the Management Procurement System	-.001	.992	.082	.638	-.046	.712

\*Not significant if p-value>0.05

The findings suggest that the agency’s procurement system functions consistently across various roles, indicating that procurement performance does not differ whether the respondent is part of the BAC, TWG, Secretariat, End-User Unit, or the HOPE. This means that whether decisions or tasks are handled by higher-ranking officials (HOPE, BAC Chairperson) or working groups at the operational level (TWG, Secretariat, End-User), the systemic procedures guide the process, not personal discretion. The procurement function in NGAs is treated as a “jury-duty”, hence, it is deemed collaborative and collective decision-making than individual judgment. Regardless of whether an employee serves as a BAC member, TWG member, end-user representative, or administrative staff, their understanding of procurement efficiency, compliance, and performance remains consistent. This uniformity is rooted in the strict procedural requirements of RA 9184, which outline detailed steps, timelines, and documentary requirements that apply equally across all roles.

As corroborated in the study of Serrano (2019) found that the implementation of RA 9184 results in highly standardized procurement processes, which minimize differences in perception and performance among personnel regardless of rank or designation. This supports the researcher finding that there is no significant relationship between the respondents’ positions and the level of procurement performance. Likewise, OECD (2016) and World Bank (2018) both assert that the success of public procurement systems hinges on institutional design, internal controls, and procedural standardization rather than on demographic characteristics of individual staff.

Torres (2021) also observed that hierarchical differences tend to have minimal impact on procurement perceptions in government settings, because the procurement system does not significantly change based on position, each role interacts with the same procedures, templates, and compliance structures. These studies corroborate the present finding, emphasizing that procurement performance in NGAs is institutionally driven rather than dependent on rank or authority. Thus, the lack of a significant relationship between job position and procurement perception reinforces the idea that RA 9184 promotes consistency, accountability, and procedural uniformity across all levels of personnel.

Moreover, the result of the study revealed that number of years in procurement has no significant relationship with procurement performance. This suggests that even personnel with fewer years of exposure can perform procurement tasks at levels comparable to more experienced colleagues. Also, this may be explained due to the procedural nature of RA 9184, where tasks are guided by manuals, standardized forms, checklists, and clear timelines. Because of these structured guidelines, procurement tasks can be carried out consistently regardless of tenure. Further, the findings suggests that both new and long-serving procurement personnel share a similar understanding of procurement practices. This indicates that experience does not drastically alter one’s assessment of procurement effectiveness, likely because the process itself is highly controlled, repetitive, and bounded by regulations that remain consistent over time. In settings where procedures are prescribed—such as the preparation of APPs, posting in PhilGEPS, conducting bid evaluations, and ensuring compliance with COA,

it is expected that experience will enhance familiarity but will not substantially change how individuals perceive the overall system's performance.

This aligns with the result of the study that years of experience are not significantly related to procurement performance. Similarly, Mendoza (2022) reported that length of service does not strongly shape procurement perception because the process is rule-bound, with fixed timelines and procedures that do not change based on an employee's tenure. Similarly, Dela Cruz (2021) found that procurement processes tend to create a "shared operational culture" where personnel adopt similar views regardless of years served. These studies affirm the result of the present study: that experience does not create significant differences in procurement perception because RA 9184 prescribes a structured workflow that remains stable over time. Thus, performance perception is shaped more by the system than by tenure.

The finding that training participation does not significantly relate to respondents' perception of procurement performance implies that while trainings enhance knowledge, they do not necessarily shift how personnel evaluate the procurement system. This may be since government procurement trainings often provided by GPPB-TSO, COA, or agency-level facilitators largely reinforce existing rules rather than introduce new discretionary frameworks. As a result, trainings may improve competence but do not drastically influence one's perception of the system's overall performance or effectiveness. Similar to the result of the study, Dela Cruz (2021) also found that trainings, while valuable, do not automatically lead to improved perception of procurement performance unless they are linked to organizational change, systems upgrades, or workflow improvements.

Finally, the result of the study imply that the level of procurement performance cannot be directly attributed to the capability and knowledge of personnel assigned to handle procurement. Since there is an existing law dictating the procedures, when and how to comply documentary requirements, personnel may have limited discretion to fast track or intentionally delay the process. In practice, even when a Procurement Officer is highly knowledgeable and efficient, delays may still occur if key approving authorities such as the HOPE, BAC Chairperson, or Supply Officer are unavailable to review and sign documents. This demonstrates that procurement performance is influenced more by organizational processes than by the competencies of individual staff members.

This finding is supported by the report of GPPB (2020) which highlighted that although training increases competence, it does not guarantee uniform improvements in performance perception because system limitations, budget constraints, and administrative delays still affect how procurement is carried out. These studies support the present finding by showing that procurement perception is influenced more by system-level factors than by individual training frequency. Thus, trainings strengthen capability but do not significantly alter perception unless accompanied by broader institutional reforms.

With these results, the overall findings reveal that none of the respondents' profile variables such as, position, years of experience, or number of trainings attended have shown statistically significant relationship with their perceived procurement performance in any of the four RA 9184 performance dimensions. With Somers' d values consistently close to zero and all p-values above the significance level, the results indicate that: the perceptions of procurement performance are generally uniform across different employee profiles; procurement processes under RA 9184 are implemented in a standardized and institutionalized manner, minimizing subjective differences in evaluations; and procurement performance may be influenced more by organizational systems, compliance mechanisms, and institutional policies, rather than by personal characteristics of the respondents.

### **Financial Performance of Selected NGAs in terms of their Budget Utilization Rate (BUR)**

The study likewise employed secondary data to substantiate the primary information collected, drawing from the agency's published reports to support and illustrate its financial performance. The financial performance of selected National Government Agencies (NGAs) in Camarines Norte was assessed using the Budget Utilization Rate (BUR) which was derived from their respective Total Obligations and Disbursements vs. Total Allotment, for FY 2024. Based on the available data, the first NGA (NGA A) provided complete financial information with total allotment amounting to P100,529,389.07 which was fully obligated and a disbursement of 95% while the second NGA (NGA B) reported a total allotment of P1,911,438,578.46 and a disbursement rate of 60% while

the third NGA (NGA C) failed to provide the needed local data for the study, despite having posted their transparency seal at a nationwide level.

Table 9 Financial Performance of Selected National Agencies in terms of Budget Utilization Rate (BUR)

Agency	Total Allotment	Obligations	Disbursements	Budget Utilization Rate (BUR)
NGA A	100,529,389.07	100,529,389.07	95,384,475.19	95%
NGA B	1,911,438,578.46	1,875,964,606.51	1,145,966,085.11	60%
NGA C	-	-	-	-

The data was obtained from their FY 2024 Financial Accountability Reports (FARs) which reported zero unobligated fund. NGA A posted a BUR of 95%, indicating a high level of fund utilization and efficient implementation of programs and projects, including procurement activities. A BUR at this level suggests minimal delays in disbursements and effective alignment between planned procurement and actual spending. Since the agency primarily caters to projects implemented by People’s Organizations (POs) and Local Government Units (LGUs), the implementation timeline generally runs for only one year. This indicates that the projects are more fast-paced compared to infrastructure projects, which usually require longer implementation periods. A 100% obligation rate and 95% disbursement may suggest that the NGA A is able to plan, obligate, and utilize its budget efficiently within the fiscal year. National agencies are expected to optimize the use of allotted funds to deliver public services. As similar to the study of (Bangsal, et. al. 2023) noted that NGA BURs and aggregate utilization statistics, with tables showing appropriations and utilization rates by agency are good for benchmarking NGA performance.

Measuring budget utilization is the best way to measure financial performance of a government agency since funds allocated is usually being planned out ahead to ensure the efficient spending of funds. BUR also plays an important indicator whether public services are being delivered to the public timely. Further, in the study of (Muturi & Were, 2020) on the effect of budget allocation and procurement process on budget utilization in the public sector, which implies that an efficient procurement procedure contributes to higher budget utilization rates and reduce under-spending in government institutions.

While NGA B got a BUR for FY 2024 at 60%, the result does not necessarily mean that their financial performance decline. According to a recent report summarizing NGA B 2024 performance: out of a P1.40 trillion allotment for the year, only about P1.236 trillion was obligated, yielding an 88.2% budget utilization rate for 2024. Low BUR indicates not necessarily that budgets are insufficient — but that project execution capacity, planning, and administrative processes are the bottlenecks. Also, many projects of NGA B are large-scale, complex, and technically challenging (roads, bridges, flood control, etc.). These naturally demand more time for procurement, bidding, design modifications, quality control, and monitoring. The findings may also have been influenced by public concern and legislative scrutiny regarding the under-utilization of funds, delays in disbursement, and downward trends in budget execution, despite the steady increase in budget allocations over recent years. As supported with a similar study of (Katamuna, 2025) on the effect of public procurement processes on the performance of public projects, wherein he emphasized that inefficient procurement procedures including poor supplier evaluation and planning lead to delays and cost overruns in infrastructure projects. This directly connects procurement mechanisms with budget utilization problems in government infrastructure contexts.

However, the NGA C unable to provide their FY 2024 financial accountability reports despite formal written requests submitted by the researcher. The absence of their data limited the full comparative financial analysis across NGAs. This situation also illustrates a practical issue in public sector research: accessibility of financial information, which is expected to be publicly available under transparency requirements but may still be difficult to obtain at the provincial or field office level.

The non-availability of NGA C’s financial data does not diminish the reliability of the study’s findings. Instead, it highlights a systemic challenge in transparency and data management, which is itself relevant to procurement performance. The inability to access complete financial records may reflect administrative delays, unposted documents, or internal clearance procedures, which parallel some procurement bottlenecks identified in the

respondents' perceptions. This indicates that despite of publication of the transparency seal at a national level, local data storage and access remains selective. This finding is similar to the result of the study of (Soylu, et. al. 2022) which shows that even when procurement data is published, significant shortcomings in data quality and structure (e.g., inconsistent formats, missing identifiers, lack of standardized fields) limit the usefulness of such data for transparency and accountability. This highlights how poor financial data publication itself becomes a barrier to monitoring procurement performance.

In summary, the available BUR data for the two agencies supports its strong procurement performance rating in the survey results, while the absence of the other underscores the need for improved transparency mechanisms and timely publication of financial accountability reports.

**Internal and External Factors Affecting the Procurement Performance of National Government Agencies (NGAs)**

The study also determined the internal and external factors which affects the level of procurement performance of the selected National Government Agencies. The respondents were able to rank each intervening factors based on how they see such to influence procurement performance of the agency. How the respondents rank these factors as the highest or least affecting were also discussed in Table 8 to 9.

Internal Factors Affecting the Procurement Performance of National Government Agencies (NGAs). Table 10 shows that among the five scenarios presented in the survey, late fund releases, realignments and delays in Sub-Allotment Release Orders/Notice of Cash Allocation, after project implementation were ranked first, with sum of 161, which landed the highest ranks from the responses as an affecting internal factor to procurement performance. In second rank, with sum of 153, were delays in preparing bid documents, getting approvals, and securing signatures from designated personnel involved in the procurement process. Further, the availability of signatories for procurement papers and documents ranked third with a sum of 136. A sum of 130, which ranked fourth was the inadequate number of trained Bids and Awards Committee or Technical Working Group members. Finally, poor or delayed preparation of Annual Procurement Plans (APPs) or Project Procurement Management Pan (PPMP) was ranked as the least affecting internal factor with a sum of ranks amounted to 124.

Table 10 Ranking of Internal Factors Affecting the Level of Procurement Performance of the Selected National Government Agencies in Camarines Norte

Internal Factors	Sum of Ranks	Rank
a. Poor or delayed preparation of the Annual Procurement Plan (APP) or Project Procurement Management Plans (PPMPs) can cause delays in project start-up	124	5
b. Inadequate number of trained Bids and Awards Committee (BAC) members and Technical Working Group (TWG) personnel slows down bid evaluation and decision-making	130	4
c. Delays in preparing bid documents, obtaining approvals, or securing signatures can extend procurement timelines.	153	2
d. Late fund releases, re-alignments, or delays in the issuance of Sub-Allotment Release Orders (SAROs) or Notice of Cash Allocations (NCAs) affect project implementation.	161	1
e. Availability of signatories who expedite procurement documents.	136	3

The results of the study on the ranking of internal factors shows that late fund releases, realignments, and delays in the issuance of SAROs or NCAs exert the greatest influence on procurement performance. Respondents consistently viewed fund availability as the most critical internal concern because procurement activities cannot proceed without obligated and released funds. Fund-related delays affect all stages of the procurement cycle, which explains why respondents identified this as the most significant internal challenge. The respondents believe that procurement cannot proceed, no bidding, no purchase, no contract without funds being properly released. When SAROs or NCAs arrive late, projects are automatically delayed regardless of how ready the BAC or end-user units are. This explains why respondents consistently viewed fund-related delays as the most disruptive internal issue.

Conversely, certain projects or procurement requirements are not initially included in the agency's Work and Financial Plan and are instead supported by subsidies or grants. This undermines the effectiveness of procurement planning, since these additional targets are introduced only after funds are released through a Sub-Allotment Advice (SAA), frequently leading agencies to resort to negotiated procurement. This finding mirrors the observations of Dela Cruz (2021), who reported that delayed cash allocations remain a major barrier to timely project implementation in government agencies, often causing postponed bidding schedules and adjustments in procurement timelines.

The second-ranking factor which is the delays in preparing bid documents and securing approvals or signatures reflects the administrative reality of government procurement. Based on the predicament of the respondents, even when funds are available, procurement cannot move forward if bidding documents are incomplete or if approving officials are not immediately accessible. This is consistent with Mendoza (2020), who found that internal workflow bottlenecks and signature routing delays are among the most common contributors to slow procurement cycles in public agencies. These delays accumulate, leading to extended procurement timelines and missed target dates.

The availability of signatories ranked third, indicating that while approval bottlenecks occur, they are perceived as moderately manageable. Nevertheless, the respondents recognize these lapses on the system, thus, alternate and provisional members to the BAC were designated in-case the original member is unavailable to attend or sign procurement documents. However, it is still to be noted that carefully signing procurement documents is important because the signature signifies legal and administrative accountability.

It confirms that all procurement actions were properly reviewed and compliant with RA 9184. Errors or negligence in signing may result in audit issues, disallowances, or liability on the part of the signatory. Even the signatory is available, it still takes a processing time to evaluate the documents, which may cause delays. However, the importance of decision-making accessibility is supported by Serrano (2019), who noted that procurement efficiency improves significantly when approving authorities are consistently available and responsive. When signatories are frequently absent or overextended, procurement documents remain pending, causing interruptions in the process. This imply that respondents see this as an obstacle, but not as severe as fund releases or document preparation issues.

The fourth factor, inadequate number of trained BAC or TWG members highlights the continuing need for professionalization in procurement roles. Indorsement to training of BAC members depends on the availability of budget intended for trainings. Typically, only two to three members are allowed to attend trainings per year to ensure equal distribution of learning opportunities among concerned personnel. Though this internal factor is least affecting compared to the other factors, capacitating personnel who handle procurement is as much as important and required. Agencies cannot risk committing errors that may expose them to administrative or even criminal liabilities, making continuous training and competency development essential. As corroborated by Torres (2021) emphasized that procurement competence directly affects the accuracy of evaluations, compliance with RA 9184, and the speed of bid processing. Agencies with fewer trained personnel often face higher workloads per staff, resulting in slower evaluations and increased risk of procedural errors.

Lastly, the poor or delayed preparation of APPs or PPMPs ranked lowest among the internal factors. This suggests that, while planning issues remain important, they are perceived as less disruptive compared to concerns such as fund availability or process bottlenecks. This finding is consistent with the GPPB's (2020) Procurement Monitoring Report, which notes nationwide improvements in APP preparation brought about using standardized templates, capacity-building initiatives, and strengthened coordination with end-user units. As a result, many agencies have begun to institutionalize procurement planning practices, thereby minimizing delays associated with the preparation of procurement plans. This finding that poor or delayed preparation of APPs and PPMPs is perceived as the least affecting internal factor is supported by the study of Gamido (2022), which demonstrated that institutionalizing procurement planning processes significantly improves efficiency. In his study on the development and implementation of a web-based procurement planning management system, Gamido found that standardizing and automating PPMP and APP preparation increased time efficiency by 75%, reduced duplication of items, and improved budget monitoring and accuracy.

External Factors Affecting the Procurement Performance of National Government Agencies (NGAs). The ranking results in Table 11 shows that supplier competition, price fluctuations, and supply shortages, with sum of 162, were perceived as the first rank in affecting procurement performance. Moreover, a sum of 147, which ranked second were inflation, import restrictions, and logistical issues on procurement. In third place were natural disasters, pandemics, and emergencies with a sum of 137. Frequent updates from GPPB, DBM, or COA ranked fourth with a resulted sum of 124. Although these updates require agencies to adjust processes or learn new rules, respondents likely do not see them as major disruptions. Finally, political interventions or changes in leadership ranked the lowest with sum of ranks amounting to 115, making it the least affecting external factors.

These results as shown in the table comprises the ranking of external factors as how the respondents perceive them to likely affect the procurement performance within their agency.

Table 11 Ranking of External Factors Affecting the Level of Procurement Performance of the Selected National Government Agencies in Camarines Norte

External Factor	Sum of Ranks	Rank
a. Frequent updates or new issuances from GPPB, DBM, or COA may require process adjustments, slowing implementation.	124	4
b. Inflation, import restrictions, and logistical issues (especially in remote areas) can delay project execution.	147	2
c. Political Interventions or changes in leadership or political priorities may halt, defer, or re-prioritize projects.	115	5
d. Limited supplier competition, price fluctuations, or supply shortages delay bidding and delivery.	162	1
e. Natural disasters, pandemics, or national emergencies disrupt procurement schedules.	137	3

The results under this indicator on which the respondents rank the external factors affecting procurement performance revealed that limited supplier competition, price fluctuations, and supply shortages ranked as the highest and second highest influencing factor, obtaining the two highest weighted mean among the five external elements assessed. This indicates that respondents view market conditions as the most significant challenge in procurement implementation. In Camarines Norte, there are only few suppliers with complete documentary requirements who are willing to participate in the government transactions. As reported in the PhilGEPS PS-DBM Statistical Bulletin for 2023, Camarines Norte recorded a total of 1,584 registered suppliers under the “Registered Suppliers by Region and Province” listing as of December 31, 2023. The bulletin likewise indicates that there were 3,457 registered agencies classified by organization type for the same reporting year.

However, in the case of the agencies, only few suppliers participate mostly on highly technical projects such as infrastructure, reforestation and agriculture projects. Moreover, factors such as delayed payments, stringent regulatory requirements, and the extensive volume of paperwork discourage suppliers and contractors from engaging in public procurement, both at the provincial level and nationwide.

The second most affecting factor perceived by the respondents was inflation, import restrictions, and logistical issues. Respondents recognize that rising commodity prices, transportation challenges, and restrictions on imported goods directly affect supplier capability and pricing strategies.

There were cases in which several months elapsed between the submission of a supplier’s price quotation and the awarding of the contract. This delay makes price changes unavoidable, thereby creating potential financial deficits on the part of the supplier. Prices quoted at the beginning of the process may no longer be feasible months later due to market fluctuations, placing suppliers at a financial disadvantage. This risk of loss makes government contracts less attractive.

Limited supplier participation, unstable pricing, and unpredictable supply availability often lead to failed biddings, repeated procurement processes, and delivery delays. This observation aligns with Rivera (2020), who emphasized that supplier-side constraints are among the strongest determinants of procurement delays,

particularly in government sectors reliant on specialized goods or regional suppliers. This also affirms that when suppliers are few, cannot meet demand, or constantly change prices, procurement processes naturally slow down. Agencies cannot award contracts if suppliers fail to participate or if prices exceed cost estimates, which often leads to failed biddings and repeated procurement cycles. This makes supplier-related issues the most immediate and noticeable challenge to procurement teams. The findings of the researcher are supported by the study of Dela Cruz (2021) which noted that inflationary pressures and logistics disruptions significantly strain supplier performance and often result in cost adjustments, delayed deliveries, or contract variations, patterns consistent with the perceptions captured in this study.

Calamities and pandemics significantly disrupt procurement performance because they affect all stages of the procurement cycle from planning to contract implementation. As per the result of the study, during the pandemic era in the Philippines from year 2020-2022, agencies often experience supply shortages, price volatility, and limited supplier availability, making it difficult to complete procurement activities within the prescribed timelines. The same holds true when typhoons or other natural calamities strike the province. Suppliers struggled to deliver goods or services due to damaged infrastructures, transportation restrictions, or business closures, leading to delays or contract failures. This instance directly impacted the procurement performance of the agency since completion of procurement cycle relies on the delivery of goods and services from the supplier to the end-users. However, they ranked third because such events do not occur regularly. Although their impact is significant when they do happen, their infrequency means that respondents perceive them as a moderate rather than a primary factor affecting procurement performance. This finding is similar to the study of Aparicio-Arias and Moreno Romero (2021), which note that disasters negatively impact public procurement by causing delays, supply shortages, market disruption, and reduced supplier participation.

In contrast, frequent updates or new issuances from GPPB, DBM, or COA received a lower weighted mean which suggests that while policy updates require agencies to adjust procedures, respondents generally find these changes manageable. Most updates are procedural and can be implemented gradually through orientations or internal communication. Procurement teams may already be used to these changes, so they do not see them as a significant obstacle compared to supplier and market challenges. This finding is supported by the GPPB (2020) Compliance Monitoring Report, which noted that most government agencies can adapt to regulatory updates through orientation, training, and consistent dissemination.

Lastly, political interventions or changes in leadership ranked the lowest, or least affecting external factor. This indicates that respondents perceive minimal political interference in the procurement process, likely because RA 9184 establishes strict procedural guidelines that limit discretionary decisions.

Moreover, these agencies have institutionalized internal controls, such as BAC independence, procurement monitoring teams, and transparency seal compliance, which further strengthens procedural integrity. Political intervention also tends to be episodic rather than continuous, meaning it does not occur regularly enough to be perceived as a major disruption compared to more frequent operational issues like fund availability, supplier delays, or administrative bottlenecks. Because procurement decisions are increasingly documented, scrutinized, and monitored by oversight bodies like COA and GPPB, respondents may feel that political influence while still possible is less direct and less impactful on day-to-day procurement operations. The findings of the researcher are consistent with the study of Serrano (2019) which found that agencies with strong procurement structures and formalized procedures are less vulnerable to political influence, reinforcing the perception that procurement integrity is maintained regardless of leadership changes.

### **Proposed Intervention Plan to Improve the Level of Procurement Performance of National Government Agencies**

From the results obtained, the researcher provided an intervention plan into a one whole program entitled Procure + which shall serve as the output of the study to address the factors and indicators which need improvement to ensure that the National Government Agencies attain the highest level of procurement performance across all aspects. The intervention plan focuses on the formulation of a program and monitoring tool to regularly assess the agency's performances.

Table 12 shows the intervention program along with its project components aim to address identified areas which need improvement. The action plan is composed of programs, objectives, persons responsible, proposed budget and time frame. The plan outlines targeted projects that aim to strengthen the procurement system of the agency by addressing specific gaps revealed in the findings. The first intervention focuses on enhancing the adoption of Green Public Procurement (GPP), which was identified as one of the lowest-performing indicators. By formulating a Green Specification Checklist, the agency is expected to increase compliance with environmentally responsible procurement standards. Another intervention strengthens accountability and integrity mechanisms by improving the complaint-handling process and reinforcing anti-corruption measures, which were identified as areas needing improvement under the integrity and transparency indicators. These interventions aim to enhance compliance, efficiency, and transparency within the procurement system, leading to improved overall procurement performance. Also, the directory and catch-up plan for the agencies to target backlogs and assist with the monitoring mechanism of the stakeholders in procurement process and activities.

Table 12 Proposed Intervention Plan to Improve the Level of Procurement Performance of the Selected National Agencies

Project	Objectives	Persons Responsible	Proposed Budget	Time Frame
1. Project Component 1 (Development and Use of Green Specification Checklist)	To provide end-user units and BAC/TWG with a ready reference for GPPB-identified green criteria. To Improve compliance with minimal training required.	BAC Secretariat-TWG Members Supply/Property Officer	Variable (for printing supplies)	1–2 months (Development & Roll-out)
2. Project Component 2 (Procurement Complaints & Feedback Quick-Response Form)	To improve handling of procurement-related concerns. To provide stakeholders (suppliers, end-users) an accessible channel for queries and complaints. To strengthen transparency and accountability mechanisms.	- BAC Secretariat-Administrative/Legal Division	Variable (for printing supplies)	1–2 months (Development & Roll-out)
3. Project Component 3 (Active Directory for all Procurement-ready and eligible Suppliers and Contractors in Camarines Norte)	To enhance market competitiveness by developing a wider pool of procurement-ready suppliers. To enable NGAs to select from a diverse and eligible set of vendors who can deliver quality goods, infrastructure, and services at the most advantageous terms.	The participating Agencies and Suppliers/Contractors	P 30,000.00 (Intended for Suppliers forum/conference)	6 months development and roll-out
4. Project Component 4 (Formulation of a catch-up plan intended to address backlogs in financial performance)	To be able to track and monitor financial status of the agency when it comes to procurement performance	The HOPE, BAC	Variable (for printing supplies)	1–2 months (Development & Roll-out)

Moreover, the formulation of a Procurement Complaints & Feedback Quick-Response Form for procurement complaints and feedback also strengthens transparency and responsiveness, reflecting the study’s findings that the complaints mechanism needs improvement. Also, a directory of procurement-ready suppliers to ensure a larger list of eligible vendors who wish to participate in government procurement.

Further, the agency may formulate a catch-up plan for their budget utilization rate to monitor their financial performance. This is crucial for every agency since BUR is an indicator of performance assessment and criterion for transparency seal.

Overall, the proposed intervention plan focuses on practical, immediately actionable steps designed to enhance procurement efficiency, transparency, and compliance in ways that are easy for NGAs in Camarines Norte to adopt.

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## SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This Chapter presents the summary, formulated findings, and conclusions of the study. It also presents the recommendations proposed by the researcher based on the findings and conclusions of the study.

### Summary

This study aimed to determine the level of procurement performance of selected National Government Agencies (NGAs) in Camarines Norte through an assessment of their implementation of Republic Act 9184, or the Government Procurement Reform Act. It analyzed the respondents' demographic profile, their perceived level of procurement performance across four major indicators, the significant relationship between profile variables and procurement performance, the NGAs' financial performance based on budget utilization rate, the internal and external factors affecting procurement implementation, and the development of an intervention plan to improve overall procurement performance.

The study further examined whether there was a significant relationship between the respondents' and perceived level of procurement performance.

The study also explored the financial performance of the selected NGAs through their Budget Utilization Rates (BUR) based on secondary data. The study also identified factors, both internal and external, that influence affecting procurement performance, procurement outcomes.

The study applied the use of descriptive-correlational method of research. The sources of data and respondents were from the three National Government Agencies in Camarines Norte. The pertinent data were collected using survey-questionnaires and secondary data. Moreover, the gathered data and information were statistically treated using descriptive statistical tools such as percentage, weighted mean and Somers' Delta Correlation Coefficient.

### Findings

Based from the data gathered, the following are the findings of the study:

1) The profile of the respondents came from various procurement-related positions, in which out of the 45 respondents, the highest number are BAC Members and procurement staff with 11 & 12 respondents respectively, while only two (2) BAC Chairman participated. As for the number of years of experience in procurement, majority of the respondents have 1-5 years of experience in procurement, while one respondent has 16-20 years of experience. Further, almost all the respondents have already attended trainings on RA 9184 with 38 responses. However, there are four respondents who claimed that they have yet to attend trainings on procurement.

2) The level of procurement performance of the selected National Government Agencies across all four major indicators— (A) Legislative and Regulatory Framework based on RA 9184 (4.77), (B) Institutional Capacity (4.55), (C) Procurement Operations and Management Practices (4.37), and (D) Integrity & Transparency (4.37), all were rated Very Satisfactory to Outstanding level of procurement performance among the selected NGAs. All indicators rated above the "Very Satisfactory" with Indicator A achieving the highest performance rating, while Indicator C as the lowest. This indicates strong compliance with RA 9184, well-functioning institutional mechanisms, generally efficient procurement operations, while still need improvement on the transparency and integrity and compliance to more sustainable procurement within the agency.

3) The relationship between the respondents' profile and their perceived level of procurement performance of NGAs under RA 9184 across all four indicators of procurement performance; Legislative and Regulatory Framework, Institutional Framework and Management Capacity, Procurement Operations and Management Practices, and Integrity and Transparency of the Procurement System, obtained no significant relationship. The corresponding p-values, all above 0.05 (0.623–0.831), reveal no significant relationship between training exposure and perceived procurement performance. This simply means that the variables along these indicators are not statistically related.

4) Out of the three selected NGA respondents, only two were able to provide the necessary financial data for the study, with reported Budget Utilization Rates (BUR) of 95% and 60%, respectively. This indicates that these agencies maintain relatively good financial record-keeping and demonstrate a degree of transparency in reporting their performance. In contrast, the inability to obtain financial data from NGA C suggests that challenges in transparency and documentation may still exist within certain agencies. This observation is consistent with the slightly lower ratings reported under the Integrity and Transparency indicator, particularly concerning complaints handling and the effectiveness of internal accountability mechanisms.

5) The external factors received sum of ranks 162, slightly higher than that of the internal factors which is 161. This indicates that procurement is more significantly influenced and affected by external issues such as limited suppliers' competition, price fluctuation and supply shortages.

6) The proposed intervention plan was formulated to address the areas that need intervention based from the results of the study specifically on the lack of awareness or implementation on green specifications on procurement, lack anti-corruption program and complaint desk, suppliers' availability and low budget utilization rate so that the procurement and financial performance of the selected National Government Agencies (NGAs) will be enhanced.

## Conclusions

Based on the analyzed data, survey results, ranked factors, and secondary financial information, the following conclusions of the study were drawn:

1) Most respondents are the personnel handling procurement and majority of those had 1–5 years of procurement experience, or relatively new to the role. Procurement operations in National Government Agencies often involve personnel who are still building expertise, which may influence the consistency of procurement practices. Respondents generally attended at least one procurement-related training, but just the basic orientation on RA 9184.

2) NGAs in Camarines Norte exhibit outstanding compliance with RA 9184 requirements. However, Green Public Procurement remains the weakest aspect due to limited awareness and absence of practical tools to guide agencies. This suggests a need for sustainability-oriented institutional reinforcement. Further, operations were rated very satisfactory, showing that procurement records, evaluations, and contract management are generally well-executed. However, the complaints mechanism and anti-corruption safeguards are not maximized, indicating areas for enhancement to fully strengthen procurement accountability.

3) There is no significant relationship between respondents' position, years of experience, and number of trainings attended and their perceived level of procurement performance across all indicators. This means procurement performance perceptions are consistent regardless of personal or professional background, reflecting the standardized and procedural nature of RA 9184 implementation in NGAs.

4) Only two out of three NGAs provided complete FY 2024 financial data, showing a reasonable BUR, however, the absence of the third NGA data, despite formal requests, demonstrates existing challenges in financial transparency and responsiveness. This aligns with respondents' perception that certain transparency mechanisms require strengthening.

5) The factors affecting procurement performance dwells on both external and internal. Overall, while external conditions matter, procurement challenges arise more strongly from internal processes

6) Based on the identified gaps, the study concludes that NGAs would benefit from practical and implementable interventions so that level of procurement performance will be enhanced.

## Recommendations

After an in-depth analysis and study of the information gathered by the researcher, the following are the recommendations made:

- 1) All the National Government Agencies (NGAs) may provide regular, mandatory procurement trainings for BAC members, TWG, BAC Secretariat, and end-user units. Trainings should include updates on RA 9184 or RA 12009, GPPB guidelines, technical specification preparation, bid evaluation, post-qualification, and contract management. Further, the Bids and Awards Committee (BAC) of the NGAs may integrate Green Public Procurement (GPP) into agency processes through adoption of a Green Specification Checklist, ensuring that sustainability requirements are systematically incorporated in PMPs and technical specifications.
- 2) The procurement practitioners, BAC and TWG, may establish a Procurement Complaints and Feedback Quick-Response Desk with clear procedures for handling inquiries, concerns, and complaints from suppliers, observers, and internal stakeholders. This will ensure that procurement practice and implementation are at highest compliance and effectiveness among all its end-users.
- 3) The NGAs headed by the Head of Agency (HOPE) may formulate a Financial Catch-up Plan to monitor financial performance monitoring as well to accomplish high BUR.
- 4) Suppliers, Contractors along with the NGAs and LGUs may conduct Suppliers' conference or forum to formulate a Suppliers' Directory for easier communication and access to the market ensuring competition among the available service and goods providers in the locality of Camarines Norte.
- 5) All the NGAs may adopt the Intervention Program formulated by the Researcher so that the level of procurement and financial performance may be enhanced.
- 6) For future researchers, it is recommended to study the factors affecting the procurement performance of NGAs that are not listed on the indicators above, because the researcher believes that there are more factors not captured in the study that would affect the procurement performance. Also, study if procurement performance has a significant relationship with the financial performance of the agency.

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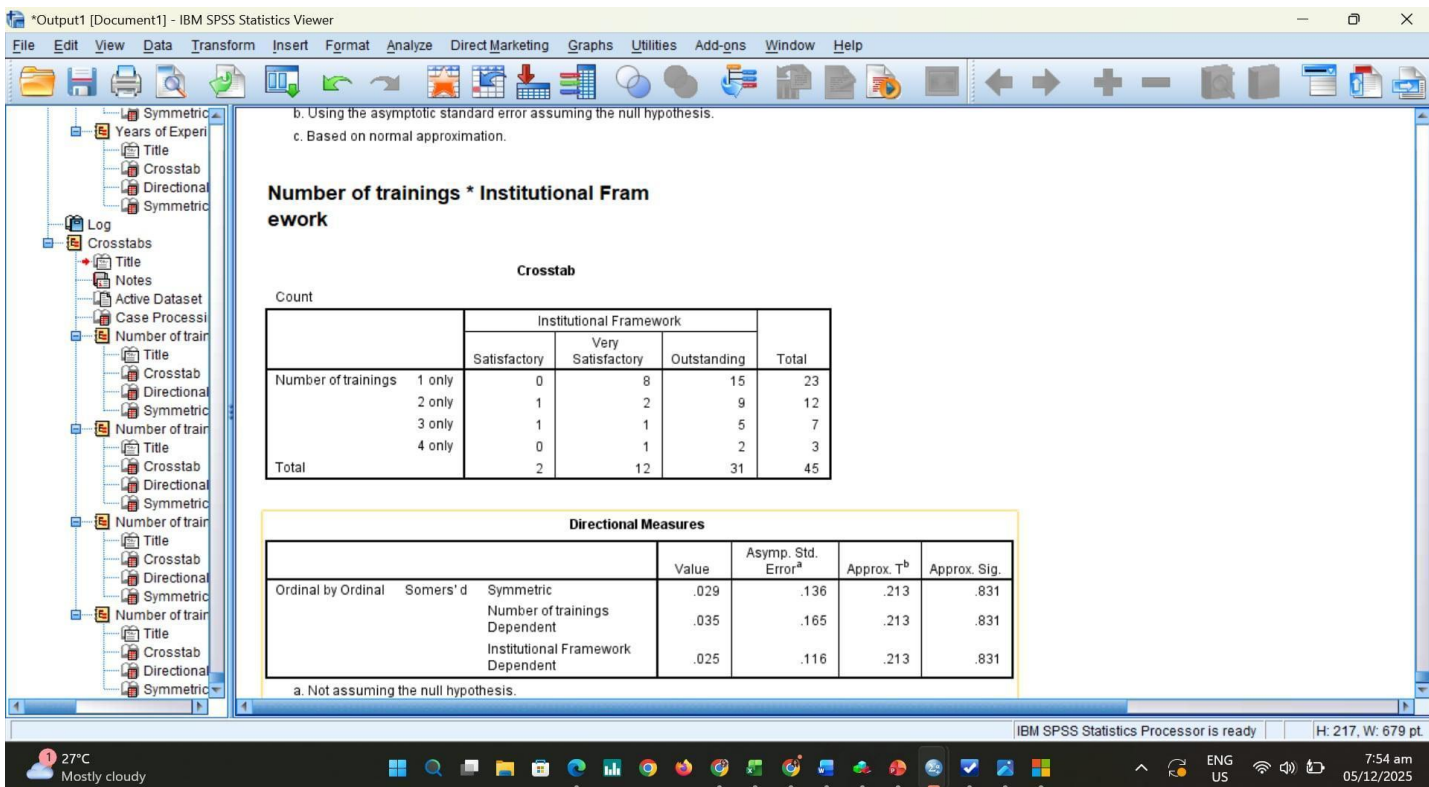
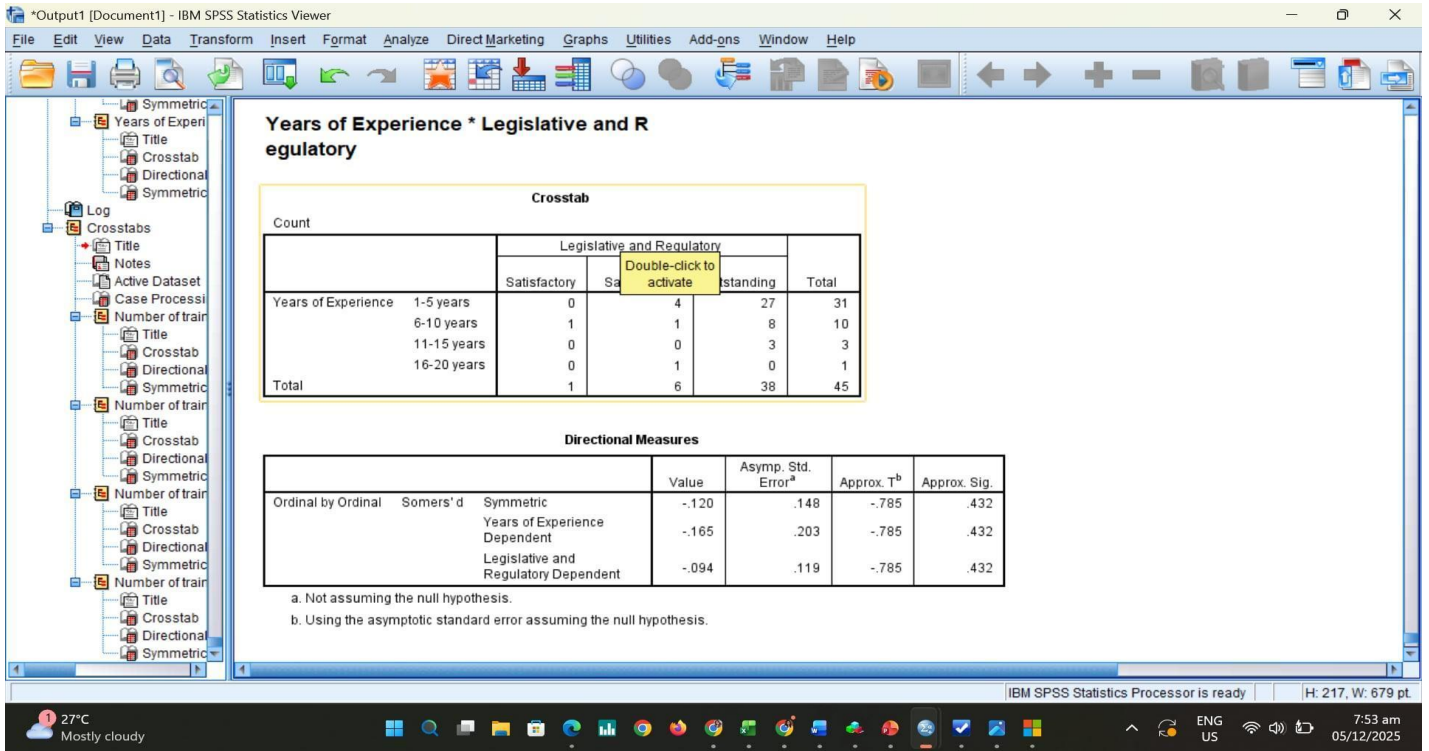
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# APPENDIX

## Appendix A

SPSS Results of Somer's D Correlation Test for Significant Relationship between the Profile of the Respondents and the Level of Procurement Performance of selected National Government Agencies (NGAs)



\*Output1 [Document1] - IBM SPSS Statistics Viewer

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**Years of Experience \* Integrity and Transparency of Management Procurement System**

Crosstab

Count

		Integrity and Transparency of Management Procurement System				Total
		Poor	Needs Improvement	Satisfactory	Very Satisfactory	
Years of Experience	1-5 years	2	15	14	0	31
	6-10 years	1	4	2	3	10
	11-15 years	0	2	0	1	3
	16-20 years	0	1	0	0	1
Total		3	22	16	4	45

**Directional Measures**

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	.070	.149	.470	.638
		Years of Experience Dependent	.062	.130	.470	.638
		Integrity and Transparency of Management Procurement System Dependent	.082	.174	.470	.638

a. Not assuming the null hypothesis.

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c. Based on normal approximation.

**Years of Experience \* Procurement Operations and Management Practices**

Crosstab

Count

		Procurement Operations and Management Practices				Total
		Poor	Needs Improvement	Satisfactory	Very Satisfactory	
Years of Experience	1-5 years	3	10	16	2	31
	6-10 years	0	3	5	2	10
	11-15 years	0	1	1	1	3
	16-20 years	0	1	0	0	1
Total		3	15	22	5	45

**Directional Measures**

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	.127	.138	.910	.363
		Years of Experience Dependent	.111	.119	.910	.363
		Procurement Operations and Management Practices Dependent	.149	.164	.910	.363

a. Not assuming the null hypothesis.

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**Years of Experience \* Legislative and Regulatory**

**Crosstab**

Count

		Legislative and Regulatory			Total
		Satisfactory	Satisfactory	Standing	
Years of Experience	1-5 years	0	4	27	31
	6-10 years	1	1	8	10
	11-15 years	0	0	3	3
	16-20 years	0	1	0	1
<b>Total</b>		<b>1</b>	<b>6</b>	<b>38</b>	<b>45</b>

**Directional Measures**

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	-.120	.148	-.785	.432
		Years of Experience Dependent	-.165	.203	-.785	.432
		Legislative and Regulatory Dependent	-.094	.119	-.785	.432

a. Not assuming the null hypothesis.  
b. Using the asymptotic standard error assuming the null hypothesis.

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**Position Integrity and Transparency of Management Procurement System**

**Crosstab**

Count

		Integrity and Transparency of Management Procurement System				Total
		Poor	Needs Improvement	Satisfactory	Very Satisfactory	
Position	BAC Chair	1	1	0	0	2
	BAC Member	0	6	4	1	11
	Procurement Staff	0	3	7	2	12
	BAC TWG	2	7	1	0	10
	End Users	0	5	3	0	8
	Others	0	0	1	1	2
<b>Total</b>		<b>3</b>	<b>22</b>	<b>16</b>	<b>4</b>	<b>45</b>

**Directional Measures**

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	-.001	.135	-.010	.992
		Position Dependent	-.002	.153	-.010	.992
		Integrity and Transparency of Management Procurement System Dependent	-.001	.121	-.010	.992

a. Not assuming the null hypothesis.  
b. Using the asymptotic standard error assuming the null hypothesis.

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c. Based on normal approximation.

### Position \* Procurement Operations and Management Practices

Crosstab

Count		Procurement Operations and Management Practices				Total
		Poor	Needs Improvement	Satisfactory	Very Satisfactory	
Position	BAC Chair	0	1	1	0	2
	BAC Member	0	3	7	1	11
	Procurement Staff	0	6	4	2	12
	BAC TWG	2	3	5	0	10
	End Users	1	2	4	1	8
	Others	0	0	1	1	2
Total		3	15	22	5	45

Directional Measures

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	-.011	.127	-.087	.930
		Position Dependent	-.012	.143	-.087	.930
		Procurement Operations and Management Practices Dependent	-.010	.115	-.087	.930

a. Not assuming the null hypothesis.

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### Position \* Institutional Framework

Crosstab

Count		Institutional Framework			Total
		Satisfactory	Very Satisfactory	Outstanding	
Position	BAC Chair	0	1	1	2
	BAC Member	0	3	8	11
	Procurement Staff	2	3	7	12
	BAC TWG	0	2	8	10
	End Users	0	3	5	8
	Others	0	0	2	2
Total		2	12	31	45

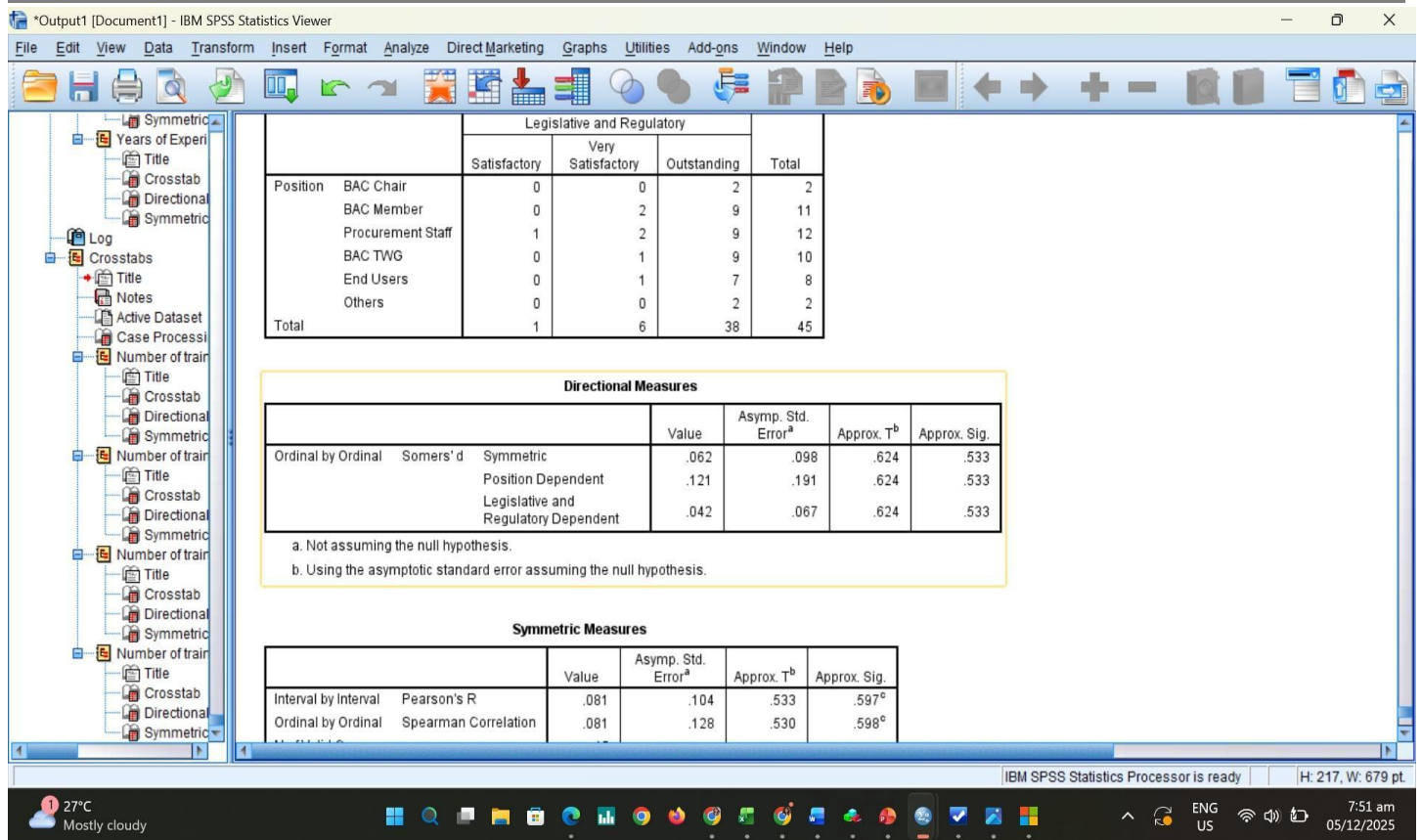
Directional Measures

			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Ordinal by Ordinal	Somers' d	Symmetric	.065	.116	.562	.574
		Position Dependent	.090	.159	.562	.574
		Institutional Framework Dependent	.052	.092	.562	.574

a. Not assuming the null hypothesis.  
b. Using the asymptotic standard error assuming the null hypothesis.

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## Appendix B

### Green Procurement Guide to Ngas

#### Rationale

Government procurement plays a critical role in ensuring that public services, infrastructure projects, and development programs are delivered efficiently and responsibly. In Camarines Norte, the procurement activities of National Government Agencies are essential in supporting environmental management, agrarian reform, and public works implementation. However, several operational challenges have been identified that affect the timeliness, quality, and overall performance of these procurement processes.

Among the most pressing issues are gaps in training and capacitating newly-stalled procurement personnel, complaint-handling mechanisms and limited supplier readiness. Additionally, the adoption of Green Public Procurement (GPP) remains limited, existing anti-corruption strategies do not fully cover alternative modes of procurement and low Budget Utilization Rate as indicator for financial performance. These gaps contribute to delays, reduced competition, and potential risks in transparency and accountability.

These issues become even more important during the transitory period from RA 9184 to RA 12009, the newly enacted Government Procurement Reform Act. The transition to RA 12009 requires agencies to strengthen their internal systems, documentation practices, personnel competencies, transparency mechanisms, and supplier networks. Addressing existing gaps early ensures that agencies in Camarines Norte will not only comply with the updated standards but also be better prepared for changes in procurement structures, procedures, and accountability requirements under the new law. Strengthening capacity during this period minimizes risks of non-compliance, reduces delays associated with policy shifts, and enables a smoother and more efficient transition to the updated procurement framework.

This guide was developed as a practical and comprehensive intervention to address these challenges. It integrates capacity building, systems strengthening, supplier development, and leadership engagement into a unified framework. This mechanism focuses on stabilizing the procurement workforce in Camarines Norte, improving

documentation practices, enhancing integrity mechanisms, increasing supplier participation, and promoting sustainable procurement through GPP.

Through these interventions, the researcher aims to create a procurement environment that is more efficient, transparent, competitive, and responsive to the needs of the public. By strengthening the foundations of procurement practice, the program seeks to contribute to better project implementation, higher budget utilization, and improved service delivery in Camarines Norte.

By proactively addressing the current gaps and preparing agencies for the full implementation of RA 12009, this guide seeks to build procurement systems that are more efficient, transparent, competitive, and responsive to public needs. Ultimately, the program is intended to contribute to higher budget utilization, reduced procurement delays, and improved delivery of government programs and services in Camarines Norte.

### Implementation

The researcher formulated several ready-to-use forms (Form 1, 2 and 3) which the National Government Agencies may adopt in order to achieve the guide’s objective, which is to enhance procurement and financial performance.

#### Form 1 Green Specification Checklist

	<b>Green Requirement</b>	<b>Description / Criteria</b>	<b>Yes</b>	<b>No</b>	<b>Remarks</b>
1.	Energy Efficiency	Product is energy efficient (Energy Star, inverter, LED, etc.)			
2.	Low Environmental Impact Materials	Contains recycled, recyclable, biodegradable, or non-toxic materials.			
3.	Reduced Packaging	Minimal, recyclable, or biodegradable packaging; avoids single-use plastics.			
4.	Durable and Long Service Life	Designed for long-term use; repairable and durable.			
5.	Eco-Friendly Certifications	Has eco-labels (Green Choice PH, Energy Star, ISO 14001, etc.).			
6.	Low Emissions	Meets low emission standards (e.g., low VOC, low radiation monitors).			
7.	Water Efficiency	Uses reduced water consumption technology (if applicable).			
8.	Health and Safety Compliance	Free from harmful chemicals or hazardous materials.			
9.	End-of-Life Responsibility	Suppliers offer take-back, recycling, or proper disposal program.			
10.	Compliance with GPPB Green Specifications	Meets GPPB minimum green criteria for non-CSE items.			
11.	Supplier Environmental Commitment	Supplier practices sustainability (recycling, environmental policy).			
12.	Fuel Efficiency (Vehicles)	Complies with DOE fuel economy ratings; fuel-saving engine technology.			
13.	Printing Efficiency (Printers/Copiers)	Duplex printing, toner-saving mode, refillable tanks, etc.			
14.	ICT Equipment Compliance	Energy-saving modes, long-lasting components, reduced hazardous materials.			
15.	Waste Reduction	Generates less waste; refillable containers or reusable components.			

**Total Green Criteria Met:** \_\_\_\_\_ / 15

**Compliance Rating:**

- 13–15 = Fully Compliant (Excellent)
- 10–12 = Compliant (Good)
- 7–9 = Partially Compliant (Needs Improvement)
- 0–6 = Not Compliant

**Form 2 Procurement Complaints and Feedback Quick-Response Form**

**(Agency letter head)**

**Procurement Complaints & Feedback Quick-Response Form**

**I. Details of Complainant / Feedback Provider**

Full Name / Company Name: \_\_\_\_\_ Email Address: \_\_\_\_\_ Contact Number: \_\_\_\_\_

**II. Procurement Activity Involved**

Project Title / Procurement Activity: \_\_\_\_\_

Mode of Procurement:  Competitive Bidding  SVP  Shopping  Others: \_\_\_\_\_

Reference No. / PhilGEPS No.: \_\_\_\_\_

Concerned Office / Unit: \_\_\_\_\_

**III. Nature of Complaint / Feedback (Please put a check mark on the item applicable)**

- |  |  |
|--|--|
| <input type="checkbox"/> Delay in procurement process            | <input type="checkbox"/> Unclear or restrictive technical specifications |
| <input type="checkbox"/> Delay in document processing/signatures | <input type="checkbox"/> Issues during bid submission/opening            |
| <input type="checkbox"/> Transparency concerns                   | <input type="checkbox"/> Behavior or conduct of personnel                |
| <input type="checkbox"/> Complaint regarding evaluation results  | <input type="checkbox"/> Complaint regarding award/non-award             |
| <input type="checkbox"/> Delivery/contract implementation issues | <input type="checkbox"/> Other (Please specify): _____                   |

**IV. Description of the Complaint or Feedback**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**V. Supporting Documents Attached**

Screenshots  Letters / Emails  Official Documents  Pictures  Others: \_\_\_\_\_

**VI. Action Requested / Expected Resolution**

\_\_\_\_\_  
\_\_\_\_\_

**For BAC Secretariat / Committee Use Only**

Date Received: \_\_\_\_\_

Received By: \_\_\_\_\_

Initial Assessment:  Accepted for Review  Requires Clarification  Not within Jurisdiction

## **ACTIVITY DESIGN**

### **PROCUREMENT ASSIST: A Procurement Intervention Program for National Government Agencies in Camarines Norte**

#### **PROGRAM DESCRIPTION**

Program Title: PROCUREMENT ASSIST: A Procurement Intervention Program for National Government Agencies in Camarines Norte

Project Components: National Government Agencies in Camarines Norte

Implementing Agency/Cooperating Entities: Department of Environment and Natural resources

Target Date: July 2026 onwards

#### **RATIONALE**

Procurement performance in Camarines Norte has been observed to be affected by several systemic and operational gaps across National Government Agencies. These include training gaps on procurement laws, lack of a dedicated complaint mechanism for alternative modes of procurement, weak implementation of Green Public Procurement (GPP), and limited supplier readiness.

The PROCUREMENT ASSIST is designed as a holistic intervention to address these gaps and strengthen procurement systems in compliance with government procurement act, COA standards, PhilGEPS requirements, and emerging sustainability frameworks and hopefully, help the agencies to smoothly transitioned to RA 12009 with stronger capacitation.

#### **PROGRAM OBJECTIVES**

- a. Green Public Procurement (GPP) standards into agency procurement practices.
- b. Increase Establish clear and accessible complaint and anti-corruption mechanisms for all procurement modes.
- c. Integrate the number of procurement-ready suppliers and contractors.

#### **PROGRAM COMPONENTS**

This training program entitled “Procurement Capacity, Responsiveness, And Efficiency Enhancement Program (PROCURE+): A Procurement Intervention Program for National Government Agencies in Camarines Norte” is proposed in support of the objectives of the current study entitled” Procurement Performance of Selected National Government Agencies in Camarines Norte. The concepts, inputs, training ideas and knowledge integrated in this training program will be proposed for adaptation of the National Government Agencies to address the identified major challenges of the cited study. This program will have the following salient program components:

##### **Program Component 1- Green Specification Checklist**

###### **Objectives:**

To provide a standardized checklist that ensures the integration of green and sustainable criteria in all relevant procurement activities.

**Management:**

A proposed format of this checklist shall be formulated by the researcher subject to comments, suggestions and recommendations of the DENR, as the main proponent. Once finalized and approved, this form shall be part of initiative of that agency as to its usage and implementation. An internal guideline shall also be drafted to lay out its implementation. This form shall promote consistent adoption of Green Public Procurement by using a checklist that supports accurate, sustainable, and market-responsive technical specifications.

**Program Component 2- Procurement Complaints & Feedback Quick-Response Form****Objectives:**

To develop a standardized, readily available, and easily distributable procurement form that enhances transparency and documentation of all government procurement transactions. This tool will also function as an accountability and monitoring mechanism to strengthen procurement practices, particularly in alternative modes where formal complaint and review procedures are often limited.

**Management:**

A proposed format of this form shall be formulated by the researcher subject to comments, suggestions and recommendations of the participating agencies. Once finalized and approved, this form shall be part of initiative of that agency as to its usage and implementation. This form shall be treated with utmost confidentiality and with the approval of the HOPE. An internal guidelines shall also be drafted to lay out its implementation. (See Appendix D)

**Program Component 3 - Supplier and Contractors Directory in Camarines Norte****Objectives:**

RA 12009 highlights the use of market scoping strategies to ensure that items procured are of best quality and reasonable and efficient cost. This component shall aid agencies in easy access to suppliers and contractors on the availability of products and services or its current market value offered. This shall also ensure that there is an enough competition within Camarines Norte among suppliers and avoid monopoly or collusion.

**Management:**

A virtual assembly for suppliers and contractors within Camarines Norte and its neighboring areas shall be conducted. Invitations will be coordinated with participating agencies using their existing lists of registered and active suppliers. This activity is essential, as many suppliers are not fully aware of government procurement requirements such as PhilGEPS registration, eligibility documentation, technical compliance expectations, and procedures for participating in both competitive bidding and alternative procurement methods. Through orientation sessions and open dialogue, the assembly aims to improve supplier readiness, increase market participation, and reduce delays stemming from non-compliant submissions. The information gathered from the assembly will be used to develop and maintain an updated Supplier and Contractor Directory to support market scoping and enhance procurement competitiveness.

**Program Component 4 – Financial Performance Catch-up Plan****Objectives:**

The implementation of the Financial Performance Catch-Up Plan is expected to increase the BUR of NGAs, minimize delays in fund disbursement, enhance compliance with procurement and budget laws, and improve overall financial accountability and efficiency in government agencies.

**Management:**

Conduct a detailed review of the agency's past and current budget utilization rates (BUR) during Strategic Planning Workshop of the agency at the start of fiscal year. Identify bottlenecks, procedural delays, or procurement inefficiencies affecting timely fund disbursement based on the prior year's performance. Implement standardized procedures for timely procurement planning, approval, and fund release. Establish performance monitoring tools and dashboards to track BUR and procurement milestones. The critical part is to ensure periodic assessment of the financial status and adjust strategies as the need arises.