

Governing the Blend: A CIPP Framework for Hybrid Learning in Higher Education

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Abstract— Hybrid learning has outgrown its emergency origins, but its governance has not yet caught up. Most state universities and colleges in Region III, Central Luzon, Philippines, shift to hybrid or alternative delivery only intermittently, in response to local government unit issued class suspensions triggered by seasonal weather disruptions, a governance challenge distinct from the sustained delivery model examined in most post pandemic hybrid learning literature. This study examined the governance and management of this contingency activated hybrid delivery across eleven state universities and colleges, drawing on the perspectives of administrators, faculty, and students. Using an explanatory sequential mixed methods design, a regional survey assessed governance practices, workload management, quality assurance mechanisms, and perceived challenges, followed by key informant interviews with eleven administrators. Findings, organized using Stufflebeam's Context Input Process Product model, indicate that hybrid learning governance is structurally established but not yet procedurally or culturally matured. Composite governance perception scores differed significantly across respondent groups, revealing a two-tier pattern in which administrators and faculty, as governance insiders, did not differ significantly from one another, while students, as governance recipients, rated governance effectiveness significantly lower than both. A significant divergence between administrators and faculty emerged specifically on workload, explained qualitatively by workload reform that remains under discussion rather than resolved. These findings inform a proposed governance framework comprising a contingency activation protocol, a standing governance body, a hybrid specific workload formula, and student facing communication standards. The study contributes a governance and activation readiness focused account to a Philippine literature that has concentrated primarily on hybrid learning satisfaction and experience.

Keywords— CIPP model, contingency activation, educational governance, higher education management, hybrid learning.

I. INTRODUCTION

The COVID-19 pandemic forced higher education institutions (HEIs) worldwide to adopt online and blended instructional delivery almost overnight. In the Philippines, the Commission on Higher Education (CHED) formalized this shift by mandating flexible learning as the expected mode of instructional delivery, requiring HEIs to combine synchronous, asynchronous, and modular strategies (CHED, 2020). What began as an emergency response has, in most institutions, evolved into a permanent instructional model: hybrid learning, blending face-to-face and online delivery, is now embedded in how HEIs operate.

However, the transition from *emergency* remote teaching to *sustainable* hybrid delivery has not been accompanied by an

equivalent transition in institutional governance (Grammatikou, 2026). Many HEIs continue to operate hybrid learning under interim, pandemic-era guidelines that were never formally revisited, revised, or codified into permanent policy (Munna, Hossain, & Saylo, 2024; OECD, 2021). This creates a governance gap: while the instructional mode has stabilized, the management structures meant to sustain it — policy, faculty workload systems, quality assurance mechanisms — often have not kept pace.

This gap has real consequences. Evaluations of post-pandemic instructional delivery in Philippine HEIs have found that while institutional leaders often rate hybrid instructional delivery favorably, optimizing faculty workload and effort remains a persistent, unresolved challenge — and a consistent perception gap exists across leaders, faculty, and students, with each group rating the effectiveness of instructional delivery differently (Bajwa et al., 2024). Left unaddressed, such gaps risk producing inconsistent hybrid learning quality, faculty burnout, and student dissatisfaction — even in institutions that, on paper, appear to have successfully "moved on" from the pandemic.

The governance challenge is especially pronounced in Region III (Central Luzon), where most SUCs currently operate primarily in face-to-face modality and shift to hybrid or fully online delivery only intermittently — typically in direct response to local government unit (LGU) class-suspension announcements triggered by typhoons, habagat-induced monsoon flooding, or extreme heat index advisories, all of which recur seasonally across the region's low-lying, flood-prone provinces. This means the governance question this study addresses is somewhat different from the general "post-pandemic sustainability" framing found in most of the literature: it is not primarily about maintaining a continuously running hybrid mode, but about institutional readiness to activate hybrid delivery reliably and consistently on short notice, whenever local weather or calamity conditions require it (Hybrid Learning Architecture: Building Resilient Educational Systems After COVID-19, 2025). A governance structure built only around the assumption of steady-state hybrid delivery may be poorly suited to this intermittent, contingency-driven reality — which is precisely the gap this study investigates.

This study responds to this gap by examining hybrid learning not merely as an instructional mode, but as an object of institutional governance — one that requires deliberate, ongoing management rather than a one-time policy decision, and one that in this regional context must specifically account

for weather- and calamity-driven contingency activation rather than sustained parallel delivery. It draws on the perspectives of the three groups most directly affected by hybrid learning governance: institutional leaders who design and oversee policy, faculty who implement it, and students who experience its outcomes.

Global and Institutional Trends in Hybrid Learning Governance

The shift toward hybrid learning was accelerated by the COVID-19 pandemic, but institutions worldwide are now grappling with how to govern it as a permanent feature of higher education rather than an emergency measure. Recent scholarship frames the post-pandemic period as one requiring university to embed resilience directly into their institutional structures, rather than treating flexible delivery as a temporary contingency (Hodges et al., 2020).

Comparative research on governance reform in the MENA region similarly points out that shifting from in-person to hybrid delivery is not simply a technical adjustment but a governance transformation, since sustainable implementation depends on coordinated action among regulators, institutional administrators, and educators rather than isolated technological upgrades (Munna, Hossain, & Saylo, 2024). This is echoed in findings from other regional studies, which note that effective hybrid governance benefits from incorporating perspectives from industry practitioners and sector specialists to connect institutional policy with practical classroom realities (Arainy et al., 2025).

In the Philippine setting, CHED formalized "flexible learning" as the expected mode of instructional delivery following the pandemic, requiring HEIs to blend synchronous, asynchronous, and modular strategies (CHED, 2020). However, subsequent evaluations suggest that mandating flexible learning at the policy level did not automatically translate into consistent implementation at the institutional level, with outcomes varying significantly depending on each HEI's internal governance capacity (Bajwa et al., 2024).

Institutional Policies and Governance Frameworks

A recurring theme across the literature is that many institutions currently operate hybrid learning without a fully codified governance structure — relying instead on interim pandemic-era guidelines that were never revisited (Dikilitas & Rambla, 2022). Global higher education policy bodies now identify effective and inclusive digitalization as a core institutional priority, alongside resourcing and workforce upskilling, signaling that governance of digital/hybrid delivery has moved from an operational afterthought to a strategic policy concern (University Digitalization through the Lens of Institutional Evaluation: Evidence from Eua Reports, 2025).

Emerging governance models in adjacent domains — such as institutional policy frameworks developed for generative AI adoption — offer a useful structural parallel for hybrid learning governance. Recent global research found that a purely rigid, one-size-fits-all policy is unsustainable given how quickly conditions change, and that institutions instead favor a hybrid governance approach: formal policy provides structural guardrails, while flexible guidelines allow

departments and disciplines to adapt implementation to their own context (Murphy et al., 2025). This same logic — centralized policy plus decentralized operational flexibility — appears transferable to hybrid learning governance, where blanket institution-wide mandates have often failed to account for differences across colleges, class sizes, and disciplines (Tu, 2025).

At the institutional level, effective governance structures for emerging modes of delivery are increasingly described as requiring a dedicated oversight body, scheduled policy review cycles, continuous staff development, active stakeholder communication, and mechanisms to monitor external developments and adjust accordingly. Without a standing governance body or review cycle, hybrid policies risk becoming static artifacts of the pandemic era rather than living management systems (Alshareef et al., 2024).

Faculty Workload Management

Faculty workload consistently emerges as one of the most persistent unresolved issues in hybrid learning governance. Evaluations of post-pandemic instructional delivery in Philippine HEIs found that while institutional leaders tend to rate the organization of hybrid instruction favorably, optimizing faculty time and effort remains a critical unresolved challenge, and the long-term sustainability of hybrid delivery depends heavily on how well institutional strategy addresses this workload burden (Bajwa et al., 2024). The same body of research found a consistent perception gap: institutional leaders rated instructional delivery more favorably than faculty, who in turn rated it more favorably than students — suggesting governance decisions made at the leadership level do not always reflect the lived experience of implementation (Torfing et al., 2026).

This pattern is corroborated internationally. Faculty in Philippine HEIs transitioning to flexible learning reported specific strain in workload management, assessment redesign, and sustaining student engagement across modalities (Nolasco & Diaz, 2024), while students, despite valuing the flexibility hybrid modes offered, faced significant barriers related to connectivity, device access, and mental health strain (Agaton & Cueto, 2021).

Faculty preference research adds nuance to the workload conversation. In mixed-method studies comparing faculty and student preferences post-pandemic, a majority of faculty expressed preference for blended over fully online modes, citing that in-person components could not be fully substituted for certain competency-based or clinical instruction (mixed-method medical education study, 2022). This suggests workload governance policies cannot treat "hybrid" as a uniform category — the appropriate ratio of face-to-face to online delivery, and its workload implications, vary meaningfully by discipline.

Business school research further links faculty workload indirectly to institutional quality outcomes, finding that the quality of online teaching and the degree of immersive learning experience designed into a course are significant predictors of whether blended learning is perceived as sustainable by both faculty and students (Mariam, Khawaja,

Qaisar, & Ahmad, 2023) — framing workload management not merely as a faculty welfare issue, but as a governance precondition for hybrid learning quality.

Quality Assurance Mechanisms

Quality assurance (QA) is the governance dimension with the most mature body of literature, though much of it predates the widescale post-pandemic adoption of hybrid modes. Early blended learning QA frameworks proposed multi-dimensional quality fields spanning course design, organizational delivery capacity, learner needs, and environmental/infrastructure conditions (Mazohl & Makl, 2017). Widely used instruments such as the Quality Matters Rubric operationalize this by providing standards institutions can apply to evaluate online and blended course design and are frequently used as professional development tools for faculty transitioning into hybrid instruction (Quality Matters, 2014).

At the institutional and systems level, quality assurance bodies note that international QA trends are becoming simultaneously more competitive, more regionally coordinated, and more reliant on cross-border recognition frameworks. Practical tools allow HEIs to audit their own readiness for blended learning across policy, infrastructure, staff development, and learner support categories.

More recent scholarship raises a pointed governance question: whether existing quality frameworks — many designed before the pandemic and before generative AI's rise — remain fit for purpose for blended and online delivery. A case study of the development of new national blended-learning guidelines found that QA policy development is best understood not as a single fixed document but as an ongoing consultative process, treating quality as an institutional culture that must be continuously cultivated rather than a static compliance checklist (2025). This reframes quality assurance as a recurring management function rather than a one-time accreditation event.

Challenges in Sustaining Hybrid Learning Governance

Despite the proliferation of hybrid learning research since 2020, the literature converges on a set of structural challenges that complicate its governance well beyond the initial period of emergency adoption. Foremost among these is the persistence of provisional policy frameworks: institutional hybrid learning policies were, in many contexts, drafted as pandemic-contingency measures rather than as permanent governance instruments, and have since remained largely unrevised (Munna et al., 2024). This policy staleness suggests that the transition from crisis response to institutionalized practice — a transition central to Diffusion of Innovation theory (Rogers, 2003) — remains incomplete in many higher education institutions.

Closely related is the issue of workload inequity. Several studies report that compensation and workload allocation structures have not kept pace with the added instructional design and technological demands that hybrid delivery places on faculty (Nolasco & Diaz, 2024; Bajwa et al., 2024), a misalignment that both studies link to faculty attrition risk and diminished instructional quality over time. This finding is significant because it identifies workload governance — rather

than technological readiness alone — as a binding constraint on sustainability.

A third and empirically well-documented challenge concerns infrastructure and access inequities. Agaton and Cueto (2021) demonstrate that uneven access to connectivity and devices among students, and at times faculty, undermines the equitable implementation of hybrid governance policy irrespective of how well that policy is designed on paper. This finding underscores that governance quality cannot be assessed by policy content alone but must account for the conditions of its enactment.

A fourth challenge is the tendency of uniform, institution-wide hybrid policies to falter at the point of implementation because the appropriate balance of face-to-face and online instruction varies substantially by discipline (Chukwuemeka-Nworu et al., 2024). This discipline-level variation suggests that centralized, one-size-fits-all governance models may be structurally mismatched to the instructional diversity of most higher education institutions.

The literature points to a misalignment between existing quality assurance instruments and the demands of contemporary hybrid delivery. QA frameworks developed for pre-pandemic online learning contexts may not adequately capture governance dimensions specific to hybrid instruction (Mulenga & Shilongo, 2024), leaving institutions without validated tools to monitor the very practices they are attempting to sustain.

Collectively, these findings indicate that the sustainability of hybrid learning governance is constrained less by technological limitations than by structural and institutional factors — stale policy architecture, misaligned workload systems, unresolved access inequities, insufficient discipline-level flexibility, and outdated evaluative instruments (Durango & Colorada, 2025). This body of evidence establishes the rationale for the present study's governance-and-activation-readiness lens, as distinct from the satisfaction-oriented framing that has dominated prior Philippine hybrid learning research.

Theoretical Framework

This study is anchored on Bolman and Deal's (2017) Four Frames of Organizational Analysis, which offers a multi-dimensional lens for examining hybrid learning governance as an organizational function rather than as a static policy artifact. The structural frame directs attention to formal governance structures, written policies, and lines of authority; the human resource frame foregrounds faculty workload, support, and wellbeing under hybrid delivery; the political frame captures the competing interests and differential influence of stakeholder groups — administrators, faculty, and students — over governance decisions; and the symbolic frame accounts for the institutional culture and shared meanings that surround flexible learning. Applying all four frames simultaneously allows governance to be assessed not only in terms of what policies exist, but in terms of how they are resourced, contested, and culturally legitimized — a multi-dimensionality that the CIPP-based conceptual framework of this study operationalizes empirically (Riad, 2023).

This structural lens is complemented by Rogers' (2003) Diffusion of Innovation Theory, which accounts for why governance structures that functioned adequately as emergency measures during the pandemic often struggle to mature into permanent, routinized institutional systems. Diffusion theory distinguishes early, urgency-driven adoption from the later stages of sustained and routinized adoption, and this distinction is particularly salient to the Region III context, where hybrid delivery is not continuously operated but is instead activated intermittently in response to weather-related class suspensions. This pattern of use situates the region's hybrid governance practice closer to what Rogers terms reinvention and discontinuance than to full routinization and offers a theoretical explanation for why the governance structures supporting it often remain informal or improvised rather than institutionalized. Read together, Bolman and Deal's structural pluralism and Rogers' diffusion trajectory provide the study with both a cross-sectional lens for examining governance as it currently stands and a developmental lens for interpreting why that governance has stalled at stages of institutionalization.

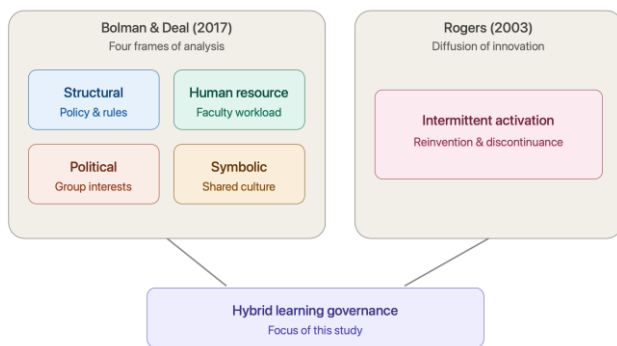


Fig. 1. Theoretical Framework of the Study

Note. This framework illustrates how Bolman and Deal's (2017) four organizational frames and Rogers' (2003) Diffusion of Innovation Theory jointly inform the study's governance lens.

Conceptual Framework

The study adopts Stufflebeam's (1983, 2003) Context–Input–Process–Product (CIPP) Model as its conceptual framework. CIPP is a decision-oriented evaluation framework purpose-built for program and policy evaluation in educational settings — a closer conceptual match to this study's aim of informing an institutional governance decision rather than merely describing a system's throughput. A further advantage of CIPP for this study is that it natively incorporates institutional context as an explicit evaluative stage, which the literature reviewed above indicates is essential to understanding why hybrid learning governance takes the particular form it does at a given institution.

Context. The context stage encompasses the external policy environment and situational conditions under which institutional governance operates. This includes the Commission on Higher Education's flexible learning mandate and its broader national policy environment (CHED, 2020); the recurring seasonal weather disruptions specific to Region III — typhoons, habagat-induced monsoon flooding, and extreme heat index advisories — that trigger local government

unit (LGU) class-suspension announcements and necessitate the intermittent activation of hybrid or alternative delivery; and each institution's existing readiness and organizational culture around digital and flexible learning.

Input. The input stage comprises the institutional resources and conditions available to respond to the contextual demands identified above. These include existing (or absent) institutional hybrid learning and contingency-activation policies; the profiles of administrators, faculty, and students in terms of role, experience, and prior exposure to hybrid or contingency-mode delivery; and the technological, infrastructural, and support-service resources available for the rapid activation of hybrid delivery.

Process. The process stage captures governance as it is enacted, operationalized through a quantitative phase and a qualitative phase consistent with the study's explanatory sequential design. The quantitative phase, measured via survey across administrators, faculty, and students, examined governance and management practices in hybrid learning implementation; the speed and consistency of institutional shifts from face-to-face to hybrid or alternative delivery following LGU class-suspension announcements; faculty workload distribution mechanisms; quality assurance monitoring activities; and student-experienced effects of governance, including schedule consistency, communication, and access to support. The qualitative phase, explored through administrator interviews, examined the rationale behind current governance decisions and the institutional constraints affecting policy review and resource allocation.

Product. The product stage consists of a proposed governance and management framework for sustainable hybrid learning delivery, derived from triangulating quantitative patterns across all three respondent groups with qualitative explanation from administrators. This product is framed explicitly as a decision-informing recommendation for institutional leadership rather than as a prescriptive mandate.

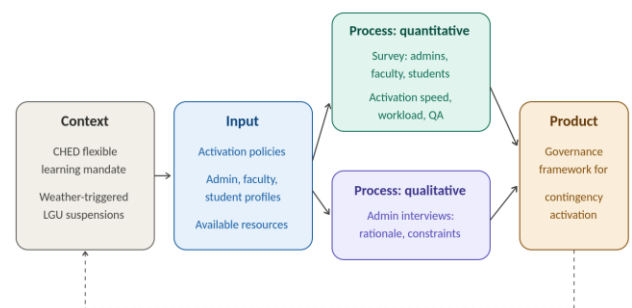


Fig. 2. Conceptual Framework of the Study

Note. CIPP concept framework for contingency-activated hybrid learning governance. Adapted from the Context–Input–Product Model by D. L. Stufflebeam (1983, 2003). The dashed arrow indicates the model's iterative nature; this study's design remains cross-sectional.

Consistent with Stufflebeam's (2003) own characterization of the model, CIPP is understood here as an iterative, decision-cycle framework rather than a strictly linear sequence: context evaluation informs input decisions, which inform process, which in turn produces a product that reshapes future context. This recursive logic underpins the study's

central argument that hybrid learning governance should be subject to continuous review rather than one-time policy formulation. It should be noted, however, that the present study remains cross-sectional in design; the iterative character of the CIPP model is therefore advanced here as a theoretical argument for how governance should function going forward, rather than as a relationship empirically measured across time.

Statement of the Problem

Across Region III's state universities and colleges (SUCs), hybrid delivery is triggered not by sustained institutional choice but by recurring weather-related class suspensions, yet many institutions continue to operate without a formally reviewed governance framework for activating and managing it. Existing policies remain largely frozen in their pandemic-era emergency form, with unclear workload structures, inconsistent quality assurance, and limited mechanisms for incorporating student experience into governance decisions.

While the literature confirms that scholarly attention has shifted from whether hybrid learning should be implemented to how it can be governed sustainably, this shift has not been matched in Philippine research, which reveals three specific gaps: existing studies concentrate on student and faculty satisfaction rather than governance structures; quality assurance research remains course-level rather than institutional; and faculty workload is treated as an outcome or complaint rather than a governance input to be structurally addressed (Palmiano, 2023). Taken together, these gaps indicate that the governance dimension of hybrid learning — distinct from its pedagogical or experiential dimensions — remains empirically underexamined in the Philippine higher education context, and particularly so in a contingency-activation setting such as Region III. It is this gap that the present study addresses.

Objectives of the Study

This study evaluated the governance and management practices of hybrid learning at State Universities and Colleges (SUCs) in Region III (Central Luzon) and proposed a framework for its sustainable implementation. Specifically, the study sought to:

1. describe the institutional context and policy environment surrounding hybrid learning governance across the SUCs studied;
2. assess governance practices, faculty workload management, and quality assurance mechanisms as perceived by administrators, faculty, and students;
3. identify the key challenges administrators, faculty, and students encounter in relation to hybrid learning governance;
4. examine whether administrators, faculty, and students differ in their perceptions of current governance effectiveness; and
5. propose, on the basis of the CIPP model, a governance and management framework for the sustainable implementation of hybrid learning.

Research Questions

Accordingly, the following research questions

operationalize the objectives above into the specific empirical terms addressed by this study's mixed-methods design:

General Research Question.

What governance and management framework can support the sustainable and effective implementation of hybrid learning at SUCs in Region III?

Specific Research Questions.

1. What institutional context — policy environment and organizational readiness — surrounds the activation and governance of hybrid learning at the SUCs studied?
2. How are current governance practices, faculty workload management systems, and quality assurance mechanisms for hybrid learning perceived by (a) administrators, (b) faculty, and (c) students, respectively?
3. What challenges do administrators, faculty, and students report encountering in relation to the governance and sustainability of hybrid learning?
4. Do administrators, faculty, and students differ significantly in how they perceive the effectiveness of current hybrid learning governance practices?
5. What governance and management framework, informed by the preceding findings, can be proposed to strengthen the sustainability of hybrid learning across the SUCs studied?

Scope and Delimitation

This study is delimited to the examination of hybrid learning governance at State Universities and Colleges (SUCs) in Region III (Central Luzon) during the AY 2026-2027. It covers the perspectives of institutional administrators/academic leaders, faculty members teaching in hybrid mode, and students enrolled in hybrid-delivered courses across the participating SUCs listed in the Methods section. The study does not extend to:

- Private higher education institutions, or SUCs located outside Region III (findings are delimited to public SUCs within this region; the proposed framework may offer transferable insights to other regions, but this is not directly tested);
- Technical/infrastructure evaluation of learning management systems or platforms themselves;
- Student academic performance or learning outcomes as a dependent variable (the focus is governance and management, not instructional effectiveness);
- Basic education (K-12) contexts.

II. METHODOLOGY

Research Design

This study employed an explanatory sequential mixed-methods design (Creswell & Plano Clark, 2018), combining quantitative and qualitative approaches to examine the governance and management of hybrid learning across the state universities and colleges (SUCs) of Region III. This design was selected because it allows quantitative findings to establish the general pattern of governance perceptions across respondent groups, while a subsequent qualitative phase explains and contextualizes that pattern — a sequencing

particularly suited to a governance topic where survey data can identify what institutions report, but cannot on its own explain why those practices persist.

The study was conducted in two phases. In Phase 1 (quantitative), a descriptive-survey approach measured current governance practices, policy awareness, workload distribution, and quality assurance mechanisms as perceived by school leaders, faculty, and students. In Phase 2 (qualitative), semi-structured key informant interviews with school administrators and leaders were conducted to explain and deepen the quantitative findings, particularly regarding governance challenges and the rationale behind current policy decisions — dimensions that survey data alone could not adequately capture.

Research Locale

This study was conducted across eleven state universities and colleges (SUCs) in Region III (Central Luzon), Philippines — CHED-recognized, PASUC-member public higher education institutions in the region that are actively subject to LGU-issued, weather-related class-suspension announcements. A regional, multi-institution scope was adopted to address a limitation common to single-site hybrid learning governance studies, namely, findings that cannot be generalized beyond the institution in which they were generated. Surveying across SUCs in the region allowed the proposed governance framework to reflect patterns that hold across institutions of varying size and academic specialization, rather than the idiosyncrasies of a single campus.

TABLE 1. SUC Region III Enrolment and Faculty Headcount

State University/College	Main Campus Location	Enrollment	Faculty Headcount
Aurora State University (AUREIO)	Baler, Aurora	8,211	300
Bataan Peninsula State University (BPSU)	Balanga, Bataan	12,126	800
Bulacan State Agricultural University (BASC)	San Ildefonso, Bulacan	8,500	220
Bulacan State University (BuSU)	Malolos City, Bulacan	45,000	750
Central Luzon State University (CLSU)	Science City of Muñoz, Nueva Ecija	14,000	600
Don Honorio Ventura Technological State University (DHVSU)	Bacolor, Pampanga	23,000	650
Nueva Ecija University of Science and Technology (NEUST)	Cabanatuan City, Nueva Ecija	37,775	700
Pampanga State Agricultural University (PSAU)	Magalang, Pampanga	8,199	350
President Ramon Magsaysay State University (PRMSU)	Iba, Zambales	10,513	550
Tarlac Agricultural University (TAU)	Camiling, Tarlac	5,210	300
Tarlac State University (TSU)	Tarlac City, Tarlac	25,000	800
		n = 197,534	n = 6,020

Source: Commission on Higher Education Regional Office (CHEDRO III), 2026

Exclusion of the Philippine Merchant Marine Academy (PMMA)

Although classified as an SUC within Region III, the Philippine Merchant Marine Academy (PMMA) was excluded from this study's final sample frame on methodological grounds. PMMA operates under a distinct cadetship and service-academy model — residential and quasi-militarized in structure, with curriculum oversight shared with the Maritime Industry Authority (MARINA) and a substantial at-sea or onboard training component — that departs fundamentally from the civilian, flexible-learning delivery model followed by the remaining SUCs in the region. Because its instructional structure is not organized around the face-to-face/hybrid contingency-activation pattern under investigation in this

study (i.e., LGU-triggered shifts to alternative delivery during weather-related disruptions), PMMA does not align with the study's unit of analysis.

This exclusion was made to preserve the internal consistency of the sample frame. Including an institution governed under a fundamentally different delivery and oversight model would have introduced a confound into cross-institutional comparisons among the remaining eleven SUCs, whose governance structures — though varying in size and specialization — share the same underlying civilian, contingency-activated hybrid delivery model. The final sample frame therefore comprises the eleven Region III SUCs that follow this shared delivery model.

Population and Sampling

A two-stage sampling design was employed in place of single-institution stratified sampling, consistent with multistage sampling procedures recommended for multi-site institutional research (Cohen et al., 2018).

Stage 1: Institution selection. All eleven SUCs in Region III were included as clusters, following a census rather than a sampling approach at the institutional level, since the region's full population of eligible SUCs was small enough to include in its entirety. Each participating SUC contributed administrator, faculty, and student respondents in proportion to its institutional size, ensuring that larger universities were not under-represented and smaller colleges were not over-sampled relative to the region as a whole.

Stage 2: Respondent selection within each institution. Within each SUC, respondents were selected using sampling techniques appropriate to their respective roles.

TABLE 2. Sampling Techniques by Respondent Group

Respondent group	Role in the study	Sampling technique
Administrators / academic leaders	One key informant per participating SUC (e.g., Vice President for Academic Affairs, or head of the hybrid learning committee)	Purposive sampling — one respondent per institution, yielding 11 key informant interviews
Faculty teaching in hybrid mode	Primary survey respondents	Stratified random sampling within each SUC, allocated proportionally across the region
Students enrolled in hybrid-delivered courses	Survey respondents	Stratified random sampling within each SUC, allocated proportionally across the region

Note: Proportional allocation ensured that each SUC's representation in the faculty and student samples reflected its relative institutional size within the region.

Sample Size Determination

Sample sizes for the student and faculty populations were computed using Slovin's formula, $n = N / (1 + Ne^2)$, with a margin of error of $e = 0.05$ (Guilford & Fruchter, 1973, as cited in Ryan, 2013). Applied to the combined enrollment across the eleven participating SUCs ($N = 197,534$), this yielded a regional student sample size of $n \approx 399$. Applied to the combined faculty headcount across the same institutions ($N = 6,020$), it yielded a regional faculty sample size of $n \approx 375$. Each institution's share of both samples was then allocated proportionally, using the formula: institution share = (institution population ÷ regional total) × regional sample size.

Eleven administrator key informant interviews — one per participating SUC — were conducted, consistent with qualitative research norms for multi-site studies of this scope and considered sufficient to reach thematic saturation (Guest et al., 2006).

TABLE 3. Proportional Student Sample Allocation by Institution

State university/college	Enrollment	Proportional sample (n = 399)
Bulacan State University (BuSU)	45,000	91
Nueva Ecija University of Science and Technology (NEUST)	37,775	76
Tarlac State University (TSU)	25,000	51
Pampanga State University (DHVSU)	23,000	46
Central Luzon State University (CLSU)	14,000	28
Bataan Peninsula State University (BPSU)	12,126	24
President Ramon Magsaysay State University (PRMSU)	10,513	21
Aurora State University	8,211	17
Bulacan State Agricultural University (BASC)	8,500	17
Pampanga State Agricultural University (PSAU)	8,199	17
Tarlac Agricultural University (TAU)	5,210	11
Regional total	197,534	399

Note. Totals reflect rounding adjustments across institutional allocations

TABLE 4. Proportional Faculty Sample Allocation by Institution

State university/college	Faculty headcount	Proportional sample (n = 375)
Bataan Peninsula State University (BPSU)	800	50
Tarlac State University (TSU)	800	49
Bulacan State University (BuSU)	750	47
Nueva Ecija University of Science and Technology (NEUST)	700	44
Pampanga State University (DHVSU)	650	40
Central Luzon State University (CLSU)	600	37
President Ramon Magsaysay State University (PRMSU)	550	34
Pampanga State Agricultural University (PSAU)	350	22
Aurora State University	300	19
Tarlac Agricultural University (TAU)	300	19
Bulacan State Agricultural University (BASC)	220	14
Regional total	6,020	375

Note. Totals reflect rounding adjustments across institutional allocations

Participants were included if they met the following role-specific criteria:

- All participants must have been employed or enrolled during at least one full academic year in which hybrid or alternative delivery was activated at least once.
- Faculty must have taught under hybrid or alternative delivery at least once, whether as a sustained arrangement or as one triggered by a weather-related class suspension.
- Students must have experienced at least one hybrid or alternative-delivery period at their SUC.
- Administrators must hold a role with direct decision-making authority over hybrid or contingency learning policy or activation at their SUC.

Research Instruments

A researcher-made, structured survey questionnaire using a five-point Likert scale was administered in three versions — for administrators, faculty, and students, respectively — and a semi-structured key informant interview guide was used with administrators.

Content validity was established through expert review by two to three validators with expertise in educational management and research methodology, followed by pilot testing with a small group of 10 to 15 respondents not included in the final sample, and reliability testing (Cronbach's alpha, target $\geq .70$) for the survey instrument.

Data Gathering

Data collection proceeded in six stages. First, endorsement

and permission were secured from the research ethics committee and from each participating SUC's administration. Second, informed consent forms were distributed to all participants prior to data collection. Third, the survey questionnaire was administered, either in person or through a secure online form, to faculty and student respondents. Fourth, key informant interviews with administrators were conducted and audio-recorded with participant consent. Fifth, interview data were transcribed verbatim. Sixth, all data were organized and encoded for analysis.

Data Analysis

Quantitative data were analyzed using descriptive statistics — weighted mean, frequency, percentage, and standard deviation — to characterize current governance practices, workload distribution, and quality assurance mechanisms. Where applicable, inferential statistics (analysis of variance and independent-samples t-tests) were used to compare perceptions across respondent groups, consistent with patterns observed in related Philippine HEI studies in which leader and faculty perceptions of instructional delivery diverged significantly (Bajwa et al., 2024).

Qualitative data were analyzed using thematic analysis following Braun and Clarke's (2006) six-phase approach to identify recurring patterns in administrator responses. These qualitative themes were used to explain and elaborate the quantitative patterns identified in Phase 1 — particularly the administrator–faculty workload perception gap and the challenges reported around policy staleness and infrastructure — consistent with the connecting function of an explanatory sequential design, in which the qualitative phase serves to interpret rather than independently verify the quantitative findings (Creswell & Plano Clark, 2018).

III. RESULTS

This section presents the findings of the study, organized by research question and reported in the sequence established in the Methods section. Quantitative findings are presented first, addressing the institutional context (RQ1), governance and management practices (RQ2), and differences in perception across respondent groups (RQ4); these are followed by the qualitative themes derived from administrator interviews, which explain and contextualize the challenges administrators reported in sustaining hybrid learning governance (RQ3). This sequencing — quantitative findings followed by qualitative elaboration — is consistent with the study's explanatory sequential design, in which the qualitative phase serves to interpret and deepen understanding of patterns already identified quantitatively.

Contextual Readiness for Hybrid Learning Governance

Table 5 presents administrators' ratings of the institutional context surrounding hybrid learning governance, encompassing policy familiarity, the transition from emergency to permanent delivery, innovation culture, and long-term organizational readiness.

Administrators rated the region's contingency-activation context as moderately favorable overall (grand mean = 3.41,

"Agree/High"), with the strongest agreement centering on the transition of hybrid delivery from an emergency measure toward a more permanent mode of operation (B2, $M = 3.55$). Perceived institutional culture of innovation (B3, $M = 3.18$) scored comparatively lower, falling within the "Neutral/Moderate" band, suggesting that formal readiness has outpaced the embedding of an innovation-supportive culture.

TABLE 5. Contextual Readiness for Hybrid Learning Governance

Item	Statement	M	SD	Interpretation
B1	Familiar with CHED's flexible/hybrid learning guidelines	3.45	1.13	Agree/High
B2	Institution has transitioned hybrid learning from emergency measure to permanent mode	3.55	0.52	Agree/High
B3	Institutional culture supports innovation in teaching delivery modes	3.18	0.60	Neutral/Moderate
B4	Institution is organizationally prepared to sustain hybrid learning long-term	3.45	0.69	Agree/High
Overall context mean		3.41	—	Agree/High

This divergence between B2 and B3 is instructive when read against the study's theoretical framework. That administrators report having already moved hybrid delivery toward a more permanent operational mode, while rating their institution's innovation culture only moderately, is consistent with Rogers' (2003) distinction between the adoption of a practice and its routinization — the former can occur procedurally, through policy and structural adjustment, well before the latter is achieved at the level of institutional culture. It also aligns with Bolman and Deal's (2017) symbolic frame, which holds that formal structural change (the structural frame) does not automatically translate into shared cultural meaning around that change; an institution can operate hybrid delivery competently as a procedure without yet having internalized it as a normalized feature of institutional identity. This pattern is further consistent with the broader literature's observation that many institutional hybrid learning policies remain closer to their pandemic-era emergency form than to a fully institutionalized governance structure (OECD, 2021; Munna et al., 2024): administrators appear to recognize the operational shift that has occurred, while simultaneously signaling that the cultural and institutional scaffolding around that shift remains incomplete.

Governance Practices, Workload Management, and Quality Assurance

Table 6 presents weighted means for governance, workload, and quality-assurance items, disaggregated by respondent group.

Across all eleven items, administrator ratings clustered narrowly within the "Neutral/Moderate" band ($M = 2.73$ – 3.36), suggesting that administrators perceive governance, workload, and quality-assurance mechanisms as present but not yet fully mature. Two patterns within this cluster are worth noting. First, among the governance items (C5–C9), the lowest ratings were recorded for policy review recency (C6, $M = 2.91$) and faculty consultation prior to policy finalization (C9, $M = 2.91$) — both process-oriented rather than structure-oriented items. Read through Bolman and Deal's (2017)

framework, this suggests that the structural frame (the existence of a written policy, C5, $M = 3.09$) is comparatively better established than the political frame (the inclusion of faculty voice in shaping that policy), indicating that governance structures may exist on paper without a correspondingly robust process for negotiating them among stakeholders. Second, within the workload subscale (D10–D12), administrators rated the fairness and allocation logic of workload distribution comparatively favorably (D11, $M = 3.36$) but rated faculty support for hybrid responsibilities as the single lowest item in the entire table (D12, $M = 2.73$), pointing to a gap between how workload is distributed and how well faculty are supported in carrying it out — a distinction with direct implications for the workload-as-governance-variable argument advanced in the Statement of the Problem.

TABLE 6.1 Governance, Workload, and Quality Assurance — Administrator Responses

Item	Statement	M	SD	Interpretation
C5	Formally written policy governing hybrid delivery	3.09	0.70	Neutral/Moderate
C6	Policy reviewed/updated within the last academic year	2.91	0.70	Neutral/Moderate
C7	Designated office/committee/individual oversees hybrid governance	3.00	0.63	Neutral/Moderate
C8	Decisions communicated clearly to faculty and students	2.91	0.54	Neutral/Moderate
C9	Faculty/department heads consulted before policies finalized	2.91	0.70	Neutral/Moderate
D10	Workload allocation accounts for hybrid course design time	3.27	0.79	Neutral/Moderate
D11	Clear, fair system for distributing hybrid teaching loads	3.36	0.67	Neutral/Moderate
D12	Faculty receive adequate support for hybrid responsibilities	2.73	0.47	Neutral/Moderate
E13	Formal process to monitor quality of hybrid course delivery	3.18	1.08	Neutral/Moderate
E14	QA standards clearly communicated to faculty	3.09	0.70	Neutral/Moderate
E15	Student feedback systematically collected and used	3.09	0.54	Neutral/Moderate

Note. Results are reported separately for administrators, faculty, and students, followed by a section-level summary.

The quality assurance items (E13–E15) are notable for a different reason: item E13 (formal process to monitor hybrid course quality) carries the highest standard deviation in the table ($SD = 1.08$), indicating substantially less consensus among administrators than any other item — some institutions appear to have a clearly formalized QA process while others do not. This variability is consistent with the literature's observation that quality assurance mechanisms for hybrid delivery remain unevenly developed at the institutional-governance level, as distinct from the more standardized, course-level QA tools (rubrics, instructional design checklists) that dominate existing Philippine research (Ruiz & Junio-Sabio, 2012; Obliopas, 2026)). Taken together, these patterns suggest that the elements of hybrid learning governance most resistant to institutionalization are not the structural or procedural mechanisms themselves, but the stakeholder-inclusive and support-oriented processes.

Across all ten items, faculty ratings clustered within the "Neutral/Moderate" band ($M = 2.75$ – 3.19), a pattern consistent with the administrator and student instruments and

reinforcing that no single respondent group perceives hybrid learning governance as clearly mature. Two features of the faculty data are worth highlighting.

TABLE 6.2 Awareness, Workload, and QA Experience — Faculty Responses

Item	Statement	M	SD	Interpretation
B1	Aware of institution's official hybrid learning policy	3.10	0.97	Neutral/Moderate
B2	Consulted/informed before hybrid requirements were set	3.15	0.93	Neutral/Moderate
B3	Understands quality standards expected of hybrid delivery	3.19	0.97	Neutral/Moderate
C4	Workload reflects time spent preparing hybrid materials	2.88	1.01	Neutral/Moderate
C5	Received adequate training to teach in hybrid mode	2.75	0.95	Neutral/Moderate
C6	Has access to technical support during hybrid instruction	2.77	0.96	Neutral/Moderate
C7	Hybrid workload feels manageable and sustainable	2.82	0.95	Neutral/Moderate
D8	Hybrid courses reviewed/evaluated with clear standards	3.06	1.00	Neutral/Moderate
D9	Receives constructive feedback on hybrid teaching	3.14	0.97	Neutral/Moderate
D10	Given opportunities to give feedback on hybrid policies	3.06	0.96	Neutral/Moderate

First, faculty's awareness and understanding items (B1–B3) scored comparatively higher than their workload items (C4–C7), with awareness of institutional policy (B1, $M = 3.10$) and understanding of quality standards (B3, $M = 3.19$) both approaching the upper end of the Neutral/Moderate range. This suggests that policy communication, once issued, reaches faculty reasonably well — the gap lies not in whether faculty know what is expected of them, but in whether they are adequately resourced and supported to meet it.

This is confirmed by the second, more consequential pattern: the Workload Management subscale (C4–C7, mean of means = 2.81) scored lowest of the three subscales, and its constituent item on workload sustainability (C7, $M = 2.82$) was among the faculty survey's weakest ratings overall. Faculty's rating of receiving adequate training to teach in hybrid mode (C5, $M = 2.75$) was the single lowest item in the entire instrument, pointing to a training-support gap that compounds the workload burden rather than mitigating it. This pattern directly corroborates Nolasco & Diaz's (2024) finding that Philippine HEI faculty transitioning to flexible learning report specific strain in workload management and sustained instructional demands and reinforces Bajwa et al.'s (2024) identification of workload as the most persistent unresolved governance issue in Philippine hybrid delivery. Read through Bolman and Deal's (2017) human resource frame, this divergence between awareness (B1–B3) and workload support (C4–C7) indicates that institutions have been more successful at communicating expectations to faculty than at resourcing faculty to meet those expectations — a distinction with direct bearing on this study's positioning of workload as a structural governance input rather than an incidental outcome of hybrid delivery.

All eight student items clustered within the "Neutral/Moderate" band (2.70–2.98) — the lowest range among the three respondent groups on every comparable dimension — with the weakest ratings recorded for reliable

technology/internet access (D6, $M = 2.70$) and clarity of communication about hybrid course structure (B1, $M = 2.73$).

TABLE 6.3 Awareness, Quality/Consistency, and Support — Student Responses

Item	Statement	M	SD	Interpretation
B1	Clearly informed how hybrid courses would be structured	2.73	1.00	Neutral/Moderate
B2	Rules/expectations for hybrid courses are consistent across subjects	2.94	0.97	Neutral/Moderate
C3	Hybrid classes follow a consistent, predictable schedule	2.98	0.94	Neutral/Moderate
C4	Communication about hybrid class changes is timely and clear	2.87	1.02	Neutral/Moderate
C5	Instruction quality is consistent online vs. face-to-face	2.95	1.00	Neutral/Moderate
D6	Has reliable tech/internet access for online components	2.70	0.94	Neutral/Moderate
D7	Knows who to contact for technical/academic issues	2.76	0.93	Neutral/Moderate
D8	Institution provides adequate support for hybrid students	2.77	1.00	Neutral/Moderate

This pattern is consistent with Agaton and Cueto's (2021) finding that uneven access to connectivity and devices undermines the equitable implementation of hybrid governance policy, regardless of how well that policy is designed at the administrative level — a dynamic reflected here in the gap between administrators' comparatively favorable self-assessment of governance structures (Table 6.1) and students' comparatively lower ratings of the same governance's downstream effects. Notably, the item with the highest rating in this subscale, schedule consistency (C3, $M = 2.98$), concerns an operational rather than an infrastructural dimension of delivery, while the two lowest-rated items — technology access (D6) and structural clarity (B1) — both concern conditions that lie substantially outside an individual student's control and, in the case of connectivity, outside the institution's direct control as well. This distinction matters for governance design: it suggests that students experience institutional hybrid governance as reasonably well-organized at the level of scheduling and procedure, but as materially constrained at the level of infrastructure and advance communication, dimensions that a governance framework can only partially address through policy alone. Read through Bolman and Deal's (2017) political frame, this also reflects students' position as the respondent group with the least direct influence over the governance decisions that shape their hybrid learning experience.

Reported Challenges in Sustaining Hybrid Learning Governance

Respondents in all three groups ranked their top three perceived challenges in order of severity, with weighted scores calculated using a 3–2–1 point scheme (Rank 1 = 3 points, Rank 2 = 2 points, Rank 3 = 1 point). Table 7 reports the resulting weighted challenge scores, disaggregated by respondent group.

Among named categories, students most frequently identified limited access to support services and internet/device access as leading challenges, directly corroborating Agaton and Cueto's (2021) finding that uneven technological access undermines equitable hybrid delivery

regardless of governance quality, and reinforcing the weakest-rated item in this study's own student survey (reliable technology/internet access, D6, M = 2.70; Table).

TABLE 7.1 Top Ranked Challenges Experienced by Students

Challenge	Weighted Score
Other	390
Limited access to support services	359
Internet/device access	352
Inconsistent scheduling	335
Difficulty staying engaged online	324
Unclear communication	320
Workload/time management	314

That "Other" received the single highest weighted score of any category, however, is itself a notable finding rather than a null result: it suggests that the predefined challenge categories offered in the instrument did not fully capture the range of difficulties students associate with hybrid delivery, and that a meaningful share of student concern lies outside the infrastructure-and-access framing that has dominated prior literature. This is addressed further below as a limitation of the challenge-ranking instrument and an opportunity for future qualitative follow-up with students specifically.

TABLE 7.2 Top Ranked Challenges Experienced by Faculty

Challenge	Weighted Score
Unclear institutional guidelines	350
Lack of training	325
Assessment design difficulty	324
Student engagement online	321
Other	314
Technical/infrastructure issues	312
Workload/time management	304

Faculty's top-ranked challenge, unclear institutional guidelines, corroborates the policy-staleness concern established earlier in this study's literature review (OECD, 2021; Munna et al., 2024) from the vantage point of those tasked with implementing policy rather than authoring it. The second-ranked challenge, lack of training, extends Nolasco & Diaz's (2024) and Bajwa et al.'s (2024) argument that workload and compensation structures have not kept pace with hybrid delivery's demands, indicating that the deficit faculty report is not solely about time or pay, but also about institutional investment in their capacity to teach effectively in hybrid mode. Notably, workload/time management ranked lowest among faculty's named concerns (304) despite being the dimension most extensively theorized in the literature — suggesting that, when faculty are asked to rank challenges in relative terms, guidance and preparedness concerns are experienced as more pressing day-to-day difficulties than workload itself.

Administrators most frequently identified infrastructure and connectivity gaps, followed closely by policy staleness, as their top challenges in sustaining hybrid learning governance — both directly aligned with the study's contingency-activation framing, in which infrastructure and coordination mechanisms must function reliably at the moment of

activation rather than merely on average (Rogers, 2003). That administrators independently rank faculty workload/compensation among their own top concerns (third-ranked) suggests an awareness, at the leadership level, of the same workload strain faculty report — though, as discussed above, faculty's own ranking places workload comparatively lower than guidance- and training-related concerns, indicating a degree of misalignment in which dimension of workload each group considers most pressing.

TABLE 7.3 Top Ranked Challenges Experienced by Administrators

Challenge	Weighted score
Infrastructure/connectivity gaps	12
Policy staleness/outdated guidelines	11
Faculty workload/compensation	9
Other	9
Budget constraints	9
Resistance to change	8
Lack of discipline-specific flexibility	5
Outdated QA tools	3

Taken together, the three tables reveal a cross-group pattern worth foregrounding. Two challenges recur across all three respondent groups in some form: infrastructure and connectivity (ranked third by students, sixth by faculty, and first by administrators) and workload or time management (ranked seventh by both students and faculty and reflected in administrators' third-ranked concern for faculty workload/compensation). This cross-group recurrence directly corroborates the infrastructure-access and workload-inequity challenges already identified in this study's literature review (Agaton & Cueto, 2021; Bajwa et al., 2024; Nolasco & Diaz, 2024), extending those findings from institution-level claims into stakeholder-specific empirical confirmation.

Each group's top-ranked challenge, however, reflects a distinct vantage point on governance. Students most frequently cited limited access to support services and internet/device access — concerns centered on the conditions of their own participation in hybrid delivery. Faculty most frequently cited unclear institutional guidelines and a lack of training — concerns centered on their preparedness to deliver hybrid instruction under existing policy. Administrators most frequently cited infrastructure/connectivity gaps and policy staleness — concerns centered on the capacity and currency of the governance system itself. Read through Bolman and Deal's (2017) four frames, this progression maps cleanly onto the human resource frame (students' and faculty's lived experience of support and preparation) giving way to the structural frame (administrators' concern with policy and systems) as the unit of analysis shifts from individual experience to institutional oversight — illustrating that governance challenges are not perceived uniformly, but are refracted differently depending on a respondent's position within the organization.

Administrator Perspectives on Governance Challenges: Qualitative Findings

Thematic analysis following Braun and Clarke's (2006) six-phase approach was applied to the eleven administrator key informant interview transcripts, producing the recurring categories reported in Table 7.3, together with their observed

frequency. Because the qualitative phase was conducted with administrators only, these themes explain the administrator perspective on specifically — the rationale, constraints, and institutional dynamics underlying the challenges administrators.

TABLE 8. Governance Themes from Administrator

Theme	Frequency	Illustrative response
Policy development is ad hoc / on-the-spot	4 of 11	"It is mostly ad hoc — whoever is on duty when a suspension is declared makes the call."
A hybrid learning committee exists and reviews policy	4 of 11	"A hybrid learning committee reviews and proposes updates, endorsed by the University Council."
Standing committee/office already created (co-owns policy)	4 of 11	"An ICT/innovation office was recently created and now co-owns hybrid policy."
Workload formula revision still under discussion	5 of 11	"This is still under discussion; faculty associations have raised it repeatedly."
QA monitoring relies on informal department-chair observation	4 of 11	"Department chairs conduct informal classroom observations, including online sessions."
QA tools recently purpose-built for contingency-activated delivery	4 of 11	"We built a new rubric specifically for contingency-activated hybrid delivery last year."
Biggest barrier: infrastructure/connectivity or activation speed	8 of 11	"Coordinating quickly enough when an LC suspension is announced with little notice."
Top redesign priority: a standing governance office or activation protocol	7 of 11	"I would create a standing office solely responsible for hybrid learning governance."

The dominant qualitative pattern is a governance structure that is emerging but not yet fully institutionalized: committees and offices have often been recently created, yet policymaking during an actual activation event remains largely ad hoc, and workload-formula reform is described as "still under discussion" far more often than "resolved." Infrastructure and activation-speed concerns dominate administrators' description of their principal barrier, directly echoing the quantitative pattern reported in Table and reinforcing the finding through methodological triangulation across data sources.

Read through Bolman and Deal's (2017) four frames, these themes cluster in a pattern that mirrors the quantitative results reported earlier in this chapter. The coexistence of newly created committees or offices (a structural-frame development) with policy-making that remains ad hoc during actual activation events suggests that structural reform has outpaced procedural reform — institutions have built the architecture of governance before fully operationalizing its use under pressure. Similarly, the theme of workload-formula revision remaining "under discussion" in nearly half of the interviews (5 of 11). Administrators appear aware that workload governance is unresolved even as they rate it moderately favorably on the survey instrument, suggesting the quantitative rating reflects intent or progress-in-motion rather than a completed reform — a pattern consistent with Bajwa et al.'s (2024) and Nolasco & Diaz's (2024) observation that leadership perspectives on workload frequently outpace the lived experience of faculty.

The prominence of infrastructure and activation speed as administrators' principal barrier (8 of 11) further substantiates this study's contingency-activation framing: unlike a sustained hybrid delivery model, in which infrastructure need only be adequate on average, a contingency-activated model requires

infrastructure and coordination mechanisms to function reliably at the moment of activation, with little advance notice. This requirement is consistent with Rogers' (2003) characterization of practices in the reinvention stage of diffusion, where each instance of use still depends on ad hoc adaptation rather than a stable, routinized procedure. Finally, that seven of eleven administrators independently proposed a standing governance office or activation protocol as their top redesign priority indicates a shared diagnosis among administrators themselves — one that converges with, and lends practical direction to, the governance framework proposed in this study.

Comparison of Perceptions Across Respondent Group

TABLE 9. Overall Composite Perception by Respondent Group

Respondent group	n	Composite M	SD
Administrators	11	3.15	0.32
Faculty	375	2.99	0.42
Students	399	2.84	0.44

Composite scores — the mean of all Likert items within each respondent's own instrument, representing overall perceived effectiveness of hybrid learning governance — exhibited a descending pattern from administrators (M = 3.15) to faculty (M = 2.99) to students (M = 2.84), mirroring the leader > faculty > student perception gradient reported by Bajwa et al. (2024).

This gradient is theoretically consistent with Bolman and Deal's (2017) observation that an individual's position within an organization shapes their vantage point on that organization's functioning: administrators, as the group most directly responsible for designing and enacting governance decisions, tend to rate those decisions most favorably, while students, as the group furthest removed from the decision-making process and most exposed to its downstream effects, rate them least favorably. The pattern also echoes Nolasco & Diaz's (2024) finding that leadership and frontline perspectives on institutional delivery frequently diverge, reinforcing that this gradient reflects a more general feature of how governance is perceived across organizational levels in Philippine higher education.

Standard deviations increased modestly alongside the descending means (administrators, SD = 0.32; faculty, SD = 0.42; students, SD = 0.44), suggesting that administrators held the most internally consistent views of governance effectiveness, while faculty and student perceptions were comparatively more varied — plausible given administrators shared, first-hand involvement in the governance decisions being rated.

TABLE 9.1. One-Way ANOVA — Overall Composite Perception by Respondent Group

Source	F	p	η^2
Between groups	13.78	< .001	.034 (small)

The overall difference across groups was statistically significant, $F = 13.78$, $p < .001$, $\eta^2 = .034$, indicating that respondent group accounts for a small but statistically

detectable share of the variance in perceived governance effectiveness (Cohen, 1988). Although the effect size is modest by conventional benchmarks, its practical significance should not be discounted: composite governance perception is a multi-item aggregate influenced by numerous factors beyond respondent-group membership alone (e.g., institutional affiliation, discipline, individual experience), so even a small share of variance attributable to group identity — a structural position within the institution's governance hierarchy — represents a meaningful and consistent pattern rather than a marginal artifact. This interpretation is consistent with Bajwa et al.'s (2024) observation that leader–faculty–student perception gradients, while often modest in magnitude, recur reliably across institutional contexts, suggesting the gradient reflects a structural feature of how governance is experienced rather than a context-specific anomaly.

TABLE 9.2. Post Hoc Pairwise Comparisons (Welch t-test, Bonferroni-adjusted $\alpha = .0167$)

Comparison	t	p	Result
Administrators vs. faculty	1.58	.142	Not significant
Administrators vs. students	3.17	.009	Significant
Faculty vs. students	4.92	< .001	Significant

Both administrators and faculty rated governance effectiveness significantly higher than students did. The administrator–faculty difference did not reach significance at the adjusted threshold, suggesting that the sharpest perception gap lies between those who design and deliver hybrid governance and those who experience it as students, rather than between administrators and faculty themselves. This finding refines the leader > faculty > student gradient reported by Bajwa et al. (2024): rather than three evenly stepped tiers, the present data indicate a two-tier structure — administrators and faculty as governance insiders whose perceptions do not differ significantly, and students as governance recipients whose perceptions differ significantly from both. Read through Bolman and Deal's (2017) political frame, this pattern is consistent with the distribution of influence over governance decisions: administrators and faculty, despite occupying different levels of the institutional hierarchy, both participate — to varying degrees — in shaping or enacting governance, whereas students occupy a structurally distinct position as the group with the least direct influence over the decisions that most affect them.

TABLE 9.3. Workload Perception — Administrator vs. Faculty Ratings

Group (workload items)	n	M	t	p
Administrators (D10–D12)	11	3.12	2.74	.019
Faculty (C4–C7)	375	2.80		

Administrators rated workload governance more favorably ($M = 3.12$) than faculty rated their own workload experience ($M = 2.80$); an independent-samples t-test confirmed this gap as statistically significant, $t = 2.74$, $p = .019$ — reflecting the same leader–faculty workload perception gap reported by Bajwa et al. (2024) and Nolasco & Diaz (2024), and directly corroborating the administrator–faculty divergence identified

in Table 9.2. This finding is notable precisely because it runs counter to the broader pattern established above: while Table 9.2 found no significant administrator–faculty difference in overall governance perception, this narrower, workload-specific comparison reveals a significant divergence — indicating that workload is a dimension of governance on which administrators and faculty part ways even when their general assessments of governance otherwise converge. This is consistent with Nolasco & Diaz's (2024) argument that workload functions as a distinct governance variable warranting separate empirical attention rather than being subsumed within broader measures of governance satisfaction and directly supports this study's positioning of workload as a structural governance input rather than merely an outcome or complaint.

IV. DISCUSSION

1. Interpretation of Findings by Research Questions

The discussion that follows considers what each finding means for understanding hybrid learning governance as a contingency-activated and how each finding extends, refines, or complicates the existing literature on governance, workload, and stakeholder perception in higher education. The four research questions are addressed in sequence, beginning with the institutional context in which hybrid learning governance currently operates.

Institutional Context

Administrators rated the regional context as moderately favorable overall (grand mean = 3.41), with the clearest agreement centering on the perception that hybrid delivery has already moved from an emergency measure toward a more permanent mode of operation (B2, $M = 3.55$). However, the comparatively lower rating for an innovation-supportive institutional culture (B3, $M = 3.18$, "Neutral/Moderate") is consistent with Diffusion of Innovation Theory's account of practices that were adopted urgently during a crisis but have not yet been fully routinized (Rogers, 2003) — a pattern especially plausible in a region where hybrid delivery is activated only intermittently, closer to Rogers' reinvention stage than to full institutionalization. Read through Bolman and Deal's (2017) symbolic frame, this gap between operational adoption (B2) and cultural embedding (B3) suggests that institutions have restructured their delivery mechanisms faster than they have restructured the shared meanings and norms surrounding those mechanisms. This distinction matters for governance design, since policy alone cannot close a cultural-adoption gap; sustained institutional messaging and modeling from leadership are typically required to shift a practice from procedurally adopted to symbolically routinized (Rogers, 2003).

Governance, Workload, and QA Practices

All three respondent groups rated most items in the "Neutral/Moderate" band rather than clearly "Agree," suggesting that governance structures exist but are not yet perceived as fully mature or consistently experienced — a pattern that mirrors the policy-staleness and workload-inequity challenges identified in the literature review (OECD, 2021; Bajwa et al., 2024; Nolasco & Diaz, 2024). Faculty rated their

own workload sustainability (C7, $M = 2.82$) among their weakest items, and administrators similarly gave their lowest rating in the entire survey to whether faculty receive adequate support for hybrid responsibilities (D12, $M = 2.73$); both groups thus converge, independently, on workload as the weakest dimension of governance — a convergence examined in greater depth, alongside the qualitative account of why this convergence exists, in the triangulation discussion below. Equally notable is the inconsistency observed in quality assurance monitoring (E13, $SD = 1.08$), the highest variability recorded among administrator responses, suggesting that QA formalization differs considerably across the eleven SUCs rather than reflecting a shared regional standard — a finding consistent with this study's broader argument that QA instruments designed for pre-pandemic online learning have not been uniformly adapted to contemporary hybrid governance (Sangwa et al., 2025).

Governance Challenges

The challenge data reveal both convergence and divergence in how governance difficulty is experienced across organizational position. Two challenges recur across all three groups in some form — infrastructure/connectivity and workload/time management — directly corroborating the infrastructure-access and workload-inequity concerns established in the literature review (Agaton & Cueto, 2021; Bajwa et al., 2024; Nolasco & Diaz, 2024) and extending those institution-level claims into stakeholder-specific empirical confirmation. However, each group's leading concern differs in ways that map onto their structural position: students prioritized access to support services and connectivity, faculty prioritized clarity of institutional guidance and training, and administrators prioritized infrastructure capacity and policy currency. Read through Bolman and Deal's (2017) frames, this progression reflects a shift from the human resource frame to the structural frame as the unit of analysis moves from individual experience to institutional oversight.

Qualitatively, the dominant administrator-reported theme was the difficulty of coordinating quickly once an LGU suspension is announced — a finding that explains, rather than merely repeats, administrators' quantitative emphasis on infrastructure and activation speed. Taken together, these findings point toward the central problem this study is built around: governance structures designed with a steady-state hybrid delivery model in mind are a poor structural fit for a contingency-activation model that must respond reliably and repeatedly, on short notice, to weather-driven triggers. Because the qualitative phase captured only the administrator perspective, this explanatory depth is available for administrators' reported challenges specifically; the reasoning behind student- and faculty-reported challenges — including the unexpectedly high "Other" response among students — remains an open question this study's design cannot resolve and is addressed further under Limitations.

Perception Gap Across Groups

The one-way ANOVA on overall composite perception was significant ($F = 13.78$, $p < .001$, $\eta^2 = .034$), and post hoc tests showed that both administrators and faculty rated governance

effectiveness significantly higher than students did, while the administrator–faculty gap was not significant. This partially replicates — but also refines — the leader > faculty > student pattern reported by Bajwa et al. (2024): rather than a uniformly stepped three-tier hierarchy, the present data indicate a two-tier structure, in which administrators and faculty function as governance insiders whose overall perceptions do not differ significantly, while students occupy a structurally distinct position as governance recipients. This is consistent with Bolman and Deal's (2017) political frame, under which administrators and faculty — despite occupying different levels of institutional hierarchy — both participate, to varying degrees, in shaping or enacting governance, whereas students hold comparatively little direct influence over the decisions that most affect their hybrid learning experience. Notably, this insider/recipient distinction does not hold on every dimension: the narrower, workload-specific comparison found a significant administrator–faculty divergence ($t = 2.74$, $p = .019$) despite no significant divergence in their overall governance perceptions.

2. Triangulation: Where Quantitative and Qualitative Data Agree or Diverge

The clearest point of convergence is workload. Quantitatively, administrators rated workload governance items (D10–D12) significantly higher than faculty rated their own workload experience (C4–C7) ($t = 2.74$, $p = .019$) — and qualitatively, five of eleven administrators described the workload formula as "still under discussion" rather than resolved, with several citing plantilla and civil-service constraints as the reason reform has stalled. The quantitative gap and the qualitative account of a stalled reform process explain each other: administrators may rate current workload governance moderately favorably relative to faculty precisely because they are aware reform is in progress, while faculty are rating their present, unresolved workload experience. This also resolves the apparent contradiction noted — why administrators and faculty diverge significantly on workload specifically despite not differing significantly overall: workload is the one governance dimension where administrators possess information (an in-progress reform) that faculty's lived experience does not yet reflect.

A second point of triangulation concerns policy development. The relatively moderate quantitative ratings for formal, reviewed policy (C5–C6, both in the "Neutral/Moderate" band) are explained by the qualitative theme that policy application during an actual activation event is "mostly ad hoc" in four of eleven interviews — even where a hybrid learning committee or oversight office nominally exists. This suggests the gap is not the absence of governance structures per se, but a gap between structures that exist on paper and practices that are actually followed in the moment a class suspension is declared.

3. Synthesis across Research Questions

Hybrid learning governance across Region III's SUCs has been structurally established but not yet procedurally or culturally matured. Structures exist; the practices, communication, and shared understanding that would make those structures function smoothly under pressure do not yet

fully exist alongside them. This is precisely the condition Rogers (2003) describes as characteristic of the reinvention stage of diffusion, and it is precisely the condition Bolman and Deal's (2017) symbolic frame predicts when structural change outpaces cultural change. The consistency of this pattern across four independently analyzed research questions — quantitative and qualitative, administrator-only and cross-group — is itself evidence that this is not an artifact of any single measure, but a genuine structural feature of how hybrid learning governance currently operates in this region.

4. Theoretical Contribution

Administrators and faculty, despite occupying different levels of institutional hierarchy, do not differ significantly in their overall perception of governance effectiveness, while students — who participate least directly in governance decisions — differ significantly. This refinement suggests that perception gaps in hybrid learning governance may be better explained by a respondent's degree of participation in governance itself (Bolman & Deal's political frame) than by hierarchical position alone, a distinction the existing literature has not, to this study's knowledge, previously separated. At the same time, this study's workload-specific finding — a significant administrator–faculty divergence despite no significant divergence in overall governance perception — complicates that same insider/recipient framing, indicating that the boundary between governance insiders and recipients is not fixed but dimension-dependent, shifting according to where each stakeholder's institutional stake in a given governance decision lies. Jointly, these two findings suggest a refinement to how organizational-frame theory might be applied to hybrid learning governance specifically: perception convergence or divergence across stakeholder groups appears to track each group's practical stake in a given governance dimension, rather than their formal position in the institutional hierarchy alone. This is offered as a modest theoretical contribution for future research to test in other contingency-activated or intermittently operated service contexts beyond higher education.

5. Practical Implications for Institutional Practice

Beyond its theoretical significance, the findings carry direct implications for how SUC leadership might act. First, the RQ1 finding that structural adoption has outpaced cultural routinization suggests that policy revision alone is unlikely to close the innovation-culture gap (B3); institutions may need to pair policy updates with deliberate culture-building measures — visible leadership modeling of hybrid practices, regular communication that normalizes hybrid delivery as a standing capability rather than an exceptional response — if hybrid governance is to move from Rogers' reinvention stage toward full routinization. Second, the convergent workload findings — administrators and faculty independently identifying workload support as a weak point, and a statistically significant administrator–faculty perception gap specifically on workload — indicate that workload is not a matter requiring further diagnosis so much as one requiring direct institutional action; the evidence base for a workload policy revision already exists within the institutions' own data. Third, the finding that administrators' primary challenge is

coordinating quickly once an LGU suspension is announced points to a concrete, actionable intervention: a standing, empowered coordination office or a pre-authorized activation protocol — a solution independently proposed by the majority of interviewed administrators themselves — rather than a diagnosis awaiting further study. Finally, the modest but statistically significant effect size in perception gap ($\eta^2 = .034$) should not be read as low-stakes: a governance perception gap detectable across 785 respondents spanning eleven institutions, despite the many other factors that plausibly influence individual perception (discipline, institution, personal circumstance), indicates a gap robust enough to warrant institutional attention rather than dismissal as statistical noise.

6. Toward a Proposed CIPP-Based Governance Framework

The study's culminating output is a proposed governance and management framework organized around four components, situated within Stufflebeam's (1983, 2003) Context–Input–Process–Product cycle. Consistent with the iterative, decision-cycle logic established in the Conceptual Framework, Product is treated not as a terminal output but as a stage that feeds back into Context: the framework's fourth component, a standing governance body, is explicitly designed to own the annual review cycle through which the other three components are revisited and adjusted as conditions change.

This synthesis draws on evidence distributed across all three prior CIPP stages. At the Context stage, administrators reported comparatively strong familiarity with CHED's flexible learning guidelines and a shift from emergency to permanent hybrid delivery but rated their institution's innovation-supportive culture only moderately. This suggests that policy, once communicated, is reasonably legible to faculty even where administrators themselves perceive the underlying infrastructure as only moderately developed. At the Process stage, every governance, workload, and quality-assurance domain across all three respondent groups, governance mechanisms exist and function at a baseline level, but have not yet matured into something any respondent group rates with confidence.

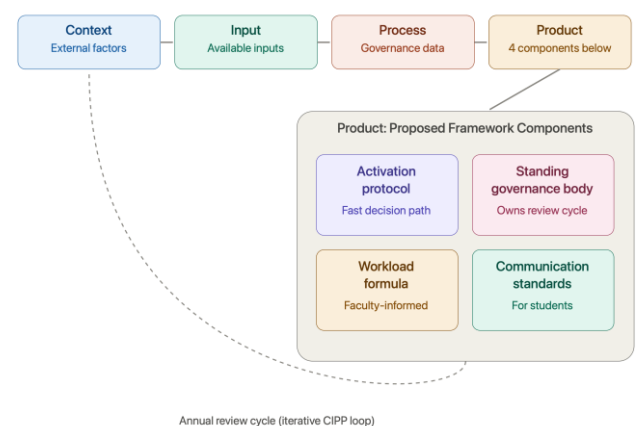


Fig. 3. Proposed CIPP-Based Hybrid Learning Governance Framework
Note. The dashed arrow represents the annual (or post-activation) review cycle through which the standing governance body reassesses Context, consistent with the iterative CIPP logic.

Two instrument-level gaps are worth noting for future

refinement of this line of research. First, although the Conceptual Framework specifies institutional resource readiness (technological, infrastructural, and support-service capacity) as an Input variable, the current instrument measures this only indirectly, through individual-level Process items such as faculty access to technical support and student internet access. Second, the Conceptual Framework names activation speed as a Process-stage variable, but no survey item measures it directly; the finding that coordination speed is administrators' most frequently cited barrier emerged only through the qualitative phase. Both gaps are revisited in the Limitations section below, as they bear directly on how confidently future replications of this framework can measure the dimensions it proposes to govern.

Contingency-Activation Protocol

The first component is a pre-authorized, institution-wide protocol specifying who may declare the shift to hybrid delivery once an LGU issues a class suspension, which communication channels are notified in what order, and a target response time. This is the component with the clearest evidentiary basis in the data: coordinating quickly once a suspension is announced. Consistent with this study's central argument, an activation protocol addresses precisely the governance gap that distinguishes a contingency-activated delivery model from the steady-state hybrid model most existing literature has examined (Munna et al., 2024; OECD, 2021): the problem is not the absence of policy, but the absence of a pre-established procedure for enacting that policy reliably under time pressure.

Standing Governance Body

The second component formalizes the hybrid learning committees or ICT/innovation offices that several institutions report having already created, paired with an explicit annual or post-activation policy review cycle. This component reflects the single most common administrator response, in the interviews, to being asked what they would change first if given full authority to redesign governance. Functionally, this body would own the activation protocol described above, administer the annual review cycle that operationalizes the CIPP model's recursive logic, and serve as the single point of accountability reconciling the two components that follow.

Hybrid-Specific Workload Formula

The third component replaces ad hoc, discussion-stage workload adjustments with a standardized formula that credits hybrid course preparation time, developed jointly with faculty associations rather than imposed administratively. This is the component with the clearest triangulated evidence in the study that described the workload formula as "still under discussion". This component also carries the strongest backing in the existing literature: Bajwa et al. (2024) and Nolasco & Diaz (2024) both identify faculty workload as the most persistent, unresolved governance issue in Philippine HEI hybrid delivery, a pattern this study's own data reproduces directly, with workload as the lowest-scoring subscale on the faculty instrument. Designing the formula jointly with faculty associations, rather than administratively, directly addresses the qualitative account of why prior workload adjustments stalled.

Student-facing Communication and Support Standards

The fourth component establishes minimum, institution-wide standards for communicating hybrid activation to students — advance notice windows, a single reliable channel rather than informal relay through faculty, consistent scheduling expectations across subjects, and clear points of contact during activation periods. This component responds directly to this study's largest and most significant finding: students rated every comparable governance dimension lower than administrators or faculty and the post hoc comparison identified the faculty–student gap as the largest pairwise difference in the study. The two weakest items in the student instrument — clarity about how hybrid courses would be structured and reliable technology access — together with students' highest-ranked challenges of limited support access and inconsistent scheduling, point to a structural communication gap rather than a matter of student perception alone. One administrator's account of this gap is direct: institutional channels "reach faculty reliably but students often only hear about it informally" — a description of an information relay that was never designed to reach students directly. This component functions as the practical endpoint of the other three: an activation protocol that resolves decisions quickly, and a workload formula that is fairly negotiated, still fail at the point of delivery if the resulting decisions are not reliably communicated to the students experiencing them.

Taken together, no single component derives from the Context stage alone; Context instead justifies why the framework as a whole must be activation-oriented rather than steady-state-oriented, functioning as a framing rationale rather than a source of individual components. It is also worth noting, in the interest of methodological transparency, that Product — unlike Context, Input, and Process — is not directly measured but interpretively synthesized: two researchers examining the same upstream findings could reasonably propose a differently organized framework. This is not a departure from the CIPP model's intended use (Stufflebeam, 2003) but an inherent feature of its Product stage, and the four components proposed here should be understood as one reasoned synthesis of this study's evidence, grounded transparently in the specific tables and themes cited above, rather than as the uniquely determined output of the data.

V. LIMITATIONS AND RECOMMENDATIONS

This study's findings are subject to two limitations worth noting alongside those already discussed in the Methods section. First, students and faculty did not converge strongly on a single dominant challenge, unlike administrators' more concentrated rankings — a pattern that may reflect genuine diversity of experience across these larger, more heterogeneous respondent groups, or limitations in the instrument's predefined categories, a possibility reinforced by the unexpectedly high "Other" score among students. Second, because the qualitative phase of this study was conducted with administrators only, this study is able to explain administrators' reported challenges in considerable depth, but cannot similarly explain the reasoning behind faculty- or

student-reported challenges.

These limitations point directly toward where institutional attention, rather than further diagnosis, is now warranted. On the basis of the findings and the proposed governance framework presented above, five recommendations are offered for institutional policy and practice. First, each SUC should codify a written, board-endorsed contingency-activation protocol specifying decision authority, communication channels, and target response times, replacing the ad hoc, in-the-moment decisions that four of eleven administrators described as the current norm. Second, institutions should establish or formalize a standing hybrid learning governance body with a fixed annual or post-activation review cycle, so that governance policy does not remain frozen at its pandemic-era form. Third, institutions should develop a hybrid-specific workload formula, in consultation with faculty associations, that explicitly credits hybrid course preparation time — directly addressing the significant administrator–faculty workload perception gap identified in this study. Fourth, institutions should set minimum student-facing communication and support standards for activation periods, including advance notice, scheduling consistency, and technical support access during activation periods. Fifth, given the institutional variation observed in this study's data, a CHED Regional Office working group may help disseminate governance practices already functioning at more advanced institutions to those earlier in their governance development.

Beyond these immediate institutional actions, three directions are recommended for future research building on this study's findings, framework, and limitations. Future studies should extend the qualitative phase to include faculty and student key informants, in order to explain the reasoning behind their reported challenges with the same depth this study achieved for administrators — particularly the prominent "Other" category among students. This study's regional design should also be extended to other CHED regions with comparable weather-driven contingency-activation patterns, and to private HEIs, to test the generalizability boundaries noted in the Scope and Delimitation section. Finally, once implemented, the proposed governance framework's adoption should be tracked longitudinally, to empirically evaluate whether it measurably narrows the administrator–faculty–student perception gap identified in this study.

VI. CONCLUSION

Hybrid learning has outgrown its emergency origins — but its governance has not yet caught up. This study examined the governance and management of contingency-activated hybrid learning delivery across eleven state universities and colleges in Region III, drawing on the perspectives of administrators, faculty, and students. The findings indicate that hybrid learning governance in this region is structurally established but not yet procedurally or culturally matured: institutions have adopted policies, created oversight structures, and sustained hybrid delivery operationally, yet governance practices, workload support, and quality assurance mechanisms were consistently rated as only moderately

developed across all three respondent groups. Administrators and faculty converged as governance insiders in their overall assessment of governance effectiveness, while students, as governance recipients, perceived it significantly less favorably — a gap most pronounced in communication and support during activation periods. Workload emerged as the sharpest point of divergence between administrators and faculty specifically, explained by a reform process that remains, by administrators' own account, still under discussion rather than resolved.

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