

Green Public Procurement in Quezon City: A Doctrinal and Documentary Assessment of the Legal Framework and Publicly Documented Implementation

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ABSTRACT

This study examines the implementation of Green Public Procurement (GPP) in Quezon City by assessing its legal framework, institutional mechanisms, and documented procurement practices. It employed a qualitative doctrinal and documentary research design to analyze relevant laws, policies, government issuances, and procurement records. The study examined 16 purposively selected procurement projects and 40 implementation records covering goods, services, and infrastructure projects. Findings revealed that Quezon City has established a formal GPP framework through Ordinance No. SP-3107, S-2021, supported by national policies, including Republic Act No. 9184 and Republic Act No. 12009. Environmental considerations were incorporated into various procurement stages, including planning documents, technical specifications, bidding requirements, contracts, and infrastructure designs. However, the extent of implementation varied across projects. Gaps were identified in the consistency of environmental criteria, disclosure of evaluation methods, application of lifecycle costing, verification procedures, and availability of evidence demonstrating actual environmental outcomes. The study concludes that Quezon City has progressed from policy adoption toward operational implementation of GPP. However, strengthening standard criteria, procurement documentation, monitoring systems, and outcome-based reporting remains necessary to ensure that sustainability principles are effectively translated into measurable environmental benefits. The findings highlight the importance of aligning procurement planning, tender requirements, contract obligations, and performance monitoring to promote transparency, accountability, and value for money in sustainable public procurement.

Keywords: *Green Public Procurement; Sustainable Public Procurement; Procurement Governance; Documentary Analysis; Environmental Sustainability*

INTRODUCTION

Public procurement is not merely an administrative process for acquiring the lowest-priced goods, services, and infrastructure. Because government is a major purchaser, its specifications, evaluation criteria, and contract conditions can influence production, resource use, waste, emissions, and supplier behavior. Procurement may therefore advance environmental objectives while remaining transparent, competitive, proportionate, accountable, and directed toward value for money.

This strategic role is recognized in Sustainable Development Goal Target 12.7, which calls upon

states to promote sustainable public procurement according to national policies and priorities. In the 2025 reporting cycle for SDG Indicator 12.7.1, 54 countries attained a compliant score, but only 39 monitored the value or number of sustainable contracts and only 11 monitored sustainability outcomes (United Nations Statistics Division, 2026). The OECD (2024) similarly found widespread green public procurement (GPP) policies and mandatory requirements, but incomplete compliance monitoring and limited evaluation of environmental effects. International experience thus reveals a material distinction between adopting a policy and proving its implementation and results.

In the Philippines, the constitutional duty to protect and advance the right to a balanced and healthful ecology provides the environmental foundation for government action (CONST. (1987), art. II, § 16). For more than two decades, Republic Act No. 9184 governed national and local procurement through transparency, competitiveness, streamlined procedures, accountability, and public monitoring. Although RA 9184 did not expressly make sustainability a governing procurement principle, its planning and performance-based specification provisions allowed relevant environmental requirements to be incorporated into procurement documents.

Executive Order No. 301, s. 2004 expressly directed executive agencies to establish green procurement programs, include environmental criteria in public tenders whenever practicable, develop environmentally advantageous specifications, and encourage suppliers of environmentally sound products and services. The Government Procurement Policy Board (GPPB) later supported GPP through Resolution No. 15-2013, adopted the Philippine Green Public Procurement Roadmap and technical specifications through Resolution No. 25-2017, and introduced pilot and monitoring measures in 2023. The roadmap nevertheless acknowledged persistent concerns involving market readiness, procurer capacity, value for money, feasible specifications, and verification (GPPB, 2017a).

Republic Act No. 12009 materially strengthened this framework. Sustainability is now a governing procurement principle covering the whole lifecycle of property, maximizing benefits to society and the economy while minimizing environmental impact. Section 7 requires strategic planning to consider lifecycle impacts and economic, social, and environmental risks. Sections 72 to 74 require sustainable and green procurement programs, environmentally relevant project criteria, greater evaluation weight for green specifications, and support for validation and certification. The transition is governed by specific dates: RA 9184 applies to projects published before 25 February 2025; the new Standard Procurement Forms became mandatory on 21 September 2025; and affected institutions have until 15 May 2028 to comply fully with RA 12009 and its IRR (Government Procurement Policy Board [GPPB], 2025).

Quezon City adopted a local GPP framework before RA 12009. Ordinance No. SP-3107, S-2021 requires every city office and project to include at least one

environmental criterion in the terms of reference, requirements, or specifications before procurement is posted for bidding or purchase. It also creates a GPP Team responsible for implementation, standard criteria, a city GPP Plan, verification processes, targets, indicators, market research, and monitoring. The signed ordinance identifies the measure as Series of 2021, notwithstanding the current city webpage's "S-2022" label.

Institutional development is publicly documented. The One Planet Network (2018) recorded an earlier Quezon City GPP pilot, while ICLEI Southeast Asia Secretariat (2024) reported consultations and preparation of a draft IRR, environmental criteria guidebook, monitoring template, and implementation process. At the time of that report, however, those documents remained subject to city review and approval.

Quezon City's procurement publications permit transaction-level examination across goods, services, and infrastructure. The record includes plans using ENERGY STAR, EPEAT, and reuse conditions; LED and plastic-free service tenders; construction requirements for efficient fixtures; and the awarded TERRA contract covering solar, rainwater, passive-design, waste, and resource-efficiency systems. It also contains projects where a generic SP-3107 label is not translated into a measurable criterion. Because a plan, tender, contract, and inspection record prove different propositions, each conclusion must remain confined to the represented procurement stage.

The research problem is therefore not whether Quezon City enacted a GPP ordinance. The problem is how far publicly available documents demonstrate its translation into procurement practice, how that practice relates to RA 9184 and RA 12009, and what legal, institutional, procedural, monitoring, and evidentiary gaps remain.

Statement of the Problem

1. What international principles and mechanisms characterize GPP?
2. How did Philippine GPP develop under RA 9184 and related issuances?
3. How did RA 12009 strengthen sustainable and green procurement?
4. What duties and mechanisms are established by SP-3107?
5. What Quezon City planning, tender, award, and contract records demonstrate implementation?
6. What material implementation and evidence gaps remain?

7. What reforms may strengthen Quezon City's GPP system?

LITERATURE REVIEW

Green Public Procurement (GPP) allows governments to use their purchasing decisions to reduce environmental impacts while promoting efficiency and sustainability. It is part of Sustainable Public Procurement (SPP), which considers environmental, social, and economic factors in procurement decisions. GPP follows principles of transparency, accountability, competition, and value for money (United Nations General Assembly, 2015).

GPP uses a lifecycle approach, considering not only the purchase price but also long-term costs such as operation, maintenance, energy use, and disposal. Research shows that successful GPP implementation requires clear policies, organizational commitment, proper planning, and monitoring systems (Cheng et al., 2018; Sönnichsen & Clement, 2020).

In the Philippines, GPP was promoted through Republic Act No. 9184, Executive Order No. 301, and GPPB policies that encouraged the use of environmental criteria in government procurement. However, implementation was initially limited due to weak monitoring of actual environmental outcomes (GPPB, 2017; GPPB, 2023).

Republic Act No. 12009 or the New Government Procurement Act strengthened sustainable procurement by requiring government agencies to consider lifecycle costs, environmental impacts, and social benefits throughout the procurement process. Despite this progress, effective implementation still depends on proper documentation, monitoring, and verification of results (Republic Act No. 12009, 2024).

MATERIALS AND METHODS

Research Design

This study uses a qualitative doctrinal and documentary research design. The doctrinal approach examines and interprets the laws, policies, and legal principles related to Green Public Procurement (GPP) (Hutchinson & Duncan, 2012). The documentary approach analyzes available procurement records and documents to determine how these legal requirements are applied in actual practice (Bowen, 2009).

The study is evaluative but not statistical. It does not measure the extent of GPP implementation in all

Quezon City procurements or determine environmental impacts. Instead, it examines what existing legal and procurement documents reveal about the implementation of GPP and identifies gaps between government policies and actual documented practices.

Sources of Data

The study uses legal documents, government policies, and official records as primary sources. These include the 1987 Constitution, Republic Act No. 9184 and its Revised IRR, Executive Order No. 301, GPPB resolutions, the Philippine Green Public Procurement Roadmap, GPPB Circular No. 01-2025, Republic Act No. 12009 and its IRR, and Quezon City policies related to sustainable procurement. International guidelines and research studies are used only as supporting references, while Philippine jurisprudence provides guidance on fair competition and transparency in procurement.

The study also examines procurement documents to determine how GPP policies are applied in practice. These include procurement plans, PhilGEPS postings, bidding documents, technical specifications, BAC resolutions, contracts, purchase orders, and available inspection, acceptance, payment, and monitoring records. The documents were gathered from official government sources, including Quezon City, PhilGEPS, and GPPB publications, with records included up to August 11, 2026.

Document Identification and Selection

Documents were selected through searches using legal references, project numbers, agency names, and keywords related to Green Public Procurement (GPP) and Quezon City Ordinance No. SP-3107. The selection was purposive and based on specific criteria. Documents were included if they came from reliable official sources, were relevant to the study, and provided evidence of legal requirements or GPP implementation. Unverified, duplicate, or unrelated documents were excluded.

The unit of analysis was each procurement transaction and its available documentary records. The study examined 16 selected projects and 40 implementation records from Quezon City, including goods, services, and infrastructure projects. The documents reviewed included procurement plans, PhilGEPS postings, bidding documents, technical specifications, BAC resolutions, contracts, purchase orders, notices to proceed, and available monitoring reports. Each procurement was traced from planning

to implementation whenever records were available. If documents were incomplete, findings were limited only to the stages supported by available evidence.

Documentary Coding and Evidentiary Weight

Each document is classified based on the type of evidence it provides. Normative evidence (N) shows legal or policy requirements. Planning evidence (P) shows intended programs, activities, or targets. Tender evidence (T) proves that environmental requirements were included in bidding documents. Award or contract evidence (A) shows that a procurement reached the contract stage and identifies the obligations included. Outcome evidence (O) provides proof of actual results, such as delivery, inspection, acceptance, costs, environmental performance, or audit findings. Comparative evidence (C) provides references or frameworks for comparison.

The study follows a minimum-claim approach, meaning that each document is only used to prove what it can actually demonstrate. A procurement plan only proves that an activity was planned, not that it was completed. A tender document proves that a requirement was included, but not that suppliers complied. A contract or award proves that a transaction progressed, but not that it was successfully implemented. Actual environmental results require evidence such as inspection reports, performance data, cost records, savings reports, waste reduction data, or audit results.

Method of Analysis

The doctrinal analysis examines the laws, policies, and regulations governing GPP by identifying their purpose, authority, scope, and application period. It distinguishes the earlier GPP framework under RA 9184 from the sustainability requirements established under RA 12009, while considering the rules applicable to each procurement period.

The documentary analysis reviews procurement records based on project details, dates, procurement stages, environmental requirements, evaluation methods, contract obligations, and available results. The study compares documents to determine whether procurement processes demonstrate proper environmental criteria, transparency, implementation, and monitoring. Missing documents are treated as evidence gaps rather than automatic proof of noncompliance to ensure that conclusions remain within the limits of available records.

Reliability, Limitations, and Ethics

The reliability of the study is strengthened by using official and primary sources, recording document details, preserving references, and maintaining an evidence matrix for the selected projects. Important legal and procurement information was verified using authoritative documents, and inconsistencies in records were reported instead of being changed or ignored. The selected documents provide a traceable basis for analysis but are not intended to represent all procurement activities statistically.

The study is limited by the availability of public records. Some documents, such as detailed bid evaluations, inspection reports, supplier certifications, and environmental performance data, may not be publicly accessible. The research does not calculate overall compliance rates, conduct interviews, perform field inspections, or measure actual environmental impacts. Since the study uses only publicly available institutional documents, it does not involve human participants, and conclusions are limited to the evidence available up to the stated cut-off date.

RESULTS AND DISCUSSION

Documentary Baseline and Standard of Assessment

Quezon City's published procurement record establishes that green public procurement (GPP) has moved beyond policy adoption. Environmental requirements appear in annual procurement plans, technical specifications, bills of quantities, bidder undertakings, purchase orders, and design-and-build contracts. The record covers goods, services, and infrastructure and includes projects undertaken under Republic Act No. 9184, Republic Act No. 12009, and the transition between them. It is substantially weaker on bid-evaluation weights, lifecycle costing, supplier certifications, inspection results, and measured environmental outcomes.

Ordinance No. SP-3107, S-2021 supplies the controlling local standard. Section 4 requires every city office and project to include at least one environmental criterion in the terms of reference, requirements, or specifications for goods, services, and infrastructure before bidding or purchase. Sections 9 and 10 assign the GPP Team responsibility for implementation, standard criteria, a city GPP Plan, verification and certification processes, targets, key performance indicators, market research, monitoring, and reporting. The ordinance therefore contemplates both transaction-level criteria and a

citywide system for defining, verifying, and measuring them (Quezon City Council, 2021).

The minimum-claim rule governs the assessment. A plan proves intention; a solicitation proves that a criterion entered bidding; an award or contract proves transaction-level incorporation; and completion or acceptance proves only the recorded milestone. Environmental effect requires consumption, testing, waste, emissions, lifecycle cost, or equivalent performance evidence. A green title, generic ordinance citation, or affidavit is not treated as proof of reduced impact.

The projects are purposive documentary cases, not a statistical sample of every city procurement. They were selected because official project identifiers and published records permitted examination of environmental language or reconstruction of a procurement chain. The findings establish demonstrated practices and documentary gaps; they do not state a citywide compliance rate.

Institutional and Planning-Stage Implementation

Quezon City's institutional development predates the ordinance. The One Planet Network documented an earlier GPP project, while the City government's 2022 account described the GPP Team and mandatory environmental-criterion rule (One Planet Network, 2018; Quezon City Government, 2022a). ICLEI Southeast Asia later reported consultations and preparation of a draft IRR, environmental-criteria guidebook, monitoring template, and implementation process, then subject to city review (ICLEI Southeast Asia Secretariat, 2024). Executive Order No. 3, s. 2025 subsequently prescribed plastic-waste-reduction rules and expressly invoked Section 6 of the Ordinance's IRR in its procurement guidelines (Quezon City Government, 2025h). The executive order is official evidence that the City treated an IRR as operative by March 2025. Because the complete authenticated IRR text was not located in the public sources examined, its full content remains publicly unverifiable.

The later procurement record confirms continued institutional investment. The FY 2026 Annual Procurement Plan includes development, printing, and publication services for a GPP Guidebook under the Climate Change and Environmental Sustainability Department, with an estimated budget of PHP1.5 million. A 30 March 2026 request for quotation required conceptualization, editorial assistance, layout, photography, 250 sample books, and a final physical and editable manuscript.

Purchase Order No. GS-2604064, dated 14 May 2026, awarded the project for PHP1.288 million with a 120-calendar-day delivery period (Quezon City Government, 2026a, 2026e, 2026f). The sequence establishes contracting of an implementation tool. It does not establish the guidebook's final content, approval, circulation, or use.

Planning documents show decentralized uptake. The FY 2026 Indicative Annual Procurement Plan contains entries across multiple offices bearing the phrase “compliant with SP-3107 GPP Ordinance.” It also contains concrete criteria. City Architect Department entries specify an EPEAT Gold large-format printer and an ENERGY STAR-certified desktop. Climate department entries require Energy Star 8.0 or equivalent desktop and laptop performance. Other entries identify an EPEAT Silver laptop, RoHS-compliant storage, reusable or upcycled products, and venue services without bottled water or disposable cutlery (Quezon City Government, 2025b). These attributes are more auditable than a bare compliance label because they identify the environmental characteristic or acceptable equivalent.

The quality of planning language nevertheless varies. Numerous equipment descriptions append “compliant with SP-3107” without identifying the relevant environmental attribute. A high-performance laptop, television, or printer is not shown to be environmentally preferable merely by that phrase. A technically reviewable criterion should identify the attribute—such as energy consumption, recognized efficiency rating, recycled content, hazardous-substance restriction, durability, repairability, take-back, or reduced packaging—and the evidence by which it will be verified.

The transition from plan to tender is also inconsistent. The FY 2025 APP specified EPEAT Gold with Climate+ and ENERGY STAR certification for the City Accounting Department's all-in-one desktop. Project No. ACCOUNTING-25-OE-0344 later bundled that desktop with printers and storage devices. The revised bidding document required a 23.8-inch all-in-one computer with stated hardware, operating system, peripherals, warranty, and uninterruptible power supply, but omitted EPEAT, ENERGY STAR, or an equivalent environmental criterion for that item (Quezon City Government, 2025i, 2025m). The FY 2025 Procurement Monitoring Report records an award of PHP5.107 million, delivery, inspection, acceptance, and completed-process status for the project (Quezon

City Government, 2026c). The records thus establish procurement completion but do not establish that the planned certification requirement survived solicitation and contract. This plan-to-tender discontinuity is more probative than a generic policy gap because it concerns a specific criterion and transaction.

The FY 2026 APP uses the RA 12009 format containing a field for “Criteria for Bid Evaluation (Including Sustainability and Domestic Preference).” In several entries, including the GPP Guidebook project, that field states “LCRB” rather than a project-specific sustainability criterion or weight. The detailed criterion may still appear in later documents, and phased implementation remains relevant. The planning form's capacity to disclose sustainability is therefore present, but its substantive use is not yet consistent.

Goods Procurements

LED Bulbs and Faucet Aerators

Project No. CLIMATE-25-HCS-0055 provides the strongest completed goods chain. The 2025 early procurement activity, governed by RA 9184, covered 500 LED bulbs and 500 sink faucet aerators with an approved budget of PHP290,000. The PBD specified 6-watt daylight LED bulbs, a stated color temperature, and approximately 500 lumens. It described the aerator as a water-saving adaptor and specified connector dimensions. Bidder compliance had to be supported through manufacturer literature, specification statements, samples, independent test data, or similar evidence (Quezon City Government, 2024b).

The bulb requirement connects power input to light output and is therefore capable of an elementary efficacy comparison. The aerator requirement is weaker. “Water saving” states a purpose, but no maximum flow rate, reduction percentage, pressure condition, recognized standard, or test method is given. The dimensions establish compatibility, not water efficiency. The same procurement consequently demonstrates two levels of technical maturity: a measurable energy-related specification and an unquantified water-efficiency claim.

BAC Resolution No. 25-GSPB-003 identifies Alelen Enterprise as the single or lowest calculated responsive bidder at PHP289,000. The notice of award and Purchase Order No. E2501014 confirm 500 units of each item, and the notice to proceed covers 24 January to 23 February 2025. The FY 2025 second-semester Procurement Monitoring Report

records completion on 15 April and inspection and acceptance on 29 April 2025, with “Done Procurement Process” status (Quezon City BAC, 2025a; Quezon City Government, 2025c, 2025e, 2025g, 2026c). The chain establishes tender, award, delivery, and acceptance.

The dates recorded for completion and acceptance fall after the period stated in the notice to proceed. The published records do not disclose whether an extension, amendment, delayed-delivery assessment, or data correction explains the difference. That discrepancy does not independently establish breach. The monitoring entry also contains no tested wattage, luminous output, aerator flow rate, installation data, baseline consumption, energy or water savings, avoided emissions, maintenance experience, or lifecycle cost. The transaction is verified implementation, but not verified environmental impact.

LED Weatherproof Tube Lights

Project No. SDO-25-ES-0449 concerned 1,166 weatherproof LED fixtures for the Schools Division Office. The PBD specified two 18-watt T8 LED tubes per fixture, 220–240V input, daylight-white output, IP65 protection, and dimensions and materials. Each compliance statement required cross-referenced manufacturer literature, specifications, samples, independent test data, or comparable proof. BAC Resolution No. 25-GSPB-254 and Purchase Order No. GS-2506023 establish award to Apex Nurture Ventures Inc. for PHP3,495,668, with a 30-day delivery period (Quezon City Government, 2025j, 2025k, 2025l).

This is an actual energy-related goods procurement with quantified wattage and documentary proof. Its environmental performance remains incompletely specified. Neither the PBD nor the purchase order states minimum lumens, lumens per watt, operating life, standby consumption, ENERGY STAR or equivalent certification, mercury or hazardous-substance restrictions, reparability, or disposal arrangements. A fixed wattage alone limits consumption but does not establish lighting efficacy. The case demonstrates substantive GPP content while also showing the need to connect input power to required output and lifecycle performance.

A Furniture Tender as Negative Comparator

PhilGEPS Reference No. 13120310 and Project No. QCDDRRMO-26-FURNITURE-0454 concern a PHP3.410 million procurement of various furniture under RA 12009. The standard PBD states that

sustainability may form part of the quality component and that products or materials with green specifications may receive greater weight. The project-specific Bid Data Sheet, however, uses the lowest calculated responsive bid, makes the quality-weight provisions inapplicable, and specifies furniture through dimensions, load capacity, locks, and conventional materials such as steel, polypropylene, polyurethane, glass, medium-density fiberboard, and melamine-faced chipboard (PhilGEPS, 2026; Quezon City Government, 2026k).

The technical specifications require bidders to document compliance with the stated parameters, but no parameter concerns recycled content, certified or legally sourced timber, low-emitting materials, formaldehyde limits, durability testing, reparability, modular replacement, take-back, packaging reduction, or end-of-life management. The case does not establish a statutory violation because transitional rules, market readiness, and other internal documents may be relevant. It establishes that use of the RA 12009 form and generic sustainability language did not, in this tender, produce a disclosed product-specific green criterion or evaluation weight. It is therefore a useful control against overestimating implementation from the form alone.

Services Procurements

Project No. QCSBCDPO-26-HLMF-0075 supplies the strongest awarded services example. The procurement covered venue accommodation, food, and related services for the Quezon City Small Business and Cooperatives Development and Promotions Office. The PBD required purified drinking water, prohibited bottled water and disposable or single-use cutlery, and required a notarized affidavit covering Ordinance No. SP-3107 and the City's plastic restrictions. Purchase Order No. GS-E2601110, issued for PHP4,427,348, reproduced the no-bottled-water and no-single-use-cutlery conditions. The notice of award and notice to proceed establish a contract continuing through 31 December 2026 (Quezon City Government, 2025r, 2026i, 2026m, 2026n). The environmental requirements therefore survived from tender into the supplier-facing order and are directly observable during performance.

Project No. PAISD-26-VPS2-0835, a PHP1 million small-value procurement for a production package, uses a similar method. Its venue conditions strictly prohibit single-use plastics, require water to be provided through a dispenser, and encourage reusable bottles or containers. The bidder must submit a

project-specific notarized undertaking covering SP-3107, healthy-food rules, the 2025 plastic-waste executive order, and calorie labelling where applicable (Quezon City Government, 2026h). These clauses are concrete and inspectable. The documentary chain ends at solicitation, so award, actual reusable service ware, plastic avoided, and supplier compliance are not established.

Project No. HEALTH-26-HLMF-0419, a PHP12.767 million procurement for hotel accommodation, food, drinks, and related services, likewise requires affidavits covering SP-3107, healthy-food rules, plastic reduction, calorie labelling, and Sagip Saka sourcing. The PBD generally requires compliance statements and documentary support, but its project specifications do not isolate a measurable environmental threshold comparable to the no-bottled-water condition (Quezon City Government, 2026g). The affidavit is formal implementation evidence, but it does not disclose the environmental performance that would cause the bid or delivery to pass or fail.

Project No. OCM-LDRRMF(BPLD)-26-EM-0468B, a PHP18.818 million safety-caravan procurement, requires comparable policy undertakings. Its RA 12009 standard form recognizes social, environmental, and innovative quality criteria and contemplates numerical weights. The project-specific provisions do not state an environmental scoring factor or weight (Quezon City Government, 2026b). The document establishes formal space for environmental evaluation and a bidder undertaking, not a disclosed green preference in the award method.

Project No. CLIMATE-25-EM-0029, Line 2, provides a necessary contrast. It concerned events management for “Zero Carbon by 2050,” including a sustainable-fashion show and public-awareness campaign. BAC Resolution No. 25-GSPB-027, the notice of award, Contract No. E2501154, and the notice to proceed establish a PHP3.5 million award under RA 9184 (Quezon City BAC, 2025b; Quezon City Government, 2024a, 2025a, 2025d, 2025f). The PBD addresses sustainable-fashion programming but contains no express SP-3107 clause, plastic restriction, low-waste delivery plan, energy or transport requirement, reuse target, or environmental award weight. An environmental output is not the same as an environmentally preferable method of purchasing and delivering that output.

The Procurement Monitoring Report records completion on 30 October and inspection and acceptance on 21 November 2025, well after the

original contract period ending 30 April 2025. The publication does not explain the schedule difference. It also supplies no waste, reuse, emissions, attendance, behavior-change, or equivalent performance data (Quezon City Government, 2026c). The case demonstrates why a climate-related title and a completed procurement cannot substitute for procurement criteria and environmental results.

Infrastructure Procurements

Specification-Level Practice Under RA 9184

Infrastructure bidding documents show that environmental specifications entered Quezon City construction procurement shortly after SP-3107. Project No. 22-00164, the rehabilitation of comfort rooms at Balumbato Elementary School, repeatedly requires “water efficient” faucets, bidets, urinals, water closets, and related plumbing fixtures. Its bill of quantities also identifies energy-efficient lighting, 18-watt LED bulbs, and T8 LED tubes across the school buildings (Quezon City Government, 2022b). Projects No. 22-00105 and 22-00119 similarly require energy-efficient lighting and 18-watt LED components in rehabilitation works (Quezon City Government, 2022c, 2022d).

These documents are direct tender-stage evidence because the attributes enter the scope and priced bill of quantities. Their technical precision is uneven. Wattage and fixture type are identifiable, but “water efficient” is not accompanied by a flow rate, flush volume, test condition, label, or equivalent proof. The project documents generally require testing and commissioning, but do not state a green acceptance test or expected reduction. The 2022 cases demonstrate early operational uptake without proving quantified performance.

Awarded TERRA Design-and-Build Contract

Project No. DB-25-00004, the TERRA facility at Barangay Sauyo, is the strongest infrastructure transaction. Its TOR requires a safe, sustainable, cost-effective, energy-efficient, climate-adaptive model green building. The sustainability-integration clause directs incorporation of solar panels, rainwater collection, energy-efficient lighting, water-efficient fixtures, passive heating or cooling, and other applicable green technologies, together with minimized energy and water use and maximized renewable resources. Functional requirements separately list waste sorting and storage, floodwater detention, rainwater harvesting, and solarization to reduce reliance on non-renewable energy; another backup-power clause uses the qualified instruction to

“consider” solarization. Plumbing and site-design requirements address water-efficient fixtures, vegetation, permeable surfaces, and rainwater management (Quezon City Government, 2025n).

The approved budget was PHP121.55 million. BAC Resolution No. 25-ICPB-009, the notice of award, and Contract No. IC-2511069 establish award to MPM Builders for PHP121,337,108.04. The contract incorporates the PBD, drawings, specifications, bill of quantities, and winning bid. The notice to proceed provides a 300-calendar-day implementation period beginning in December 2025 (Quezon City Government, 2025o, 2025p, 2025q, 2026l). This chain proves that comprehensive green design requirements entered an awarded RA 12009 infrastructure contract.

The TERRA criteria are materially stronger than a generic ordinance affidavit because they identify systems and design objectives across energy, water, materials, drainage, waste, and resilience. Their legal force is not uniform: solar panels appear in a mandatory sustainability-integration clause and solarization appears as a listed functional requirement, while a separate backup-power clause says only to consider solarization. The TOR also does not publish a green scoring weight, modeled-consumption target, minimum renewable capacity, or post-occupancy verification protocol. The project remained within its contract period at the documentary cut-off; completion, commissioning, installed capacity, consumption, and environmental outcomes are not established.

Amoranto Grandstand Tender

Project No. OCM-CDF(CAD)-26-BLDG(DB)-00026 concerns design and build for the rehabilitation and retrofitting of the Amoranto Grandstand, with an approved budget of PHP400 million. Its TOR integrates sustainable and resilient design as an express objective and requires compliance with the Quezon City Green Building Ordinance. It specifies energy-efficient lighting and air-conditioning; water-efficient, durable sanitary fixtures; low-flow, dual-flush, and sensor-operated fixtures; rainwater harvesting where feasible; stormwater management; water-saving facilities; and electrical and mechanical computations demonstrating Green Building Ordinance compliance. Professional requirements include experience with renewable-energy systems and rainwater-harvesting design (Quezon City Government, 2026j).

The tender demonstrates category-specific infrastructure requirements under RA 12009. Compared with the 2022 projects, it covers systems integration and professional design responsibility rather than isolated components. It still uses qualitative terms for several attributes, and “where feasible” leaves implementation dependent on the approved design. Award, final design, installation, commissioning, and operational performance were not established by the published tender record as of the cut-off. The proper conclusion is tender-stage implementation, not completed green infrastructure.

Contractual Incorporation and Printing Procurements

Purchase Order No. GS-2603017, for PHP1.84 million in editorial and bulk-printing services for Gender and Development materials, requires delivery according to the specifications and cites the Quezon City GPP Ordinance and related rules. Noncompliance is stated as a ground for nonacceptance and damages (Quezon City Government, 2026d). This is contract-level implementation. The substantive specifications, however, address paper weight and type, color, binding, and quantities without requiring recycled content, certified fiber, responsible inks, reduced packaging, production-waste controls, or take-back.

Purchase Order No. GS-2604064 for the GPP Guidebook presents the same tension. It requires 250 glossy, UV-laminated copies using specified coated-paper weights but states no recycled-content or other green-printing criterion (Quezon City Government, 2026e). The procurement's institutional objective advances GPP, but its printed deliverable is not shown by the public contract to have been procured through environmentally preferable production requirements.

Both orders cite “Ordinance No. SP No. 3017, S-2021,” although the controlling enactment is Ordinance No. SP-3107, S-2021. Their clauses use the correct descriptive title, suggesting a recurring template or clerical error that nevertheless impairs legal accuracy and searchability. The orders also refer to an IRR. Executive Order No. 3, s. 2025 independently invokes Section 6 of that IRR, officially corroborating its existence or operative treatment by the City (Quezon City Government, 2025h). The complete authenticated IRR text was not located in the public record examined; therefore, its full terms and their incorporation into these orders cannot be independently verified.

Post-Award Monitoring and Environmental Outcomes

The FY 2025 Procurement Monitoring Report materially strengthens the evidence base by recording dates for award, contract, notice to proceed, completion, inspection, and acceptance. It establishes completed-process status for the LED bulbs and aerators, the all-in-one desktop bundle, and the Zero Carbon event. These are post-award milestones, not environmental-outcome measurements.

The distinction is substantive. Inspection and acceptance ordinarily address conformity with the contract. Environmental outcomes address reduced energy, water, materials, hazardous substances, waste, emissions, or lifecycle cost. An acceptance date cannot disclose environmental performance when the contract lacks a measurable threshold; even when a threshold exists, the PMR states neither the test nor its result.

The published record provides no citywide denominator of procurements subject to Section 4, number and value using defined environmental criteria, waiver data, bidder-participation effects, verified supplier compliance, lifecycle-cost comparisons, or aggregate environmental savings. No citywide compliance or impact rate can therefore be calculated. This does not establish that internal monitoring is absent. It establishes that the functions, baselines, targets, and indicators contemplated by Sections 9 and 10 of SP-3107 cannot be independently verified from the publications examined.

Quezon City's extensive publications made this analysis possible, but transactions must still be reconstructed across separate plan, tender, award, contract, and PMR files. Inspection findings and environmental indicators are not linked to those chains. A project-number-based public index could improve auditability without disclosing protected bidder information.

Evaluation Under National and International Frameworks

Under RA 9184, Quezon City had authority to use clear, neutral, performance-based specifications while preserving competition. The 2022 infrastructure bills, LED procurements, water-saving product choice, and plastic restrictions demonstrate use of that authority. The principal weakness is uneven definition and verification. Generic SP-3107 labels, unquantified water-efficiency terms, and environmental project titles do not consistently

establish a characteristic, acceptable proof, evaluation consequence, contractual continuity, and verified result.

RA 12009 raises the standard by requiring sustainable and green procurement across planning, budgeting, implementation, contract management, and disposal, with lifecycle attention and disclosed greater weight for green specifications. Quezon City's 2025–2026 documents show substantial but incomplete alignment. The awarded TERRA contract contains integrated green infrastructure requirements. The venue-services contract carries observable plastic and bottled-water restrictions into the purchase order. New forms provide space for sustainability and environmental weights. Conversely, the furniture tender contains no project-specific green criterion, the Accounting desktop certification disappeared between APP and revised PBD, and no examined RA 12009 procurement discloses lifecycle costing or a project-specific numerical green weight. Because implementation is phased, these are findings about demonstrated maturity rather than categorical findings of illegality.

Comparative practice supports the same conclusion. Italy's minimum environmental criteria reduce the need for each end-user to invent specifications. Norway's environmental weighting makes the evaluation consequence visible. Korea's integrated purchasing data permit aggregation across institutions (OECD, 2024). SP-3107 anticipates comparable building blocks through standard criteria, planning, verification, market research, and monitoring. The contracted GPP Guidebook can advance that system if it supplies measurable category criteria, equivalent-proof rules, evaluation methods, contract clauses, inspection measures, and indicators.

International data also caution against equating policy counts with environmental effects. In the 2025 SDG 12.7.1 reporting cycle, 39 countries monitored the number or value of sustainable contracts but only 11 monitored sustainability outcomes (United Nations Statistics Division, 2026). Quezon City's record reflects the same policy-to-outcome gap: strong legal mandate and visible procedural uptake coexist with limited publicly verifiable environmental results.

Synthesis of Findings

The 16-project corpus supports seven findings. First, transaction-level GPP appears across goods, services, and infrastructure. Second, implementation existed

under RA 9184 and continues under RA 12009, subject to the transition circular. Third, the completed LED-bulb and aerator chain is the strongest goods example, although water-efficiency and outcome evidence remain incomplete. Fourth, the venue-services award carries observable plastic restrictions into the purchase order. Fifth, TERRA places multiple green systems in an awarded infrastructure contract, but the clauses vary in precision and no operational outcome is established. Sixth, the Accounting desktop and furniture cases show that a green APP entry or new form does not ensure a project-specific criterion. Seventh, publications establish milestones but not citywide verification, lifecycle costs, or measured environmental results.

Quezon City may therefore be characterized as having a legally institutionalized and operationally visible GPP system whose public documents demonstrate implementation at multiple stages. Its technical standardization, plan-to-contract continuity, evaluation transparency, citation accuracy, and environmental-outcome reporting remain uneven or publicly unverifiable as of 11 August 2026.

CONCLUSION & RECOMMENDATIONS

Quezon City has a legally institutionalized and operationally visible but uneven GPP system. The documents prove activity at planning, tender, award or contract, and limited completion and acceptance stages. They do not prove that every procurement contains a sufficiently defined environmental criterion or that the system has produced measured citywide environmental benefits.

The principal weakness is incomplete translation of authority into precise, auditable requirements. Generic SP-3107 compliance language does not disclose the environmental characteristic, proof, evaluation consequence, inspection method, or result. Nor does an environmental project objective alone establish green procurement; the purchasing method must address lifecycle impacts.

RA 12009 provides the legal basis for closing these gaps, while GPPB Circular No. 01-2025 fixes the controlling transition dates. The TERRA contract and venue-services order demonstrate movement toward lifecycle and contract-stage implementation. The furniture tender, by contrast, uses the new form without a product-specific green criterion, while the Accounting desktop's EPEAT and ENERGY STAR requirements appeared in the APP but not in the revised PBD. Among the purposively selected

procurements, lifecycle costing, project-specific green evaluation weights, acceptance tests, and environmental-performance data remain inconsistent or absent from publication. These are findings about documented maturity, not categorical findings of illegality.

These conclusions remain documentary. Public records can prove a duty, requirement, award, contract, or milestone, but not unpublished controls or causation. Without interviews, site inspections, product tests, consumption comparisons, or impact measurements, the study states only what the published record demonstrates and what remained publicly unverifiable at the cut-off.

Recommendations

First, the GPP Team should publish and maintain an authoritative package under Sections 9 and 10 of SP-3107: the authenticated IRR, GPP Plan, category criteria, verification rules, model clauses, inspection checklists, indicators, and reporting responsibilities. The GPP Guidebook should distinguish rules from guidance, cite the ordinance accurately, and explain its relationship with Executive Order No. 3, s. 2025 and RA 12009 transition rules.

Second, each procurement should state functional, proportionate environmental attributes rather than a generic compliance label, while allowing equivalent proof and preserving competition. Priority categories include equipment, water fixtures, furniture, printing, catering, packaging, vehicles, and building systems. Criteria should address relevant measures such as flow rate, energy performance, durability, repair, responsible materials, emissions, packaging, production waste, and end-of-life management.

Third, Quezon City should adopt a criterion-continuity control from APP to inspection. The sustainability field in the plan should identify the criterion or evaluation method. A procurement checklist should confirm that the same requirement appears in the PPMP, PBD or TOR, bidder proof, evaluation record, contract, and inspection document, unless a documented amendment explains its revision. This control would address the discontinuity demonstrated by the Accounting desktop procurement.

Fourth, Quezon City should align bid evaluation and lifecycle costing with Sections 72 to 74 of RA 12009. Bidding documents should state whether each environmental requirement is mandatory or weighted, disclose the method and numerical weight where applicable, and identify acceptable equivalent

evidence. Lifecycle costing should be used where operating, maintenance, energy, water, replacement, or disposal costs are material.

Fifth, post-award reporting should link each project's plan, solicitation, award, contract, inspection, acceptance, and environmental result. Citywide reports should state the number and value of covered procurements, categories with defined criteria, exceptions, verified compliance, and measurable energy, water, waste, emissions, or lifecycle-cost outcomes. Unmeasured outcomes should be identified as such.

Finally, the GPP Team and BAC should periodically trace a purposive sample from planning through acceptance, test whether each criterion was specific and verified, reconcile schedule or document inconsistencies, and recommend corrective action. A public summary, excluding protected bidder information, would operationalize the ordinance's monitoring mandate and support later legal and policy evaluation.

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