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Title:

Mismatches between ecosystem services supply and demand in urban areas: A quantitative assessment in five European cities

ORIGINAL RESEARCH PAPER

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31

32 **Abstract**

33 Assessing mismatches between ecosystem service (ES) supply and demand in urban areas can provide
34 relevant insights for enhancing human well-being in cities. This paper provides a novel
35 methodological approach to assess regulating ES mismatches on the basis of environmental quality
36 standards and policy goals. Environmental quality standards indicate the relationship between
37 environmental quality and human well-being. Thus, they can be used as a common minimum
38 threshold value to determine whether the difference between ES supply and demand is problematic for
39 human well-being. The methodological approach includes three main steps: (1) selection of
40 environmental quality standards, (2) definition and quantification of ES supply and demand indicators,
41 and (3) identification and assessment of ES mismatches on the basis of environmental quality
42 standards considering certain additional criteria. While ES supply indicators estimate the flow of an
43 ES actually used or delivered, ES demand indicators express the amount of regulation needed in
44 relation to the standard. The approach is applied to a case study consisting of five European cities:
45 Barcelona, Berlin, Stockholm, Rotterdam and Salzburg, considering three regulating ES which are
46 relevant in urban areas: air purification, global climate regulation and urban temperature regulation.
47 The results show that levels of ES supply and demand are highly heterogeneous across the five studied
48 cities and across the environmental quality standards considered. The assessment shows that ES
49 supply contributes very moderately in relation to the compliance with the EQS in most part of the
50 identified mismatches. Therefore, this research suggests that regulating ES supplied by urban green
51 infrastructure are expected to play only a minor or complementary role to other urban policies
52 intended to abate air pollution and greenhouse gas emissions at the city scale. The approach has
53 revealed to be appropriate for the regulating ES air purification and global climate regulation, for
54 which well-established standards or targets are available at the city level. Yet, its applicability to the
55 ES urban temperature regulation has proved more problematic due to scale and user dependent
56 constraints.

57

58 **Keywords:** Air purification; Assessment; Global climate regulation; Green infrastructure; Human
59 well-being; Urban temperature regulation.

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61 1. Introduction

62 Green infrastructure (GI) has been defined as a “network of natural and semi-natural areas with other
63 environmental features designed and managed to deliver a wide range of ecosystem services (ES). It
64 incorporates green spaces (or blue if aquatic ecosystems are concerned) and other physical features in
65 terrestrial (including coastal) and marine areas” (EC, 2013:3). In urban areas, GI elements may include
66 parks, urban forests, allotments, street trees, green roofs, etc. (Landscape Institute, 2009). Relevant ES
67 delivered by GI in cities include, for instance, air purification, urban temperature regulation, runoff
68 mitigation, noise reduction and recreation (Bolund and Hunhammar, 1999; Gómez-Baggethun and
69 Barton, 2013; Gómez-Baggethun et al., 2013).

70

71 An increasing body of literature highlights the contribution of GI and ES in enhancing environmental
72 quality (e.g., air quality) in cities, hence fostering a better quality of life and well-being for the urban
73 population (e.g., Nowak, 2006; Tzoulas et al., 2007; Escobedo et al., 2011; Pataki et al., 2011). Some
74 studies even argue that urban policies based on the planning and management of GI can be comparable
75 in terms of effectiveness or efficacy to other policies based on technological measures (e.g., Escobedo
76 et al., 2008; 2010). Yet, the assessment of the current (and potential) contribution of urban GI through
77 ES supply as a means to meeting desired or required environmental quality conditions and goals at the
78 city scale remains largely unexplored.

79

80 The main objective of the paper is hence the exploration of the possible contribution of ES supply to
81 meet environmental quality standards and policy goals (hereafter referred as EQS) in urban areas. The
82 underlying assumption derived from this objective is that EQS are to be met exclusively through ES
83 supply. Conceptually, this hypothesis can be framed as the assessment of mismatches between ES
84 supply and demand. This research argues that ES demand, defined here as the amount of service
85 required or desired by society (Villamagna et al., 2013), can be expressed in relation to EQS because
86 these provide a threshold value to determine whether the difference between ES supply and demand is
87 problematic for human well-being. The assessment examines ES mismatches of three regulating ES
88 which are relevant in urban areas (Gómez-Baggethun and Barton, 2013): air purification, urban
89 temperature regulation and global climate regulation (through carbon sequestration). The
90 methodological approach includes three main steps: (1) selection of EQS, (2) definition and
91 quantification of ES supply and demand indicators, and (3) identification and assessment of ES
92 mismatches on the basis of EQS considering certain additional criteria. While ES supply indicators
93 estimate the flow or amount of an ES actually delivered (e.g., air pollutants removed by urban
94 vegetation), ES demand indicators estimate the amount of inputs needing regulation (e.g., air pollutant

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95 concentrations) in relation to the corresponding EQS (e.g., air quality standards). The approach is
96 applied to a case study consisting of five European cities: Barcelona, Berlin, Stockholm, Rotterdam
97 and Salzburg. Based on the obtained results, the actual and potential contribution of urban GI to
98 address mismatches between ES supply and demand at the city scale is discussed, as well as the
99 advantages and limitations of using EQS to assess these mismatches.

100

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Author's Post-Print Version

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102 2. Materials and methods

103 2.1. Conceptual framework

104 Recently developed conceptual frameworks in the ES literature call for a distinction between ES
105 *capacity, flow* and *demand* as the main components of the ES delivery process (Villamagna et al.,
106 2013; Burkhard et al., 2014; Schröter et al., 2012; 2014; Guerra et al., 2014). Capacity is defined as
107 the ES potential (i.e., hypothetical maximum yield) and flow as the actual supply or use of ES
108 experienced by people. ES demand, however, has been approached differently depending on the
109 authors. Burkhard et al. (2014:5) define demand for ES as the “services currently consumed or used in
110 a particular area over a given time period, not considering where ES actually are provided”.
111 Alternatively, ES demand has been described as “the amount of a service required or desired by
112 society” (Villamagna et al., 2013:115) or “the expression of the individual agents’ preferences for
113 specific attributes of the service” (Schröter et al., 2014:541). In this paper, ES supply is conceptualized
114 as ES flows (Hein et al., 2006) and ES demand as the required level of ES delivery by society
115 (Villamagna et al., 2013). ES mismatches occur when the demand for ES is not totally met by the
116 supply within a defined spatial and time scale. Thus, ES mismatches express the existence of an
117 unsatisfied or remaining demand (Geijzendorffer et al., 2015).

118
119 According to the framework developed by Villamagna et al. (2013), the supply of regulating ES
120 contribute to the maintenance of environmental quality within socially acceptable ranges only until a
121 certain level of ecological pressure (e.g., air pollution). Beyond this level, ES supply cannot sustain a
122 good environmental quality and ES demand should be considered as not totally met. Under this
123 approach, estimating regulating ES demand requires hence information about two main elements: (1)
124 desired conditions (i.e., good environmental quality); and (2) inputs needing regulation (i.e., ecological
125 pressures). In line with Paetzold et al. (2010), this paper considers that EQS can be used as a threshold
126 of desired conditions in relation to the demand for regulating ES. In general terms, EQS rely on
127 scientific evidence and/or expert knowledge concerning the relationship between environmental
128 quality and human well-being with the underlying aim to secure or enhance the latter (e.g., EEA,
129 2013a). Thus, the methodological approach considered here assumes that EQS can provide a common
130 minimum threshold value to assess regulating ES mismatches across different contexts (in this case
131 study, different European cities). For example, World Health Organization (WHO) air quality
132 guidelines (WHO, 2005) can be used to provide a minimum threshold to assess the mismatch between
133 supply and demand of the ES air purification. A city where air pollution levels exceed WHO reference
134 values reflects a mismatch in which air purification demand exceeds the current local supply. Yet, this
135 situation does not necessarily imply that the EQS is to be achieved solely by ES supply.

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136

137 *2.2. Selection of environmental quality standards*

138 Based on a non-exhaustive examination of European-context regulatory frameworks, relevant EQS
139 were identified for the three ES assessed in this study (**Table 1**). EQS for ES air purification were
140 derived from the European Union (EU) air quality Directive (EU, 2008) and WHO air quality
141 guidelines (WHO, 2005). Reference values for ground-level concentrations of air pollutants are
142 generally more stringent in the WHO standards, but only the EU standards are legally binding for the
143 case study cities, hence the inclusion of both standards in the assessment was considered pertinent.
144 The focus was limited to the following air pollutants: (1) particulate matter with a diameter of 10 µm
145 or less (PM₁₀); (2) nitrogen dioxide (NO₂); and (3) tropospheric ozone (O₃), considered three of the
146 most problematic air pollutants in terms of exposure to concentrations above the EU and WHO
147 reference levels in Europe for its urban population (EEA, 2013a).

148

149 The ES global climate regulation is generally assumed to be demanded at global scale (Burkhard et al.,
150 2012), yet city specific GHG emission reduction and offset targets can be considered as a desired
151 condition at lower scales. Following the EU 20-20-20 targets (EC, 2008), many municipal authorities
152 have signed up to the 'Covenant of Mayors' initiative¹, voluntarily committing themselves to reduce
153 their GHG emissions by at least 20% until 2020 (see **Table 1** for specific reduction targets of the case
154 study cities).

155

156 No explicit EQS were found in relation to urban temperature regulation at the European regulatory
157 level, probably because human health vulnerability to temperature extremes depends on a complex
158 interaction between different factors such as age, health status, socio-economic circumstances (e.g.,
159 housing) and regional adaptation (Kovats and Hajat, 2008; Fischer and Schär, 2010). However,
160 general critical temperature thresholds for health impacts in Europe have been estimated based on the
161 spatial and temporal variance in excess mortality during recent heatwaves² episodes (Fischer and
162 Schär, 2010). According to this research, the consecutive occurrence of days with maximum
163 temperature above 35°C ('hot days') and nights with minimum temperature above 20°C ('tropical
164 nights') has been found to explain the correlation with excess mortality. These values match well with
165 specific temperature thresholds officially allocated to cities like Barcelona (Tobias et al., 2012), but
166 are likely overestimated for Northern cities like Stockholm (Roklöv and Forsberg, 2008) due to

¹ See www.covenantofmayors.eu

² Fischer and Schär (2010) define a heatwave "to be a spell of at least six consecutive days with maximum temperatures exceeding the local 90th percentile of the control period (1961-1990)".

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167 regional adaptation factors. In any case, the impacts of heatwaves on human health are particularly
 168 strong in cities, both in Northern and Southern latitudes, due to the exacerbating effect of the urban
 169 heat island (UHI) (EEA, 2012).

170

171 **Table 1**

172 EQS selected to assess mismatches between ES supply and demand

ES	EQS												
	<ul style="list-style-type: none"> • EU Air Quality Directive (EU, 2008) and WHO air quality guidelines (WHO, 2005) reference values: 												
	<table border="1"> <thead> <tr> <th>Pollutant</th> <th>EU</th> <th>WHO</th> </tr> </thead> <tbody> <tr> <td>PM₁₀</td> <td>40 µg m⁻³ (Year)</td> <td>20 µg m⁻³ (Year)</td> </tr> <tr> <td>NO₂</td> <td>40 µg m⁻³ (Year)</td> <td>40 µg m⁻³ (Year)</td> </tr> <tr> <td>O₃</td> <td>120 µg m⁻³ (8-hour)</td> <td>100 µg m⁻³ (8-hour)</td> </tr> </tbody> </table>	Pollutant	EU	WHO	PM ₁₀	40 µg m ⁻³ (Year)	20 µg m ⁻³ (Year)	NO ₂	40 µg m ⁻³ (Year)	40 µg m ⁻³ (Year)	O ₃	120 µg m ⁻³ (8-hour)	100 µg m ⁻³ (8-hour)
Pollutant	EU	WHO											
PM ₁₀	40 µg m ⁻³ (Year)	20 µg m ⁻³ (Year)											
NO ₂	40 µg m ⁻³ (Year)	40 µg m ⁻³ (Year)											
O ₃	120 µg m ⁻³ (8-hour)	100 µg m ⁻³ (8-hour)											
Global climate regulation	<ul style="list-style-type: none"> • Covenant of Mayors' GHG emission reduction targets for each case study city are: <ul style="list-style-type: none"> ○ Barcelona: 23% by 2020 (baseline year 2008) ○ Berlin: 40% by 2020 (baseline year 1990) ○ Stockholm: 45% by 2020 (baseline year 1990) ○ Rotterdam: 50% by 2025 (baseline year 1990) ○ Salzburg: No explicit target found (assuming 20% by 2020, baseline year 1990) 												
Urban temperature regulation	<ul style="list-style-type: none"> • Heatwave thresholds: consecutive occurrence of hot days (T-max > 35°C) and tropical nights (T-min > 20 °C) (Fischer and Schär, 2010). 												

173 Notes: Air quality policy targets correspond to the EU and WHO values set for the protection of human health (in brackets
 174 the averaging period applicable for each limit). EU's reference value for O₃ is subject to 25 days of allowed exceedances per
 175 year averaged over three years. See EEA (2013a) for more details. GHG emission reduction targets for each case study city
 176 are based on local Sustainable Energy Action Plans (see www.covenantofmayors.eu and Table 3).
 177

178 **2.3. Defining indicators of ES supply**

179 ES supply was measured directly as the amount of a service delivered or experienced by people (van
 180 Oudenhoven et al., 2012; Villamagna et al., 2013). The indicators for ES supply were selected based
 181 on methods and data availability (see **Table 2**). For this analysis only terrestrial ecosystems were
 182 considered, omitting blue infrastructure elements (sea, lakes, ponds, rivers, etc.) which can also be
 183 important sources of ES supply in the urban context (Bolund and Hunhammar, 1999), especially in
 184 case study cities such as Stockholm, Rotterdam and Barcelona. The use of tools specifically designed

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185 for quantifying ES delivered by terrestrial vegetation (e.g., i-Tree Eco model) prevented a more
186 complete assessment of urban ecosystems (i.e., including blue infrastructure).

187

188 The supply of the ES air purification was quantified using estimated air pollution removal of PM₁₀,
189 NO₂, and O₃ by urban green space. Uptake rates were quantified using the dry deposition model of i-
190 Tree Eco tool (Nowak et al., 2006; 2008; Hirabayashi et al., 2012). Data required for each city
191 included hourly air pollution concentration, percentage of tree canopy cover (both deciduous and
192 evergreen) and meteorological data. For Barcelona and Berlin air pollution removal rates were taken
193 from Baró et al. (2014) corresponding to year 2008, and Aevermann (pers. comm., 2013) for year
194 2011, respectively. Air pollution concentration data from Salzburg, Stockholm and Rotterdam
195 monitoring stations were obtained from the AirBase database v.7 (EEA, 2013b) for the year 2011.
196 Meteorological data were retrieved from the US National Climatic Data Centre for the same year.
197 Percentages of evergreen and deciduous tree canopy cover for these three cities were estimated using
198 i-Tree Canopy tool³ which allows photo-interpretation of urban land covers from Google Maps aerial
199 imagery using a random sampling location process. A sample of 500 survey points were photo-
200 interpreted for each city based on a categorization of three cover classes: 1) deciduous tree; 2)
201 evergreen tree and 3) non-tree cover. This method likely underestimates the amount of air purification
202 supplied since it accounts for tree canopy but not for shrubs or herbaceous vegetation which can also
203 supply this ES (Nowak et al., 2006).

204

205 Carbon storage and annual CO₂ sequestration rates performed by urban GI were used as indicators to
206 measure the supply of the ES global climate regulation (Nowak and Crane, 2002; Strohbach and
207 Haase, 2012; Nowak et al., 2013; Schröter et al., 2014). Barcelona's estimates were based on the i-
208 Tree Eco assessment performed in 2008 using field measurements of urban forest structure, allometric
209 equations to predict above-ground biomass and adjusted urban tree growth and decomposition rates
210 (Baró et al., 2014). Due to limited resources for fieldwork data collection in the other case study cities,
211 carbon storage and sequestration indicators were estimated based on the assessment carried out by
212 Nowak et al. (2013) using urban field data from 28 cities and 6 states in United States (US), where
213 carbon storage per square meter of tree cover averaged 7.69 kg C m⁻² (SE = 1.36), gross carbon
214 sequestration rate averaged 0.277 kg C m⁻² year⁻¹ (SE = 0.045), and net carbon sequestration rate
215 averaged 0.205 kg C m⁻² year⁻¹ (SE = 0.041). Percentage of tree canopy cover was estimated using the
216 i-Tree Canopy tool as described above (for Berlin, 1,000 points were photo-interpreted due to its
217 larger area). Although these rates can vary depending on variables such as tree diameter distribution or

³ see www.itreetools.org/canopy/index.php

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218 species composition in each city, the indicator estimates should be accurate as they are based on local
219 tree cover values (Nowak et al., 2013). Further, empirical studies carried out in European cities
220 obtained similar values (e.g., Strohbach and Haase, 2012 estimated an average carbon storage rate of
221 6.82 ± 1.42 kg C m⁻² of canopy cover in Leipzig, Germany). Because tree growth (and hence CO₂
222 sequestration) vary depending on the local environmental conditions, sequestration rates were refined
223 using the length of the growing season as a proxy, following the formula (Nowak, pers. comm., 2013):

$$224 \quad C' = \frac{C-GS}{174} \quad (1)$$

225
226
227 Where

228 C' = average (gross or net) carbon sequestration rate (kg C/m² tree cover year)
229 C = US average (gross or net) carbon sequestration rate (kg C/m² tree cover year) (Nowak et al. 2013)
230 GS = length of the growing season (days)

231
232 Average length of the growing season in each case study city was based on phenological data for the
233 period 1969-1998 (Chmielewski and Rötzer, 2001). Reported trends in plant phenology in Europe and
234 USA indicate a similar lengthening of the growing season in the last decades associated to global
235 warming (Linderholm, 2006), thus used lengths should be considered a first-order estimate. Carbon
236 sequestration rates were converted to CO₂ after applying the conversion factor 1 g C = 3.67 g CO₂.

237
238 The supply of the ES urban temperature regulation by green space can provide important benefits to
239 city inhabitants by mitigating heat stress (Stone et al., 2010) and reducing UHI effects and increased
240 temperatures resulting from climate change (Gill et al., 2007). Vegetation delivers this service mainly
241 through the evapotranspiration process and the shading effect (basically from trees). Bowler et al.
242 (2010) systematically reviewed the empirical evidence of this ES showing that, on average, the
243 temperature within an urban park would be around 1 °C cooler than a non-green site in the day. Other
244 urban GI elements such as urban forests and green roofs also show evidence of lower air temperatures
245 compared to treeless areas and roofs without vegetation respectively (Oberndorfer et al., 2007; Breuste
246 et al., 2013). Tree shade area was used as a proxy indicator to quantify the supply of this service. It
247 was estimated as tree canopy cover area using i-Tree canopy tool as described above, assuming that
248 the cooling effect is provided mainly below tree canopy (Bowler et al., 2010).

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252 **Table 2**

253 ES supply indicators and associated quantification methods and references.

ES	Indicators	Quantification method	Sources / References
Air purification	PM ₁₀ removal (kg ha ⁻¹ year ⁻¹)	i-Tree Eco dry deposition model based on tree canopy cover, air pollution and meteorological data	i-Tree Canopy (www.itreetools.org)
	NO ₂ removal (kg ha ⁻¹ year ⁻¹)		AirBase v.7 (EEA, 2013b). Year 2011
	O ₃ removal (kg ha ⁻¹ year ⁻¹)		Nowak et al. (2006); Baró et al. (2014); Aevermann et al. (2015, submitted)
Global climate regulation	CO ₂ sequestration (t ha ⁻¹ year ⁻¹)	Estimates from i-Tree assessments based on tree canopy cover and length of growing season	i-Tree Canopy (www.itreetools.org)
	Carbon storage (t ha ⁻¹)		Nowak et al. (2013); Baró et al. (2014)
Urban temperature regulation	Tree shade area (%)	Cooling effect of trees based on empirical data and tree canopy cover area estimates	i-Tree Canopy (www.itreetools.org) Bowler et al. (2010); Breuste et al. (2013)

254

255 **2.4. Defining indicators of ES demand**

256 Due to the different approaches to ES demand, a variety of indicators can be defined to measure it.
 257 One way is to consider population density in combination with average or desired consumption rates
 258 (Burkhard et al., 2012; Kroll et al., 2012). ES demand can also be measured by the socio-cultural
 259 preferences directly expressed by people in interviews and questionnaire surveys (Martín-López et al.,
 260 2014) or through monetary valuation (de Groot et al., 2012). Following the conceptual framework
 261 described above, in this paper ES demand indicators express the amount or concentration of inputs
 262 (i.e., ecological pressures) needing regulation with regard to the corresponding EQS (i.e., the desired
 263 environmental conditions which secure human well-being) (Villamagna et al., 2013; Burkhard et al.,
 264 2014). **Table 3** shows the selected indicators for ES demand.

265

266 Indicators for the ES air purification were estimated on the basis of air pollution levels in each city in
 267 relation to the desired level expressed by air quality standards (Burkhard et al. 2014). These indicators
 268 express the remaining air pollution as they already include the impact of ES supply (Guerra et al.,
 269 2014 call it as “ES mitigated impact”). Annual mean concentrations for PM₁₀ and NO₂ from the
 270 available traffic monitoring stations (which express the highest demand) in each case study city were

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271 extracted from the AirBase database v.7 (EEA, 2013b) using values corresponding to year 2011. O₃
272 levels were expressed as the twenty-sixth highest value in each city based on daily maximum 8-hour
273 averages since the current European air quality threshold includes 25 days of allowed exceedances
274 (EEA, 2013a).
275

276 Demand indicators for the ES global climate regulation were estimated on the basis of annual GHG
277 emissions as expressed in carbon dioxide equivalent (CO₂-eq) per hectare and per capita (Burkhard et
278 al., 2014). Total emissions for each case study city were obtained from local Sustainable Energy
279 Action Plans (SEAPs) and other municipal policy reports (see **Table 3** for references) corresponding
280 to the GHG reduction target baseline year (1990 for Berlin, Stockholm and Rotterdam, 2008 for
281 Barcelona and 2010 for Salzburg because 1990 data was not available).
282

283 Finally, demand for the ES urban temperature regulation was estimated using heatwave risk as
284 indicator. Following Fischer and Schär (2010), heatwave risk was quantified as the number of
285 combined tropical nights (> 20°C) and hot days (>35°C) projected for the period 2071-2100 in Europe.
286 This scenario was developed at a European scale and it does not take into account the UHI effect that
287 exacerbates heatwave risk in cities (EEA, 2012). Thus, the consideration of this future scenario can
288 roughly express a more realistic current situation of heatwave risk in the case study cities, where the
289 UHI can reach a maximum intensity of 8°C (e.g., Moreno-Garcia, 1994 for Barcelona).
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301 **Table 3**

302 Demand ES indicators and associated quantification methods and references.

ES	Indicators	Quantification method	Sources / References
Air purification	PM ₁₀ annual mean concentration ($\mu\text{g m}^{-3}$)	Statistical data review	AirBase v.7 (EEA, 2013b) - Year 2011
	NO ₂ annual mean concentration ($\mu\text{g m}^{-3}$)		
	26 th highest O ₃ value based on daily max 8-hour averages ($\mu\text{g m}^{-3}$)		
Global climate regulation	Annual CO ₂ -eq emissions per ha. ($\text{t ha}^{-1} \text{ year}^{-1}$)	Literature review on municipal GHG emissions and census data	Barcelona: PECQ. 2011. The energy, climate change and air quality plan of Barcelona 2011-2020. Base year 2008.
	Annual CO ₂ -eq emissions per capita ($\text{t capita}^{-1} \text{ year}^{-1}$)		Berlin: Environmental Agency of the Senate of Berlin. Base year 1990. Stockholm: Stockholm action plan for climate and energy 2010–2020. Base year 1990. Rotterdam: CDP Cities 2012 Global Report. Base year 1990. Salzburg: Energiebericht 2010 Smart City Salzburg. Base year 2010.
Urban temperature regulation	Heat wave risk (# days)	Combined tropical nights (>20°C) and hot days (>35°C) expected 2071-2100	Fischer and Schär (2010) EEA (2012)

303

304 **2.5. Criteria for identifying and assessing ES mismatches**

305 The assessment of matches and mismatches between ES supply and demand usually requires demand
306 to be assessed in the same units as supply in order to obtain a budget or ratio indicating ES
307 undersupply, neutral balance or oversupply (Paetzold et al., 2010; Burkhard et al., 2012; Kroll et al.,
308 2012). However, because of the EQS-based approach considered in this paper, the assessment of
309 mismatches was determined by the following criteria: (1) in the case of non-compliance with the limit
310 or target values stipulated by the EQS, the demand for the corresponding ES was considered to be not
311 totally met by the current supply at the city scale, thus an ES mismatch was identified. On the
312 contrary, in the case of standard compliance, the demand was considered to be currently met by the
313 supply and no ES mismatch was expected at the city level; (2) due to the ES-based assumption
314 considered here, it was also important to assess the contribution or impact of ES supply in relation to
315 the compliance with the EQS, especially in the case of exceedance of limit or target values. In this

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316 way, informed decisions can be taken on the feasibility of increasing ES supply (e.g., increase tree
317 canopy cover in the city) as an effective measure to address a given mismatch.

318

319 In the case of air purification, an ES mismatch between supply and demand was identified if, despite
320 air purification delivered by urban trees, air pollution levels exceeded EU and/or WHO air quality
321 reference values. The ES contribution to the compliance with the standards was estimated as the
322 average air quality improvement due to air purification by urban trees from i-Tree Eco dry deposition
323 model results (Nowak et al., 2006; Hirabayashi et al., 2012). The estimation of this variable involved
324 considering the mixing layer height⁴ in each case city area, which was derived from radiosonde data of
325 the closest station available in the NOAA/ESRL Radiosonde Database⁵. A “substantial mismatch” was
326 identified if the ES contribution (air quality improvement) was lower than 10% in relation to the EQS
327 exceedance. A “moderate mismatch” was identified if this contribution was higher than 10%. This
328 mismatch analysis could not be done for EQS exceedances of O₃ because the standards are based on
329 daily max 8-hour averages whereas air quality improvements are based on annual averages. The
330 criterion to assess an ES mismatch for the ES global climate regulation was defined as the deficit of
331 urban ecological carbon sinks to contribute substantially to CO₂-eq reduction targets in each city. An
332 ES contribution lower than 10% in relation to the reduction target was considered as a “substantial
333 mismatch”. A “moderate mismatch” was identified when the contribution was higher than 10%, but
334 lower than 100%. Finally, the uncertainty and complexity related to the impact of the ES urban
335 temperature regulation supply at the wider city scale (Bowler et al., 2010) implies that the heatwave
336 risk cannot be consistently compared to the cooling effect provided by GI on the basis of the heatwave
337 thresholds at the city scale. Therefore, the mismatch assessment of this ES was excluded from the
338 analysis.

339

340 *2.6. Case study cities*

341 The paper builds on five case study cities distributed along a north-south and east-west gradient across
342 Europe: Barcelona, Berlin, Stockholm, Rotterdam, and Salzburg (**Fig. 1**). The cities vary in their
343 population size, urban form, climate patterns and socio-economic characteristics (**Fig. 1, Table 4**),
344 making them representative for a broad range of medium-to-large size European cities. Most of these
345 cities have ambitious strategic plans to enhance GI and ES in the coming years (e.g., Barcelona Green

⁴ The mixing height can be defined as “the height of the layer adjacent to the ground over which pollutants or any constituents emitted within this layer or entrained into it become vertically dispersed by convection or mechanical turbulence within a time scale of about an hour” (Seibert et al., 2000).

⁵ See <http://esrl.noaa.gov/raobs/>

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346 Infrastructure and Biodiversity Plan 2020, Barcelona City Council, 2013). Furthermore, these are all
347 case study cities of the URBES project (Urban Biodiversity and Ecosystem Services⁶).

348

349 The spatial scope of this analysis is the municipal or core city area (Urban Audit, 2009). An intrinsic
350 limitation must be acknowledged when using administrative boundaries in urban ES assessments
351 because cities are, to a large extent, influenced by ES provided beyond these boundaries, namely from
352 the larger suburbanized and rural hinterland (Larondelle and Haase, 2013). However, the focus on the
353 administrative areas responded to the following motivations: (1) the analysis includes indicators for
354 which required datasets were only available at the administrative level; (2) urban policies related to
355 green space are usually limited to city's municipal boundaries (e.g., Barcelona's green infrastructure
356 and biodiversity plan 2020, Barcelona City Council, 2013), hence recommendations for future policies
357 are more likely to be applicable when addressed at this spatial scale; (3) the administrative area of the
358 case study cities corresponds well with the dense urban core of their metropolitan areas (Larondelle
359 and Haase, 2013; Larondelle et al., 2014).

360

361 Barcelona is the capital city of the region of Catalonia and Spain's second-largest city in terms of
362 population. The city is characterized by a compact urban form together with a very high population
363 density (see **Table 4**). Approximately a quarter of the municipal area consists of green space (parks,
364 gardens, urban forests, etc.), most of which corresponds to the urban park of Montjuïc and the peri-
365 urban forest area of Collserola. Barcelona has also a relatively high proportion of street trees compared
366 to other European cities (Pauleit et al., 2002). Berlin is the capital city and the most populous city of
367 Germany, located at the core centre of the Berlin-Brandenburg metropolitan region. Green space
368 amounts to one third of the city's area, including large urban parks such as Tiergarten located at the
369 city centre and larger areas of forest and water ecosystems located at the outskirts of the municipal
370 area. The former Tempelhof airport has recently been converted into an urban park, providing new
371 opportunities to benefit from green space to a large number of city inhabitants (Kabisch and Haase,
372 2014). Stockholm, awarded the first European Green Capital in 2010 by the European Commission⁷, is
373 the capital of Sweden and the country's most populated municipality. The amount of green and blue
374 space is very relevant in Stockholm (on third of the city's areas is covered by parks, forest and other
375 green assets and 12% by water bodies). Rotterdam is the second largest city of the Netherlands and has
376 the largest seaport of Europe in terms of cargo volume and traffic (CRRSC, 2009). Blue space covers
377 almost a quarter of the total city's area, mainly corresponding to the lowest course of the river Nieuwe
378 Maas. The city is considered one of the greenest large cities of the Netherlands, having a total of 117

⁶ www.urbesproject.org

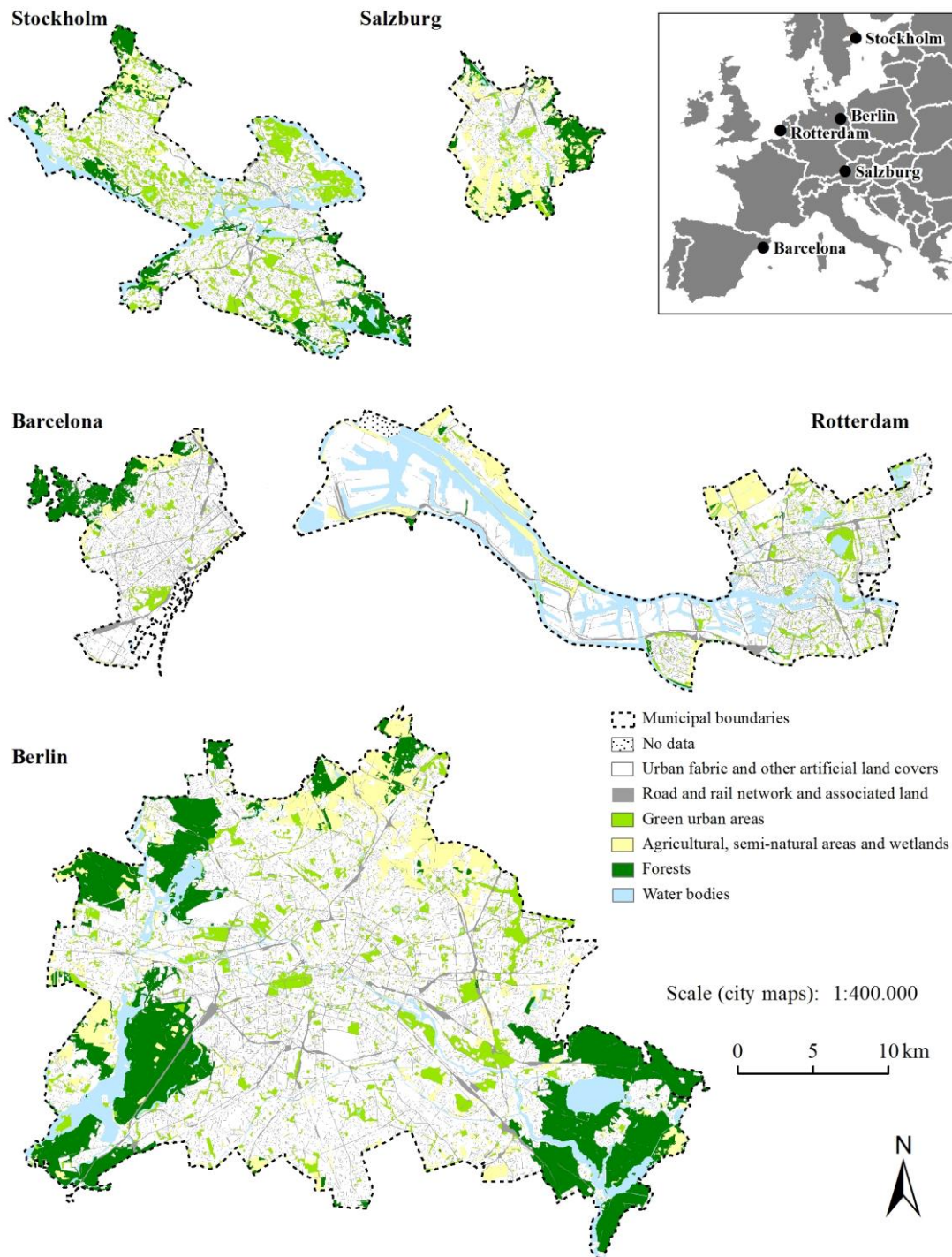
⁷ <http://ec.europa.eu/environment/europeangreencapital/>

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379 public parks and 747,000 trees (Frantzeskaki and Tilie, 2014). Salzburg is the fourth largest city of
380 Austria and the capital city of the federal state of Salzburg. Almost a half of the municipal area is
381 covered by green space, including a relevant share of forest and agricultural land which is legally
382 protected by the City Council (Voigt et al., 2014).
383

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384

385 **Fig. 1.** Location of case study cities and distribution of green space covers. Source: own elaboration based on
 386 Natural Earth data (www.naturalearthdata.com) and Urban Atlas (EEA, 2010). Administrative boundaries:
 387 Catalan Cartographic Institute (www.icc.cat); Senate Department for Urban Development and the Environment
 388 (www.stadtentwicklung.berlin.de/geoinformation/); Stockholm City Council (www.stockholm.se); Centraal
 389 Bureau voor de Statistiek – Statistics Netherlands (www.cbs.nl); Salzburg Geoinformation System (SAGIS)
 390 (www.salzburg.gv.at/sagis/).

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391 **Table 4**

392 Main characteristics of the case study cities.

	Barcelona	Berlin	Stockholm	Rotterdam	Salzburg	Sources / References
Location in Europe	South-West	Central	North	North-West	Central	-
Physical geography	Coastal / River delta	Inland plains/River	Coastal/Lake outlet	Coastal/River delta	Inland/Foothill of the Alps	-
Population (#)	1,615,908	3,431,675	810,120	582,951	147,169	Urban audit 2009 (reference year 2008)
Population projection in 2050 ¹ (#)	1,672,112	3,460,046	1,648,000	621,780	161,589	Own trend calculations based on National Census, except for Barcelona (Catalan Statistical Institute – IDESCAT).
Total area (km ²)	101.6	891.1	215.8	277.4	65.7	Municipal boundaries (various sources)
Population density (inhab. km ⁻²)	15,905	3,851	3,754	2,101	2,240	Urban audit 2009 (reference year 2008)
Gross Domestic Product (PPS inhab. ⁻¹)	30,800	24,400	41,000	36,500	38,100	Urban audit 2009 (for NUTS3 region, reference years 2007-2010)
Green urban area (m ² inhab. ⁻¹)	3.00	16.91	43.88	23.12	25.86	Urban Atlas (EEA, 2010); Urban audit 2009
Development of green space 1990 – 2006 (ha)	-0.02	1,083	106	16	3	Kabisch and Haase (2013)
Number of private cars registered (# 100 inhab. ⁻¹)	38.13	28.56	36.98	34.13	N/A	Urban audit 2009 (reference year 2008)
Average temperature of warmest month (°C)	25.5	19.5	18.5	N/A	18.6	Urban audit 2009 (reference year 2008)

393 ¹Except for Barcelona (highest population projection for 2021)

394

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395

396 **3. Results**

397 **3.1. ES supply and demand across the case study cities**

398 The quantification results of ES supply and demand indicators are partly shown in **Fig. 2**. The
399 complete set of indicator results is presented in **Table A1** (supply) and **Table A2** (demand) of the
400 Appendix.

401

402 Supply of the ES air purification showed the highest values in Berlin, almost doubling the average
403 removal rate for the five case study cities when the three air pollutants are considered. The results for
404 Barcelona and Stockholm displayed comparatively intermediate values, with a total supply of nearly
405 30 kg removed air pollutants per hectare annually in both cases. Rotterdam and Salzburg were
406 characterized by the lowest values of air purification supply whatever the air pollutant considered. For
407 example, Salzburg's O₃ removal rate was negligible compared to Berlin's (0.12 to almost 22 kg ha⁻¹
408 year⁻¹) even though both cities have a relevant share of green space. PM₁₀ was the air pollutant
409 comparatively most removed in all the cities, except in Berlin where O₃ removal was slightly higher.
410 Inversely, NO₂ was the pollutant with lowest removal rates in all case study cities, except in Salzburg
411 where the lowest value was found for O₃. Demand indicators for the ES air purification showed
412 different patterns compared to supply across the different case study cities. For example, NO₂ annual
413 mean concentration levels were higher than PM₁₀ values in all cities whereas supply indicators showed
414 the opposite condition. It must be noted that PM₁₀ and NO₂ have the same EU limit value (40 µg m⁻³
415 for annual mean concentration), thus demand indicators are comparable for this standard. The highest
416 values for both pollutants were found in Barcelona (32.76 µg m⁻³ for PM₁₀ and 53.78 µg m⁻³ for NO₂),
417 while PM₁₀ was lowest in Salzburg (23.86 µg m⁻³) and NO₂ in Stockholm (38.50 µg m⁻³). Results for
418 O₃ were not comparable with NO₂ and PM₁₀ values because concentrations (and standards) are based
419 on daily max 8-hour averages. Berlin (with 116.14 µg m⁻³) and Salzburg (with 111.63 µg m⁻³) showed
420 the highest values for O₃. In contrast, the lowest values of O₃ were displayed by Rotterdam (84.74 µg
421 m⁻³) and Barcelona (89.60 µg m⁻³).

422

423 Regarding global climate regulation supply, CO₂ sequestration indicators ranged from 1.05 t annually
424 sequestered per hectare in Rotterdam to 3.66 t ha⁻¹ year⁻¹ in Berlin. In the same way, carbon storage
425 values ranged from 9.38 t ha⁻¹ in Rotterdam to 32.84 t ha⁻¹ in Berlin. Although Stockholm's average
426 growing season is the shortest compared to the other cities, net CO₂ sequestration and carbon storage
427 values were second-ranked after Berlin's. The demand side of global climate regulation showed a
428 different picture: CO₂-eq emissions per hectare were remarkably highest in Rotterdam (865.2 t ha⁻¹

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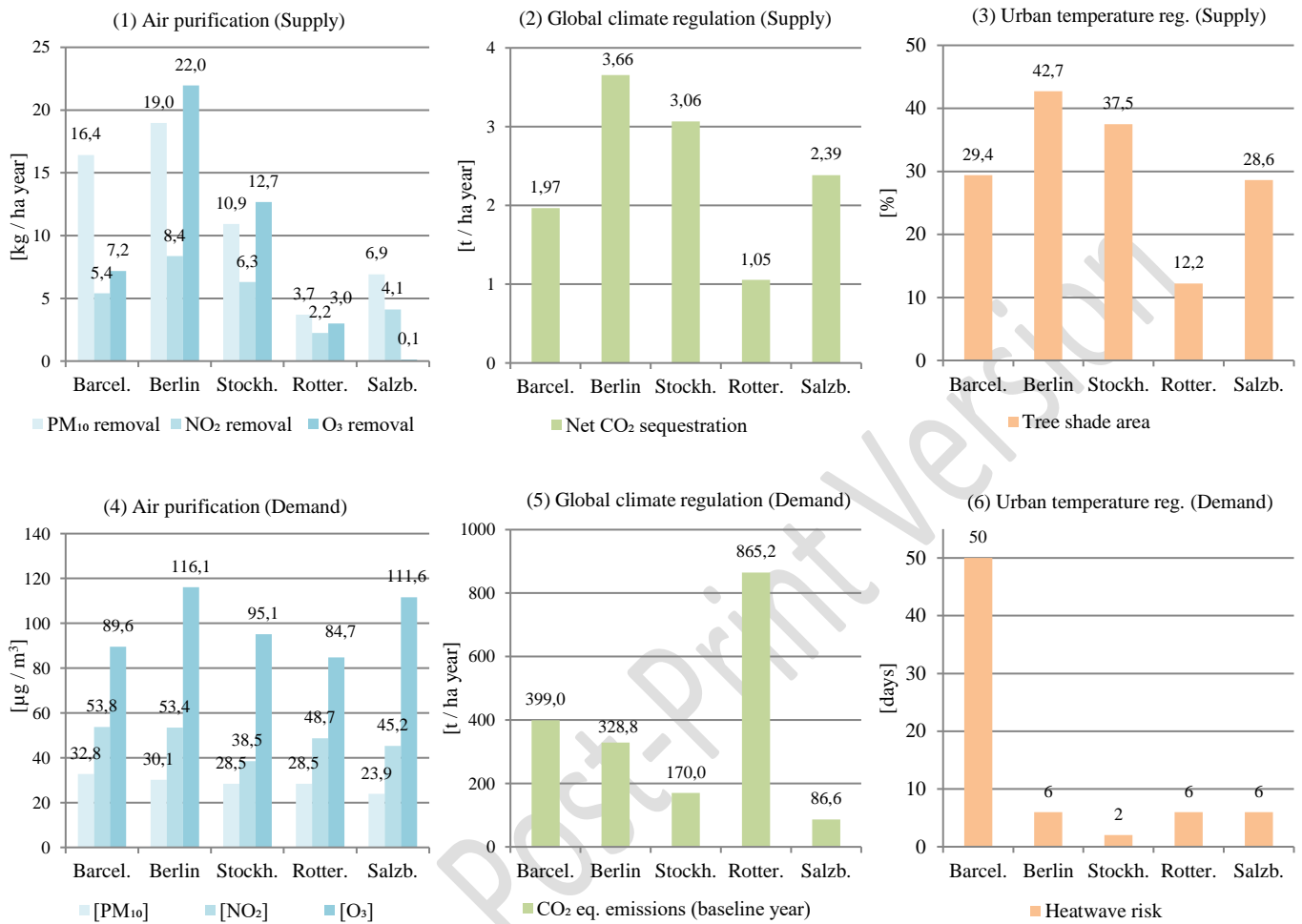
429 year⁻¹), most likely because of the impact of seaport activities on city's GHG emissions. On the other
430 hand, the lowest value was found for Salzburg (86.6 t ha⁻¹ year⁻¹). However, CO₂-eq emissions per
431 capita were lowest in Barcelona (2.51 t capita⁻¹ year⁻¹), reflecting the comparatively elevated
432 population density of the Mediterranean city. Supply and demand indicators for this ES could be
433 straightforwardly compared using annual net CO₂ sequestration and CO₂-eq emission rates per hectare
434 as a common unit. Results showed that demand values are approximately two orders of magnitude
435 larger than supply.

436
437 Supply indicators for urban temperature regulation revealed also a considerable heterogeneity among
438 case study cities. The highest tree cooling area values were found in Berlin (42.70%) and Stockholm
439 (37.50%). Rotterdam was distinctly the case study city with the lowest share of tree cooling area
440 (12.20%). The demand for urban temperature regulation using heatwave risk as a proxy reflected
441 clearly the different climate zones where the case study cities are located. The results for Barcelona
442 showed a very high number of expected hot days and tropical nights (> 50), while heatwave risk in
443 Stockholm is expected to be minimum (0-2 days). The values for Berlin, Rotterdam and Salzburg were
444 higher than Stockholm's, but substantially far from Barcelona's (2-6 days).

445
446 In summary, both supply and demand indicators differed notably among the five case study cities. In
447 most cases, Rotterdam showed the lowest supply values, followed by Barcelona or Salzburg. In
448 contrast, the results for Berlin and, to a lesser extent, Stockholm indicated a relatively high supply of
449 the three regulating ES analyzed. More heterogeneous results were found for demand indicators across
450 the different cities. Barcelona and Rotterdam were clearly characterized by a high demand for urban
451 temperature and global climate regulation respectively. Demand for air purification showed
452 comparatively minor differences across cities. See also exemplary **Fig. 3** showing results for
453 Barcelona compared to case study cities averages.

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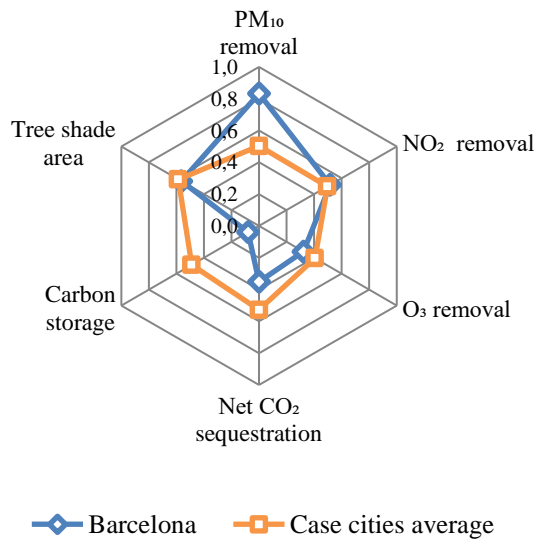
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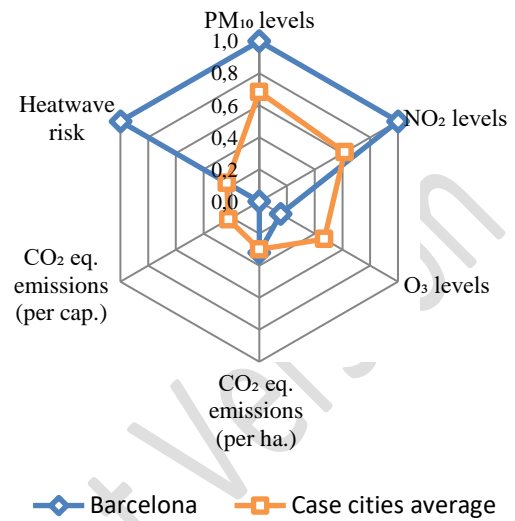
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Fig. 2. Quantification results of ES supply and demand indicators for the five case study cities. Notes: Air purification demand values are in annual mean concentration for PM₁₀ and NO₂ and in daily max 8-hour averages for O₃ (26th highest value). Urban temperature regulation demand values are the maximum number of days of heatwave risk, except for the case of Barcelona which is the minimum (Fischer and Schär, 2010). Supply and demand values are not directly comparable except for global climate regulation.

(1) Supply



(2) Demand



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Fig.3. Spidergrams comparing the standardized values of ES supply and demand indicators for Barcelona with the average values of the five case study cities. Supply and demand values are not directly comparable. Standardization is based on a linear rescaling of values in the 0-1 range on the basis of their minimum and maximum value.

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472

473 *3.2. Mismatches in ES supply and demand*

474 Following the criteria described above, matches and mismatches between ES supply and demand were
475 identified, showing a number of cases (12) where demand was clearly not totally met by supply
476 considering the different case study cities (marked as red cells in **Table 5**). In only two cases ES
477 demand was not totally met by supply, but the mismatch was considered minor, suggesting that the
478 corresponding EQS could be met after the implementation of measures intended to increase ES supply
479 (marked as yellow cells). Finally, ES supply matched with demand based on the corresponding EQS in
480 almost half of the cases (14, marked as green cells).

481

482 The mismatch assessment of the ES air purification service indicated heterogeneous results across air
483 pollutants and EQS. All cities met the EU limit value for PM₁₀ annual average concentration (40 µg m⁻³),
484 but none of them complied with the WHO standard (20 µg m⁻³). Only Stockholm met the limit
485 value for NO₂ levels (set at 40 µg m⁻³ for both standards). Tropospheric O₃ levels were below EU
486 regulation in all case cities, but above WHO's air quality limit in Berlin and Salzburg (assuming 25
487 allowed exceedances per year as well), although the determination of the magnitude of the mismatch
488 was not possible due to data limitations. The relative contribution of the ES service supply to meet air
489 quality standards across the different case study cities is shown in **Table 6**. Air quality improvements
490 due to ES supply showed the lowest values in Rotterdam and the highest values in Stockholm for all
491 the analyzed pollutants, varying between 0.20% and 2.42% for PM₁₀ levels, between 0.07% and
492 0.81% for NO₂ levels and between 0.10% and 1.16% for O₃ levels. According to i-Tree model results,
493 expected air quality improvements are considerably more relevant in areas with 100% tree cover (e.g.,
494 urban forests or tree-covered urban parks). However, city-scale average annual air pollution levels in a
495 hypothetical scenario without green space would not differ substantially from the current levels.
496 Therefore, the ES mismatch should be minor if realistic increases in ES supply are intended to meet
497 the standards. The results suggest that this situation only occurs for Salzburg's PM₁₀ levels in relation
498 to WHO limit value.

499

500 CO₂ offsets by urban GI (ES supply) compared to city-based CO₂ eq. emissions (corresponding to the
501 baseline year for the reduction target) were modest in all case studies, ranging from 0.12% for
502 Rotterdam to 2.75% for Salzburg. Similarly, the contribution of the ES supply in relation to CO₂eq
503 reduction targets for 2020 was low in all case study cities. Salzburg was the only case where the
504 annual sequestration rate was higher than the 10% threshold contribution (13.8%), although it must be
505 noted that the city has the lowest reduction target among the case studies.

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506

507 **Table 5**

508 Identification and assessment of mismatches in ES supply and demand across the case study cities. Red cells
 509 indicate a substantial mismatch between ES supply and demand (ES contribution is lower than 10% in relation to
 510 the EQS exceedance or reduction target), suggesting that the corresponding EQS can be unlikely met by increase
 511 in ES. Yellow cells indicate a moderate mismatch between ES supply and demand (ES contribution is higher
 512 than 10% in relation to the EQS exceedance or reduction target) suggesting that the corresponding EQS could be
 513 met after the implementation of measures intended to increase ES supply. Green cells indicate that ES supply
 514 matches with demand based on the corresponding EQS. Blank cells indicate that the mismatch assessment could
 515 not be consistently done due to data limitations. See also subsection 2.5.

ES	Assessment	EQS	Barcel.	Berlin	Stockh.	Rotter.	Salzb.
Air purification	PM ₁₀ levels	EU	Green	Green	Green	Green	Green
	PM ₁₀ levels	WHO	Red	Red	Red	Red	Yellow
	NO ₂ levels	EU/WHO	Red	Red	Green	Red	Red
	O ₃ levels	EU	Green	Green	Green	Green	Green
	O ₃ levels	WHO	Green	Blank	Green	Green	Blank
Global climate regulation	Contribution to city CO ₂ eq reduction target	City CO ₂ eq reduction target	Red	Red	Red	Red	Yellow
Urban temp. regulation	N/A	Heatwave thresholds					

516

517 **Table 6**

518 Estimated air quality improvement due to air pollution removal by urban trees in case study cities (year 2011)

	Average percent air quality improvement at the city scale			Average percent air quality improvement only in areas with 100% tree cover			Expected average annual air pollution levels without urban trees at the city scale (µg m ⁻³)		
	PM ₁₀	NO ₂	O ₃	PM ₁₀	NO ₂	O ₃	PM ₁₀	NO ₂	O ₃
Barcelona	0.50	0.19	0.29	1.64	0.63	0.96	32.92	53.88	39.81
Berlin	0.73	0.21	0.30	1.67	0.49	0.70	30.33	53.49	47.41
Stockholm	2.42	0.81	1.16	6.14	2.12	2.96	29.16	38.81	55.62
Rotterdam	0.20	0.07	0.10	1.57	0.57	0.81	28.51	48.69	35.93
Salzburg	1.89	0.60	0.85	6.24	2.04	2.83	24.32	45.48	41.75

519

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520 4. Discussion

521 4.1. The contribution of ES supply to human well-being in cities

522 The impact of urban green space on air quality in cities is a subject of scientific debate. Several
523 empirical and modelling studies support that urban vegetation provides substantial air quality
524 improvements followed by associated health benefits (Nowak et al., 2006; Yin et al., 2011; Islam et
525 al., 2012; Nowak et al., 2013). However, factors such as vegetation configuration or climate conditions
526 can strongly limit the ability of vegetation to remove air pollutants, especially at the patch scale
527 (Setälä et al., 2013; Vos et al., 2013). The modelling results presented here indicate that average air
528 quality improvements due to air purification supply is relatively low at the city scale for the three
529 analyzed air pollutants in all case study cities (e.g., from 0.07% in Rotterdam to 0.81% in Stockholm
530 for NO₂), although positive effects are likely to be more relevant in highly tree-covered areas such as
531 urban forests (e.g., expected air improvements are higher than 6% for PM₁₀ in Stockholm's and
532 Salzburg's areas with an hypothetical 100% tree cover, see **Table 6**). Therefore, the average
533 contribution of ES supply in regard to the compliance with air quality standards is considered modest
534 at the local level in all case studies, suggesting a limited effectiveness to address ES mismatches by
535 increasing ES supply (e.g., implementing tree-planting programs) unless air pollution concentration
536 exceedance is minor (e.g., PM₁₀ levels compared to WHO standard in the case of Salzburg).

537
538 A number of studies have assessed the role of urban green space as a climate change mitigation
539 strategy by offsetting city CO₂ emissions (Pataki et al., 2009; Escobedo et al., 2010; Zhao et al., 2010;
540 Liu and Li, 2012). Impacts of net CO₂ sequestration rates on offsetting annual city CO₂ emissions vary
541 from 3.4% in Gainesville, US (Escobedo et al., 2010) to 0.26% in Shenyang, China (Liu and Li,
542 2012). As expected, similar results have been obtained for the case study cities (ranging from 0.12% in
543 Rotterdam to 2.75% in Salzburg). This paper has gone one step further by considering city-specific
544 GHG reduction targets as a desired condition at the city level. Again, results show a modest
545 contribution of ES supply (less than 15%) in all case study cities, suggesting that increases in direct
546 carbon sequestration delivered by GI (e.g., by doubling tree density) is not likely to be an effective
547 means for reaching local CO₂-eq. reduction targets (in line with Pataki et al., 2011).

548
549 Previous empirical evidence on the supply of urban temperature regulation (Bowler et al., 2010)
550 revealed that the cooling effect of urban GI can be relatively relevant at the patch scale. For example, a
551 maximum of 2°C difference relative to built-up area was observed in an urban park in Stockholm
552 (Jansson et al., 2007). However, the extension of the cooling effect of green space beyond its
553 boundaries is uncertain, especially at the wider city scale (Bowler et al., 2010). Therefore, heatwave

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554 thresholds cannot be consistently balanced against the cooling effect provided by GI elements at the
555 city scale. Additional empirical research is required to assess these mismatches, especially by
556 establishing specific temperature thresholds according to each climate zone and measuring the cooling
557 impact of GI interventions at the city scale.

558

559 The findings of this research suggest that GI can only play a minor or complementary role, at least at
560 the core city level, to urban mitigation measures intended to abate air pollutant and GHG emissions at
561 the source (e.g., road traffic management or energy efficiency measures) or to adaptation policies
562 intended to cope with heat extremes (e.g., heat warning plans). Yet, there are important reasons for
563 which the current and potential supply of these ES should not be neglected in local policy decision-
564 making. First, GI can provide other important benefits to urban population due to its multifunctional
565 capacity (e.g., stormwater runoff mitigation or recreational opportunities), while technological
566 substitutes are normally designed as single-purpose. Second, although GI expansion in compact cities
567 such as those analyzed in this paper might be challenging due to lack of available land and
568 densification processes, measures for preserving existing green spaces and innovative ways to allocate
569 new ones could considerably enhance ES supply at the city level (Jim, 2004). For instance, the
570 potential of green roofs and walls to deliver a wide range of ES has been assessed in various empirical
571 studies (Oberndorfer et al., 2007; Rowe 2011).

572

573 ***4.2. Strengths and weaknesses of using EQS to assess ES mismatches***

574 The demand side is frequently omitted or underrepresented in ES assessments which usually focus on
575 ES supply (Burkhard et al., 2014). Yet, an increasing number of studies have developed assessment
576 methods considering both the ES supply and demand in order to provide a complete picture of the ES
577 delivery process where mismatches between both sides can be identified (e.g., Van Jaarsveld et al.,
578 2005; Burkhard et al., 2012; Kroll et al., 2012; García-Nieto et al., 2013; Boithias et al., 2014; Schulp
579 et al., 2014; Geijzendorffer et al., 2015). This paper contributes to the ES research agenda (de Groot et
580 al., 2010) suggesting a novel methodological approach based on the use of EQS to assess mismatches
581 between ES supply and demand with a focus on regulating ES in core city areas. Based on the
582 assessment of ES mismatches in five European cities, strengths and weaknesses of this approach could
583 be recognized.

584

585 This approach can be especially advantageous for regulating ES assessments because of several
586 reasons: (1) demand for regulating ES usually cannot be indicated by direct market prices, unlike
587 many provisioning ES for example (De Groot et al., 2012); (2) the interactions between regulating ES

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588 and human benefits are often very complex, thus ES demand is challenging to indicate (Burkhard et
589 al., 2014). EQS are generally meaningful to society and can reasonably express a common threshold to
590 assess regulating ES mismatches across different societal contexts as they provide a benchmark
591 representing the minimum desirable environmental quality conditions under which some components
592 of human well-being such as health can be secured, hence allowing comparative analyses; (3) this
593 approach allows relatively quick assessments of ES demand if data on environmental quality is
594 available at the city level. In contrast, other demand-side assessments like socio-cultural elicitation are
595 usually more time consuming and resource intensive (Martín-López et al., 2014).

596
597 However, the use of EQS in ES assessments has also drawbacks. The existence of different EQS
598 regulating the same environmental condition (or ecological pressure) can create uncertainty about
599 which thresholds are more adequate in terms of expressing a societal demand related to human needs
600 for well-being. In this paper, both WHO and EU standards for air quality have been used giving
601 different ES mismatch results for some air pollutants. Although only EU standards are legally binding
602 for case study cities, WHO standards are probably more reliable expressing a desirable or required end
603 condition of air quality (Brunekreef and Holgate, 2002). The main shortcoming of local GHG
604 emission reduction targets is that often they are not based on scientific evidence about possible climate
605 change impacts, but on political reasons. Regarding urban temperature regulation, the multiple factors
606 involved in the relationship between temperature extremes and human health vulnerability call for
607 specific temperature thresholds to properly account for varying environmental conditions and societal
608 demands at the local level.

609
610 More generally, the use of specific or local-based thresholds is possibly the most appropriate option
611 when assessing ES for which demand is strongly context/user/stakeholder dependent (Paetzold et al.,
612 2010), despite it would make cross-city comparisons less meaningful. This is clearly the case of
613 cultural ES. For example, several standards have been suggested as thresholds for assessing the
614 desirable amount of recreational opportunities delivered by green space in urban areas, normally based
615 on criteria of accessibility to green space (i.e., distance) and space size (Van Herzele and Wiedemann,
616 2003; Söderman et al., 2012; Kabisch and Haase, 2014). The former is commonly seen as the most
617 important factor related to the recreational use of urban green space and a maximum 300-400 meter
618 distance from home has been observed as a threshold after which the use decreases substantially
619 (Schipperijn et al., 2010). Some regulatory agencies have consequently recommended standards based
620 on these criteria. For example, the European Environment Agency (EEA) recommends that people
621 should have access to green space within 15 min walking distance (Stanners and Bourdeau, 1995) and

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622 the English standard ANGSt (Accessible Natural Greenspace Standard, Natural England, 2010)
623 recommends that urban population should have an accessible green space no more than 300 m from
624 home (Barbosa et al., 2007). However, these standards have been criticized because they fail to
625 address issues such as green space quality or local context and needs (Pauleit et al., 2003). Still, some
626 authors claim that green space recreational standards are needed but they should be locally developed
627 according to specific social and quality criteria (Baycan-Levent and Nijkamp, 2009). Therefore, a
628 possible extension of the approach presented in this paper beyond regulating ES should be carefully
629 designed.

630

631 **4.3. Spatially explicit ES mismatches**

632 The spatial distribution of ES supply and demand at the city level has not been addressed in this paper.
633 Yet, for some ES such as air purification or urban temperature regulation both their supply and
634 demand can substantially vary across the urban fabric. The use of spatially explicitly indicators could
635 show the specific location of ES mismatches at the inner-urban level (or higher scales), hence
636 informing about ES deficit areas (demand is higher than supply) to urban planners and managers.
637 Several attempts of mapping ES mismatches have already been developed at different spatial scales
638 (e.g., Kroll et al., 2012; García-Nieto et al., 2013; Boithias et al., 2014; Schulp et al., 2014). However,
639 assessments at the core city scale are scarce, probably due to the lack of fine-resolution data for the
640 appropriate quantification of ES supply and demand indicators.

641

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642 **5. Conclusion**

643 This paper provides an innovative approach for assessing mismatches in regulating ES supply and
644 demand using EQS as a common minimum threshold for determining whether the difference between
645 supply and demand is problematic in terms of human well-being. The approach has revealed to be
646 appropriate for the ES air purification, for which there is a large body of evidence on the health
647 impacts of air pollution and EQS are well-established at the international level. Similarly, local GHG
648 reduction targets can reasonably express a demand for mitigating the impacts of climate change in
649 urban areas (global climate regulation), thus the assessment of ES mismatches was also possible. The
650 application of the approach for the ES urban temperature regulation has proved more problematic. The
651 demand for urban temperature regulation is strongly context and user dependent, thus common
652 thresholds (such as heatwave thresholds) are less appropriate. Furthermore, the spatial scale to which
653 the ES is delivered is still not totally clear in terms of scientific evidence, creating uncertainties in the
654 ES mismatch assessment. In general, more empirical studies are needed to improve GI design and
655 monitor its effectiveness in meeting local or international environmental standards and goals in
656 different urban areas.

657

658 The case study of five European cities reveals mismatches between ES supply and demand in half of
659 the 28 ES/EQS/City combinations analyzed, suggesting that further protection and restoration of urban
660 GI will be required if ES are to play a more relevant role in meeting EQS to enhance human well-
661 being in cities. However, the assessment indicates that ES supply contributes very moderately in
662 relation to the compliance with the EQS in most part (12 out of 14) of the identified mismatches.
663 Results suggest that EQS could be met after the implementation of feasible measures intended to
664 increase ES supply only in two analyzed cases. Therefore, this research suggests that regulating ES
665 supplied by urban GI are expected to play only a minor or complementary role (currently and
666 potentially) to other urban policies intended to abate air pollution and GHG emissions at the city scale.
667 Urban managers and policy-makers should take into account these considerations when designing and
668 implementing GI programs, but recognizing at the same time the multiple benefits associated to GI in
669 urban contexts not addressed in this assessment (e.g., runoff mitigation, noise reduction and
670 recreational opportunities).

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673

674 **Acknowledgements**

675 We thank two anonymous reviewers whose valuable comments have substantially improved the paper.

676 We are grateful to all the URBES team for their cooperation, especially Johannes Langemeyer

677 (Autonomous University of Barcelona) and Neele Larondelle (Humboldt University of Berlin) for

678 their support in this research. Our thanks also go to Robert E. Hoehn and David J. Nowak, from the

679 USDA Forest Service, for their assistance with i-Tree Eco model, and to Kaysara Khatun for

680 proofreading the manuscript. This research was partially funded by the ERA-Net BiodivERsA through

681 the Spanish Ministry of Economy and Competitiveness project 'URBES' (code PRI- PIMBDV-2011-

682 1179) and by the 7th Framework Program of the European Commission project 'OpenNESS' (code

683 308428).

684

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875 **Appendix. Quantification of ES supply and demand indicators**

876

877 **Table A1**

878 ES supply indicators for the five case study cities

ES	Indicator	Barcel.	Berlin	Stockh.	Rotter.	Salzb.	Mean
Air purification	PM₁₀ removal kg ha ⁻¹ year ⁻¹ (Mg year ⁻¹)	16.42 (166.01)	18.97 (1690)	10.93 (235.77)	3.71 (101.74)	6.92 (45.46)	11.39 (447.80)
	NO₂ removal kg ha ⁻¹ year ⁻¹ (Mg year ⁻¹)	5.40 (54.59)	8.36 (745)	6.29 (135.78)	2.24 (61.37)	4.12 (27.05)	5.28 (204.76)
	O₃ removal kg ha ⁻¹ year ⁻¹ (Mg year ⁻¹)	7.18 (72.62)	21.96 (1,957)	12.67 (273.44)	2.99 (81.94)	0.12 (0.78)	8.98 (477.16)
Global climate regulation	Net CO₂ sequestration t ha ⁻¹ year ⁻¹ (t year ⁻¹)	1.97 (19,986)	3.66 (325,726)	3.06 (66,131)	1.05 (29,218)	2.39 (15,673)	2.43 (91,347)
	Carbon storage t ha ⁻¹ (Mg)	11.22 (113,437)	32.84 (2,925,924)	28.84 (622,326)	9.38 (257,071)	21.99 (144,421)	20.85 (812,636)
Urban temperature regulation	Tree shade area % (ha)	29.40 (2,973)	42.70 (38,048)	37.50 (8,093)	12.20 (3,343)	28.60 (1,878)	30.08 (10,867)

879 Note: see references and corresponding time-ranges in **Table 2**.

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881

882 **Table A2**

883 ES demand indicators for the five case study cities

ES	Indicator	Barcel.	Berlin	Stockh.	Rotter.	Salzb.	Mean
Air purification	PM₁₀ annual mean concentration μg m ⁻³	32.76	30.11	28.45	28.45	23.86	28.72
	NO₂ annual mean concentration μg m ⁻³	53.78	53.38	38.50	48.66	45.21	47.90
	26th highest O₃ value based on daily max 8-hour averages μg m ⁻³	89.60	116.14	95.14	84.74	111.63	99.45
Global climate regulation	CO₂-eq. emissions per ha. t ha ⁻¹ year ⁻¹	398.99	214.70	128.59	1,067.35	86.59	379.25
	CO₂-eq. emissions per capita t capita ⁻¹ year ⁻¹	2.51	5.40	3.40	48.51	3.82	12.73
Urban temperature regulation	Heat wave risk days	>50	2-6	0-2	2-6	2-6	N/A

884 Note: see references and corresponding time-ranges in **Table 3**.

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