

The use of economic valuation to create public support for green infrastructure investments in urban areas

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ABSTRACT

Increasing urbanization has created pressure on land use. Today more and more land in urbanized areas is used for housing, industry, community services or other economic functions. However, green spaces have a proven positive effect on people living in the neighborhood of green spaces, as well as on people working or recreating in the urbanized area. Therefore, green infrastructure investments have been put high on the agenda in many European countries. In order to convince the public and other stakeholders of the usefulness of these kind of green investments, it is necessary to give a correct, understandable and easily repeatable method to value the investment. The current article describes a model that can be used to put the value of green infrastructure investments into economic terms. Evaluating the project at site scale and regional scale will give a complete overview of all direct, indirect and use values of the investment. By using cost–benefit as well as multiplier analyses the monetary values can be estimated. The article shows that using this model helps to justify policy's support for and investment in green space.

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1. Introduction

In Western Europe the level of urbanization (measured as the percentage of population living in urban areas) increases by 0.2% each year and is expected to reach a level of 89.1% in 2050, compared with 79.5% in 2010 (United Nations, 2010). This urban growth puts pressure on the use of land (Vandermeulen, Gellynck, Van Huylenbroeck, Van Orshoven, & Bomans, 2009), often in the disadvantage of green space (Tzoulas et al., 2007). It seems that 'green' space has to give in to construction buildings, housing, industries and community services (Bomans, Steenberghen, Dewaelheyns, Leinfelder, & Gulink, 2010), although 'green' space does offer multiple benefits for human populations (Matsuoka & Kaplan, 2008). It leads to recreational or leisure opportunities (Tzoulas & James, 2010), it is an important place for children to play and stay (Taylor, Kuo, & Sullivan, 2001) and for people to meet and therefore has a clear social function (a.o. Coley, Sullivan, & Kuo, 1997; Seeland, Dubendorfer, & Hansmann, 2009). It reduces stress (Hartig, Evans, Jamner, Davis, & Garling, 2003), fear, violence and aggression (Kuo & Sullivan, 2001). 'Green' space furthermore creates health benefits (a.o. de Vries, Verheij, Groenewegen, & Spreeuwenberg, 2003) and environmental benefits (a.o. Aldous, 2007), stimulated by the fact that it creates alternative transportation networks, such as cycling

routes, which will have a lower impact on nature and the environment and will increase the physical activity levels of citizens (a.o. Seymour, Wolch, Reynolds, & Bradbury, 2010).

James et al. (2009) point out that these multiple functions of 'green' space have been studied extensively in literature in the past. It seems that scholars as well as policy makers agree that the demise of green space poses a threat to natural and environmental protection, however the relation to other societal functions is often not recognised. This has led to a lack of application of these studies in policy implementation with respect to regional development, urban and spatial planning (Banzhaf, 2010; Kansanen, 2004). This lack can be explained by the less obvious and indirect benefits of green infrastructure in several societal fields and the location specific effects of green space (Schipperijn et al., 2010). Therefore, to make policy makers aware of the benefits to incorporate green functions in development and planning processes, it is necessary to assess the multiple functions of green spaces in a correct, understandable and easily repeatable way. This assessment will then create persuasive arguments to demonstrate the added value of green space, not only to the direct concerned stakeholders, but also to the regional economy as a whole. Within the current article the focus is on economic valuation as a way to value complex societal issues. The strength of the model used in this article is that it visualizes how investment costs can contribute to the regional economy and can be turned into a benefit rather than a cost. The model not only looks at the local costs and benefits of an investment project, but combines this with a regional oriented valuation.

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The use of economic valuation has received a lot of attention and applications have been made to a wide range of subjects. Originally, economic valuation was applied to specific cases with specific costs and benefits, i.e. will I buy this piece of equipment or not? What are the costs and benefits of introducing system Y in the health care sector? Recently, policy makers have called for economic valuations of far more complex societal issues, characterised by several levels in geographic scope, timing, stakeholders, values. Within this article we focus on the use of economic valuation of more nature related investments (Fuller, Monson, Ward, & Mathews, 2005), such as investments in green space, also called green infrastructure, which has not been done often in the past. Green infrastructure is thereby defined as the network of multi-functional open spaces, parks, waterways, trees and woodlands needed to support a high quality of life in and around our towns and cities (Tzoulas et al., 2007). Policy makers around Europe want to know whether these green investments can have a considerable economic return on both regional and community scale. This has lead to the commissioning of a research study, namely the European Interreg IV project named VALUE, in which scientists together with policy stakeholders are analyzing different ways to value landscape within an urbanizing environment. Part of the results of the value project has been used in the current article. The current article not only contributes to literature by applying a combined local–regional economic valuation model to a green infrastructure investment, but the results will also be used to communicate the benefits and costs of a green investment project to the public. On top of this, the evaluation of the investment project will aid policy makers to appraise the project and to decide on future investments.

In next section, the theoretical model is explained that defines the economic valuation in the case of green infrastructure. The third section reports on the case of a green infrastructure investment in the urban fringe of Bruges, Flanders. This is followed by the results which show the total economic value for the green infrastructure. The article ends with a discussion and conclusion.

2. Methodology

2.1. Defining a green infrastructure

In order to assess the economic value of green infrastructure, we propose to use the concept of total economic value (TEV). In the past this concept has been widely applied to capture the full value of the different components of natural resources (Turner et al., 2003),

and can be extrapolated to green infrastructure. In the case of natural resources, traditional use values, resulting from the use of the resource, have been complemented with new values which capture the less tangible values derived from natural resources (Merlo & Croitoru, 2005). The use values can be separated into direct use values such as recreational, mobility, production, land or experience values (Chaudhry, 2006; Vanslembrouck, Van Huylenbroeck, & Van Meensel, 2005); indirect use values such as values of environmental functions, health and avoided risks, indirect production functions or the effects on living conditions (Brauman, Daily, Duarte, & Mooney, 2007; Freeman, 1993) and option values coming from biodiversity and climate change (Costanza et al., 1997; Pearce & Moran, 1994). Non-use values refer to the value that is derived from the green infrastructure, independent of any contact with the resource itself or with the tangible services that it provides. Three non-use values can be distinguished: existence values (often very important in the case of biodiversity (Aldred, 1994; Kotchen & Reiling, 2000)); legacy values (the value other people in the future will attach to the investment (Bogaert, Van Hoof, & Le Roy, 2004; Hutsebaut, Ochelen, Cerulus, & Putzeijs, 2007)); and altruistic values (others might benefit from the investment (Vázquez Rodríguez & Carmelo, 2004)).

Economic valuation does not only concern the value of the produced good or service, but also the benefits and losses which accompany the production of the good or service. Therefore, not only the classical elements of economic value, related to the produced goods or services should be considered, but also the value generated by the production of the goods, in our case the creation of the green infrastructure. This is called the investment value, and it can be the costs for purchasing land, the costs for designing and constructing the green infrastructure or the income generated through the start-up and exploitation of the green infrastructure (Bos, Gaaff, Reinhard, & Rijk, 2008; De Nocker, Liekens, & Broekx, 2004).

Describing all the values will give a more full assessment of the green infrastructure project (see Fig. 1, left hand side).

The values will be influenced by the project definition, including the objectives of the research. In Fig. 1 this is shown by the circle at the left hand side. This means, for example that only those values are selected which fit to the project definition, while all others are considered irrelevant or 'ceteris paribus'. For example, in the case at hand, only those values are selected that inform the public about the value of a green infrastructure. Although intrinsic values (namely the value which lies 'in' (the existence of) the good

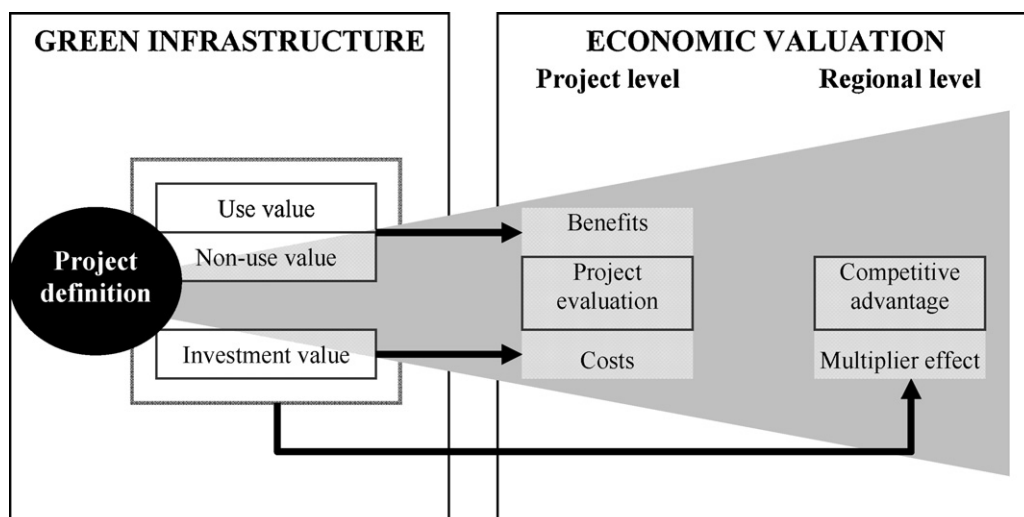


Fig. 1. The value framework.

itself, independent of the human perception on- and qualification of the good (Hutsebaut et al., 2007)) are very important, they are in most cases hard to measure (Crowards, 1997; Nunes & van den Bergh, 2001) and depend on relative scarceness. They can therefore not easily be used to convince the public about the value of the infrastructure and fall outside the scope of the research.

2.2. Economic valuation of green infrastructure

Green infrastructure is considered to be an integral part of urban economy and a key challenge for urban planners lies in the identification of green investments with the greatest economic benefits and to demonstrate these benefits at a regional level. The economic valuation of the green infrastructure should therefore happen to our opinion at two distinguished levels (see Fig. 1, right hand side): on the one hand the project level, estimating the direct benefits of the creation of the infrastructure and on the other hand, the regional economy level assessing the indirect value for the development of the region.

At site or project level the evaluation is done through cost–benefit analysis (CBA). In CBA it is analysed to what extent the benefits of the project (use and non-use values) outweigh the costs (in this case the investment value) and therefore the main criterion for evaluation is economic efficiency. In a first step, all costs and benefits should be selected and expressed in monetary values, for which a range of measurement tools can be used, such as: shadow pricing, contingent valuation, hedonic pricing, market pricing, travel cost method, etc. (de Groot, Wilson, & Boumans, 2002). This monetisation is critical in the analysis, particularly when environmental effects are studied (Butt, Morse, Guy, & Lester, 1998; Diakoulaki & Grafakos, 2004). Each method is particularly suited for measuring particular values and differ in time and budget requirements. One of the possible alternatives is applying benefit transfer, i.e. adjusting benefit estimates based on primary data collected at a different study site and applying it at a new policy site. The method is increasingly popular in the literature, since it is both faster and cheaper than carrying out new primary valuation studies (Czajkowski & Scasny, 2010). In a second step, the net present value of the project needs to be calculated. The present value of a sum of money (the reflection of the costs and benefits) in the future is its current equivalent, taking into consideration the opportunity value of this money (e.g. based on facilities for lending and borrowing) and some kind of risk assessment. The net present value (NPV) can be given as follows:

$$NPV = \sum_{t=0}^T \frac{(b - c)_t}{(1 + i)^t}$$

with b being the benefits and c the costs (including the investment costs), T the total period considered and t the year in which a cost or benefit occurs. i is the discount rate and reflects opportunity values and risk. In a last step project appraisal is carried out in which the consideration is made whether it makes sense to the expenditure commitment now, given the future benefits and costs in the future. Most often, several projects are compared with each other to find the best use of money. In the current case, the project is compared to not investing in any other alternative project. This makes the results very clear, specifically related to this one project, and leaves the possibility of reassessing the outcome when other alternatives arise.

At the regional economy level the effect of the green infrastructure on competitiveness is investigated using a multiplier analysis (MA). The underlying idea is that a particular economic activity affects the economic activities which are connected through input–output (I/O) relationships. Firstly, the production in one industry needs inputs created by other branches of the industry.

Secondly, part of the wages earned by industry workers will be spent within the regional economy and will create an extra demand for goods and services. As such, the cost for the production of the green infrastructure will generate positive effects at the demand and supply side which will generate additional economic activities and will affect the economic competitiveness of the region as a whole. The role of nature, forest, landscape and natural heritage in the local economy has among others been described by Courtney, Hill, and Roberts (2006), Berends and Vreke (2002) and Bos and van Leeuwen (2001).

The combination of these two complementary methods will enable an investigation of (1) whether benefits outweigh costs at project level and (2) whether the marginal multiplier effects on the region outweigh the project level costs.

3. Case study and data

3.1. Description of the case

The framework has been tested on a green infrastructure investment called the ‘green cycle belt of Bruges’. Within the analyses we will compare the current situation (without a new green cycle belt) with the expected situation, having the new green cycle belt. No other alternatives will be looked at. Bruges is the capital city of the province West-Flanders in Belgium and is a famous historical attraction in Western Europe. The city has about 120,000 inhabitants and offers jobs to more than 70,000 people, many of them commuting daily to the inner city.

The green infrastructure that is studied is a planned bicycle route that will connect the inner city of Bruges with surrounding municipalities and will create a belt around the city for cyclists to move from one side to the other. Main objective of this green investment is to stimulate tourists to cycle around Bruges as well as to give an incentive to commuters to take the bike instead of a car or bus. The bicycle route will have a functional influence up to 15 km around Bruges. People involved are those living around the route, commuters, local holiday-makers, employers, etc. The route will be integrated in the landscape and will be accommodated by places to picnic and rest, recreation facilities, access to historical monuments, pathways unlocking natural sites, etc. Side objectives relate to the enhancement of public health through physical activity and through safer cycle tracks and crossings; to the integration of the cycle track into landscape; to improve air quality through reduced CO₂ emission and more catching of small dust.

The infrastructure project is developed by the Flemish Land Agency and is part of a more global land consolidation project (land-inrichtingsproject). It is financed by the Flemish Government, the province of West-Flanders, the city of Bruges as well as surrounding municipalities like Beernem, Oostkamp, Damme, Zuienkerke, Zedelgem and benefits from European co-financing. Also some non-governmental agencies are involved, such as Regionale Landschap Houtland (a multi-stakeholder organisation aiming at nature and landscape protection) and Natuurpuntvzw (a nature conservation organisation).

3.2. Data

As a first step, it is necessary to define the number of people involved or concerned.

A first target group are the people who will commute to work or school by bike instead of car when the project would be realized. A realistic estimate is that people living in a distance of less than 7 km of the centre of Bruges can be potential bikers and thus users of the infrastructure (this amounts to 70,000 people). Of course not the full population within this circle should be considered as only employees who are commuting to Bruges have been taking into

account (creating a pool of commuters of about 8400 people). Of those commuters concerned, it is known from previous surveys that about 42% (or 3556) come to work by bike (POM, 2007). For the students a similar calculation was done. Approximately 8000 students are coming from communities at cycling distance and go to Bruges every day. In the past 46% of them have been biking to Bruges, resulting in an amount of 4307 potential students commuting by bike.

A second target group are people who bike as a recreation. Within the region of the Brugse Ommeland, around 1.5 million cycling tours are made every year on a biking network of 900 km. Since the green cycle belt is about 34 km long, we assume that 56,000 tours are made on the route of the green infrastructure investment.

For both target groups, the assumption is made, based on meetings with stakeholders that with the realization of the green infrastructure an increase of 5% of bikers (178 employees, 188 students) and tours (2800 biking tours for recreation) can be expected. Benefits (reduced car cost, health, air quality) are therefore based on a 5% increase in the number of bikers. As no existing information is available on this estimate other scenarios are dealt with in a sensitivity analysis.

Second, choices have to be made regarding data collection: one can choose for extended primary data collection which is time and money consuming or look for secondary data. Because of lack of time and resources we took the second option. Where possible, local or regional data has been used with respect to the number of commuters, share of commuting by bike, number of accidents on road, wages, and so on. For more technical data the benefit transfer method has been used, after extended collection of corresponding studies. In Flanders some general recommendations, see different costs and benefits in the results section, exist on amount and prices to be used for non market values (e.g. air quality).

4. Results

4.1. Step 1: Selection of the costs and benefits and monetization

The following costs and benefits, at project level for the CBA as well as at regional level for the I/O analysis, were distinguished and estimated. Appendix A provides an overview of the effects measured and the local or other sources used to find value estimates.

Project investment costs – regional investment benefit – Most of the investment costs consists of the construction of the bicycle road itself. A smaller part is allocated to landscape development, nature development and the improved access to sites of cultural heritage. The present value could be determined easily because they were mentioned in the initial development plans (Gellinck, 2009).

The indirect investment benefit has been calculated using the official I/O tables of the Flemish region (Federaal Planbureau, 2010). Each type of investment will be linked to a certain sub-sector of the industry leading to multipliers ranging from 1.19% to 2.02%. Because these multipliers are for the Flemish region and not specific for the fringe of Bruges, it is not sure that these benefits will occur in the fringe of Bruges. However, they will occur in the region of Flanders and will therefore create a positive effect on the economy.

Regional excess burden – The excess burden is an indirect cost caused by an increase in taxes, needed to execute the investment project. The amount of taxes is estimated to equal the subsidies given by the Flemish government used to pay for the investment. To determine the exact excess burden it is necessary to undertake a thorough analysis of the tax system, which requires quite some work and time. A good proxy to be used is finding an excess burden in literature for a country in the same region. According to

Jongeneel, Polman, and Slangen (2008) and Parry (2003), the excess burden in the Netherlands and the UK equal 30% of the total taxes.

Project maintenance costs – regional labor benefits – The costs for maintaining the bicycling road were estimated using the annual district expenditure on maintenance of bicycling roads of €1250 per km per year as stated in the Decree on Mobility (Flemish Government, 2009). The maintenance of the other measures are estimated by multiplying the average amount of green a worker can maintain by the total size of the green investment (in ha). This means that three full time laborers will be needed, each costing about €39,000 per year (Goeminne, 2009). Lastly, also some coordination costs need to be considered, namely two part time laborers during the period of the Interreg Project (namely 48 months) at the Flemish Land Agency, costing in total €53,960 annually.

The indirect labor benefits are due to the part of these wages that are spent locally and thus will influence economic activity. This indirect labor benefit for the I/O analysis will amount to 25% of the gross wage in the first year, after which it will decrease annually by 5% to become stable at 5% (Jongeneel et al., 2008).

Regional costs of land use change – Because of the intended project, some farmers will have to give up their land. This means, on the one hand a loss of the land itself and on the other hand a certain loss in income for these farmers. Because the farmers will be compensated for the land loss by the government, the net indirect cost will be zero. The same holds for private persons who 'sold' some of their land to the government for the green investment project (in fact they were expropriated and received compensation). Valuing the loss in income from giving up land is more difficult. Not only today, but also in future farmers will be limited in their production capacity. In the case of the project in Bruges, about 8 ha of farmland will be lost. To value this loss we used the average net added value a farmer can produce from one ha land in Flanders per year. Data were available for Flemish farmers between 2000 and 2009 and by using a linear regression an estimation could be made for the coming years. The obtained values can then be discounted to receive one economic loss value for the total of 8 ha over the whole period considered.

Avoiding costs by not-commuting by car – The benefit of commuting by bike will be a function of the avoided car costs (€0.34/km), the cost of biking (€0.046/km) and avoided congestion costs (€0.35/km) (De Ceuster, 2004). The average daily distance of a cyclist is estimated to be 11.8 km for 220 working days per year or 180 school days per year (Westtoer, 2009). A correction on the number is made for those people who use now the bus and for whom consequently no avoided car cost (or very little if we should also estimate the bus costs) can be taken into consideration.

Project and regional recreational benefits – The benefits associated with recreational biking can be calculated using a travel cost method (looking at parking costs, bike rental, fuel costs and bike repairing costs) together with calculating the expenditure a tourist makes during the bike ride. Both elements have been calculated by Westtoer (2008) and they found that total expenditure by cycle tourists sums up to €10.94 per person by time. This amount is then multiplied by an estimated number of cyclists on the new bike routes around Bruges, based on a 5% increase of average recreational cyclists per year per km bike route around Bruges (Westtoer, 2009).

The regional recreational benefits were calculated by multiplying the expenditures of tourists by the multiplier for the tourist sector in the I/O tables of Flanders of 1.76 (Federaal Planbureau, 2010).

Health effects from cycling – It has been proven in previous studies that cycling (being a sport) improves the health of an individual: people commuting by bike to work have a 40% lower chance of dying at a young age (Andersen, Schnohr, Schroll, & Hein, 2000). This improved health will have a twofold impact on society:

health care cost can be reduced and short-term absence from work is reduced which means an economic saving. Physical inactivity has been quantified related to health care costs (Bull et al., 2004; Katzmarzyk, Gledhill, & Shephard, 2000). For example, health care cost can be decreased by 1.5% (Wang, McDonald, Champagne, & Edington, 2004) for each person who cycles frequently (commuters to work, school as well as recreational cyclists). In Belgium, sick leave share is 5.19% (Statistics Belgium, 2009). Using benefit transfer, we estimate that costs from sick leave can be decreased by 0.8% (TemaNord, 2005; van Amelsvoort, Spigt, Swaen, & Kant, 2006). Average costs from sick leave are estimated by multiplying a decrease of 0.8% of sick leave people multiplied by the average annual wage. A correction factor is used to correct for all the people who are already doing some kind of sport, therefore the share of active employees in Belgium was used (namely 58%).

Environmental effects – A green infrastructure will have many different environmental effects on the region, such as production and regulating services. Within the case, the production of services such as food, drinking water and building materials, is expected to be very limited. Therefore this will not be calculated. The regulating services are very numerous and a selection needs to be made in order to be able to analyse the case (de Groot, 2006). Those services were chosen that are most typical for the case at hand: those that relate to the modal shift from car to biking traffic and the regulating services of green elements. The investment will improve the air quality surrounding due to lower emission of carbon oxides (CO₂) and small dust particles (PM₁₀) on the one hand and to a higher catch of these small dust particles and nitrogen oxides (NO_x) by plantings on the other hand.

The value of lower emissions was calculated based on an average emission of a car of 153 g CO₂/km (MIRA, 2007) and of 37 mg PM₁₀/km (Van Zeebroeck & Nawrot, 2008). The average commuting distance avoided is similar to the distance cycled used before (namely 11.8 km). As before, it is assumed that not all new cyclists used a car before the investment, and therefore figures need to be adapted (only 75% for working commuters and 74% of school commuters). One ton emission of CO₂ costs society €50 (Liekens et al., 2010) while one ton of PM₁₀ costs society €300 (Kampman, Vermeulen, & Dings, 2001).

The value of the higher catch depends on the catch potential of the new trees or green elements multiplied by the amount of plants. Within the project an average extra catch of 22 kg PM₁₀ per km per year (Oosterbaan & Tonneijck, 2006) and of 205 kg NO_x per km per year (Ruijgrok et al., 2006) is assumed. In total 11.5 ha of new trees will be planted. This catch is valued with unity prices of €30/kg for PM₁₀ and €6.5/kg for NO_x (Liekens et al., 2010).

Improved traffic safety – Due to better cycling circumstances, a decrease in number of accidents can be assumed. To estimate the value of this benefit, the average number of accidents between 2006 and 2009 with cyclists on the roads which will be adapted by the investment program, is calculated (Politie Brugge, 2009). The value of an avoided accident can be calculated based on the risk value, direct and indirect costs an injured will incur (e.g. the value of a person dying amounts to €2 million while the value of a minor injured is €20,000 (De Brabander & Vereeck, 2003; Nellthorp, Sansom, Bickel, Doll, & Lindberg, 2001)). Within the region were the investment program will be carried out, not one person died or was heavily injured while riding a (motor)bike during the period 2006–2009. Only about ten minor injuries occurred each year. Therefore the avoided number of accidents will be quite low in absolute terms. The exact number of avoided accidents is difficult to approximate because no statistical connection has been proven between the type of infrastructure and the number of accidents (Van Hout, 2007; Van Hout, Hermans, Nuyts, & Brijs, 2005). Based on general traffic safety information, we assume that the decrease will be between 33% (which is the drop in accidents on

roads without and with biking accommodation) and 75% (which is the drop in accidents on roads with a single direction biking path and a double direction biking path) (Statistics Belgium, 2011). Therefore several scenarios have been developed, with a drop of 50% as reference scenario.

Besides the included aspects, one might think of other costs or benefits related to the project at hand. For example, there might be an impact of a change in the landscape on the value of surrounding houses (Cheshire & Sheppard, 1995; Geoghegan, 2002; Irwin & Bockstael, 2002). However, the change in landscape due to the implementation of the cycle belt is rather limited, especially in those areas where the cycle belt is located on previously existing short cuts used by bikers.

4.2. Step 2: Calculating the TEV of the green investment

After defining and monetizing all relevant costs and benefits, the net present value of the investment was estimated. As described before, the net present value will depend on the used time horizon (*T*) and the discount rate (*i*).

The time horizon most often used for land consolidation projects is 20 years (European Commission, 2008), which is applied in the current project. As the actual time horizon should be equal to the economic life expansion of the project (Gauderis, Scheltjens, Debisschop, Hörchner, & Notteboom, 2006), some investments will be depreciated in only 10 years (such as plants, trees or hedges) while for others a rest value will be calculated after 20 years (e.g. roads have an economic life expansion of 30 years). Further, it is observed that some studies apply far longer time horizons, equal to the time that society may benefit from the green infrastructure, i.e. the lifespan of trees (van Delft et al., 2007).

In many evaluations on the costs of green investments a discount rate between 2% and 7% is used, based on the height of the market risk (Ecorys, 2008; van Delft et al., 2007; Willis, 1999). Because the market risk within the project is quite low and because in literature some statements can be found that benefits should not or very lowly be discounted (Brouwer, 2000), a rather moderate value of discounting is used (3%).

This leads to a calculation of the net present value, meaning the value the investment represents today, in the following manner:

$$NPV = \sum_{t=0}^{20} \frac{(b - c)_t}{(1 + 0.03)^t}$$

The results are given in Table 1.

4.3. Step 3: Appraisal of the green investment

It seems that the project is profitable in a direct way based on the CBA. The payback period, based on the CBA analysis, is 14 years, well below the used time horizon of 20 years. When integrating additional indirect effects based on the I/O, there is a positive impact on the regional economy.

As to control for the robustness of the results, to deal with unexpected circumstances and to consider the many assumptions that had to be made, a sensitivity analysis was performed on the CBA. Within this analysis variation was allowed for the discount rate and time horizon, the amount of cyclists, the green plantings, health cost, environmental quality and number of accidents. The size of the variation is based on the assumptions made and the calculation method of the benefit and cost at hand.

For the variation in discount rate, the results showed that even with a higher discount rate of 5% the project remained profitable. When the discount rate reached a level of 6.2%, the project created a zero cost benefit result. However, if the increase in cyclists (recreational and commuters) is not 5% as assumed in the above example,

Table 1

Net present value of the green infrastructure project (for more information on the used benefits and costs, see text).

	Cost benefit analysis (CBA)		
	Rest value after 20 years (€)	Cost (not discounted) (€)	Time horizon and discount rate
Building the cycle road	1,632,651	4,897,953	30 years at 0%
Landscape, nature development, cultural heritage amendments	0	1,757,670	10 years at 0%
<i>Total investment costs</i>		5,022,972	
	Annuity (€/year)	Discounted cost (€)	
Cycle road/year/km	1250	674,136	20 years at 3%
Structural maintenance	117,000	1,740,665	20 years at 3%
Coordination (not discounted)	53,960	215,839	
<i>Total maintenance costs</i>		2,630,639	
<i>Total direct costs</i>		7,653,611	
	Annuity (€/year)	Discounted benefit (€)	
Avoiding costs by not-commuting	413,910	6,157,933	20 years at 3%
Recreational benefits	33,049	491,483	20 years at 3%
Environmental effects	38,084	608,894	20 years at 3%
Health effects from cycling	47,041	699,847	20 years at 3%
Improved road safety	95,834	1,402,623	20 years at 3%
<i>Total direct benefits</i>		9,360,780	
<i>Total CBA</i>		1,707,169	
	Input output analysis (I/O)		
	Original value	Discounted indirect value (€)	Multiplier
Excess burden (on the subsidized part of the investment)	4,839,817	–1,451,945	30%
Land use change		–135,513	
Labor (expenditure by people employed in the project)	2,630,639	251,230	5–25%
Investment (based on the regional multiplier)	6,655,623	4,845,501	1–2.02%
Recreational consumption	491,483	376,449	1.76%
<i>Total I/O</i>		3,885,723	
<i>Total economic value</i>		5,592,892	

but only 2.5%, the project will become unprofitable: it will have a negative net present value (NPV) based on the CBA of –1.6 million euro. Shifts in the type of green infrastructure will have an impact on environmental benefits as well as on the health effects. However, the total impact on the NPV of the project will be limited, remaining positive even when no area of trees or other plants is estimated. Lastly, the effects of improved road safety can be very different from what was estimated. As described before, one person dying on the new road would have a tremendous effect (extra loss of €2 million) rendering the project unprofitable according to the CBA.

The objective of this paper, to show the positive effect on a regional scale of investing in green infrastructure, is demonstrated clearly by the multiplier analysis. The regional additional effects are more than twice as high as the project effects. Most of the regional value is created by the multiplier effect of the investments in the project. Building a new road means economic activity within the building sector, which means in turn more production of building materials as well as machineries. This creates an extra impulse in society of between 0% for activities that do not require previous production activities (multiplier of 1), mainly land acquisition, and 100% for activities that do require a lot of produced goods, such as general building activities, of the initial investment (multiplier of 2).

5. Discussion and conclusion

Increasing urbanization has put a pressure on land use in many Western European regions (Tzoulas et al., 2007). The current article has focused on Bruges, Flanders as an example, but the idea brought forward can be used in other urbanized regions as well.

In fact, the article shows that economic valuation can be used to convince stakeholders of a certain choice in landscape planning in urban regions. In the case of green infrastructure, the study shows to stakeholders that investing in green infrastructure does not only contribute to the environment but that it also creates direct and indirect positive effects for the region as a whole. Thereby greater public support can be created for policy actions (Broussard, Washington-Ottombre, & Miller, 2008). In the case at hand, the Flemish Land Agency has spread the results of the study to the public and have used them as a pilot study for a major conference held in the centre of Bruges in 2010.

The contribution of this paper and the proposed model to existing valuation studies lies within the combination of the costs benefit and multiplier analyses. Many economic valuation methods have limited utility for policy-makers and other stakeholders, because they only indirectly reflect the flow of multiple benefits and costs (McPherson, 1992). With the suggested combination, of cost benefit and multiplier analyses, the less tangible benefits that are generated at site level are completed with the indirect economic benefits created through the production of the green infrastructure. This model can be the basis for a well motivated analysis that can convince critical stakeholders and can create more public willingness to accept incorporation of green infrastructure, or other natural resources, into land use plans. The model can help policy makers to balance issues of community growth, environmental protection and quality of life (Broussard et al., 2008). Moreover, it may reveal unexpected or not straightforward economic benefits.

Convincing the public and other stakeholders about the value of 'green' areas for society is however characterised by different problems. One major issue remains that exact values of the effects created are difficult to estimate, because they are a combination of use, non-use and investment values. In our analysis, often benefit

transfer was used. Because of the combination of methods, data collection and the complexity of the different values, there is the necessity to communicate also the restrictions and assumptions which are to be taken into account in order to fully understand the evaluation result. A clear handbook providing potential users with possibilities of how to generate values for the different effects and with an indication of possible benefit transfer values from literature (indicating their sensitivity) would be a useful tool for our method.

Not only data will be limiting for the exact values taken into consideration in the analysis, also the objectives of the evaluation will limit or define the choice of benefits and costs. This will have an impact on the results. For example, if more benefits were to be included, such as psychological, stress reduction, and emotional benefits, the outcome would most probably even be more positive. However, if more costs were to be included, such as the losses for the automobile industry if everybody was to shift to using a bike, might make the investment not acceptable. However, by starting the choice of benefits and costs from the objectives of the evaluation and of the project (in this case the project aimed at more biking in a green environment) then a correct choice of benefits and costs can be guaranteed.

Moreover, it is worth noting that economic valuation certainly is not the only valuation method for investments in green infrastructure. Because many of the values that are created are not economic

to start with (e.g. health effect, landscape improvement, traffic safety) one might think of other methods. However to come to an overall conclusion on the desirability of such a project, it will be necessary to put all benefits and costs into a common measure. Therefore, economic valuation gives a good answer and helps to evaluate the total of a project and not just separate aspects.

But as the application shows, we may conclude that the model and methodology presented to value the effects of green infrastructure projects could be a useful tool for project developers to show policy makers and stakeholders concerned the real value of green infrastructure projects. We therefore recommend further development of the tool and handbook.

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Appendix A. Data on the costs and benefits related to the values which they reflect (in order of appearance in the text, Section 4.1)

Type of value	Name	Measurement	Data source	Data use
<i>Project investment costs and regional investment benefits</i>				
Investment value	Building the cycle road	Investment cost, discounted over 30 years	Gellinck (2009)	CBA
Investment value	Landscape, nature development, cultural heritage amendments	Investment cost, discounted over 10 years	Gellinck (2009)	
Indirect use value	Investment related benefit	Investment cost (sum of the above two costs), multiplier between 1% and 2.02%	Federaal Planbureau (2010), Gellinck (2009)	I/O
<i>Regional excess burden</i>				
Investment value	Regional excess burden	Based on Flemish subsidy part of the investment costs, multiplier of 30%	Gellinck (2009), Jongeneel et al. (2008), Parry (2003)	I/O
<i>Project maintenance costs and regional labor benefits</i>				
Investment value	Maintenance of the cycle road	Estimated cost per year per km	Vlaamse Overheid (2009)	CBA
Investment value	Structural maintenance of the landscape elements	Reference cost per year for maintenance of green elements in Bruges	Goeminne (2009)	CBA
Investment value	Coordination of the project	Coordination costs, as in the budget	Gellinck (2009)	CBA
Indirect use value	Labor related benefit: expenditure by people employed in the project	Coordination costs, multiplier of 5% to 25%	Gellinck (2009), Goeminne (2009), Jongeneel et al. (2008)	I/O
<i>Regional costs of land use change</i>				
(Negative) non-use value	Land use change	Loss of net added value per ha	Oskam and Slangen (1998), Peerlings (1993)	I/O
<i>Avoiding costs by not-commuting by car</i>				
Direct use value	Avoiding costs by not-commuting	Function of the avoided car costs, cost of biking and avoided congestion costs	Westtoer (2009), De Ceuster (2004)	CBA
<i>Project and regional recreational benefits</i>				
Direct use value	Recreational benefits	Travel cost method and expenditure estimates	Westtoer (2009, 2008)	CBA
Direct use value	Recreational consumption	Expenditures of tourist, multiplier of 1.76	Federaal Planbureau (2010), Westtoer (2009, 2008)	I/O
<i>Health effects from cycling</i>				
Indirect use value	Health effects from cycling	Decrease in health care cost and in sick leave cost	Statbel (2009), van Amelsvoort et al. (2006), TemaNord (2005), Wang et al. (2004)	CBA
<i>Environmental effects</i>				
Indirect and option value	Environmental effects	Lower emission of carbon oxides and small dust particles, higher catch of dust particles and nitrogen oxides	Liekens et al. (2010), Van Zeebroeck and Nawrot (2008), Oosterbaan and Tonneijck (2006), Ruijgrok et al. (2006), Kampman et al. (2001)	CBA
<i>Improved traffic safety</i>				
Direct use value	Improved road safety	Decrease in the number of accidents, due to better cycling circumstances	Politie Brugge (2009), Van Hout (2007), Van Hout et al. (2005), De Brabander and Vereeck (2003), Nellthorp et al. (2001)	CBA

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