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The Spatial Effect of Fiscal Decentralization on Haze Pollution in China

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Abstract: This paper empirically analyzes the effects of fiscal decentralization on haze pollution and its mechanism using statistical data from 285 Chinese cities from 2003 to 2016. The results show that increases in the degree of fiscal decentralization not only dramatically aggravate haze pollution in local areas but also significantly worsen the haze pollution in surrounding areas. Further mechanism analyses show that the increase in the degree of fiscal decentralization can also increase the volatility of haze pollution in local areas indicating that local governments do have the ability to control haze pollution in their local area according to their own preferences and interests. However, increases in the degree of fiscal decentralization in the local area can also reduce the volatility of haze pollution in surrounding areas at the same time, indicating that the adjustments in environmental policies in surrounding areas will significantly inhibit the control of environmental policies in the local area, thus preventing haze pollution in the local area from being effectively controlled. This means that there is a destructive environmental ‘Race to the Bottom’ competition between governments in order to compete in the game.

Key words: Fiscal Decentralization; Regulation Competition; Haze Pollution; Dynamic Spatial Durbin Model.

1. Introduction

The problems of PM_{2.5} pollution in developed countries have not been so obvious due to industrialization over the long-term and the development pattern of ‘Treatment after Pollution’. However, PM_{2.5} pollution in China has become more and more serious with its rapid progress of urbanization and industrialization. It is characterized by its high frequency, wide range, high pollution levels and degree of hazard to health. The *2017 China Ecological and Environmental Status Bulletin* indicated that the ambient air quality of 239 cities in total 338 cities exceeded the standard in 2017. In other words, 70.7% of the total number of cities exceeded the maximum levels set by government. These 338 cities had severe pollution for 2311 days and serious pollution for 803 days, with the number of days of elevated PM_{2.5}, the primary pollutant, accounting for 74.2% of the days of heavy pollution and above. As a result, the Chinese government views governance and control of PM_{2.5} pollution as very important. The 19th CPC national congress proposed that pollution prevention be one of the three major challenges in building a moderately prosperous society; much should be done to solve the serious environmental problem. The ‘*Three-year Plan on defending the blue sky*’ which was issued by the State Council in July 2018 clearly emphasized that cities that did not meet air quality standards should decrease their PM_{2.5} concentration by at least 18% by 2020 relative to 2015, with the proportion of days of heavy pollution and above to the total declining by more than 25% by 2020 relative to 2015.

The public demands the protection of the ecological environment, decreases in environmental pollution levels and increases in environmental quality. A lot of scholars have conducted extensive

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42 embedded studies on these issues which are mainly concentrated on the following two aspects.
43 First, many scholars have used the factor decomposition method to decompose environmental
44 pollution into several key factors, including, inter alia, economic development factors, industrial
45 structure factors and technical factors. They have then analyzed the relative degree of influence of
46 these factors on environmental pollutants (Su et al., 2017; Li et al., 2017; Yu et al., 2018). Second,
47 many scholars have adopted empirical analysis methods to verify the Environmental Kuznets
48 Curve (Gill et al., 2018) or to analyze the effects of structure (Cheng et al., 2018), technology
49 (Kang et al., 2018), energy (Hu et al., 2018), international trade (Liddle, 2018), foreign direct
50 investment (Zhu et al., 2017) and urbanization (Zhang et al., 2017) on the environment.

51 The above studies have conducted extensive and thorough analyses on the factors that influence
52 environmental pollution from the perspective of economics. However, the effects of economic
53 factors on environmental quality do not function in isolation from certain institutional factors. In
54 China, fiscal decentralization reform under a politically centralized system can be regarded as an
55 important institutional factor (Zhang et al., 2018). Under this fiscally decentralized system, local
56 governments need to develop the local economy but must also give consideration to improving
57 people's livelihood and protecting the environment. They need to coordinate the relationship
58 between economic development and environmental conservation (Zhang et al., 2017). The
59 traditional theories of fiscal decentralization hold that, on the one hand, local governments can
60 supply public goods more efficiently according to the preferences and jurisdiction of the
61 inhabitants than can central government; this, in theory, is conducive to improving environmental
62 quality (Oates and Portney, 2003). On the other hand, competition between governments under a
63 decentralized system may also lead to fiscal expenditure preferences and a 'race to the bottom'
64 phenomenon in environmental regulations causing further deterioration in environmental quality
65 (Dijkstra and Fredriksson, 2010). However, the foundations on which these traditional theories of
66 fiscal decentralization are based are not entirely applicable to conditions in China. The assumption
67 that 'the goal of local government is to optimize public services' does not hold because it omits
68 the political structure in China; even the incentive system is completely different. Therefore, it is
69 both necessary and crucial in the prevention and control of China's pollution to analyze the effects
70 of fiscal decentralization on environmental pollution and how it works from a practical level.

71 **2. Literature review**

72 International economic circles have basically reached a consensus on the benefits brought by
73 fiscal decentralization. The first-generation theories of fiscal decentralization, which were
74 developed by Tiebout (1956), Musgrave (1959) and Oates (1972), proved that fiscal
75 decentralization can improve the efficiency of the public service through preference matching,
76 optimization and allocation of resources and competitive market mechanisms. The
77 second-generation theories of fiscal federalism developed by Mckinnon (1997) and Qian and
78 Roland (1998) further pointed out that fiscal decentralization can help improve the incentives of
79 different classes of government and increase the efficiency of resource allocation, thus
80 significantly promoting local economic growth. Fiscal decentralization may, at the same time
81 however, also bring adverse consequences. Firstly, fiscal decentralization may cause both an
82 income redistribution effect and local protectionism which may lead to greater income gaps
83 between urban and rural regions and between different regions (Kyriacou et al., 2017). Secondly,
84 fiscal decentralization may push local governments to increase their expenditures for building up
85 the economy and greatly reduce the supply of general public goods such as education and health

86 care thereby resulting in a lack of fairness in public utilities (De Siano and D 'Uva, 2017). Thirdly,
87 fiscal decentralization may lead to market segmentation among regions and thus bring redundancy
88 and efficiency losses (Martinez et al., 2017). Fourthly, fiscal decentralization may cause vicious
89 competition between regions and force local governments to compete to reduce their tax rates and
90 environmental regulation standards, thus aggravating environmental pollution (Zhang et al., 2018).
91 Fifthly, fiscal decentralization may also exacerbate local nepotism and thus aggravate local
92 corruption (Jia and Nie, 2017).

93 There is no doubt that fiscal decentralization can significantly affect the behavior of local
94 government which then has an important impact on environmental quality. Early theoretical
95 studies mostly supported the idea that a higher degree of fiscal decentralization was conducive to
96 improving local environmental quality. Tiebout (1956) analyzed the incentive effects of fiscal
97 decentralization on local government through the 'voting with feet' theory. The research found that,
98 in order to attract both residents and resources into the jurisdiction, a higher degree of fiscal
99 decentralization could encourage local government to adopt specific financial revenue and
100 expenditure policies; these would meet both the demands of residents and the services of public
101 products, where providing higher levels of environmental quality was an important content. Oates
102 and Schwab (1988) and Wilson (1996) also pointed out that, if there was no imperfect market or
103 redistributive public policy, local government would aim at maximizing welfare and provide an
104 optimal level of environmental quality for its residents, that is, increasing the degree of fiscal
105 decentralization could help improve environmental quality. Wellisch (1995) even noted that, in the
106 case of high openness, because local residents only obtained part of an enterprise's profits while
107 shouldering all the costs of pollution, the competition between regions might lead to excessive
108 environmental protection. Oates (2001) further pointed out that because environmental quality was
109 a local public good and because local government had a better understanding of local information
110 than the federal government, the environmental standards made by local government were more
111 conducive to environmental protection. Levinson (2003) argued that fiscal decentralization would
112 bring the effects of both 'race to top competition' and 'nimbyism'. Local government would then
113 raise its environmental standards and transfer its pollutants to other regions by adopting stricter
114 environmental policies, thus resulting in an even higher environmental quality in the local area.

115 With the development of further theories of fiscal decentralization more and more scholars have
116 questioned the earlier theories. They hold that local governments would have their own
117 considerations and interests and might make some decisions inconsistent with the rights and
118 interests of local residents. Holmstrom and Milgrom (1991) pointed out that since local
119 government could provide a wide variety of services for local residents in its jurisdiction, the
120 GDP-oriented evaluation mechanism would encourage local government officials to strive
121 towards economic growth resulting in a distortion of how resources are allocated. Qian and
122 Roland (1998) further stated that under a system of multiple targets and multiple tasks only a
123 properly designed mechanism could ensure that the policy decisions made by local governments
124 with the goal of profit maximization in mind could be consistent with the interests of residents. If
125 an incentive-compatible system were lacking local governments would provide only a minimal
126 level of environmental quality for residents; local government would maximize its own interests.
127 Kuncze and Shogren (2005) believed, in reality, it was difficult to meet the conditions of perfect
128 market or perfect non-redistribution public policies on just the theoretical premises of Oates and
129 Schwab (1988). As a result, destructive competition related to economic growth was inevitable

130 and this would undoubtedly lead to environmental degradation. Dijkstra and Fredriksson (2010)
131 made further efforts to relax the preconditions of the Oates and Schwab (1988) model hypothesis,
132 and found that decentralized environmental policies would result in poorer environmental
133 standards and trigger a ‘Race to the Bottom’ effect. Mintz and Tulkens (1986), Wildasin (1988),
134 Ulph (2000), Fredriksson et al. (2003), Kuncze and Shogren (2007) also found that local
135 governments could compete with each other by relaxing their local environmental standards so as
136 to reach such goals as the attraction of investment, increases in employment and taxes.

137 Although a lot of scholars have investigated the effects of fiscal decentralization on
138 environmental pollution from a practical level they differ significantly in their conclusions. Some
139 empirical studies have supported the finding that fiscal decentralization can help local government
140 improve the environment. This is mainly because competition between regions may bring the
141 ‘Race to the Top’ Effect with higher levels of fiscal decentralization bringing stricter
142 environmental regulations and so making any fiscal decentralization help to improve the
143 environment (Levinson, 2003). Potoski (2001) analyzed whether there was a ‘Race to the Bottom’
144 competition among states in air pollution before and after the enactment of the ‘US Clean Air Act’.
145 The study found that not only was there no obvious ‘Race to the Bottom’ among states but that
146 there was what might be called a ‘Race to the Top’ in that the environmental standards made by
147 the States were higher than that made by the Federal Government. Millimet (2003) also showed
148 that decentralization in the Reagan era had had no significant impact on the environment before
149 the mid-1980s although, after that, the fiscal policies of decentralization had led to an
150 environmental ‘Race to the Top’. Based on the US data, Chupp (2011) found that local
151 government would tend to set higher environmental standards when it could get more benefits
152 from the environmental management system.

153 Some scholars have found that fiscal decentralization has had no significant impact on
154 environmental pollution. List and Gerking (2000) analyzed the effects of decentralization on
155 environmental quality in the Reagan era; the study found that there was no significant ‘Race to the
156 Bottom’ competition among state governments in terms of environmental quality. Based on the
157 data of 47 countries from 1979 to 1999, Sigman (2014) found that fiscal decentralization did not
158 lead to a deterioration in environmental quality, that is, there was no environmental ‘Race to the
159 Bottom’ behavior among local governments. Based on Chinese provincial panel data from 1995 to
160 2010, He (2015) found that fiscal decentralization had had no significant impact on per capita
161 waste water, exhaust gases or solid waste discharge. Based on US data from 1998 to 2011,
162 Sjöberg and Xu (2018) showed that decentralization under the Resource Conservation and
163 Recovery Act had failed to elicit any environmental ‘Race to the Bottom’ behavior.

164 There were, however, some studies that found fiscal decentralization could worsen any existing
165 local environmental pollution. Based on 2004 World Bank data from 90 developing countries,
166 Fredriksson et al. (2006) found that fiscal decentralization had had obvious negative effects on
167 environmental quality. Sigman (2007) investigated the effects of fiscal decentralization on water
168 pollution by using global panel data, and the results showed that an increase in fiscal
169 decentralization levels would lead to the acceleration of water pollution. Based on 1970 to 2000
170 panel data from 80 countries, Farzanegan and Mennel (2012) found that fiscal decentralization
171 would aggravate the pollution and thus confirmed that the environment under decentralization
172 would generate ‘Race to the Bottom’ behavior. Kamp et al. (2017) studied the effects of fiscal
173 decentralization on environmental governance policies in China. The research found that local

174 governments, in the pursuit of their own interests, often slowed or blocked the implementation of
175 environmental governance reforms authorized by Central Authorities. Based on Chinese
176 provincial panel data from 1995 to 2012, Zhang et al. (2017) found that environmental policies did
177 actually help China control carbon emission growth but in a roundabout way. China's unique
178 fiscal decentralization system had greatly inhibited the emission reduction effects of
179 environmental policies thereby increasing the carbon emissions; this had led to the paradox of a
180 green environment.

181 In summary, the current literature has already achieved fruitful results, and these studies have
182 strong references and inspire us but there is still some room for improvement. This mainly
183 revolves around the following aspects: (1) In terms of research content, with regards to the
184 underlying reasons for the effects of fiscal decentralization on environmental pollution; in other
185 words, whether fiscal decentralization could lead to the environmental 'Race to the Bottom'
186 behavior among governments or not. The existing literature is only at the stage of qualitative
187 discussion (Kamp et al., 2017); it does not give a clear answer and even lacks rigorous quantitative
188 evidence. As a result, it needs to be further empirically tested. In this paper we use the standard
189 deviation of county-level PM_{2.5} pollution to measure the volatility of PM_{2.5} pollution in each city
190 and empirically analyze the effect of fiscal decentralization on the volatility of PM_{2.5} pollution as
191 well as its spatial spillover effect in order to further verify whether or not fiscal decentralization
192 leads to an environmental 'Race to the Bottom' behavior among governments.

193 (2) In terms of research methods, the existing literature almost always considers the properties
194 of fast proliferating and strong externalities of environmental pollutants but usually ignores the
195 spatial spillover effects of independent variables. Actually, changes in independent variables in a
196 local area can not only affect dependent variable in that local area but also can affect dependent
197 variables in surrounding areas through spatial spillover effects (Meliciani and Savona, 2015).
198 From the perspective of spatial econometrics, neglecting these spatial effects might result in
199 estimation errors, and we thus use the dynamic spatial Durbin model for analyses.

200 (3) In terms of sample selection, the existing studies on fiscal decentralization in China are
201 mostly carried out based on provincial data and lack an analysis of data at the city level. In fact,
202 the tax distribution system implemented at the city level is not as thorough and fair as that under
203 the central government and provinces. Often individual provinces implement differing tax sharing
204 policies for cities with different economic conditions. Although the central government proposes
205 to adopt a tax-based or proportional sharing approach, there are still varying degrees of tax
206 classification between provinces and cities based on industries, subjection relationship of
207 enterprises, etc. (Zhou and Wu, 2015). The fiscal decentralization index measured at the provincial
208 level may have major defects, and we thus use the statistical data of 285 Chinese cities from 2003
209 to 2016 for analyses.

210 In light of the above, this paper first takes PM_{2.5} pollution in Chinese cities as the research
211 project and empirically investigate the effects of fiscal decentralization on PM_{2.5} pollution and its
212 spatial effect. The paper then analyzes the effects of fiscal decentralization on the volatility of
213 PM_{2.5} pollution and discusses whether local governments can, to some extent, master
214 environmental problems. From the above analyses we reveal the existence of a 'Race to the
215 Bottom' behavior relating to environmental regulations and elaborate on the role of local
216 government on the governance and control of PM_{2.5} pollution. Finally, we re-select the fiscal
217 decentralization index in order to test for robustness.

218 **3. Model establishment, variable description and data sources**

219 **3.1 Model establishment**

220 Ehrlich and Holdren (1971) put forward the IPAT analytical framework for the determinants of
 221 environmental impacts, a framework that divides environmental impacts into three parts. The IPAT
 222 equation is $I = P \times A \times T$ where I represents the environmental impact, measured in this paper
 223 by the concentration of PM_{2.5} pollution; P , A , and T represent population, affluence and
 224 technology respectively. Dietz and Rosa (1994) then put forward the STIRPAT model which not
 225 only retains those three factors in the IPAT model that influence environment impacts but also
 226 introduces stochastic terms for empirical analyses. The basic form of STIRPAT is:

$$227 \quad I_{it} = \alpha \times P_{it}^\beta \times A_{it}^\gamma \times T_{it}^\delta \times \varepsilon_{it} \quad (1)$$

228 Where i represents the city, t represents the time and ε represents the random error term.
 229 The existing literature has shown that fiscal decentralization can significantly affect the behavior
 230 of local governments and thus has an important impact on environmental pollution. Therefore, this
 231 paper incorporates the variable of fiscal decentralization into the STIRPAT model so as to analyze
 232 its effect on environmental impact. The specific formula is as follows:

$$233 \quad I_{it} = \alpha \times P_{it}^\beta \times A_{it}^\gamma \times T_{it}^\delta \times D_{it}^\vartheta \times \varepsilon_{it} \quad (2)$$

234 Where D represents the variable of fiscal decentralization and ϑ represents the effect
 235 elasticity of fiscal decentralization on PM_{2.5} pollution. Combined with the existing studies, we can
 236 establish the following ordinary static panel model on the basis of equation (2):

$$237 \quad \ln I_{it} = \ln \alpha + \vartheta \ln D_{it} + \beta \ln P_{it} + \gamma \ln A_{it} + \delta \ln T_{it} + \varphi \ln X_{it} + \varepsilon_{it} \quad (3)$$

238 Where X represents the other control variables affecting PM_{2.5} pollution. Compared with
 239 studies of Cheng et al. (2017), Xu and Lin (2018), Luo et al., (2018), we select the following three
 240 variables as control variables: industrial structure (S), traffic intensity (R) and central heating (H).
 241 Considering that there may be dynamic effects of PM_{2.5} pollution in the time dimension, that is,
 242 PM_{2.5} pollution may have shown path dependence, this paper incorporates the lag term of PM_{2.5}
 243 pollution based on Equation (3) and then establishes the following ordinary dynamic panel model:

$$244 \quad \ln I_{it} = \ln \alpha + \tau \ln I_{i(t-1)} + \vartheta \ln D_{it} + \beta \ln P_{it} + \gamma \ln A_{it} + \delta \ln T_{it} + \varphi \ln X_{it} + \varepsilon_{it} \quad (4)$$

245 Where τ denotes the estimation coefficient of the lag term of PM_{2.5} pollution. Considering that
 246 both PM_{2.5} pollution and independent variables may have spatial spillover effects in the spatial
 247 dimension, we incorporate their spatial lag terms based on Equation (3) and then establishes the
 248 following Static Spatial Durbin model:

$$249 \quad \ln I_{it} = \ln \alpha + \rho \sum W_{ij} \ln I_{jt} + \vartheta_1 \ln D_{it} + \vartheta_2 \sum W_{ij} \ln D_{jt} + \beta_1 \ln P_{it} + \beta_2 \sum W_{ij} \ln P_{jt}$$

$$250 \quad \quad \quad + \gamma_1 \ln A_{it} + \gamma_2 \sum W_{ij} \ln A_{jt} + \delta_1 \ln T_{it} + \delta_2 \sum W_{ij} \ln T_{jt}$$

$$251 \quad \quad \quad + \varphi_1 \ln X_{it} + \varphi_2 \sum W_{ij} \ln X_{jt} + \eta_i + \nu_t + \varepsilon_{it}$$

$$252 \quad (5)$$

$$253 \quad \varepsilon_{it} = \lambda \sum W_{ij} \varepsilon_{jt} + \mu_{it}$$

254 Where η_i, ν_t , and ε_{it} represent regional effect, time effect and random disturbance terms
 255 respectively and reflect different dimensions of random disturbances affecting PM_{2.5} pollution. W
 256 represents the spatial weight matrix and it reflects the spatial association among cities. The spatial
 257 effect of PM_{2.5} pollution not only has a direct connection with urban economic output but is also
 258 closely related to geographical distance among cities (Ma et al., 2016). This paper therefore adopts
 259 economic distance to construct the spatial weight matrix (see more details in Cheng et al., 2017).

260 Because PM_{2.5} pollution may have dynamic and spatial spillover effects at the same time and
 261 because independent variables may also have spatial spillover effects (Cheng et al., 2020), we thus
 262 incorporate both the lag term and the spatial lag term of PM_{2.5} pollution at the same time as well
 263 as the spatial lag terms of all independent variables based on Equation (3). It then establishes the
 264 following Dynamic Spatial Durbin model:

$$\begin{aligned}
 265 \quad \ln I_{it} = & \ln \alpha + \tau \ln I_{i(t-1)} + \rho \sum W_{ij} \ln I_{jt} + \vartheta_1 \ln D_{it} + \vartheta_2 \sum W_{ij} \ln D_{jt} + \beta_1 \ln P_{it} \\
 266 & + \beta_2 \sum W_{ij} \ln P_{jt} + \gamma_1 \ln A_{it} + \gamma_2 \sum W_{ij} \ln A_{jt} + \delta_1 \ln T_{it} + \delta_2 \sum W_{ij} \ln T_{jt} \\
 267 & + \varphi_1 \ln X_{it} + \varphi_2 \sum W_{ij} \ln X_{jt} + \eta_i + \nu_t + \varepsilon_{it}
 \end{aligned}$$

268 (6)

$$269 \quad \varepsilon_{it} = \lambda \sum W_{ij} \varepsilon_{jt} + \mu_{it}$$

270 3.2 Variable description

271 **3.2.1 Dependent variable:** PM_{2.5} pollution (*I*). Due to measurement of PM_{2.5} really being a recent
 272 phenomenon in China, the paper uses satellite data for analysis. According to the measurement
 273 method of Van Donkelaar et al. (2016), the international geophysical information network center
 274 of Columbia University in the United States used satellites to measure aerosol optical depth and
 275 obtained the global annual average of PM_{2.5} from 2001 to 2016 through a mathematical model.
 276 This method for estimating is relatively scientific and has high validity and reliability (Cheng et al.,
 277 2017; 2020). This paper uses this set of radar data and ArcGIS software in combination with the
 278 vector map of Chinese city level administrative regions to parse it into numerical values of the
 279 annual PM_{2.5} concentration from 2003 to 2016.

280 **3.2.2 Core explanatory variable:** Fiscal decentralization (*D*). The existing literature mostly uses
 281 expenditure and income indexes to measure the degree of fiscal decentralization (Sun et al., 2017;
 282 Que et al., 2018). We first adopt the expenditure index to measure the degree of fiscal
 283 decentralization and then use the income index to test for robustness. For fiscal expenditure
 284 (income) decentralization, considering the differences in urban fiscal management systems, the
 285 formula is $D = fdc / (fdc + fdp + fdf)$, where *fdc*, *fdp* and *fdf* represent per capita fiscal
 286 expenditure (income) at the urban level, the provincial level and the central level respectively.
 287 This index effectively excludes both the influences of population scale and transfer payments from
 288 central to local governments, thus measuring urban fiscal decentralization scientifically and
 289 reasonably.

290 3.2.3 Control variables

291 (1) Population density (*P*). Considering the great differences in both administrative areas and
 292 population sizes among cities, it is more scientific to use population density to measure the effects
 293 of demographic factors on PM_{2.5} pollution. Generally, the bigger the population density is, the
 294 bigger the demands for energy of the city will be, and thus the higher the pollutant emissions will
 295 be. We use the population per unit area to measure population density and expect population
 296 density to have a significant positive effect on urban PM_{2.5} pollution.

297 (2) Economic development level (*A*). Economic development level is an important factor
 298 affecting environmental pollution. Classic EKC theory points out that environmental pollution will
 299 show an inverted ‘U’ curve with improvements in economic development levels. According to
 300 Atasoy (2017) and Gill et al., (2018), we incorporate both the linear term and the quadratic term of
 301 economic development into the regression equation and empirically investigate the effect of
 302 economic growth on PM_{2.5} pollution.

303 (3) Technological level (*T*). Both improvements in technological levels and the application of
304 clean technologies are crucial for energy conservation and emissions reduction. Because
305 technological progress is essential for improvements in energy efficiency and energy efficiency is
306 the external reflection of technological levels (Sheng and Guo, 2016), this paper uses energy
307 efficiency to measure the technological level. Considering China's coal-dominated energy
308 consumption structure and the high correlation between coal and electricity, this paper uses the
309 ratio of adjusted GDP to electricity consumption to measure energy efficiency (technological
310 level). We expect that technological level has significant negative effect on urban PM_{2.5} pollution.

311 (4) Industrial structure (*S*). Because secondary industry plays a major role in energy
312 consumption and pollution emissions, the structure of industrialization is not beneficial for energy
313 saving and emission reduction. This paper adopts the ratio of third industry GDP to that of
314 secondary industry GDP to measure industrial structure. This index not only directly measures the
315 upgrading of industrial structure but also indirectly measures the trend in services in the industrial
316 structure; it is thus scientific and reasonable to use this index to measure industrial structure
317 (Cheng et al. 2018). We expect industrial structure to have a significant negative effect on urban
318 PM_{2.5} pollution.

319 (5) Traffic intensity (*R*). The literature has shown that motor vehicle exhaust can affect PM_{2.5}
320 pollution to a large extent (Xu et al., 2016). Some studies have shown that both more and more
321 motor vehicles and increasing serious traffic congestion have aggravated PM_{2.5} pollution in China
322 (Liu et al., 2017; Cheng et al., 2017). We thus use the traffic intensity to measure the traffic
323 pressure. Considering the availability and validity of data, the traffic intensity can be measured by
324 the ratio of the number of motor vehicles to the total length of roads. We expect traffic intensity to
325 have a significant positive effect on urban PM_{2.5} pollution.

326 (6) Central heating (*H*). Many Chinese northern cities generally adopt the central heating so as
327 to cope with the cold weather in winter but this urban central heating burns a lot of coal and emits
328 vast quantities of SO₂ and soot (dust) particles. This is a direct cause of the worsening of PM_{2.5}
329 pollution (Cheng et al., 2017). In this paper, we use 0-1 variables to measure whether a city has
330 central heating or not. We expect the central heating to have a significant positive effect on urban
331 PM_{2.5} pollution.

332 **3.3 Data sources**

333 As there were significant adjustments made to the Chinese national economic industrial
334 classification in 2002, we choose 2003 as the starting year for data selection. According to
335 availability and validity of data, we have selected statistical data from 285 cities in mainland
336 China from 2003 to 2016 for analysis². The data comes from the China Urban Statistical Yearbook
337 (2004-2017), the China Statistical Yearbook (2004-2017) and the Socioeconomic Data and
338 Application Center of Columbia University (SEDAC). In addition, we also perform the
339 multicollinearity test on the independent variables used in the regression and the results show that
340 the variance inflation factors (VIF) of all variables are less than 10, indicating that the model does
341 not have a serious multicollinearity problem.

342 **4. Results and analyses**

343 **4.1 Model specification**

² Bijie, Tongren, Chaohu, Sansha and Haidong are not included in the analysis scope because of the adjustment of administrative divisions, and Lhasa is also not included due to incomplete data.

344 The selection criteria of spatial econometric models are as follows: By comparing the Wald and
 345 LR Statistics, we can know whether the spatial Durbin model should be simplified into a spatial
 346 lag model or a spatial error model. If the null hypotheses $H_0: \theta = 0$ and $H_0: \theta + \delta\beta = 0$ are
 347 both rejected³, it means the spatial Durbin model is more preferable. If the null hypothesis
 348 $H_0: \theta = 0$ cannot be rejected and the LM tests more supports the spatial lag model, it means the
 349 spatial lag model is more preferable; if the null hypothesis $H_0: \theta + \delta\beta = 0$ cannot be rejected
 350 and the LM tests more supports the spatial error model, it means the spatial error model is more
 351 preferable. In addition, we also use the Hausman test to test whether the spatial panel model
 352 should use the form of fixed effect or random effect. For the choice of the form of fixed effects,
 353 we also need to use the joint significance test to judge.

354 In general, there are two main methods to estimate the ordinary dynamic panel model: the
 355 system GMM method and the difference GMM method. Compared with the difference GMM
 356 method, the system GMM method can better solve the problems of weak instrumental variables
 357 and finite sample bias, thus making the estimated results more accurate and reliable. We thus use
 358 the system GMM method to estimate the ordinary dynamic panel model. There are three main
 359 methods to regress the static spatial Durbin model: the spatial two-stage least squares (S2SLS)
 360 method, the GMM method and the improved maximum likelihood estimation method. Compared
 361 to the S2SLS and the GMM methods, this improved maximum likelihood estimation method is
 362 better in effectiveness, consistency and operability (Lesage and Fischer, 2008; Elhorst, 2010). We
 363 thus use the improved maximum likelihood estimation method to estimate the static spatial Durbin
 364 model. Usually, there are two main methods for estimating the dynamic spatial Durbin model: the
 365 maximum likelihood estimation method and the error correction quasi-maximum likelihood
 366 estimation method. Compared to the maximum likelihood estimation method, this error correction
 367 quasi-maximum likelihood estimation method is good for small samples (Yu et al., 2008), can
 368 effectively solve both endogenous problems and estimation bias problems (Lee and Yu, 2010a)
 369 and has more advantages in effectiveness, consistency, stability and estimation accuracy (Lee and
 370 Yu, 2010b; Elhorst, 2014). We thus use the error correction quasi-maximum likelihood estimation
 371 method to estimate the dynamic spatial Durbin model. We use the stata15.0 software to estimate
 372 the above methods with the estimation results shown in Table 1.

373

Table 1 Estimation results using the three methods

Variable	Ordinary dynamic panel model	Static spatial Durbin model	Dynamic spatial Durbin model
τ (dynamic factor)	0.490*** [11.86]		0.226*** [6.82]
ρ (spatial factor)		0.379*** [3.86]	0.007*** [3.51]
$\ln D$	0.072* [1.78]	0.050** [2.16]	0.061*** [3.07]
$\ln P$	0.128*** [4.86]	0.147*** [6.58]	0.142*** [5.96]
$\ln A$	0.132	0.163**	0.150***

³ The null hypothesis $H_0: \theta = 0$ and $H_0: \theta + \delta\beta = 0$ are both expressed over the basic form of spatial Durbin model and the specific model is as follows:

$$Y = \rho WY + \alpha I_N + X\beta + WX\theta + \varepsilon$$

$$\varepsilon \sim N(0, \sigma^2 I_n)$$

When $\theta = 0$, the spatial Durbin model could be simplified into the spatial lag model; when $\theta + \delta\beta = 0$, the spatial Durbin model could be simplified into the spatial error model.

	[0.35]	[2.12]	[2.50]
$(\ln A)^2$	-0.005* [-1.74]	-0.008 [-1.29]	-0.007** [-2.21]
$\ln T$	-0.053 [-0.60]	-0.074 [-0.86]	-0.065 [-1.06]
$\ln S$	-0.132* [-1.79]	-0.093** [-2.05]	-0.109*** [-2.85]
$\ln R$	0.077*** [4.95]	0.057*** [4.09]	0.065*** [5.32]
H	0.015*** [3.49]	0.026*** [4.58]	0.024*** [4.26]
$W \times \ln D$		0.354*** [4.08]	0.186*** [5.87]
$W \times \ln P$		0.010 [0.28]	0.425*** [4.20]
$W \times \ln A$		0.674 [1.03]	0.748 [1.26]
$W \times (\ln A)^2$		0.113 [0.53]	0.098 [0.84]
$W \times \ln T$		-0.275 [-0.69]	-0.024 [-0.58]
$W \times \ln S$		-0.157 [-1.06]	-0.078 [-0.95]
$W \times \ln R$		0.761*** [8.34]	0.659*** [7.97]
$W \times H$		0.056*** [4.81]	0.105*** [5.26]
LogL		3495.86	3756.07
AIC	0.6782	0.6297	0.5784
SC	0.6924	0.6448	0.5936
Obs.	3705	3990	3705
Wald spatial lag		(0.000)	(0.000)
Wald spatial error		(0.000)	(0.000)
LR spatial lag		(0.000)	(0.000)
LR spatial error		(0.000)	(0.000)
Hausman test		(0.000)	(0.000)
Joint significance test for spatial fixed effect		(0.000)	(0.000)
Joint significance test for time fixed effect		(0.000)	(0.000)

374 Figures in parentheses represent t values. *, ** and *** denote significance levels at 10%, 5% and 1%, respectively.

375 The results in Table 1 indicate that the Wald spatial lag test and the LR spatial lag test
376 both reject the null hypothesis $H_0: \theta = 0$ at the 1% significance level. Meanwhile, the
377 Wald spatial error test and the LR spatial error test also both reject the null hypothesis
378 $H_0: \theta + \delta\beta = 0$ at the 1% significance level. This means that it is more preferable to use the
379 spatial Durbin model for estimation. The Hausman tests are significant at the 1% significance
380 level indicating that it is more appropriate for both the static spatial Durbin model and the
381 dynamic spatial Durbin model to choose the fixed effect models. It can be seen from the results of
382 the Joint significance tests for time fixed effects and spatial fixed effects, the null hypotheses of
383 non-time fixed effects and non-spatial fixed effects are both rejected which means that the time
384 and spatial fixed effects models are more preferable.

385 Comparing the dynamic spatial Durbin model and the ordinary dynamic panel model, there are
386 certain differences in the estimated results between the two models; the dynamic spatial Durbin
387 model is superior to the ordinary dynamic panel model in terms of the significance levels of the
388 estimated parameters. In addition, by comparing the AIC and the SC, we find that the dynamic
389 spatial Durbin model is also superior to the ordinary dynamic panel model. This is mainly because
390 the ordinary dynamic panel model does not consider the spatial spillover effects, cannot better
391 solve the problem of spatial correlation and brings error and bias into the estimation.

392 Comparing the dynamic spatial Durbin model and the static spatial Durbin model, there are not
 393 only certain differences in the estimated results between the two models but the dynamic spatial
 394 Durbin model is superior to the static spatial Durbin model in terms of the significance levels of
 395 the estimated parameters. Moreover, by comparing the LogL, AIC and SC, the dynamic spatial
 396 Durbin model is also superior to the static spatial Durbin model mainly because the static spatial
 397 Durbin model does not consider the dynamic effect of dependent variables, cannot better solve the
 398 problem of endogeneity and brings error and bias into the estimation. Overall, this paper adopts
 399 the dynamic spatial Durbin model as the final interpretation model.

400 4.2 Empirical analyses on the effects of fiscal decentralization on urban PM_{2.5} pollution

401 It can be seen from Table 1 that the coefficient of the first-order lag term of PM_{2.5} pollution is
 402 significantly positive in the dynamic spatial Durbin model, indicating that the changes in PM_{2.5}
 403 pollution have significant path dependence. This means that it is imperative to take immediate
 404 measures to govern and control the PM_{2.5} pollution otherwise it will become more and more
 405 difficult. Meanwhile, the coefficient of the spatial lag term of PM_{2.5} pollution is also significantly
 406 positive indicating that PM_{2.5} pollution has significant spatial association and spatial spillover.
 407 This implies that the control of PM_{2.5} pollution should adopt the strategies of regional joint
 408 prevention and control; otherwise, these spillover effects of PM_{2.5} pollution among regions will
 409 make unilateral haze treatment efforts futile.

410 We know that regression coefficients can accurately reflect the effects of independent variables
 411 on dependent variables without considering the spatial lag terms of independent variables.
 412 However, the regression coefficients can no longer reflect the effects of independent variables on
 413 dependent variables when considering the spatial lag terms of independent variables. This is
 414 mainly because the changes in independent variables will not only affect PM_{2.5} pollution in the
 415 city, but also affect PM_{2.5} pollution in surrounding cities through spatial spillover effect. At this
 416 time, the coefficient of spatial lag term based on the spatial Durbin model cannot accurately
 417 measure the spatial spillover effect and may thus lead to a bias in the model's results (Elhorst,
 418 2014). Lesage and Pace (2009) proposed, through a partial differential matrix, a direct effect, an
 419 indirect effect and a total effect using the Spatial Durbin model; this can accurately reflect the
 420 effects of independent variables on the dependent variable. The direct effect denotes the average
 421 effect of independent variables on dependent variables in the city, the indirect effect denotes the
 422 average effect of independent variables on dependent variables in surrounding cities and the total
 423 effect denotes the average effect of independent variables on dependent variables in all cities. In
 424 this paper we employ this partial differential matrix method to measure the effects of fiscal
 425 decentralization on PM_{2.5} pollution and the specific decomposition results can be seen in Table 2.

426 Table 2 the decomposition results of the effects of fiscal decentralization on PM_{2.5} pollution

Independent variable	Direct effect	Indirect effect	Total effect
$\ln D$	0.071*** [3.23]	0.206*** [5.48]	0.277*** [3.96]
$\ln P$	0.147*** [6.02]	0.463*** [3.76]	0.610*** [4.34]
$\ln A$	0.172*** [2.56]	0.714 [1.09]	0.886 [0.75]
$(\ln A)^2$	-0.008** [-2.35]	-0.113 [-1.05]	-0.121 [-0.76]
$\ln T$	-0.057 [-0.90]	0.023 [0.71]	-0.034 [-0.58]
$\ln S$	-0.116*** [-2.97]	-0.093 [-0.82]	-0.219 [-1.13]

$\ln R$	0.070*** [5.51]	0.687*** [8.24]	0.757*** [6.36]
H	0.021*** [4.09]	0.093*** [4.86]	0.114*** [4.32]

Figures in parentheses represent t values. *, ** and *** denote significance levels at 10%, 5% and 1%, respectively.

It can be seen from Table 2 that the direct effect coefficient of fiscal decentralization is significantly positive indicating that the increase in the level of fiscal decentralization has significantly worsened PM_{2.5} pollution in the local area mainly because of the following two reasons. For one thing, the central government controls both the promotion and the reprimanding of local officials under the Chinese politically centralized, but fiscally decentralized, system. In order to better evaluate and promote local officials, the central government tends to look at economic growth as an important criterion. In order to achieve their political promotions local officials prefer to put current resources into regional economic growth rather than concentrate on improving the environment. The higher the fiscal decentralization is the greater the fiscal autonomy of local governments and the more obvious this tendency will be. For another thing, with increases in the level of fiscal decentralization local governments may further ease environmental supervision standards in order to compete for resources and markets and thus develop the economy. Under such a low standard of environmental constraints, the propensity for enterprises to pollute cannot be effectively controlled and this leads to a deterioration of environmental quality in the local area.

The indirect effect coefficient of fiscal decentralization is significantly positive indicating that an increase in the level of fiscal decentralization not only significantly worsens PM_{2.5} pollution in a local area but also remarkably aggravates the PM_{2.5} pollution in surrounding areas. The possible reasons are as follows: For one thing, with increases in the level of fiscal decentralization, PM_{2.5} pollution in a local area will worsen. The high diffusivity and strong externality of PM_{2.5} pollution will significantly aggravate PM_{2.5} pollution in surrounding areas. This point has previously been proven. For another thing, with increases in the level of fiscal decentralization local government may ease its environment supervision standards so as to promote economic growth. The surrounding areas will correspondingly lower their supervision standards in order to compete in the game and may thus result in ‘Race to the Bottom’ behavior among regions related to environmental policies. This point will be further verified in the following part.

For the control variables, a higher population density can aggravate the PM_{2.5} pollution in a local area mainly because it can increase the demand by residents for energy and electricity. The first-order coefficient of affluence and its quadratic coefficient are significantly positive and negative respectively, indicating the existence of EKC; that is, as economic development levels increase, PM_{2.5} pollution in China first increases and then decreases. The service industry is conducive to improving PM_{2.5} pollution because, compared to the manufacturing industry, the demands of the service sector for energy are relatively small. On the other hand, high traffic markedly effects PM_{2.5} pollution mainly because the relatively high traffic intensity increases the demand of energy sources and goes against the diffusion and dilution of vehicle exhaust emissions at the same time. In Northern China, central heating can significantly worsen the PM_{2.5} pollution in a local area. This is mainly because urban central heating burns a lot of coal and emits vast quantities of both SO₂ and soot (dust) particles significantly worsening the PM_{2.5} pollution in the local area. We do not expect technological progress has non-significant effect on PM_{2.5} pollution. The possible reasons are as follows: For one thing, the technological progress of China is more

468 biased towards capital and energy with green technologies with applications targeting energy
 469 conservation and emissions reduction having a relatively low proportion. For another thing,
 470 technological progress may lead to an energy rebound effect, and cause the energy conservation
 471 and pollution emissions reduction effects, brought on by improvements in energy efficiency at the
 472 technological level, to be offset by a new round of the energy consumption and pollution
 473 emissions caused by capital deepening and output growth.

474 **4.3 Empirical analyses on the effects of fiscal decentralization on the volatility of PM_{2.5}**
 475 **pollution**

476 As indicated above, increases in the degree of fiscal decentralization will dramatically
 477 aggravate PM_{2.5} pollution both in the local area and in the surrounding areas. We will now give
 478 possible explanations as to why, focusing on the specific characteristics of fiscal decentralization
 479 in China. Are these explanations reasonable? Will Chinese fiscal decentralization lead to a
 480 destructive environmental ‘Race to the Bottom’ competition among regions? Does this result mean
 481 that local government is both powerless and unable to control environmental pollution or that local
 482 government intentionally does so for their own benefit? Sigman (2014), Huang (2017) believe that
 483 fiscal decentralization not only affects the level of PM_{2.5} pollution but also affects the volatility of
 484 PM_{2.5} pollution. Moreover, the level of volatility of PM_{2.5} pollution can actually reflect the ability
 485 of local government to control environmental policies to some extent. Based on this logic, we will
 486 empirically investigate the effects of fiscal decentralization on the volatility of PM_{2.5} pollution and
 487 thus further elaborate on the behavior of local government as regards the environment.

488 In order to more scientifically and accurately measure the volatility of PM_{2.5} pollution for each
 489 city, we further subdivide the urban geographic unit and use the standard deviation of PM_{2.5}
 490 pollution at the county level under each city. The specific formulas are as follows:

491
$$Std_{i,t} = \sqrt{\frac{\sum_{j=1}^{n_i} (I_{i,j,t} - \sum_{j=1}^{n_i} I_{i,j,t} / n_i)^2}{n_i}} \quad (7)$$

492 Where $Std_{i,t}$ represents the volatility of PM_{2.5} pollution at city i in t year, $I_{i,j,t}$ represents
 493 the level of PM_{2.5} pollution of county j under city i in t year, n_i represents the number of
 494 counties under city i . The greater the volatility of PM_{2.5} pollution, the more the urban
 495 environmental policies must adjust. We first use ArcGIS software to analyze the 2003 to 2016
 496 raster data for specific annual PM_{2.5} concentrations in the 2383 counties and districts of China by
 497 combining it with the vector map of Chinese county level administrative regions. Then we use the
 498 formula (8) to calculate the volatility of PM_{2.5} pollution of 285 cities from 2003 to 2016. We still
 499 use the dynamic Spatial Durbin model for regression analyses. Specific regression results can be
 500 seen in S1 with decomposition results shown in Table 3.

501 Table 3 the decomposition results of the effects of fiscal decentralization on the volatility
 502 of PM_{2.5} pollution

Independent variable	Direct effect	Indirect effect	Total effect
$\ln D$	0.129*** [5.85]	-0.328* [-1.83]	-0.199 [-0.76]
$\ln P$	0.343*** [7.72]	0.220 [1.06]	0.563*** [4.74]
$\ln A$	0.164** [2.12]	-0.812 [-0.59]	-0.648 [-0.83]
$\ln T$	-0.258 [-1.32]	0.508 [1.17]	0.250 [0.46]
$\ln S$	-0.736	0.540**	-0.196

	[-0.72]	[2.06]	[-0.58]
<i>lnR</i>	0.028*** [7.51]	0.465*** [8.87]	0.493*** [6.75]
<i>H</i>	0.235*** [3.68]	0.083*** [3.45]	0.318*** [2.86]

Figures in parentheses represent t values. *, ** and *** denote significance levels at 10%, 5% and 1%, respectively.

The regression results in S1 show that the volatility of PM_{2.5} pollution has a significant dynamic effect in the time dimension indicating that the adjustment of environmental policies made by governments always tends to track back. Those cities with larger adjustments in environmental policies in earlier years will still have larger adjustments in environmental policies in the year or the following years. Meanwhile, the volatility of PM_{2.5} pollution has an obvious negative spatial effect in the spatial dimension indicating that an increase in the volatility of PM_{2.5} pollution in a local area significantly inhibits increases in the volatility of PM_{2.5} pollution in surrounding areas. This means that the surrounding areas will make corresponding adjustments according to the adjustments in environmental policies in the local area, indicating that there is competition in terms of environmental policies among regions. In the following, we mainly focus on the effects of fiscal decentralization on the volatility of PM_{2.5} pollution and give reasonable explanations.

The decomposition results in Table 3 show that the direct effect coefficient of fiscal decentralization is significantly positive, indicating that increases in the degree of fiscal decentralization in a local area dramatically increases the volatility of PM_{2.5} pollution in that local area. This is mainly because that fiscal decentralization makes local government adjust its environmental policies according to local conditions so as to satisfy its heterogeneous preferences. With increases in the degree of fiscal decentralization, the fiscal autonomy of local governments becomes larger and larger so the environmental policy adjustment window also becomes bigger and bigger. In this sense, Chinese local government does have the ability to control local PM_{2.5} pollution. It can significantly affect the volatility of PM_{2.5} pollution in the local area by adjusting its environmental policies. In other words, local governments can choose a level of environmental quality that reflects its own preferences and interests.

The indirect effect coefficient of fiscal decentralization is significantly negative, indicating that an increase in the degree of fiscal decentralization in a local area can significantly reduce the volatility of PM_{2.5} pollution in surrounding areas. This is mainly because that the local government will have more space to adjust its environmental policies with an increase in its degree of fiscal decentralization. However, in order to compete, the surrounding areas must make corresponding adjustments to their own environmental policies relative to the adjustments in environmental policies in the local area; this further verifies the competitive behavior as regards environmental policies among governments. On the one hand, local government does have the ability to control the PM_{2.5} pollution in the local area according to their preferences and interests; on the other hand, however, adjustments in environmental policies in the surrounding areas can significantly inhibit the control of environmental policies in the local area, thus preventing the PM_{2.5} pollution in the local from being effectively controlled. It essentially means that there is a ‘Race to the Bottom’ competition in environmental policies among governments.

4.4 Robustness test

The existing studies often use either expenditure indicators or income indicators to measure fiscal decentralization. We use expenditure indicators to perform the above analyses but use income indicators to take the robustness test. The specific regression results are presented in S1, with decomposition results shown in Table 4. Although there are certain changes in both some of

544 the control variable coefficients and the spatial spillover effects, as well as in their significance
 545 levels, when looking at the regression and decomposition results, the results of the coefficients of
 546 fiscal decentralization and their significance levels are basically in accord with the above
 547 regression results. This indicates that the effects of fiscal decentralization on PM_{2.5} pollution and
 548 its volatility have reliability and robustness.

549 Table 4 the decomposition results of the effects of fiscal decentralization on PM_{2.5} pollution
 550 and its volatility: robustness test

Dependent variable	Independent variable	Direct effect	Indirect effect	Total effect
PM _{2.5} pollution	lnD	0.106*** [4.46]	0.472*** [3.87]	0.578*** [4.05]
	lnP	0.096** [2.23]	0.249*** [3.28]	0.345* [1.68]
	lnA	0.237*** [2.98]	0.584 [0.93]	0.821 [0.57]
	(lnA) ²	-0.011** [-2.20]	-0.142 [-0.53]	-0.153 [-0.68]
	lnT	-0.065 [-0.47]	0.048 [0.66]	-0.017 [-0.52]
	lnS	-0.148** [-2.04]	-0.083 [-0.71]	-0.231 [-1.02]
	lnR	0.105*** [6.32]	0.426*** [7.73]	0.531*** [5.94]
	H	0.056*** [4.82]	0.181*** [6.06]	0.237*** [5.34]
The volatility of PM _{2.5} pollution	lnD	0.094*** [3.52]	-0.252** [-2.17]	-0.158 [-1.14]
	lnP	0.217*** [5.63]	0.194 [0.86]	0.411*** [3.99]
	lnA	0.232** [2.25]	-0.604 [-0.71]	-0.372 [-0.66]
	lnT	-0.216 [-1.14]	0.492 [0.85]	0.276 [0.98]
	lnS	-0.688 [-0.72]	0.485** [2.09]	-0.203 [-0.89]
	lnR	0.063*** [5.82]	0.386*** [7.25]	0.449*** [6.33]
	H	0.194*** [3.53]	0.058*** [2.59]	0.252*** [3.06]

551 Figures in parentheses represent t values. *, ** and *** denote significance levels at 10%, 5% and 1%, respectively.

552 5. Conclusion and enlightenment

553 This paper empirically analyzes the effects of the Chinese fiscal decentralization system on
 554 PM_{2.5} pollution and its volatility. The results show that increases in the degree of fiscal
 555 decentralization will significantly aggravate PM_{2.5} pollution in both local and surrounding areas.
 556 Further mechanism analyses show that on the one hand, local government does have the ability to
 557 control its PM_{2.5} pollution according to its own preferences and interests, but on the other hand,
 558 any adjustments in environmental policies in the surrounding areas will significantly inhibit the
 559 control of environmental policies in the local area, thus preventing PM_{2.5} pollution in the local
 560 area from being effectively controlled. It essentially means that there is an environmental ‘Race to
 561 the Bottom’ competition between governments. Based on the above conclusions, we can make the
 562 following recommendations:

563 (1) China should accelerate the establishment of an improved modern fiscal system and
 564 rationally divide responsibilities for fiscal affairs and expenditure between central government and
 565 local governments. Central government should concentrate on reforming current fiscal

566 decentralization system. On the one hand, the central government should decentralize the fiscal
567 power as it is currently doing, gradually expand the fiscal powers of local government and make it
568 more compatible with expenditure responsibilities. In addition, on the basis of ensuring the fiscal
569 expenditures required to develop the local economy, local government should gradually increase
570 spending on environmental quality improvements. On the other hand, administrative powers
571 should be adjusted upward on the current basis. China should extend the scope of responsibilities
572 and expenditure of the central government in environmental management, realize a centralized
573 environmental management system and gradually reduce the interference of local governments on
574 environmental management. Meanwhile, we should further improve the fiscal transfer payment
575 system and pass the environmental protection portfolios of higher governments to lower
576 governments.

577 (2) China should improve the mechanism for the assessment and evaluation of officials,
578 rationally guide the preferences of local government and establish a scientific and reasonable
579 incentive mechanism for the performance assessment and evaluation of officials. For one thing,
580 China should improve the performance evaluation system for local Communist Party and
581 government administration officials, emphasize the importance of green GDP in the evaluation
582 system for promotion of cadres, incorporate environment, education, health and other public
583 utilities into the assessment projects beyond economic indicators, and examine the performances
584 of local government officials from different perspectives. For another thing, the central
585 government should carry out outgoing environmental audits, strengthen the accountability
586 mechanism for the environmental responsibilities of officials and raise their willingness to
587 improve environment quality.

588 (3) China should perfect both the legal system and market rules and prevent destructive
589 environmental 'Race to the Bottom' competitiveness between governments. For one thing, China
590 should further improve the legal system and market rules and build a competitive environment for
591 the market economy which is conducive to the efficient flow of economic elements; this can be
592 done through scientific constraints and reasonable regulations. For another thing, China should
593 prevent excessive investment, cheap land supply and distorted allocation of resources without
594 considering the environmental costs. We should also make efforts to establish a relatively healthy
595 moderate competition mechanism and reverse the vicious competition strategy of local
596 governments seeking rapid economic growth at the cost of sacrificing the environment.

597

598 Ethical Approval

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607

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S1 the regression results of the effects of fiscal decentralization on PM_{2.5} pollution and its volatility

Dependent variable	The fiscal expenditure decentralization		The fiscal income decentralization	
Independent variable	PM _{2.5} pollution	Volatility	PM _{2.5} pollution	Volatility
τ (dynamic factor)	0.226*** [6.82]	0.385*** [4.41]	0.274*** [7.36]	0.332*** [3.96]
ρ (spatial factor)	0.007*** [3.51]	-0.012* [-1.73]	0.009*** [4.34]	-0.016** [-2.13]
$\ln D$	0.061*** [3.07]	0.116*** [5.62]	0.121*** [4.93]	0.076*** [3.52]
$\ln P$	0.142*** [5.96]	0.327*** [7.45]	0.085* [1.78]	0.254*** [6.96]
$\ln A$	0.150*** [2.50]	0.164** [2.12]	0.215** [2.21]	0.287*** [2.63]
$(\ln A)^2$	-0.007** [-2.21]		-0.015*** [-2.74]	
$\ln T$	-0.065 [-1.06]	-0.258 [-1.32]	-0.082 [-0.73]	-0.195 [-0.93]
$\ln S$	-0.109*** [-2.85]	-0.736 [-0.72]	-0.136* [-1.84]	-0.747 [-0.96]
$\ln R$	0.065*** [5.32]	0.028*** [7.51]	0.144*** [6.85]	0.051*** [5.28]
H	0.024*** [4.26]	0.235*** [3.68]	0.049*** [4.38]	0.263*** [3.87]
$Wx\ln D$	0.186*** [5.87]	-0.337* [-1.64]	0.451*** [3.48]	-0.276** [-2.23]
$Wx\ln P$	0.425*** [4.20]	0.236 [1.14]	0.258*** [3.62]	0.184 [0.75]
$Wx\ln A$	0.748 [1.26]	-0.847 [-0.75]	0.617 [1.05]	-0.586 [-0.62]
$Wx(\ln A)^2$	0.098 [0.84]		-0.124 [-0.48]	
$Wx\ln T$	-0.024 [-0.58]	0.508 [1.24]	0.041 [0.57]	0.475 [0.78]
$Wx\ln S$	-0.078 [-0.95]	0.513** [2.02]	-0.096 [-0.84]	0.463*** [2.52]
$Wx\ln R$	0.659*** [7.97]	0.488*** [9.23]	0.465*** [8.17]	0.359*** [6.86]
WxH	0.105*** [5.26]	0.092*** [3.65]	0.163*** [5.78]	0.074*** [2.83]
LogL	3756.07	3249.26	3686.54	3134.43
AIC	0.5784	0.8293	0.6335	0.8784
SC	0.5936	0.8674	0.6476	0.8936
Obs.	3705	3705	3705	3705
Wald spatial lag	(0.000)	(0.000)	(0.000)	(0.000)
Wald spatial error	(0.000)	(0.000)	(0.000)	(0.000)
LR spatial lag	(0.000)	(0.000)	(0.000)	(0.000)
LR spatial error	(0.000)	(0.000)	(0.000)	(0.000)
Hausman test	(0.000)	(0.000)	(0.000)	(0.000)
Joint significance test for spatial fixed effect	(0.000)	(0.000)	(0.000)	(0.000)
Joint significance test for time fixed effect	(0.000)	(0.000)	(0.000)	(0.000)

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Figures in parentheses represent t values. *, ** and *** denote significance levels at 10%, 5% and 1%, respectively.