

林长制政策对城市土地绿色利用效率的影响研究

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摘要:【目的】林长制政策是中国新发展理念下的创新性举措,也是促进土地集约利用和推动生态文明建设的重要支撑,探究林长制政策与城市土地绿色利用效率的关系对于完善党政领导负责制具有重要意义。【方法】该研究基于 2017 年合肥市、安庆市与宣城市设立林长制政策这一准自然实验,选取 2006-2020 年中国 232 个地级市的面板数据为样本。首先基于“经济-社会-生态”和非期望产出维度构建了土地绿色利用的指标体系,并采用数据包络分析方法测算了城市层面的土地绿色利用效率。其次基于动态视角,采用合成控制法构建反事实框架,检验了林长制政策对城市土地绿色利用效率的长期效应。最后在机制分析的基础上,运用渐进双重差分模型识别了林长制政策对城市土地绿色利用效率的作用路径。【结果】研究发现:(1)整体来看,样本期内合肥市、安庆市、宣城市的城市土地绿色利用效率的年均增长率分别为 12.103%、16.090%、7.505%,表明林长制政策显著提高了城市土地绿色利用效率,而且促进效应在政策未实施前效率低的地区表现得更加明显。(2)分年份来看,合成控制法的政策效应与城市土地绿色利用效率的年均增长率都表明林长制政策的促进作用具有长期性和滞后性,随着时间发展促进作用越强。(3)经过排序检验、时间安慰剂检验、混合安慰剂检验和剔除迭代权重检验等一系列稳健性检验后,上述研究结论是成立且显著的。(4)机制检验结果表明,林长制政策主要通过提高政府环境注意力、经济集聚水平和公众环境关注度来提高城市土地绿色利用效率,表现为规制效应、集聚效应和联动效应。【结论】文章建议政府积极建设林长制政策体系。首先,林长制政策能够压实领导干部生态责任,提高了政府环境注意力,破解了城市扩张与土地绿色利用效率低之间的两难困境;其次,领导干部应摒弃生态保护与经济发展无法共促的思想,林长制政策可以通过提高经济集聚水平,产生规模效应、知识溢出效应,进而提高城市土地绿色利用效率;最后,应积极带动多元主体参与林长制环境治理,将社会公众纳入林长制提高城市土地绿色利用效率的框架内。

关键词: 城市土地绿色利用效率; 林长制; 超效率 SBM; 合成控制法; 渐进双重差分

Effect of forestry chief system on urban land green use efficiency

Abstract: 【Objective】 The forestry chief system is an innovative initiative under China's new development concept and an important support for promoting intensive land use and ecological civilization. It is important to explore the relationship between the forest chief system and urban land green use efficiency in order to improve the party and government leadership responsibility system. 【Method】 This study is based on a quasi-natural experiment of the establishment of the forestry chief system in Hefei, Anqing and Xuancheng cities in 2017, and panel data of 232 prefecture-level cities in China from 2006 to 2020 are selected as the sample. Firstly, an indicator system for land green use was constructed based on the "economic-social-ecological" and non-desired output dimensions, while urban land green use efficiency was measured using data envelopment analysis. Secondly, based on the dynamic perspective, the synthetic control method was used to construct a counterfactual framework to test the long-term effect of the forestry chief system on urban land green use efficiency. Finally, based on the mechanism analysis, the staggered DID model was applied to identify the path of forestry chief system on urban land green use efficiency. 【Result】 The study found that: (1) Overall, the average annual growth rates of urban land green use efficiency in Hefei, Anqing and Xuancheng cities during the sample period were 12.103%, 16.090% and 7.505%,

respectively, indicating that the forestry chief system significantly increased urban land green use efficiency, and the boosting effect was more pronounced in areas with low efficiency before the policy was implemented. (2) On a yearly basis, the policy effect of the synthetic control method and the annual growth rate of urban land green use efficiency both indicate that the stimulating effect of the forestry chief system policy has a long-term and lagged nature, with the stimulating effect becoming stronger over time. (3) The results are valid and significant after a series of robustness tests such as ranking tests, time placebo tests, mixed placebo tests and exclusion of iterative weight tests. (4) The results of the mechanism test show that the forestry chief system improves urban land use efficiency mainly by increasing the government's environmental attention, the level of economic agglomeration and the public's environmental concern, which is manifested in the regulatory effect, the agglomeration effect and the linkage effect.【Conclusion】The article suggests that the government should actively build the forestry chief system. Firstly, forestry chief system can strengthen the ecological responsibility of leading cadres, improve the government's environmental attention, and solve the dilemma between urban expansion and the low efficiency of green land use. Secondly, leading cadres should abandon the thought that ecological protection and economic development can't be promoted together, and forestry chief system can improve urban land green use efficiency by increasing the level of economic agglomeration, generating scale effect and knowledge spillover effect. Finally, the government should actively promote the participation of multiple subjects in the environmental governance of forestry chief system, and incorporate the public into the framework of forestry chief system to improve urban land green use efficiency.

Key words: urban land green use efficiency; forestry chief system; super-SBM; synthetic control method; Staggered DID