以加快形成新质生产力推动产业转型升级示范区高质量发展

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摘 要：推动产业转型升级示范区高质量发展是确保该类地区在2035年与全国同步基本实现社会主义现代化的关键举措。当前，加快形成新质生产力正在成为培育内生动力、增强发展新动能的核心驱动力，探讨以加快形成新质生产力推动产业转型升级示范区高质量发展的理论逻辑和实践路径具有现实意义。从理论逻辑来看，新质生产力通过产业主体培育促进示范区内生动力提升、要素体系构建强化示范区支撑体系建设、产业结构升级实现示范区发展路径引领三个方面推动形成示范区高质量发展的体系。针对示范区加快形成新质生产力的现实堵点，本文建议通过深化改革筑牢制度根基，激发示范区转型升级内生动力；因势利导促进产业演化，实现示范区精明专业化式发展；因地制宜实施城市更新，推动示范区城市品质全面提升三方面举措助力示范区加快形成新质生产力，从而更好地推动示范区高质量发展。

关键词：产业转型升级示范区 新质生产力 特殊类型地区 老工业城市和资源型城市

JEL 分类号：O18, P21

一、引言

推动产业转型升级示范区(以下简称“示范区”)高质量发展，是准确把握我国老工业城市和资源型城市发展阶段性特征，引领带动该类型地区振兴发展，确保其在2035年与全国同步基本实现社会主义现代化的关键举措，不仅有利于促进形成优势互补的区域经济格局(张其仔、叶振宇，2022)，还可有效支撑产业基础高级化和产业链现代化进程(张其仔，2022)。自2016年国家发展改革委、科技部、工业和信息化部、国土资源部、国家开发银行5部门联合印发《关于支持老工业城市和资源型城市产业转型升级的实施意见》以来，我国分三次在具备条件的城市支持建设了20个产业转型升级示范区和20个县城产业转型升级示范园区(见表1)，先后出台了一系列支持示范区改革创新的政策文件(见表2)，初步形成了支撑示范区高质量发展的长效工作机制和闭环政策体系。然而，随着我国经济进入高质量发展阶段，产业转型升级示范区创新发展动力不足、支撑体系建设滞

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基金项目：国家社会科学基金青年项目“特殊类型地区推进中国式现代化的理论构建、路径选择与制度优化研究”(项目批准号：23CJL024)。

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后、转型发展路径受阻等(佟孟华等,2022;张庆杰、曹忠祥,2022)问题逐渐凸显。“如何进一步持续增强示范区产业转型升级的内生动力”成为新时代示范区高质量发展进程中亟须破解的难题。

表1:“十四五”重点支持的产业转型升级示范区和县城产业转型升级示范园区

类型		示范区名称			
产业转型升级示范区	第一批	辽宁中部(沈阳-鞍山-抚顺)产业转型升级示范区	河北唐山产业转型升级示范区	重庆环都市区产业转型升级示范区	安徽铜陵产业转型升级示范区
		吉林中部(长春-吉林-松原)产业转型升级示范区	山西长治产业转型升级示范区	宁夏东北部(石嘴山、宁东)产业转型升级示范区	湖北黄石产业转型升级示范区
		内蒙古西部(包头-鄂尔多斯)产业转型升级示范区	山东淄博产业转型升级示范区	湖南中部(株洲、湘潭、娄底)产业转型升级示范区	四川自贡产业转型升级示范区
	第二批	北京京西产业转型升级示范区	黑龙江大庆产业转型升级示范区	江西萍乡产业转型升级示范区	广东韶关产业转型升级示范区
		大连沿海产业转型升级示范区	江苏徐州产业转型升级示范区	河南西部(洛阳、平顶山)产业转型升级示范区	贵州六盘水产业转型升级示范区
县城产业转型升级示范园区		河北正定高新技术产业开发区	浙江长兴经济技术开发区	山东郓城经济开发区	重庆垫江工业园区
		山西清徐经济开发区	宁波宁海经济技术开发区	河南兰考县产业集聚区	四川大英经济开发区
		辽宁黑山庞河经济开发区	安徽天长滁州高新技术产业开发区	湖北仙桃高新技术产业开发区	贵州清镇经济开发区
		吉林珲春边境经济合作区	福建福清江阴港城经济区	湖南浏阳经济技术开发区	云南腾冲经济开发区
		江苏沭阳经济技术开发区	江西南昌小蓝经济技术开发区	广东东源县产业转移工业园区	陕西三原高新技术产业开发区

资料来源:根据国务院政策文件库(www.gov.cn)公开发布的文件整理。

表2:我国近些年出台的关于推动产业转型升级示范区建设的文件

文件名称	发文年月	发文机关	主要内容
《关于支持老工业城市和资源型城市产业转型升级的实施意见》	2016年9月	国家发展改革委、科技部、工业和信息化部、国土资源部、国家开发银行	提出支持具备条件的城市设立产业转型升级示范区,先行先试重大改革和重大政策,探索一批可复制可推广的经验
《国土资源部关于支持首批老工业城市和资源型城市产业转型升级示范区建设的通知》	2017年4月	国家发展改革委、科技部、工业和信息化部、国土资源部、国家开发银行	确定了12个城市(经济区)为全国首批产业转型升级示范区,并对示范区下一步建设重点探索的示范领域进行了明确
《关于进一步推进产业转型升级示范区建设的通知》	2019年8月	国家发展改革委、科技部、工业和信息化部、自然资源部、国家开发银行	提出支持北京京西、大连沿海等地建设第二批产业转型升级示范区
《关于产业转型升级示范区建设2020年度评估结果及下一步重点工作的通知》	2021年6月	国家发展改革委、科技部、工业和信息化部、自然资源部	明确了“十四五”时期重点支持建设的产业转型升级示范区,并增设河北正定高新技术产业开发区等20个重点支持的县城产业转型升级示范园区
《“十四五”特殊类型地区振兴发展规划》	2021年9月	国务院	提出要支持资源型城市发展接续替代产业,加大力度支持产业转型升级示范区建设
《“十四五”支持老工业城市和资源型城市产业转型升级示范区高质量发展实施方案》	2021年11月	国家发展改革委、科技部、工业和信息化部、自然资源部、国家开发银行	提出了“十四五”时期示范区的发展目标和实施路径,方案的出台实施标志着产业转型升级示范区建设进入新阶段
《产业转型升级示范区建设2022年度评估结果及2023年重点工作的通知》	2023年5月	国家发展改革委、科技部、工业和信息化部、自然资源部	进一步加大政策支持力度,继续给予资金支持,进一步强化评估结果运用,支持各示范区城市落实重点建设任务,持续增强内生发展动力,引领带动全国老工业基地振兴发展,推动在优化区域经济布局中发挥更大作用

资料来源:根据国务院政策文件库(www.gov.cn)公开发布的文件整理。

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近年来，诸多学者围绕示范区转型升级的核心动能展开探讨，关键词包括数字经济、科技创新、创新平台等（刘钒、吴蓉，2023；李业锦等，2022；王旭、马宗国，2022），但仍有一些不足。一方面，研究视角较为单一，缺乏对系统性、全局性影响因素的考量；另一方面，对影响机制的探讨不够深入，重实证轻理论分析，导致研究的现实指导作用不足。随着新质生产力的提出并成为我国推动高质量发展的新生产力理论，探讨“以加快形成新质生产力为抓手，推动示范区产业转型升级内生动力持续增强”的理论逻辑和实践路径具有较强的理论与实践意义。

新质生产力是以科技创新为主导、实现关键性颠覆性技术突破而产生的当代先进生产力（周文、许凌云，2023）。2023年9月6~8日，习近平总书记在黑龙江考察期间首次提出“新质生产力”，并强调要“积极培育新能源、新材料、先进制造、电子信息等战略性新兴产业，积极培育未来产业，加快形成新质生产力，增强发展新动能”（习近平，2023a）。2023年12月11日，习近平总书记在中央经济工作会议上指出，“要以科技创新推动产业创新，特别是以颠覆性技术和前沿技术催生新产业、新模式、新动能，发展新质生产力”（习近平，2023b）。2024年1月31日，习近平总书记在中共中央政治局第十一次集体学习时进一步强调，“发展新质生产力是推动高质量发展的内在要求和重要着力点，必须继续做好创新这篇大文章，推动新质生产力加快发展”（习近平，2024）。目前，我国新质生产力尚处于培育发展、加快形成阶段，现有研究已将加快形成新质生产力视作培育内生动力、增强发展新动能的核心驱动力（徐政等，2023；魏崇辉，2023）。

因此，本文旨在系统论述以加快形成新质生产力推动示范区高质量发展的理论逻辑、现实堵点和实践进路。与现有研究相比，本文的边际贡献在于：理论层面，构建以加快形成新质生产力推动示范区高质量发展的“主体—要素—结构”分析框架，为后续新质生产力研究做出视角提供、体系构建的节点性贡献；实践层面，对现实堵点的梳理和实践进路的探索可以为相关领域政策制定和制度优化提供一定的政策启示作用。

二、以加快形成新质生产力推动示范区高质量发展的理论逻辑

2021年11月，国家发展改革委、科技部、工业和信息化部、自然资源部和国家开发银行5 部门联合发布《“十四五”支持老工业城市和资源型城市产业转型升级示范区高质量发展实施方案》，提出“到2025 年，示范区建设取得明显进展，支撑产业转型升级的内生动力机制、平台支撑体系、转型发展路径更加完善”的发展目标。已有研究表明，加快形成新质生产力主要通过培育产业主体、构建要素体系、优化产业结构等具体途径推动经济高质量发展（钞小静、王清，2023；杜传忠等，2023；贺灿飞等，2024；徐政等，2023）。基于此，本文尝试构建“以加快形成新质生产力推动示范区高质量发展的分析框架”（见图1），并在此基础上展开理论逻辑的阐释。

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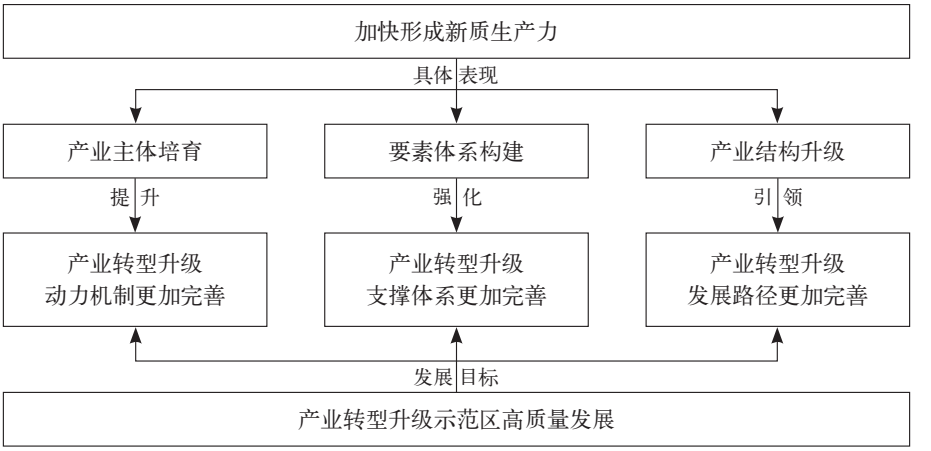

图1:以加快形成新质生产力推动示范区高质量发展的分析框架

（一）新质生产力产业主体培育促进示范区内生动力提升

示范区高质量发展要求形成更加完善的、以科技创新和体制机制创新为引领的产业转型升级动力机制。一方面，科技创新是产业转型升级的重要引擎，是突破关键核心技术、提升产品质量和附加值、增强产业核心竞争力、应对国内外市场需求变化和竞争压力、实现产业从低端到高端跨越式发展的核心动力；另一方面，体制机制创新是激发示范区产业转型升级内生动力的关键因素。良好的体制机制能够为示范区城市企业提供稳定、透明、公平的营商环境，降低企业的制度性交易成本，进一步激发市场主体的活力和创造力，促进资源的合理配置和高效利用，为产业转型升级提供强有力的制度保障。然而，目前老工业城市和资源型城市依赖传统产业、对新兴产业和创新领域的投入不足、体制机制僵化、新兴产业配套不够完善等局面没有得到根本的改变，导致创新体系建设难以支撑示范区产业转型升级需要，示范区转型升级动力机制仍有待进一步完善。

新质生产力的提出是马克思主义生产力理论的发展和创新，区别于与传统生产力相匹配的劳动者（普通工人和技术工人）、劳动资料（普通的机器设备和电子计算机）以及劳动对象（以物质形态存在的未经加工的自然物以及加工过的原材料），与新质生产力相匹配的是则是以知识型、技能型、创新型劳动者为代表的智力工人，以“高级、精密、尖端”设备为代表的新型劳动资料，以及在传统劳动对象基础上增加的伴随科技进步新发现的自然物、注入更多技术要素的原材料以及数据等非物质形态的对象（周文、许凌云，2023）。而这样的质变必然会引发社会各生产部门的系统变革和社会分工大变革，使生产的社会化程度达到新高度，为未来经济增长注入强大新动能。

加快形成新质生产力进程中的产业主体培育能够有效激发示范区产业转型升级的内生动力，其中的关键在于，前瞻布局以战略性新兴产业和未来产业为代表的前沿产业主体（钞小静、王清，2024）。其一，这些产业主体不仅体现了单一技术领域的渐进式科技创新，而且代表了关键性、

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颠覆性技术突破所带来的产业和技术革命，能催生大量新产品、新兴产业、新服务和新模式，深刻改变社会生活方式、产业组织形式和经济活动方式（李晓华，2019），促进要素资源配置到更高效率、更具创新性的企业和部门，从而推动经济发展效率不断提升（任保平、王子月，2023），成为推动示范区高质量发展的强大动力。其二，加快形成新质生产力的进程本质是颠覆式技术创新的过程，此类创新需要依托高水平的产业主体，具有很强的外部性，不仅能够助力其他产业的科创力量成长，在融合应用新技术与新产品的同时推动既有传统产业部门向质量变革和效率变革的目标迈进，还可以有效促进技术在不同领域之间转移和跨界融合，通过技术扩散的识别与导入、生产协同和应用创新三个阶段带动全局创新（李雪松等，2022），不断为示范区转型升级注入新动力。其三，未来产业主体培育在一定程度上能够为示范区提供“弯道超车”的动能。我国传统产业和战略性新兴产业发展已经面临较为激烈的市场竞争，示范区产业转型升级亟须开辟新领域新赛道。未来产业尚处于产业生命周期的早期阶段，虽然伴随着较高的创新风险和试错成本（陈志，2023），但全国乃至全球不同国家和地区均处在相同的起跑线上，一旦先发布局的地区或经济体能够引进、培育高水平的未来产业主体，并形成产业集聚，那么无疑将获得巨大的“创新租金”（钞小静、王清，2024），进而获得“弯道超车”的机会。我国新能源汽车产业、5G通信产业、北斗导航、铁基超导等领域在世界范围内的领先发展都充分证明了这点（周文、许凌云，2023；周麟、沈体雁，2023）。

（二）新质生产力要素体系构建强化示范区支撑体系建设

示范区高质量发展要求构建更加完善的、以产业园区和产城融合发展为载体的产业转型升级支撑体系。构建以产业园区和产城融合发展为载体的产业转型升级支撑体系，是示范区实现资源配置优化、创新驱动引领、坚持绿色可持续发展、提高城市综合承载能力的重要手段。一方面，产业园区作为推动产业集聚和转型升级的重要载体，其高水平建设能够有效集中资源、集聚要素，推动城市产业集群化发展，为企业提供共享基础设施、公共服务和技术支持，进而有助于降本增效，吸引汇聚更多投资和优质企业入驻，进一步壮大城市产业规模、提高产业整体竞争力；另一方面，产城融合发展作为实现新型城镇化和经济建设协调发展的重要途径，不仅可以有效避免产业发展与城市建设脱节的问题，推进城市产业结构优化和功能完善，还可以通过促进人口和产业的有序集聚，为城市发展提供可持续动力。然而，老工业城市和资源型城市多存在传统工业集聚地“独善其身”式发展的路径依赖特征，缺乏对产业园区和产城融合发展的整体性战略布局，再加上城市建设滞后、城市功能不完善、公共服务设施不足等问题，导致既有的城市功能版图无法满足示范区产业转型升级需要。

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习近平总书记将“知识”“技术”“数据”引入生产要素，深化和发展了马克思主义生产要素理论（蒲清平、黄媛媛，2023）。新质生产力最重要的构成要素和根本特征在于颠覆性技术、前沿技术等新一轮产业技术革命催生了符合新质生产力要求的新生产要素。不同于传统生产要素遵循规模报酬不变（递减）的规律，以数据要素为代表的新生产要素因兼具劳动资料和劳动对象双重身份而被纳入生产之中，超越了传统要素的基本属性与价值创造的能力，以价值倍增的网络效应、集约替代性和依附倍增性特征成为生产力发展的重要力量（洪银兴、任保平，2023）。

示范区加快形成新质生产力，既要实现对传统生产要素的质量升级，又要推动数字化和智能化新要素深度融合发展，而这必然要求形成由更加高效集约的土地要素、更加优质安全的资本要素、更高素质的劳动力要素、更高质量的数据要素以及起到引领作用的科技创新要素（魏崇辉，2023）构成的完备市场化要素体系，起到倒逼示范区进一步完善产业转型升级支撑平台的作用。一方面，只有高标准高水平建设示范区中的产业园区，才能实现资源要素的高效配置和集聚发展，推动产业链上下游企业、工业化和信息化、先进制造业和现代服务业的协同创新融合。作为政府推动经济的重要抓手，产业园区是“政府的手”，发挥政策引导、培育投入以及政策支持作用的主要着力点，也是充分补充“市场的手”，实现优质土地、资本、人才、数据等要素的合理高效配置。另一方面，以产城融合发展为载体是加快形成新质生产力要素体系构建的必然要求。创新型人才是新质生产力生成的决定因素（杜传忠等，2023），只有推动示范区产城融合发展，打造宜居宜业发展环境和创新生态，才能吸引并留下高素质人才和企业，而他们的集聚也将推动示范区文化、生态环境、公共服务等配套设施等得到进一步完善（冯烽，2021）。

（三）新质生产力产业结构升级实现示范区发展路径引领

示范区高质量发展要求践行更加完善的、以智能化和绿色化改造为重点的产业转型升级发展路径。目前，智能化和绿色化已经成为全球产业发展的必然趋势（韩保江、李志斌，2022）。老工业城市和资源型城市只有充分适应这种需求和变化，通过智能化和绿色化改造，提高产业的技术含量和附加值，推动产业向高端化、智能化、绿色化方向发展，才能有效推动示范区产业转型升级。然而，由于老工业城市和资源型城市往往具备能源资源产业和重化工业集中的特征，绿色转型任务较为繁重，对智能化改造的需求相对较低，转型升级动力由此不足，再加上原有企业技术水平落后、相关产业人才不足、技改资金投入有限等客观约束，示范区转型升级路径受阻，以智能化和绿色化改造为重点的产业转型升级发展路径失灵，亟须通过推进数字技术与经济社会发展的各领域广泛融合，推进先进节能低碳技术、装备和管理模式普遍应用，以及全面优化示范区经济结构和产业结构等举措实现示范区产业转型升级发展路径的进一步完善。

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加快形成新质生产力进程中的产业结构升级能充分实现示范区产业转型升级发展路径引领。示范区加快形成新质生产力，不仅要求示范区产业结构逐渐走向高端，知识密集型产业和技术密集型产业成为经济支柱（芮明杰，2018），还要求凭借其绿色化、智能化、高附加值、高增长性等产业结构整体效能，发挥带动整个产业体系效益提升的引擎作用，实现筑牢示范区高质量发展的物质基础。

加快形成新质生产力的目标产业结构能从以下几个维度充分引领示范区产业转型升级发展路径。一是产业结构的数字化、智能化转型。数据作为重要生产要素与其他要素一起参与生产环节，能促进传统产业的数字化转型。数字经济不仅支撑了工业领域智能制造和自动化生产的发展，而且正在向医疗、政务、金融和交通等各领域全面渗透，为新技术、新模式、新产业的诞生奠定了坚实的基础（石建勋、徐玲，2024）。发挥好加快形成新质生产力中的数字经济发展战略价值（翟绪权、夏鑫雨，2024）将进一步推动示范区产业智能化转型升级。二是产业结构的绿色化转型。形成新质生产力的过程不仅能带动节能降碳等关键性颠覆性技术的研发突破，还可以推动相关节能降碳技术在一些传统产业上的技术应用（周文、许凌云，2023），有效助力示范区产业的绿色化转型。三是产业结构的融合化发展转型。随着新技术新业态新模式不断涌现，行业边界越来越模糊，前沿科技跨领域交叉融合趋势越来越明显（徐政等，2023），新质生产力的加快形成离不开多学科交叉融合发展、多领域技术融合创新（魏崇辉，2023）以及战略性新兴产业与传统产业、数字经济与实体经济、三次产业、先进制造业和现代服务业等不同产业间的高度融合，能够充分引领示范区产业的融合化发展转型升级，推动示范区产业结构朝着合理化、高度化方向不断升级。

三、示范区加快形成新质生产力的现实堵点

近年来，示范区建设取得阶段性成果，绝大多数示范区均积极推进在传统产业升级、老工业区搬迁改造、民生事业改善、生态环境治理等方面的改革创新，探索出一批成功的经验做法，示范工作卓有成效。然而，受限于长期存在的体制机制僵化问题（刘海波等，2023）、“资源诅咒”现象与“路径依赖”困局（吴康等，2023）、产业转型升级起步较晚（余林徽、马博文，2022）、所在城市内生增长动力不足等，示范区加快形成新质生产力的建设存在一些亟待解决的现实堵点。

（一）示范区加快形成新质生产力仍存在明显的体制机制障碍

目前，老工业城市和资源型城市长期存在的体制机制僵化问题尚未得到根本解决，区域间的市场分割严重，企业制度性交易成本较高（郑军等，2021），这不仅直接制约老工业城市和资源型城市突破“路径锁定”和“资源诅咒”，还严重阻碍示范区加快形成新质生产力的进程，具体体现在

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以下几个方面：一是示范区市场经济发展相对滞后，要素的高效流动受到制约，资源配置的效率有待进一步提高，地方政府过多介入阻碍了市场的开放和竞争，导致民营经济和高素质人才的创新热潮受到压制；二是示范区科技创新体制机制不完善，创新型资源和要素在示范区内汇聚和有效组合存在体制壁垒，先进技术通向市场化、商业化的体制机制仍存在较大阻碍；三是示范区人才发展体制机制建设滞后。没有人力资本的跃升就没有新质生产力形成的基础，创新型人才是新质生产力生成的决定因素（杜传忠等，2023）。例如，近年来我国东北地区的老工业城市和资源型城市人口分布不均衡持续加剧，人口集聚水平偏低，只有25%的资源型城市人口水平保持不变或提升，而75%的资源型城市人口持续外流（陈妍、梅林，2018）。留住人口、吸引人才，成为老工业城市和资源型城市亟须面对的难题。但就目前而言，一方面，老工业城市和资源型城市尚未形成有利于充分发挥企业家作用、培育企业家精神的体制机制，无法较好地激发市场主体发挥创新活力和创造力的积极性；另一方面，老工业城市和资源型城市在科技人才发展机制和创新人才培养制度的建设往往相对落后，导致示范区加快形成新质生产力无法得到最为关键的高素质人才保障。

（二）示范区加快形成新质生产力面临现代产业基础相对薄弱的问题

虽然近年来示范区在加快培育和发展以重大技术突破、重大发展需求为基础的战略性新兴产业领域取得了一些成就，但不可否认的是，示范区加快形成新质生产力的现代产业体系基础相对薄弱，传统产业转型升级仍存在较大困难（程显扬等，2020）。例如，有关研究报告显示，我国资源型城市中煤炭城市占53%、森工城市占18%，有色冶金城市、石油城市、黑色冶金城市、其他类型城市分别占10%、8%、7%和4%。这些城市大多是依托矿区建设起来的，构建现代产业基础的设施条件相对落后。

从加快形成新质生产力的产业主体培育角度来看，当前我国老工业城市和资源型城市仍然以位于产业链中低端环节的传统产业为主，存在产业链条短、产品附加值不高、产业集聚度偏低、市场竞争力不足等问题，且由于释放发展新动能的战略性新兴产业和未来产业仍需要较长时期的培育和积累，示范区产业主体培育处于“阵痛期”；从加快形成新质生产力的要素体系构建角度来看，示范区在以数据、技术、人才、市场等为代表的新要素获取竞争中并不占优势，现代服务业、高技术产业和未来产业等所需技术欠缺和资金投入不足、创新人才短缺、市场发育不充分等都是掣肘示范区加快形成新质生产力的重要因素。从加快形成新质生产力的产业结构升级角度来看，“路径依赖”和“资源诅咒”带来的资源型产业结构和传统重化工业产业结构易受国内外资源价格和需求的周期性影响，抵御各种不确定性风险和市场波动的能力较弱（吴康等，2023），特别是在目前降碳减排的大背景下，示范区要跨越与原产业相关度高的高耗能、高排放产业结构，实现路径突破型结构升级，明显难度更高、风险更大。

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（三）示范区加快形成新质生产力受到城市功能不足的约束

示范区加快形成新质生产力对所在城市或地区业态功能提出了新的更高要求。但由于历史遗留或形势变化等原因，老工业城市和资源型城市往往存在产业结构单一、基础设施支撑不够、公共服务供给不足、城市规划不合理以及环境质量相对较低等缺陷，导致示范区所在城市的吸纳就业、产业发展、人口集聚和公共服务等城市功能无法得到有效实现（安树伟、张双悦，2019），无法满足加快新质生产力产业主体培育、要素体系构建和产业结构升级对城市功能的要求，亟须面向加快形成新质生产力开展城市更新。但客观来讲，目前国内城市更新的工作重心主要集中在经济较为发达的超大特大城市，示范区所在的老工业城市和资源型城市多被忽略，且由于社会问题复杂、吸引资本的能力弱、财政压力大等原因，推进城市更新工作存在较大困难（吴康等，2023）。老工业城市和资源型城市的城市更新过程存在模式单一、过分注重工业园区的改造、忽视城市整体的功能建设、市场机制不够完善导致更新过程缺乏效率、社会参与度不高影响可持续性、更新过程缺乏长期规划与稳定政策支持等一系列问题，城市更新改造模式有待创新（程显扬等，2020；周麟、沈体雁，2023）。

四、示范区加快形成新质生产力的实践进路

针对示范区在加快形成新质生产力进程中所面对的体制机制障碍、现代产业基础薄弱以及城市功能不足等现实堵点，应当以深化体制机制改革、推进精明专业化和积极开展城市更新三方面工作为主要的实践进路，推动示范区加快形成新质生产力，更好赋能高质量发展。

（一）深化改革筑牢制度根基，激发示范区转型升级内生动力

深化改革筑牢制度根基是破除示范区加快形成新质生产力体制机制障碍、激发示范区转型升级内生动力的关键。必须全面深化体制改革，不断调整生产关系以激发社会生产力发展活力，加快围绕创新驱动进行体制机制变革，促进形成有利于关键性颠覆性技术突破和创新成果转化的新机制（周文、许凌云，2023）。一是要制定并完善优化示范区营商环境的政策制度。完善要素市场化配置改革，强化竞争政策基础地位。加快示范区内国有经济布局优化和结构调整，优化民营企业发展环境，促进民营企业高质量发展，同时通过减少行政审批、鼓励民间投资和创业等实际举措，为战略性新兴产业和未来产业创造更大发展空间。二是要强化示范区科技创新体制机制的完善和改革，培育示范区创新文化，加强创新知识产权保护。构建企业主导的产学研深度融合创新体系，积极打造以科技领军企业、国家实验室、高水平研究型大学、国家科研机构等为代表的区域科技创新平台，强化企业科技创新主体地位，完善示范区助力科技成果转移转化、提升科技成

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果产业化水平、引导社会资源向战略性新兴产业和未来产业流动的相关制度安排。三是要推动示范区加快建立保护企业家、发挥企业家作用、培育企业家精神的体制机制，实现在制度设计上从局部领域的“管”转向全局系统的“统”、在立法原则上从正面清单的“立”转向负面清单的“破”、在行政执法上从立足短期的“罚”转向放眼长远的“保”三大转变（李志斌、邹一南，2023）。深化人才发展体制机制改革，以更加积极、开放、有效的创新人才政策，充分激发广大人才的创新动力和活力。

（二）因势利导促进产业演化，实现示范区精明专业化式发展

推动示范区实现精明专业化，是指打造特定地域特色的区域协同创新生态系统，推动区域经济向高度智慧化、可持续性和包容性的增长方式转型（贺灿飞、李志斌，2023）。它是应对示范区加快形成新质生产力进程中所面临的现代产业基础薄弱、产业转型“阵痛”、要素体系竞争力欠缺以及产业结构锁定等困境的重要“法宝”，是集专业化集聚、高质量产业演替、发挥本地禀赋优势、产业多样化发展、克服区域产业发展路径锁定等优势于一体的区域发展模式。具体实施可分为两个阶段：第一个阶段是指以示范区现有的存量技术和知识，选择相关性较强的战略性新兴产业作为目标产业进行产业转型升级，并围绕核心能力、资源、技术和知识积累向外逐步演化出相关产业，在示范区内形成认知邻近的多元化相关产业集聚，从而在加快形成新质生产力的早期能充分发挥示范区自身禀赋优势，开启良性发展势头；第二个阶段是充分发挥示范区地方政府“乐队指挥”的作用，引导市场主体和社会力量产生合力实现突破式创新，并在颠覆式创新中发挥系统构建者的作用，推动区域内不相关知识进行重组产生新产业，从而推动示范区实现路径突破式转型升级，实现未来产业的培育和发展，加快形成新质生产力。

（三）因地制宜实施城市更新，推动示范区城市品质全面提升

站在开启全面建设社会主义现代化国家新征程的新起点，全面提升城市品质不仅能更好地满足人民日益增长的美好生活需要，而且能为加快形成新质生产力提供必要保障。示范区城市品质的全面提升能够通过优化城市环境、促进产业升级、提升公共服务水平、增强城市文化软实力和推动绿色发展等为加快形成新质生产力提供必需的城市功能。一是要围绕强化数字转型、智能升级、融合创新支撑，布局建设信息基础设施、融合基础设施、创新基础设施等城市新型基础设施，为加快形成新质生产力构筑现代化基础设施体系。二是要以生态文明理念为出发点，引导资源集约化、生态化、绿色化、循环化开发，强化生态保护和环境整治，实现资源开发与城市发展的良性互动，探索建立有利于可持续发展动力积累的长效机制（吴青龙等，2019）。三是要因地制宜实施城市更新行动。一方面，应当从老工业城市和资源型城市自身的发展条件和发展能力出发精

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准施策，以打造宜居、韧性、智慧城市为目标，科学确定功能定位，充分挖掘空间潜力，以激发加快形成新质生产力所需的经济活力。另一方面，大力推动示范区城市更新制度创新，建立更加灵活的不动产权管理制度、建设规划审批制度以及搬迁补偿制度等（吴康等，2023），破解老工业城市和资源型城市在城市更新过程中存在的实际难题，积极推动示范区城市品质全面提升。

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Fostering New Quality Productive Forces for Sound Development of Industrial Transformation Demonstration Areas

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Abstract: *Demonstration areas for industrial transformation and upgrading must embrace high-quality development in order to accomplish socialist modernization together with the rest of the country by 2035. Currently, new quality productive forces are emerging as driving forces for fostering endogenous dynamism for development. In this context, it is of practical relevance to discuss the theoretical rationale and pathway for new quality productive forces to support the high-quality development of the demonstration areas. From a theoretical point of view, the demonstration areas may foster new quality productive forces by nurturing market entities that contribute to endogenous dynamism, developing supporting systems, and upgrading industrial structure to lead the development path. Considering the current challenges, we suggest that the demonstration areas carry out reforms to strengthen institutional foundation and unleash endogenous dynamism for transformation and upgrading, encourage industrial evolution and specialization, and implement urban development according to local conditions, so as to expedite the formation of new quality productive forces and embrace high-quality development.*

Keywords: *Demonstration areas for industrial transformation and upgrading, new quality productive forces, special regions, old industrial and resource-based cities*

JEL Classification Code: O18, P21

DOI: 10.19602/j.chinaeconomist.2024.03.04

1. Introduction

Advancing the high-quality development of demonstration areas for industrial transformation and upgrading is an important initiative to revitalize old industrial cities and resource-based ones according to their current development stage and ensure their achievement of socialist modernization alongside the rest of the country by 2035. This initiative not only contributes to the development of a regional economic landscape with complementary advantages (Zhang, Ye, 2022), but it also contributes to industrial sophistication and the modernization of industrial chains (Zhang, 2022). In 2016, five ministerial agencies, including the National Development and Reform Commission (NDRC), the Ministry of Science and Technology (MOST), the Ministry of Industry and Information Technology (MIIT), the Ministry of Natural Resources (MNR), and the China Development Bank (CDB), issued

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Acknowledgment: Youth Program of the National Social Science Foundation of China (NSSFC): "Study on the Theoretical Creation, Path Selection and Institutional Optimization for Advancing China's Modernization in Special Regions" (Grant No.: 23CJL024).

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the *Implementation Opinions for Supporting Industrial Transformation and Upgrade of Old Industrial Cities and Resource-Based Ones*. Since then, China has taken three steps to build 20 city-level and 20 county-level demonstration areas for industrial transformation and upgrading (Table 1), as well as enact a series of policy documents to support reform and innovation for the demonstration areas (Table 2), establishing a long-term working mechanism and closed-loop policy system for their high-quality development. As China's economy enters the high-quality development stage, the demonstration areas face growing challenges such as insufficient dynamism, an inadequate supporting system, and barriers to transformation and development paths (Dong, 2022; Zhang and Cao, 2022). In order to achieve high-quality development, it is imperative to address the question of how to promote endogenous dynamism for transformation and upgrading in the demonstration areas.

Table 1: City- and County-Level Demonstration Areas for Industrial Transformation and Upgrading during the 14th Five-Year Plan Period

Type		Name of demonstration area			
City-level industrial transformation and upgrading demonstration areas	First Wave	Central Liaoning (Shenyang-Anshan-Fushun) Industrial Transformation and Upgrading Demonstration Area	Tangshan Industrial Transformation and Upgrading Demonstration Area, Hebei Province	Chongqing Metropolitan Circle Demonstration Area for Industrial Transformation and Upgrading	Tongling Industrial Transformation and Upgrading Demonstration Area, Anhui Province
		Central Jilin Industrial Transformation and Upgrading Demonstration Area (Changchun-Jilin-Songyuan)	Changzhi Industrial Transformation and Upgrading Demonstration Area, Shanxi Province	Northeast Ningxia (Shizuishan and Ningdong) Demonstration Area for Industrial Transformation and Upgrading	Huangshi Industrial Transformation and Upgrading Demonstration Area, Hubei Province
		Western Inner Mongolia (Baotou-Ordos) Industrial Transformation and Upgrading Demonstration Area	Zibo Industrial Transformation and Upgrading Demonstration Area, Shandong Province	Central Hunan (Zhuzhou, Xiangtan, Loudi) Industrial Transformation and Upgrading Demonstration Area	Zigong Industrial Transformation and Upgrading Demonstration Area, Sichuan Province
	Second Wave	West Beijing Industrial Transformation and Upgrading Demonstration Area	Daqing Industrial Transformation and Upgrading Demonstration Area, Heilongjiang Province	Jiangxi Pingxiang Industrial Transformation and Upgrading Demonstration Area	Guangdong Shaoguan Industrial Transformation and Upgrading Demonstration Area
		Dalian Industrial Transformation and Upgrading Demonstration Area	Xuzhou Industrial Transformation and Upgrading Demonstration Area, Jiangsu Province	Western Henan (Luoyang and Pingdingshan) Demonstration Area for Industrial Transformation and Upgrading	Liupanshui Industrial Transformation and Upgrading Demonstration Area, Guizhou Province
County-level industrial transformation and upgrading demonstration parks		Zhengding High-tech Industrial Development Zone, Hebei Province	Changxing Economic and Technological Development Zone, Zhejiang Province	Yuncheng Economic Development Zone, Shandong Province	Dianjiang Industrial Park, Chongqing Municipality
		Qingxu Economic Development Zone, Shanxi Province	Ninghai Economic and Technological Development Zone, Ningbo City	Lankao County Industrial Cluster, Henan Province	Daying Economic Development Zone, Sichuan Province
		Heishan Panghe Economic Development Zone, Liaoning Province	Anhui Tianchang Chuzhou High-tech Industrial Development Area	Xiantao High-tech Industrial Development Zone, Hubei Province	Qingzhen Economic Development Zone, Guizhou Province
		Hunchun Border Economic Cooperation Zone, Jilin Province	Fuqing Jiangyin Harbor City Economic Area, Fujian Province	Liuyang Economic and Technological Development Zone, Hunan Province	Tengchong Economic Development Zone, Yunnan Province
		Shuyang Economic and Technological Development Zone, Jiangsu Province	Nanchang Xiaolan Economic and Technological Development Area, Jiangxi Province	Dongyuan County Industrial Relocation Industrial Park, Guangdong Province	Sanyuan High-tech Industrial Development Zone, Shaanxi Province

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In recent years, scholars have extensively discussed what should be the core driving forces for the demonstration areas of industrial transformation and upgrading, highlighting the keywords of digital economy, technological renovation, and innovation platforms (Liu and Wu, 2023; Li et al., 2022; Wang and Ma, 2022). However, several shortcomings remain. First, the existing literature follows a homogeneous set of viewpoints that do not account for systematic and general driving factors. Second, existing research findings offer limited policy significance due to scant discussion of causes and a focus on empirical research while ignoring theoretical analysis. With the introduction of new quality productive forces as a new productivity theory for China's high-quality development, it is critical to investigate the theoretical rationale and practical path for "continuously enhancing the endogenous dynamism for the industrial transformation and upgrading of the demonstration areas by fostering new quality productive forces."

Table 2: Key Policy Documents on the Development of Demonstration Areas for Industrial Transformation and Upgrading

Document name	Time of issuance	Issuing authority	Description
Implementation Opinions on Supporting Industrial Transformation and Upgrading in Old Industrial Cities and Resource-Based Ones	September 2016	National Development and Reform Commission (NDRC), Ministry of Science and Technology (MOST), Ministry of Industry and Information Technology (MIIT), Ministry of Natural Resources (MNR), China Development Bank (CDB)	The *Opinions* calls for support to eligible cities in setting up industrial transformation and upgrading demonstration areas to pilot major reforms and policies and explore replicable experiences.
Notice of the Ministry of Land and Resources on Supporting the Construction of the First Wave of Industrial Transformation and Upgrading Demonstration Areas in Old Industrial Cities and Resource-Based Ones	April 2017	NDRC, MOST, MIIT, MLR, CDB	This document identifies 12 cities (economic zones) as the first wave of demonstration areas for industrial transformation and upgrading, and clarifies future priorities of work for the demonstration areas.
Notice on Further Promoting the Construction of Industrial Transformation and Upgrading Demonstration Areas	August 2019	NDRC, MOST, MIIT, MNR, CDB	The *Notice* calls for support to the development of Western Beijing Municipality, coastal areas of Dalian City, and some other localities as the second wave of demonstration areas.
Notice on the 2020 Annual Evaluation Results and Next-Step Key Work of Industrial Transformation and Upgrading Demonstration Areas	June 2021	NDRC, MOST, MIIT, MNR	The *Notice* identifies industrial transformation and upgrading demonstration areas under key support during the 14th Five-year Plan period, and additionally establishes 20 additional county-level industrial transformation and upgrading areas.
14th Five-Year Plan for the Revitalization and Development of Special Regions	September 2021	State Council	The *Plan* calls for support for resource-based cities to develop alternative industries and build industrial transformation and upgrading demonstration areas.
Implementation Plan for High-Quality Development of Industrial Transformation and Upgrading Demonstration Areas in Old Industrial Cities and Resource-Based Ones during the 14th Five-Year Plan Period	November 2021	NDRC, MOST, MIIT, MNR, CDB	The *Plan* identifies the development objectives and implementation pathways for demonstration areas during the 14th Five-year Plan period, and marks a new development stage for the demonstration areas.
Notice on the 2022 Annual Evaluation Results and 2023 Key Work of Industrial Transformation and Upgrading Demonstration Areas	May 2023	NDRC, MOST, MIIT and MNR	Cities with demonstration areas should receive more policy and financial support based on evaluation results in order to support the implementation of priority projects, increase endogenous development dynamism, pioneer the revitalization of old industrial bases across the country, and play a larger role in optimizing regional financial distribution.

Source: Compiled based on documents released from the Repository of State Council Policy Documents (www.gov.cn).

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New quality productive forces represent advanced productivity in contemporary times, with the goal of driving disruptive breakthroughs in technology through innovation (Zhou and Xu, 2023). During his inspection tour of Heilongjiang Province from September 6 to 8, 2023, General Secretary Xi Jinping mentioned the phrase "new quality productive forces" for the first time, emphasizing the importance of "proactively nurturing strategic emerging industries such as new energy, new materials, advanced manufacturing, and ICT industries and cultivating future industries to form new quality productive forces and enhance development dynamism" (Xi, 2023a). At the Central Economic Work Conference on December 11, 2023, General Secretary Xi Jinping urged the country to "advance industrial innovation through technological innovation, and in particular, engender new industries, business models, and dynamism with disruptive and frontier technologies, so as to develop new quality productive forces" (Xi, 2023b). At the 11th Collective Study Session of the Politburo of the CPC Central Committee on January 31, 2024, General Secretary Xi Jinping said that "Developing new quality productive forces is an intrinsic requirement and priority for advancing high-quality development. We must compose a grand chapter of innovation and hasten the development of new quality productive forces" (Xi, 2024). China's new quality productive forces are still in the process of being cultivated and developed, and previous research has identified them as a critical driving force for fostering endogenous dynamism and propelling economic development (Xu, 2023; Wei, 2023).

In this context, this paper provides an in-depth overview of the theoretical basis, practical barriers, and implementation method for cultivating new quality productive forces and developing high-quality demonstration areas. Compared to the prior research, this paper provides the following marginal contributions: At the theoretical level, an "entity, factor, and structure" analytical framework is developed for the high-quality development of the demonstration areas through the cultivation of new quality productive forces, providing an analytical perspective and system for future research on new quality productive forces. On a practical level, our identification of obstacles and paths forward may give inspiration for policymaking and institutional improvement in relevant areas.

2. Theoretical Basis for Promoting High-Quality Development of the Demonstration Areas by Fostering New Quality Productive Forces

The *Implementation Plan for Supporting the High-Quality Development of Industrial Transformation and Upgrading Demonstration Areas in Old Industrial Cities and Resource-Based Ones* was jointly released in November 2021 by the NDRC, MOST, MIIT, MNR and CDB. As stated in this document, the objective is to "further enhance the endogenous dynamism, platform support, and pathway of industrial transformation and upgrading and achieve significant progress in the development of demonstration areas by 2025." Existing research suggests that cultivating industrial entities, developing a system of production factors, and improving industrial structure can all help to promote new quality productive forces (Chao and Wang, 2023; Du et al., 2023; He et al., 2024; Xu et al., 2023). As a result, this paper seeks to construct an "analytical framework for accelerating the development of new quality productive forces and advancing the high-quality development of demonstration areas (as illustrated in Figure 1)," and elaborates on the theoretical rationale for such framework.

2.1 Enhancing Endogenous Dynamism of the Demonstration Areas by Fostering Industrial Entities as New Quality Productive Forces

High-quality development of the demonstration areas necessitates the establishment of broader mechanisms for industrial transformation and upgrading, spurred by technological and institutional

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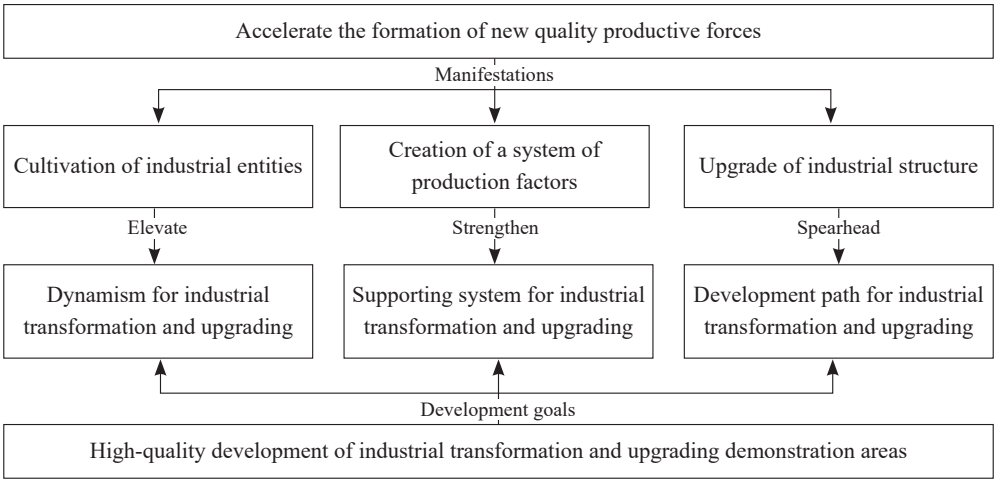

Figure 1: Analytical Framework for Fostering New Quality Productive Forces and Advancing High-Quality Development of Demonstration Areas

innovations. On the one hand, technological innovation is a critical driver of industrial transformation and upgrading. It is a key driving force for breaking new ground in critical technologies, improving product quality and value addition, enhancing core industrial competitiveness, dealing with changing demand and competitive pressures in domestic and international markets, and completing the industrial transformation from low-end to high-end development. Institutional innovation, on the other hand, is an important factor that stimulates the endogenous dynamism of industrial transformation and upgrading in the demonstration areas. Good institutional mechanisms can provide a stable, transparent, and fair business climate for demonstration cities, reduce institutional transaction costs, unleash the dynamism and creativity of market entities, promote the reasonable allocation and efficient use of resources, and create institutional assurances for industrial transformation and upgrading. However, old industrial and resource-based cities remain reliant on established industries, with little investment in emerging and innovative sectors. There has been no substantial progress in addressing the rigid institutional systems and insufficient support facilities for emerging industries. Such an innovation system is insufficient to accelerate industrial transformation and upgrading in the demonstration areas, emphasizing the need for greater dynamism.

The introduction of new quality productive forces represents a step forward in Marxist productivity theory. Traditional productive forces include ordinary and skilled workers as the workforce, general equipment and computers as the means of production, and unprocessed natural resources in the form of substances, along with processed feedstocks, as the objects of labor. In contrast, new quality productive forces include intellectual workers who are knowledge-based, skilled, and innovative, new means of production represented by sophisticated, precision, and cutting-edge equipment, and the new discovery of natural objects, raw materials with the introduction of more technological factors, and other intangible objects stemming from progress in science and technology (Zhou and Xu, 2023). Such qualitative change inevitably results in systematic transformations and major shifts in the division of labor across diverse sectors, raising the socialization of production to a new level and injecting powerful new impetus into future economic growth.

The purpose of cultivating industrial entities as new quality productive forces is to unleash endogenous dynamism for industrial transformation and upgrading. The key to attaining this goal is

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to establish proactive arrangements for frontier industrial entities in strategic emerging and future industries (Chao and Wang, 2024). First, those industrial entities not only embody gradualist innovations in their respective sectors, but they also lead industrial and technological revolutions driven by critical and disruptive breakthroughs, resulting in new products, industries, services, and business models that transform every aspect of industrial organization and people's ways of life and work (Li, 2019). In this way, factor resources should be allocated to more efficient and innovative companies and sectors to boost efficiency (Ren and Wang, 2023), injecting dynamism into the demonstration areas for high-quality development. Second, disruptive technological innovations are required to develop new quality productive forces, which occur through industrial entities with significant externalities. Disruptive innovations support innovations in other sectors and drive quality and efficiency improvements in traditional industrial sectors; in addition, they effectively promote the transfer and cross-sector integration of technologies, contributing to global innovations through the identification and introduction of technology diffusion, manufacturing coordination, and applied innovations (Li et al., 2022). Hence, innovative industrial entities are vital for the transformation and upgrading of the demonstration areas. Third, the formation of future industrial entities may, in some cases, allow the demonstration areas to explore and lead in new industrial sectors. Given the strong market competition in China's traditional and strategic emerging industries, the demonstration areas must forge new paths of transformation and upgrading. Although future industries are still in the early stages of lifecycle development and face high innovation risks and trial-and-error costs (Chen, 2023), China is starting from the same place as other countries and regions, and early movers will be able to introduce and cultivate future industrial entities, resulting in industrial agglomeration and an enormous "innovation rent" (Chao and Wang, 2024). The benefits of such possibilities to catch up with and overtake others can be seen in China's achievements in new energy vehicles, 5G communications, BeiDou satellite navigation, and iron-based superconductivity (Zhou and Xu, 2023; Zhou et al., 2023).

2.2 New Quality Productive Forces: Reinforcing Supporting Systems for the Demonstration Areas

It is crucial to establish a comprehensive supporting system for industrial transformation and upgrading through industrial parks and urban-industrial integration. Only in this way will the demonstration areas develop to a high standard. The demonstration areas necessitate such a supporting system in order to optimize resource allocation and foster sustainable, eco-friendly, and innovation-oriented development. On the one hand, industrial parks, as a key carrier of industrial development, should concentrate resources and factors of production, reduce business costs and increase efficiency by providing infrastructure, public services, and technology support, and expand urban industries and boost competitiveness by attracting investment and business. On the other hand, integrated urban and industrial development is a critical pathway for new urbanization and balanced economic development. It is essential to prevent a disconnect between industrial and urban development by improving the industrial structure and urban functions of cities. The concentration of population and industry will, in turn, provide cities with long-term dynamism. However, the reality is that old industrial and resource-based cities rely on "standalone" development typical to traditional industrial clusters, and industrial transformation and upgrading have been hampered by a lack of strategic integration between industrial parks, cities, and industries, as well as gaps in urban development, functions, and public services.

General Secretary Xi Jinping has expanded and refined the Marxist theory on the factors of production by incorporating "knowledge," "technology," and "data" as factors of production (Pu and Huang, 2023). Emerging and cutting-edge technologies generate new factors of production that are

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the most essential components and defining attributes of new quality productive forces. In contrast to conventional production methods, which are characterized by diminishing or constant returns to scale, new production factors, such as the data factor, have become significant drivers of productivity growth. These factors exceed the fundamental attributes and value creation capabilities of traditional factors by virtue of their dependence-multiplying characteristics, value-multiplying network effect, and intensive substitutability (Hong and Ren, 2023).

Demonstration areas should not only improve the quality of conventional production factors, but also integrate digital and intelligent new factors of production, so as to bring about the emergence of new quality productive forces. This naturally requires a complete market-based factor system of efficient land, reliable capital, skilled workforce, high-quality data, and groundbreaking innovation (Wei, 2023) that drives industrial transformation and upgrading in demonstration areas and supports the further improvement of platform functions. One crucial aspect is the development of industrial parks in demonstration areas that adhere to high standards. This serves to facilitate the effective allocation and concentration of resource factors, while also encouraging synergistic innovations between enterprises operating upstream and downstream, industrialization and informatization, and modern services and advanced manufacturing. In addition to supporting the "invisible hand of the market" in allocating land, capital, talent, and data, industrial parks also function as the "visible hand of the government" in providing policy guidance, incubation investments, and policy support capital as part of a government initiative to promote economic development. At the same time, industry-city integration is a prerequisite for cultivating new quality productive forces. The emergence of new quality productive forces is contingent upon a wealth of innovative talent (Du et al., 2023). In order to attract and retain highly qualified enterprises and talents whose concentration is beneficial for the continuous improvement of public services, cultural atmosphere, ecological environment, and auxiliary facilities in the demonstration areas, it is imperative that we foster an innovation ecosystem and promote integrated industry-city development (Feng, 2021).

2.3 New Quality Productive Forces: Industrial Upgrade for the Demonstration Areas to Lead Development Path

To achieve high-quality development, the demonstration areas must take a more comprehensive approach to industrial transformation and upgrading, with a focus on intelligent and green renovations. Intelligence and eco-friendliness are global trends for industrial development (Han and Li, 2022). To accelerate industrial transformation and upgrading in the demonstration areas, old industrial and resource-based cities must improve technology and value-added and promote sophistication, intelligence, and green performance. With a concentration of energy, resource-based, and heavy and chemical industries, old industrial and resource-based cities confront significant difficulties to the green transformation and lack impetus for intelligent renovation, industrial transformation, and upgrading. Furthermore, the path to industrial transformation and upgrading in the demonstration areas is hampered by outdated technology, a shortage of industrial talent, and restricted funding for technological renovation. It is crucial to fully integrate digital technologies into every facet of socioeconomic development, to implement cutting-edge, energy-efficient low-carbon technologies, equipment, and management models, and to optimize the economic and industrial structures of the demonstration areas overall.

The demonstration areas can lead industrial progress by adopting new quality productive forces. To generate new quality productive forces, the demonstration areas must improve their industrial structure by promoting knowledge- and technology-intensive industries as economic pillars (Rui, 2018).

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It is also critical that the demonstration areas serve as engines for overall industrial system efficiency improvement and contribute to high-quality development through eco-friendly, intelligent, high-value-added, and high-growth industrial performance.

With new quality productive forces, the demonstration areas may pave the way for industrial transformation on the following dimensions: First, the digital and intelligent transformation. The incorporation of data as a major factor of production may hasten the digitalization of traditional sectors. The digital economy not only supports smart manufacturing and automated production in the industrial sector, but it is also permeating other sectors such as healthcare, governance, finance, and transportation, creating fertile ground for the emergence of new technologies, paradigms, and industries (Shi and Xu, 2024). The demonstration areas should leverage the digital economy's strategic potential in spawning new quality productive forces (Zhai and Xia, 2024) in order to accelerate their intelligent transformation. Second, the green shift of industrial structure. The formation of new quality productive forces not only leads to breakthroughs in critical disruptive technologies for energy conservation and carbon reduction, but it also allows for the application of those technologies in certain traditional industries (Zhou and Xu, 2023) to support green transformation in the demonstration areas. On the third dimension, the industrial structure should be developed and transformed in an integrated manner. The emergence of new technologies and business models has blurred the boundaries between different industries, resulting in cross-disciplinary integration of frontier technologies (Xu et al., 2023). New quality productive forces cannot materialize without cross-disciplinary integration and innovation (Wei, 2023). They requires a high degree of integration between strategic emerging industries and traditional industries, the digital economy and the real economy, the primary, secondary and tertiary industries, and advanced manufacturing and modern services. Such integration is vital for demonstration areas to achieve integrated industrial transformations and improve industrial structure.

3. Bottlenecks to the Formation of New Quality Productive Forces in the Demonstration Areas

In recent years, the demonstration areas have made significant progress and created successful strategies for upgrading traditional industries, relocating and transforming outdated industrial zones, promoting public welfare, and protecting the environment. However, the demonstration areas face bottlenecks in developing new quality productive forces, such as perennial institutional inflexibility (Liu et al., 2023), resource curse and path dependence (Wu et al., 2023), a late start to industrial transformation and upgrading (Yu and Ma, 2022), and insufficient endogenous growth dynamism.

3.1 Institutional Barriers to the Formation of New Quality Productive Forces in the Demonstration Areas

Currently, corporate transaction costs are high due to perennial institutional inflexibility for old industrial and resource-based cities and significant inter-regional market segmentations (Zheng et al., 2021), which not only prevent those cities from overcoming the path lockup and resource curse, but also severely impede the formation of new quality productive forces in the demonstration areas, as manifested in the following aspects. The first issue is that the demonstration areas have a less developed market economy, which makes it difficult and inefficient to allocate resources. A lack of competition and open markets caused by overly intrusive municipal governments has discouraged private sector innovation, especially among highly educated workers. Secondly, it is difficult to commercialize breakthrough technology and bring innovation resources and components together in the demonstration areas due to flawed institutional frameworks for innovation. Third, it is evident that there exist shortcomings in

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the cultivation of talent within the demonstration areas. Without significant improvements in human capital, there would be no basis for the emergence of new quality productive forces, which depends on innovative talent as a critical factor (Du et al., 2023). An illustration of this dependence can be seen in the declining population density of resource-based and old industrial communities in northeast China, with 75% of resource-based cities experiencing net population outflows (Chen and Mei, 2018). How to attract and retain talent presents a difficult question for old industrial and resource-based cities. However, in practice, those cities lack a pro-business environment to unleash the vitality and creativity of market participants. Another deficit is the lack of a conducive environment for the development of human capital, which impedes the emergence of new quality productive forces.

3.2 Insufficient Industrial Foundation Hinders Development of New Quality Productive Forces in Demonstration Areas

In recent years, the demonstration areas have made some strides in growing and developing strategic emerging industries based on significant technology advancements and needs. However, their current industrial system remains relatively weak for developing new quality productive forces, posing hurdles to transforming traditional industries (Cheng et al., 2020). For example, according to some research reports, coal-based cities account for 53% of resource-based cities in China, while forestry-based cities account for 18%. Nonferrous metallurgical cities, petroleum cities, ferrous metallurgical cities, and other resource-based cities account for 10%, 8%, 7%, and 4%, respectively. The majority of those cities were built on mining sites that lacked the necessary infrastructure for modern industry.

China's old industrial cities and resource-based cities are centered on the mid- and low-end positions of industrial chains. Short industrial chains, meager value-added, poor industrial concentration, and insufficient competitiveness all pose challenges to incubating industrial entities that represent new quality productive forces. Meanwhile, it takes time to develop strategic emerging and future industries that can offer fresh dynamism. As a result, the demonstration areas are in a painful period for cultivating industrial firms. In terms of production factors, the demonstration areas are at a disadvantage when it comes to competing for new factors like data, technology, talent, and markets, all of which are critical for incubating new quality productive forces. Another hindrance is the lack of technology, capital, and talent for modern services, high-tech industries, and future sectors, as well as underdeveloped market mechanisms. Furthermore, the demonstration areas suffer from path dependence and a resource curse, as evidenced by their resource-based industrial structure, which is dominated by traditional heavy and chemical industries and is vulnerable to the cyclical volatility of domestic and international resource price and demand (Wu et al., 2023). Given the trend of carbon emission reduction, the demonstration areas confront greater obstacles and risks than ever in transforming their energy-intensive and polluting industries.

3.3 Lack of Urban Functions Hampers the Development of New Quality Productive forces in the Demonstration Areas

Cities or regions where demonstration areas are located must strive to improve their urban functions and services in order to promote new quality productive forces. Old industrial and resource cities suffer from homogeneous industrial structures, deficient infrastructure and public services, irrational urban planning, and poor environmental quality for a variety of reasons, including historical legacy and changing circumstances. As a result, the demonstration areas have received little assistance from local urban functions such as employment creation, industry support, population growth, and public services (An and Zhang, 2019). Without a doubt, host cities must compensate for urban function deficits,

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build production factors, and update their industrial structure in order to incubate new quality productive forces. However, the majority of China's urban development programs are carried out in prosperous megacities rather than old industrial and resource-based cities where the demonstration areas are located, and urban development is delayed by complex social problems, a lack of capital, and overburdened public finance (Wu et al., 2023). Still, old industrial and resource-based cities have followed a standard pattern of urban development, giving industrial park renovations priority over bettering urban services. Urban development in those areas is inefficient due to flawed market systems, therefore innovation is required to improve public participation, establish long-term planning, and gain policy support (Cheng et al., 2020; Zhou and Shen, 2023).

4. Pathway Towards Creating New Quality Productive Forces in the Demonstration Areas

Given the above-mentioned gaps in the institutional mechanisms, industrial foundation and urban functions, it is suggested that local governments follow a three-pronged pathway to incubate new quality productive forces and empower high-quality development through institutional reforms, specialization, and urban development.

4.1 Unleashing Endogenous Dynamism through Institutional Reforms

The key to transforming the demonstration areas lies in institutional reforms that remove barriers to the creation of new quality productive forces and endogenous dynamism. To create new mechanisms that promote disruptive technologies and their commercialization, it is vital to unleash productivity and dynamism by deepening reforms and embracing innovation (Zhou and Xu, 2023). First, the government must establish and develop pro-business policies for the demonstration areas. It is critical to implement market-based factor allocation reforms and reinforce the role of competition policy. Efforts must be made to optimize the distribution and structure of the state sector of the economy, create a favorable business climate for private enterprises, and broaden opportunities for strategic emerging and future industries by streamlining administrative review and approval and encouraging private investment and entrepreneurship. Second, focus should be given to improving and reforming technological and scientific innovation systems in the demonstration areas, fostering a pro-innovation culture, and strengthening protection of innovative intellectual property rights (IPRs). The government is advised to create an innovation system that integrates industry, education, and research, with businesses playing a dominant role, and to make proactive efforts to establish regional technological innovation platforms led by tech firms, national laboratories, research universities, and national scientific research institutions. The importance of businesses as the backbone of technological innovation should be highlighted, and institutional frameworks should be put in place to allow the commercialization of R&D results and direct private investment to strategic emerging and future industries. Third, the demonstration areas should protect and promote entrepreneurship, as well as refocus institutional design from regional administration to overall coordination, the positive list to the negative list, and penalty imposition to forward-looking law enforcement assurances (Li and Zou, 2023). It is critical to strengthen talent development and promote innovation through more proactive, open, and effective innovation talent policies.

4.2 Spurring Industrial Progress and Specialization in the Demonstration Areas

By specialization, it is meant that the demonstration areas should build an innovation ecosystem with distinct regional features, and promote the regional economic transformation for intelligent,

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sustainable, and inclusive growth (He and Li, 2023). Specialization provides a way for the demonstration areas to build up new quality productive forces by overcoming challenges such as a weak industrial foundation, painful industrial transformation, a lack of competitive factors of production, and path dependence. It represents a regional development model in which localities harness their comparative advantages to develop a diverse array of industries, and break free from path dependence. This development approach is separated into two stages: In the first stage, the demonstration areas transform strategic emerging sectors by leveraging their current technologies and know-how. Based on their core competences, resources, and strengths, the demonstration areas should capitalize on their comparative advantages in the early stages of building new quality productive forces. In the second stage, local governments should orchestrate efforts among market entities for groundbreaking innovations and serve as a system integrator to generate new industries by combining knowledge from disparate domains. By utilizing new quality producing forces, the demonstration areas are expected to navigate new paths and create emerging industries.

4.3 Improving Urban Functions for the Demonstration Areas

At the new juncture in the process of building a socialist modern country, the development of new quality productive forces can be assured by an extensive improvement of urban quality, which will also satisfy people's increasing needs for a better life. The demonstration areas will help to form new quality productive forces with necessary functions by improving the urban environment, promoting industrial upgrading, improving public services, enhancing cultural soft power, and advancing green development. First, an up-to-date infrastructure system must be developed to accelerate the formation of new quality productive forces via digital transformation, intelligent upgrading, integrated innovation services, and information infrastructure. Second, priority should be given to intensive, eco-friendly, and circular natural resource development, as well as the concept of ecological civilization, in order to strike a balance between resource utilization and urban development and to develop long-term mechanisms for sustainable development (Wu et al., 2019). Third, urban renewal should be conducted in accordance with local conditions. On the one hand, old industrial and resource-based cities should implement accurate policy measures to create livable, resilient, and smart cities, develop urban functions, and fully explore potentials for economic dynamism, which is essential for cultivating new quality productive forces. On the other hand, it is vital to carry out urban renewal and institutional innovations for the demonstration areas, as well as establish more flexible systems for real property management, construction planning review and approval, and resettlement compensation (Wu et al., 2023) to address challenges to urban renewal in old industrial and resource-based cities and proactively improve the urban quality of demonstration areas.

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