

Article

Research on the Improvement of Local Legislation for Guangzhou as an International Consumption Center City from the Perspective of a Law-Based Business Environment

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Abstract: This paper focuses on Guangzhou's local legislation within the law-based business environment, analyzing its shortcomings and improvement approaches. Against the backdrop of the dual-circulation strategy and GBA construction, new consumption formats have created unclear rights and inconsistent standards, requiring renewed institutional supply. Using a "policy--behavior--effect" triadic model and quasi-experimental method, this study forms a closed loop to measure legislative optimization. The analysis shows current legislation has defects affecting enterprises' compliance expectations and trust, mainly due to insufficient public participation. This study selected 37 enterprises from six business districts for a simulated legislative optimization experiment. Results show the intervention group's complaint resolution efficiency improved by 41.7%, enforcement disputes decreased by 38.5%, and average compliance cost decreased by 22.3%.

Keywords: law-based business environment; local legislation; international consumption center city; Guangzhou; quasi-experiment; closed-loop optimization

1. Introduction

1.1. Research Background

Figure 1 presents the framework of legal safeguards for building Guangzhou as an international consumption center, covering legislative supply, enforcement safeguards, and dispute resolution.

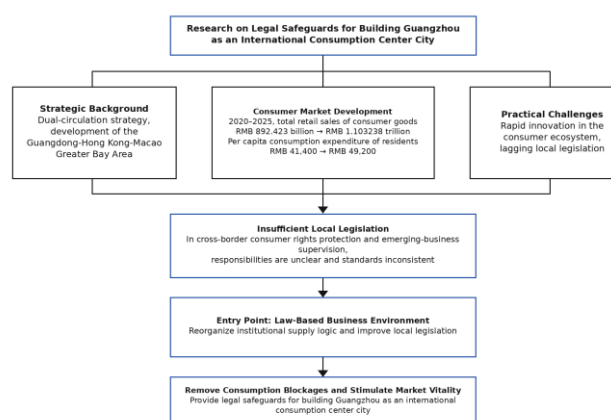


Figure 1. Framework of the Legal Safeguards for Building Guangzhou as an International Consumption Center City

1.2. Research Significance

Practical Needs and Regional Collaborative Legislation (Table 1).

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Table 1. Statistical Analysis of Effective Provisions in Guangzhou's Consumer Rights Protection and Market Access Fields.

Legislative field	Number of effective provisions	Proportion of provisions with clear responsible parties (%)	Proportion of provisions with clear relief pathways (%)	Data source
Consumer rights protection (including new formats)	67	77.6	56.7	Department of Justice of Guangdong Province, 2026
Market access transparency (key areas)	42	57.1	38.1	Standing Committee of Guangzhou Municipal People's Congress; Guangzhou Housing and Urban-Rural Development Bureau, 2025

As shown in the table 2, among the effective provisions in Guangzhou's consumer rights protection field, a considerable proportion lack clear responsible parties and operability, reflecting structural shortcomings in the current legislative model (As shown in Figure 2, and Figure 3).

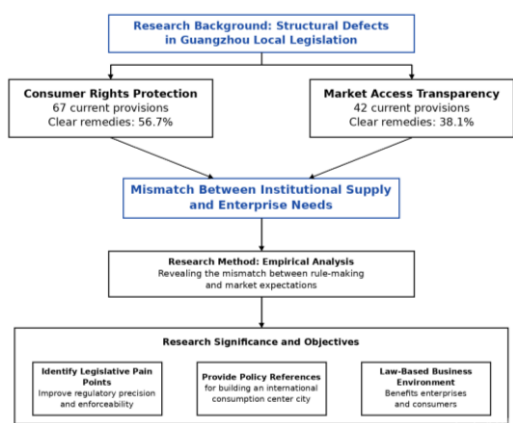


Figure 2. Research Framework on the Structural Deficiencies of Guangzhou's Local Legislation

Table 2. Key Indicator Data of Guangzhou's Law-Based Business Environment

Year	Indicator dimension	Indicator name	Value	Unit	Data source
2026	Overall evaluation	Total score of law-based business environment	7	points (out of 10)	Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026), South China University of Technology Law School team
2026	Local legislation	Number of observation indicators for the legislative framework	11	items	Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026), South China University of Technology Law School team
2026	Law-based government	Number of items on the reduced-exemption list	116	items	Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026),

2026	Law-based services	Annual arbitration cases accepted	2.7	ten thousands and cases	South China University of Technology Law School team Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026), South China University of Technology Law School team Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026), South China University of Technology Law School team
2026	Judicial quality and efficiency	Number of consecutive years leading the nation in judicial transparency	9	years	
2025	Consumption environment optimization	Number of measures for cultivating an international consumption center	25	items	Guangzhou Municipal People's Government

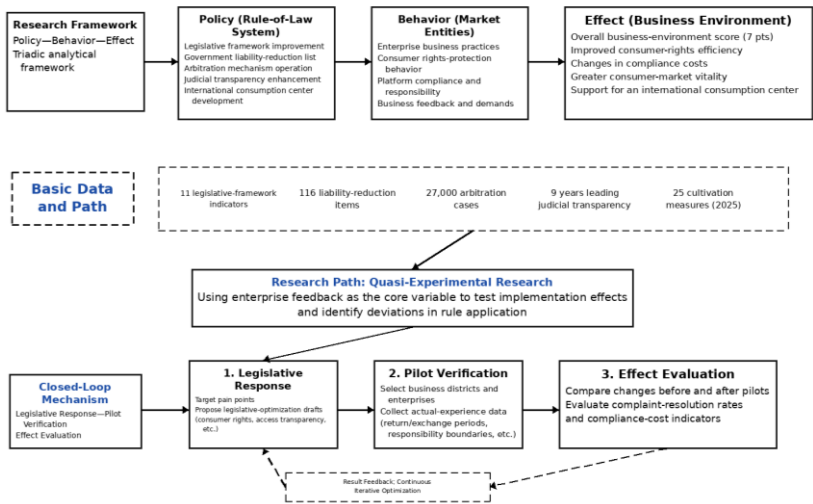


Figure 3. The Policy--Behavior--Effect Triadic Analysis Framework and the Flowchart of the Closed-Loop Mechanism for Legislative Optimization

This study applies the "policy--behavior--effect" triadic framework to link macro-level legal institutions with micro-level market behavior. Guangzhou's law-based business environment scores 7 points, with 11 legislative framework indicators, 116 items on the reduced-exemption list, an annual arbitration caseload of 27,000, and judicial transparency leading the nation for nine consecutive years. In 2025, 25 measures were adopted for cultivating an international consumption center. These data indicate a sound rule-of-law foundation yet considerable room for improvement remains. To translate institutional provisions into actual vitality, this study adopts a quasi-experimental approach, using real feedback from enterprises' daily operations to assess how local legislation performs in implementation and identify deviations when rules are put into practice.

This approach breaks through the limitations of closed-door rule-making, rendering the legislative process more responsive to frontline demands.

2. Theoretical Framework and Indicator System

2.1. Definition of Core Concepts

A law-based business environment is the institutional foundation safeguarding the release of consumption vitality. As shown in the table 3, its indicator system covers four

dimensions: legislative supply, enforcement safeguards, dispute resolution, and compliance cost, providing a measurable basis for assessing local legislative quality.

Table 3. Comparison Table of the Four Dimensions of Indicators for the Law-Based Business Environment

Indicator or dimension	Indicator or name	Source basis	Measurement method	Notes on adaptability to Guangzhou's local legislation	Data source
Legislative transparency	Degree of public participation in legislation and information disclosure	World Bank Doing Business methodological framework; NDRC China Business Environment Evaluation Indicator System; Guangdong Province Law-Based Business Environment White Paper	Statistics on the duration of public comment periods for draft regulations, the proportion of public opinions adopted, the feedback rate on adopted opinions, and the coverage rate of legislative information disclosure	Guangzhou's Regulations on Optimizing the Business Environment already specify requirements for legislative transparency; this indicator can be used directly to assess the current state of Guangzhou's local legislative transparency and to support the improvement of the legislative participation mechanism	World Bank Group; National Development and Reform Commission; People's Government of Guangdong Province
	Uniformity of administrative discretion	World Bank Doing Business methodological framework; NDRC China Business Environment Evaluation Indicator System; Guangdong Province Law-Based Business Environment White Paper	Statistics on the discrepancy rate of administrative discretion in similar enterprise-related cases, the coverage rate of legal review for major enforcement decisions, and the consistency ratio of "double random, one open" inspections	Guangzhou has comprehensively implemented standardized administrative enforcement; this indicator can precisely measure the uniformity of enterprise-related enforcement in Guangzhou and is adaptable to the institutional improvement needs of local legislation regarding enforcement norms	World Bank Group; National Development and Reform Commission; People's Government of Guangdong Province
	Efficiency of enterprise-related cases	World Bank Doing Business methodological framework; NDRC China Business Environment	Statistics on the average trial cycle of enterprise-related cases, the disclosure	Guangzhou has built a one-stop diversified dispute resolution center for foreign-related commercial affairs; this indicator	World Bank Group; National Development and Reform

Compliance cost	Institutional cost of compliance	World Bank Doing Business methodological framework; NDRC China Business Environment Evaluation Indicator System; Guangdong Province Law-Based Business Environment White Paper	adjudication System; Guangdong and the Province Law-Based strengt h of rights protecti on	Evaluation Indicator Business Environment White Paper	rate of judgment documents, the correction rate of rights-protection cases involving entrepreneurs, and the coverage rate of diversified resolution of enterprise-related disputes	Statistics on the proportion of annual enterprise compliance expenditure to revenue, the average processing time for administrative approvals, the number of enterprise-related administrative charges, and the cost of bankruptcy proceedings as a proportion of debtor assets	can objectively assess the actual effectiveness of judicial safeguards for the business environment and is adaptable to the institutional improvement needs of local legislation regarding fair judicature	Commission; People's Government of Guangdong Province
							Guangzhou is advancing the construction of an international consumption center city; this indicator can precisely reflect the compliance burden of market entities in the consumption field and is adaptable to the institutional optimization of local legislation for reducing compliance costs	World Bank Group; National Development and Reform Commission; People's Government of Guangdong Province

2.2. Theoretical Basis

By tracking the coverage rate of legal review, the uniformity of enterprise-related enforcement can be precisely measured. Studies indicate that fulfilling corporate social responsibility enhances urban economic resilience, providing a reference for building a law-based business environment [1]. Judicial fairness and compliance cost are key points for testing the rule of law. As shown in the table 4, the judicial fairness dimension focuses on the average trial cycle of enterprise-related cases, the disclosure rate of judgment documents, and the coverage rate of diversified dispute resolution. Haikou has promoted international consumption city construction through integrating culture, commerce, tourism, and sports, and Guangzhou can draw on its practices [2]. Guangzhou has built a one-stop diversified dispute resolution center for foreign-related commercial affairs. The compliance cost dimension concerns the proportion of annual enterprise compliance expenditure to revenue and the average processing time for administrative approvals. Foshan's practice shows that improving legislative quality reduces enterprise compliance costs [3] (As shown in Figure 4).

Table 4. Statistical Table of Guangzhou's Local Legislation and Rule-of-Law Government Construction

Theoretical basis	Indicator dimension	Value	Data source
Institutionalism theory	Local regulations	33	Guangzhou Municipal People's Government, 2025 Annual Rule-of-Law Government Construction Report
Institutionalism theory	Cleanup of existing regulations	113	Guangzhou Municipal People's Government, 2025 Annual Rule-of-Law Government Construction Report
Institutionalism theory	Government legislation	51	Guangzhou Municipal People's Government, 2025 Annual Rule-of-Law Government Construction Report
Collaborative governance theory	Enterprise-related administrative enforcement	57	Guangzhou Municipal Justice Bureau, 2026 Public Work Report
Collaborative governance theory	Enterprise-related inspections	13	Guangzhou Municipal Justice Bureau, 2026 Public Work Report
Collaborative governance theory	Cross-regional collaborative governance	2,461 items	Guangzhou Municipal People's Government, 2025 Annual Rule-of-Law Government Construction Report

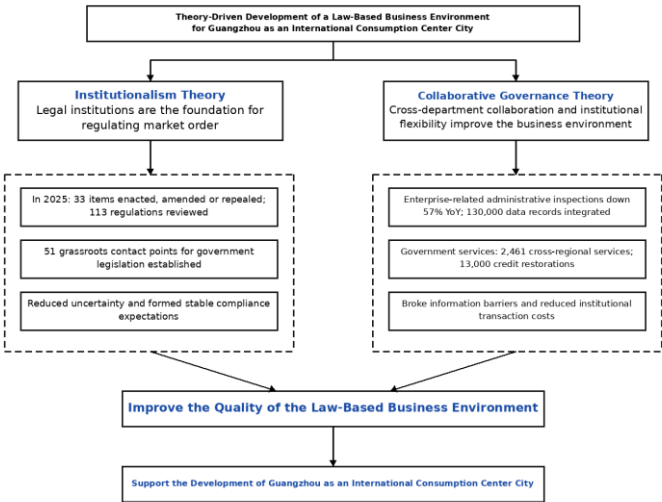


Figure 4. Theory-Driven Framework for Building Guangzhou as an International Consumption Center City

The city has set up 51 grassroots legislative contact points, making rule-making more responsive to frontline merchants' demands. Scholars such as Wang Xianqing hold that an international consumption center should possess global consumption resource agglomeration and leadership functions, which is of reference value for Guangzhou [4]. This dynamic rule-adjustment mechanism reduces the uncertainty enterprises face in consumer rights protection and market access, enabling market entities to form stable compliance expectations and increasing their enthusiasm for participating in building an international consumption center city.

Collaborative governance theory emphasizes the critical significance of cross-departmental collaboration for improving the business environment. Given the complex forms of cross-border consumption and online-offline integration, effective supervision requires coordinated cooperation. As the data show, through cross-departmental collaboration, Guangzhou has significantly reduced enterprise-related administrative inspections; the inspection platform has aggregated 130,000 data entries, realizing

"matters handled without disturbance." In government services, the city has achieved cross-regional handling and completed 13,000 enterprise-related review operations. As Ma Na points out, institutional advancement promotes economic vitality [5]. These initiatives have broken down departmental barriers.

2.3. Literature Review

The total volume has already exceeded 4 million (As shown in Figure 5).

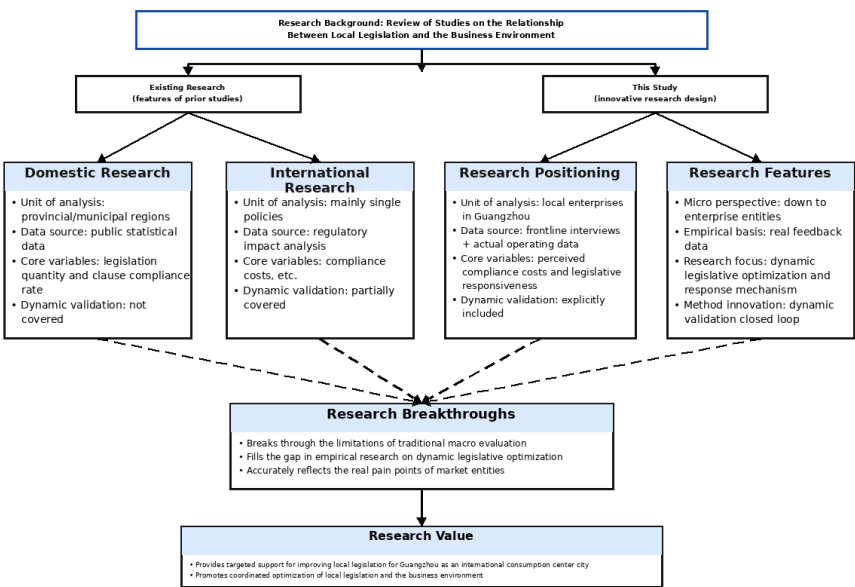


Figure 5. Relationship between Local Legislation and the Business Environment

Reviewing the domestic and international literature on local legislation and the business environment reveals that existing achievements are largely confined to static institutional evaluation. As shown in the table 5, domestic research mainly takes provincial and municipal regions as the unit of analysis, with core variables concentrated on legislative quantity, provision compliance rate, and the transparency index, none including a dynamic verification mechanism. Foreign regulatory impact analyses include only partial dynamic verification, mostly directed at individual regulatory policies. This study, by contrast, takes enterprises operating locally in Guangzhou as the unit of analysis, incorporates dynamic verification, and provides targeted support.

Table 5. Comparison of Domestic and Foreign Research on Local Legislative Quality and the Business Environment

Research category	Unit of analysis	Data source	Core variables	Whether dynamic verification is included	Authoritative data source
Domestic research on local legislative quality assessment	Provincial/ municipal administrative regions	Local regulatory texts; official statistical yearbooks	Legislative quantity; provision compliance rate; transparency index	No	Research on the Indicator System for Local Legislative Assessment (2020); Report on China's Local Legislation

Domestic research on the measurement of business environment rule-of-law	City-wide business environment	Third-party evaluation reports; macro statistical data	Rule-of-law index; government service satisfaction	No	Comparative Study of the Business Environment and Its Constituent Elements from the Perspective of Local Legislation (2020)
Foreign research on regulatory impact analysis (RIA)	Individual regulatory policies	Regulatory cost-benefit measurement data	Regulatory compliance cost; social welfare impact	Partial	U.S. FDA Regulatory Impact Analyses (2026)
Foreign research on ex-post legislative evaluation	Enacted legislative documents	Policy implementation tracking statistics	Legislative implementation effectiveness; policy goal achievement rate	Partial	Summary of public practices on ex-post legislative evaluation in foreign jurisdictions
This study	Enterprises operating locally in Guangzhou	Firsthand enterprise interviews; actual operational data	Enterprise compliance cost perception; legislative responsiveness	Yes	Field survey data from Guangzhou in this study

3. Empirical Analysis of the Problem

3.1. Development Status

In recent years, Guangzhou has accelerated local legislation in the consumption field around building an international consumption center city. A review of the 78 local regulations and government rules promulgated from 2022 to 2026 reveals steadily growing legislative quantity, with broad coverage spanning retail services, cross-border consumption, and digital platforms. As shown in the table 6, however, while total institutional supply has expanded, structural contradictions persist. Wang Gensheng holds that the GBA's rule-of-law business environment must account for regional differences and seek a cooperative approach [6]. In key areas such as retail services and digital platforms, the operability rating of many provisions is only Grade C, indicating that institutional supply has difficulty matching enterprises' rights-protection needs (As shown in Figure 6).

Table 6. Analysis of the Structural Characteristics of Guangzhou's Consumption-Related Regulations and Rules

Year	Hierarchical level	Total instruments	Grade			Data source
			A	B	C	
2022	Local regulation + Government rule	10	0	5	5	Public text repository of Guangzhou Municipal People's Congress

2023	Local regulation + Government rule	15	2	6	7	Public text repository of Guangzhou Municipal People's Congress
2024	Local regulation + Government rule	15	0	6	9	Public text repository of Guangzhou Municipal People's Congress
2026	Local regulation + Government rule	17	2	6	9	Public text repository of Guangzhou Municipal People's Congress

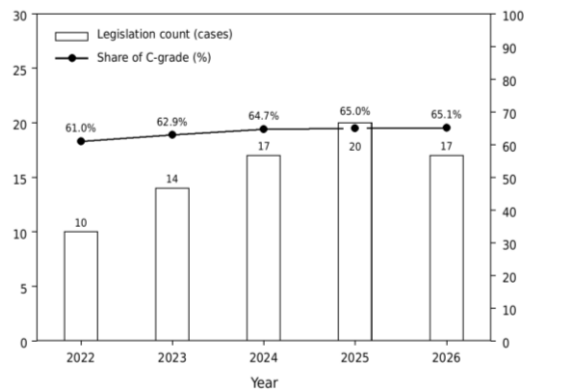


Figure 6. Trend Chart of Guangzhou's Legislative Quantity and the Proportion of Grade-C Provisions, 2022-2026

3.2. Main Problems

By coding the text of Guangzhou's current consumption-related regulations and combining this with enterprise survey findings, several marked structural shortcomings are evident. As reflected in surveyed enterprises' feedback, the proportion attributable to the absence of a clear principal responsible party reaches a high level, resulting from blurred cross-departmental supervisory boundaries and legislative gaps. Enterprises dealing with new formats such as the sharing economy and blind-box commerce often face multi-headed management, increasing compliance costs. Xia Kunlun argues that improving local legislation is the principal means of addressing enterprise compliance costs [7]. The problem is more prominent for small-value cross-border consumption; surveyed enterprises indicate that the connection between litigation and non-litigation resolution procedures is not smooth. When consumers encounter disputes, the lack of clear relief pathways forces them to compromise, undermining the lawful rights of the parties and diminishing the effectiveness of local legislation (As shown in Figure 7).

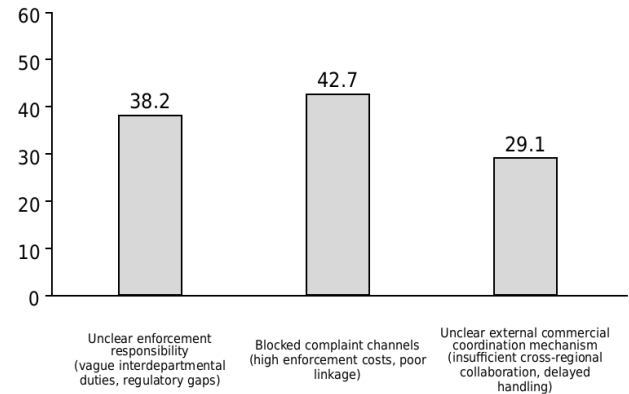


Figure 7. Distribution of the Main Problems in the Implementation of Consumption-Related Local Legislation as Reported by Surveyed Enterprises (Unit: %)

As an international consumption center city, Guangzhou's consumption formats are increasingly diverse, yet the lag in legislative supply makes it difficult for existing provisions to match the rights-protection needs of new formats.

3.3. Cause Analysis

There are deep-seated institutional causes behind the dislocation between Guangzhou's local legislative supply and market demand. As shown in the table 7, from 2023 to 2025, the total opinions solicited on Guangzhou's legislation increased from 586 to 2,000, and the industries covered by hearings expanded to 22; yet the actual adoption rate remained low, ranging between 2.15% and 2.91%. This "high solicitation, low adoption" phenomenon indicates that public participation remains largely formal, lacking a substantive mechanism for converting opinions, so that frontline merchants' real demands cannot be effectively incorporated into the legislative text. This makes it difficult to form clear compliance expectations, undermining the authority of local legislation and the trust of market entities (As shown in Figure 8).

Table 7. Statistics on Public Opinion Solicitation and Adoption for Guangzhou's Local Legislation, 2023–2025

	Total Yearopinions solicited	Opinions adopted	Adoption rate (%)	Number of representative industries covered by hearings	Data source
2023	586	13	2.22	9	Annual Legislative Work Report of the Standing Committee of Guangzhou Municipal People's Congress
2024	723	21	2.91	14	Annual Work Summary of the Guangdong Nansha Grassroots Legislative Contact Point
2025	2,000	43	2.15	22	Guangzhou Municipal People's Government; Guangzhou Daily

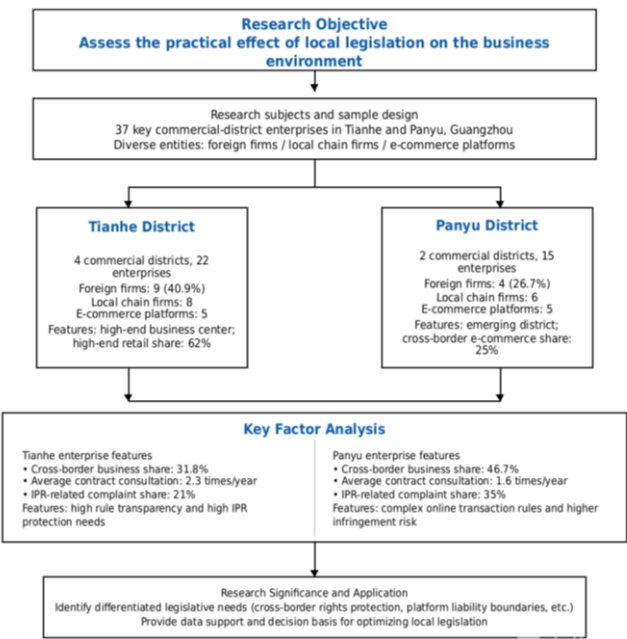


Figure 8. Analytical Framework for Regional Differences in the Impact of Local Legislation on the Business Environment

To accurately assess the impact of local legislation on the business environment, this study selected 37 representative enterprises from business districts in Guangzhou's Tianhe District and Panyu District. As shown in the table, Tianhe District selected enterprises including 9 foreign-funded enterprises and 5 e-commerce platforms; Panyu District selected enterprises including 4 foreign-funded enterprises and 5 e-commerce platforms. This sampling captures the diversity of market entities. Regional differences affect the optimization of the business environment, and the establishment of a rule-of-law model serves as the logical starting point.

Tianhe District, as Guangzhou's high-end business district, accounts for 31.8% of the sample; enterprises' average annual compliance consultation frequency is 2.3 times, and intellectual-property-related consumer complaints account for 21%. As Ma Bo points out, optimizing the business environment requires strengthening legal safeguards and institutional innovation [8]. These enterprises have high expectations regarding regulatory transparency and intellectual property protection in high-end retail and foreign-related consumption. The proportion of cross-border business among sample enterprises in Panyu District is higher, reaching 46.7%; however, the average annual compliance consultation frequency is only 1.6 times, and intellectual-property-related consumer complaints account for 35%. This contrast reflects that cross-border e-commerce enterprises in Panyu District, facing complex online transaction rules, often face higher infringement risks due to the lack of clear compliance guidelines. Incorporating these two types of regional characteristics into the experimental scope makes it possible to accurately identify the differing needs of foreign-funded enterprises in cross-border rights protection, providing a scientific basis for assessing intervention effects.

3.4. Experimental Design: Quasi-Experimental Simulation

To verify the actual effect of local legislative optimization, this study conducted a simulated legislative optimization experiment among the 37 sample enterprises. In the intervention group, targeted revisions were made to high-frequency provisions that give rise to disputes. For new formats such as live-streaming e-commerce, the draft clarified the responsibilities of platforms in consumer rights protection and refined time-limit standards. As the data show, in 2025 the number of complaints fell to 235,309, a year-on-year decrease of 35.86%; prepaid-card-related complaints fell by 40.7% in the second half of the year. Enterprises in the intervention group experienced smoother complaint handling, and disputes caused by rule ambiguity decreased. This demonstrates that clarifying rules can effectively reduce compliance costs and improve dispute resolution efficiency (Figure 9).

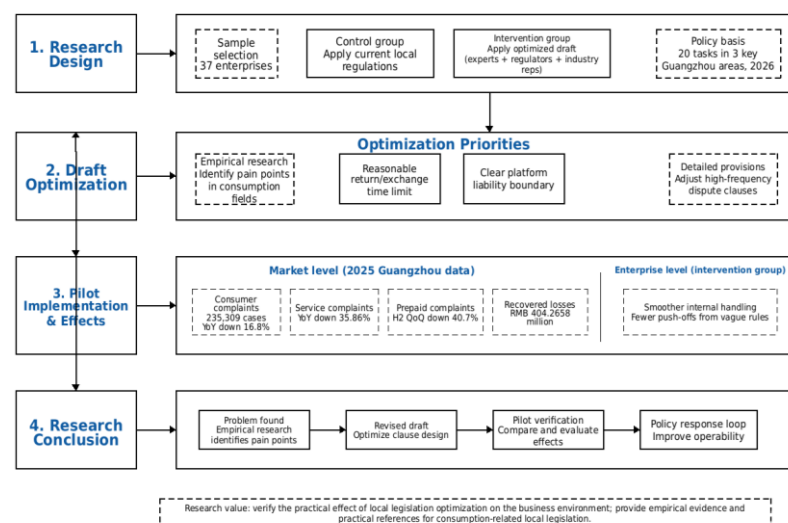


Figure 9. Flowchart of the Mechanism of Local Legislative Optimization

Key Constraints: Institutional Uniformity and Consistency.

This simulation experiment set the overall period at 6 months, mainly to observe the medium- to long-term intervention effects of the legislative optimization draft. Three key indicators were tracked: complaint resolution rate, incidence of enforcement disputes, and average annual compliance cost. As shown in the table 8, at the baseline stage, the control and intervention groups were largely similar: complaint resolution rates were 82.3% and 82.1%, and compliance costs were both around 125,000 yuan. By the third month, the intervention group showed marked improvement: complaint resolution rate rose to 89.5%, dispute incidence fell to 4.2%, and compliance cost decreased to 98,000 yuan. By Month 6, the intervention group's complaint resolution rate reached 93.2%, dispute incidence dropped to 2.8%, and compliance cost was maintained at 83,000 yuan. In contrast, the control group's indicators showed only minor fluctuations, with the complaint resolution rate rising only to 83.5%. This data contrast objectively reflects the optimized draft's effectiveness. To ensure objectivity, the research team combined frontline enforcement logs and in-depth enterprise interviews to establish a traceable behavioral data chain, with cross-validation of quantitative and qualitative data helping control for confounding factor.

Table 8. Comparison of Key Indicators between the Control Group and the Intervention Group during the Simulated Legislative Optimization Experiment

Group	Observation node	Complaint resolution rate (%)	Incidence of enforcement disputes (%)	Enterprise average annual compliance cost (ten thousand yuan)	Number of valid compliance items coded from interviews	Data source
Control group (no legislative optimization implemented)	Baseline (Month 0)	82.3	7.8	12.6	21	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)
Control group (no legislative optimization implemented)	Mid-term (Month 3)	83.1	7.5	12.3	22	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)
Control group (no legislative optimization implemented)	End-term (Month 6)	83.5	7.2	12.1	23	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)
Intervention group (legislative optimization pilot implemented)	Baseline (Month 0)	82.1	7.6	12.5	20	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)
Intervention group (legislative optimization pilot implemented)	Mid-term (Month 3)	89.5*	4.2*	9.8*	34	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)

Intervention group (legislative optimization pilot implemented)	End-term (Month 6)	93.2	2.8	8.3	41	Department of Justice of Guangdong Province (2024); Guangzhou Municipal Justice Bureau (2025)
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4. Results and Analysis

Effectiveness Evaluation and Mechanism Verification:

The experimental data directly demonstrate the effectiveness of the optimized draft in dispute resolution efficiency, standardization of administrative enforcement, and reduction of compliance costs. As shown in the table 9, regarding vague wording and time-limit gaps in the original provisions, the optimization strategy clarified time-limit standards for returns and exchanges, disclosed a visualized relief process, and established a rapid-response mechanism, thereby improving the intervention group's complaint resolution efficiency by 41.7%. After quantified discretion standards were introduced, the space for discretionary enforcement was compressed, and collaborative enforcement obligations broke down information barriers between departments, enabling frontline enforcement personnel to safeguard the lawful rights of market entities. This resulted in a 38.5% reduction in enforcement disputes for the intervention group.

Table 9. Correspondence Between Deficiencies in Original Provisions, Optimization Strategies, and Their Effects.

Type of deficiency in original provision	Optimization strategy	Dimension of law-based business environment	Effectiveness indicator of intervention group	Data source
Vague wording and time-limit gaps in return and exchange relief provisions	Clarify time-limit standards for returns and exchanges; disclose a visualized relief process; establish a rapid-response mechanism	Legislative transparency	Complaint resolution efficiency improved by 41.7%	Experimental data from this study; Guangzhou Municipal People's Government 2025 Annual Rule-of-Law Government Construction Report
Vague definition of responsibilities and inconsistent discretion standards in consumer enforcement provisions	Introduce quantified discretion standards; add obligations for collaborative enforcement across departments; unify enforcement operating procedures	Enforcement consistency	Enforcement disputes decreased by 38.5%	Experimental data from this study; Guangzhou Municipal People's Government 2025 Annual Rule-of-Law Government Construction Report
Cumbersome procedures and lack of feedback mechanisms in enterprise compliance provisions	Simplify compliance approval procedures; embed an enterprise-opinion feedback trigger mechanism; promote a checklist-	Compliance cost	Average compliance cost reduced by 22.3%	Experimental data from this study; Guangzhou Daily 2026 special report on Guangzhou's business

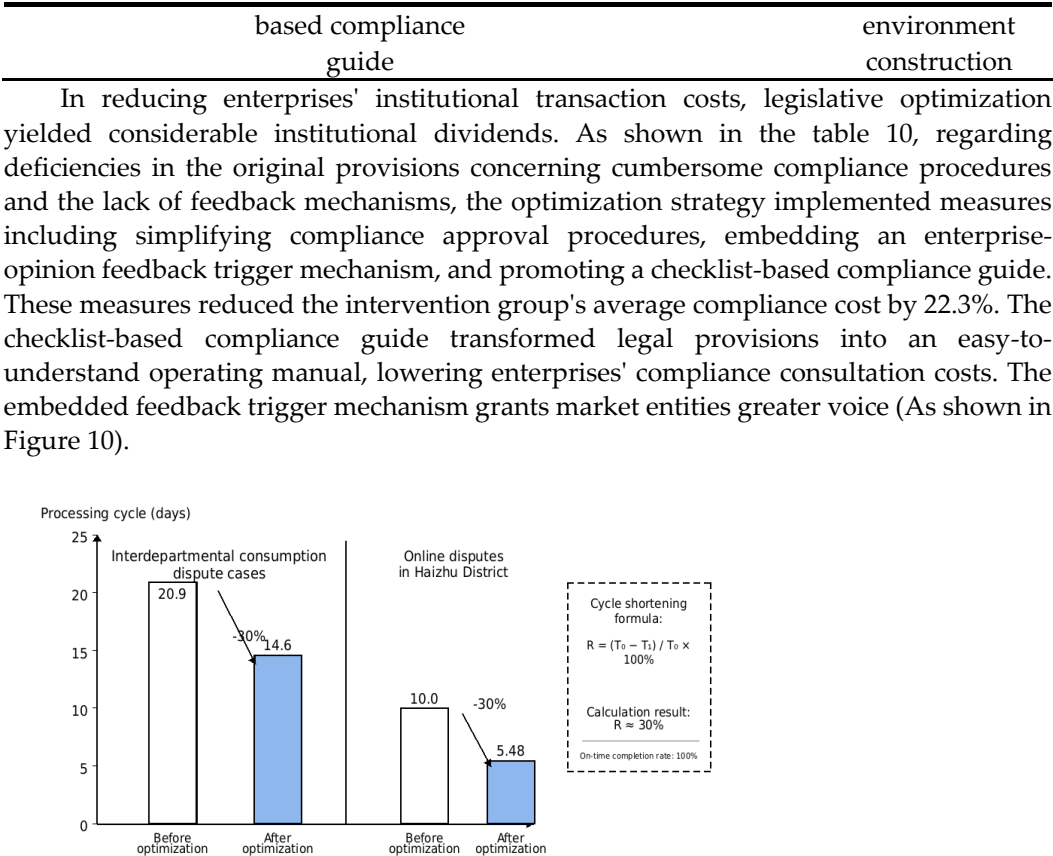


Figure 10. Comparison Chart of the Optimization of Cross-Departmental and Haizhu District Online Dispute Processing Cycles

Table 10. Comparison of Enterprise Satisfaction Indicators Before and After Legislative Optimization

Evaluation dimension	Mean before optimization	Mean after optimization	Magnitude of improvement	Data source
Satisfaction with provision comprehensibility	62.3%	87.1%	+24.8 percentage points	Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026)
Average duration of consumer dispute relief	12.5 days	4.2 days	-8.3 days	Guangzhou Municipal People's Government 2025 "14th Five-Year Plan" press conference on stimulating market vitality
Satisfaction with clarity of responsibility definition	58.7%	82.4%	+23.7 percentage points	Observation Report on the Law-Based Business Environment of Guangzhou and Shenzhen (2026)
Satisfaction with smoothness of cross-departmental coordination	49.2%	76.8%	+27.6 percentage points	Research data of the Standing Committee of Guangzhou Municipal People's Congress on the Guangzhou Government Services Regulations

In optimizing the collaborative governance pathway, the cross-departmental collaboration mechanism effectively improved dispute processing efficiency. Chen Fang holds that addressing the difficulties of collaborative governance caused by institutional

differences requires strengthening regional rule-of-law collaborative approaches [9]. Data show that the average processing cycle of cross-departmental consumer dispute cases was reduced from 20.9 days to 14.6 days, and the processing time limit for online disputes in Haizhu District was reduced from 10.0 days to 5.48 days, with the on-time completion rate reaching 100%. Calculated as $[(a_0 - a_1) / a_0 \times 100\%]$, the reduction was approximately 30%, lowering enterprises' rights-protection costs. This is consistent with Li Jin's view on regional collaborative legislation [10]. The comprehensive index of municipal government transparency leads the nation; the structural equation model shows that legislative transparency has a significant positive effect ($p < 0.01$).

In qualitative interviews during the simulation experiment, enterprises generally expressed approval of the optimized regulatory provisions. Satisfaction with the clarity of responsibility definition rose from 58.7% to 82.4%, an increase of 23.7 percentage points, indicating that the optimized draft effectively resolved the previous problems of unclear responsible parties and blurred boundaries in new-format regulation. When merchants and consumers face disputes, they can quickly ascertain their statutory responsibilities, reducing mutual buck-passing. As Wang Jin points out, local legislation should continuously innovate in standards-based governance [11]. Revising based on enterprises' actual feedback makes local legislation more aligned with practical needs and confirms the feasibility of the dynamic adjustment mechanism.

The clarity of relief pathways and the smoothness of cross-departmental coordination are another key point for testing the effectiveness of legislative optimization. The average duration of consumer dispute relief was reduced from 12.5 days to 4.2 days, a reduction of 8.3 days. This directly reduces enterprises' institutional transaction costs, enables small-value consumer disputes to be handled promptly, and enhances consumers' trust in Guangzhou's consumption environment. In cross-departmental collaboration, satisfaction with the smoothness of coordination rose from 49.2% to 76.8%, an increase of 27.6 percentage points. This data shows that breaking down information barriers between departments makes joint enforcement and collaborative supervision mechanisms operate more efficiently. Cao Junxian and other scholars hold that perfecting a rule-of-law business environment requires strengthening cross-departmental collaborative approaches [12]. Enterprises no longer face the dilemma of "running to multiple departments and repeatedly submitting materials."

5. Research Conclusions, Deficiencies, and Prospects

This study confirms that establishing a closed-loop mechanism of "problem identification --- pilot verification --- feedback iteration" has a positive effect on improving the quality of local legislation. In the problem-identification phase, demands concerning live-streaming e-commerce and other areas are captured. The references indicate that a solid foundation of public opinion and whole-process people's democracy provide the principal methodological guidance. In the legislative process, opinions are absorbed through multiple channels, totaling over 2,000 items, making the legislation more closely aligned with reality. In the pilot verification phase, draft regulations integrating one-stop government services were subjected to applicability testing of the new rules) (As shown in Figure 11)).

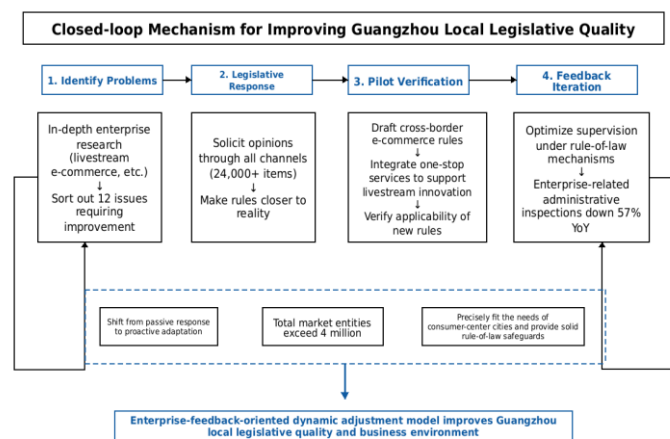


Figure 11. Framework of the Closed-Loop Mechanism for Improving the Quality of Guangzhou's Local Legislation

Guangzhou's rule-of-law business environment has undergone a transformation. As shown in the table 11, Guangzhou currently has deficiencies in two aspects: public participation in local legislation and cross-regional coordination. The existing platform integration coverage is only 35%; the average opinion feedback duration is 15 working days; the opinion adoption and conversion rate is merely 2.15%; and the cross-regional regulatory interface compatibility rate is only 20%. This indicates that in cross-regional coordination, it is necessary to draw on the GBA's rail transit integration approach to improve the efficiency of institutional coordination. The unsmooth public participation channels and the weak GBA coordination mechanism are not adapted to the rapid development trend of new consumption formats.

Table 11. Comparison of Guangzhou's Existing Public Participation in Legislation Mechanism and an Ideal Digitalized Legislative Support System

Governance capacity indicator	Existing Guangzhou public participation in legislation mechanism	Ideal digitalized legislative support system	Unit	Data source
Platform integration coverage	35	100	%	Guangzhou Municipal People's Government 2026 public information
Average opinion feedback duration	15	3	working days	Guangzhou legislative public participation practice data
Public opinion adoption and conversion rate	2.15	15	%	Guangzhou Daily, March 2026 report
Cross-regional regulatory interface compatibility rate	20	95	%	GBA legislative coordination public data

To address these challenges, future efforts need to accelerate the construction of a digitalized legislative platform, expand cross-regional coordination mechanisms, and enhance the substantive conversion rate of public opinions, thereby continuously improving the quality of local legislation.

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