Positive Relational Network Construction for Major Public Health Events: A Case Study Based on the COVID-19 Process in Shenzhen During Early 2022

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Abstract. The public focus on COVID-19 is transitioning from the public health dimension to the social dimension under the combination of temporal and geographical advances and multi-subject practices. Local governments are aiming to maximize their situational crisis response, engagement, and governance capacity in the national presence as a crucial subject in the chain of interaction. The dual discursive space [1] is used in this paper's paradigm to consider local governments' crisis management and image-building efforts in COVID-19 and the related public sphere contextually. Following the principle of sample representativeness, the study chooses COVID-19 in Shenzhen from January 2022 to March 2022 as a case and conducts a processual analysis of the primary civil discourse field based on the hierarchy of needs and the relative frequency of the reverse agenda. It is done after extracting the common characteristics of typical situations in the secondary public opinion crisis of COVID-19 since 2020. Based on this, the study develops a model of the relational paradigm and dialogical posture of the dual discourse space in the epidemic to allow the pertinent subjects to develop methodical tactics to increase their credibility.

Keywords: dual discourse space · crisis governance · state presence · relational paradigm · COVID-19

1 Introduction

Since 2020, a major issue with COVID-19 has been how to engage in a conversation among various topics. The discursive presentation and behavior of a city's response to the epidemic will shape the city's stage mood and collective memory in the public under the role of media mediation, while the advancement of the reverse agenda also plays an important role in the city's image narrative possibilities and realistic development prospects, i.e., the encoding of the city's self-image is undergoing identity reconstruction with the decoding and recoding of others in the epidemic crisis situation. Indeed, the self-image of the city has been decoded and recoded by others in the media and social networks. However, there is a propensity for some organizational actors to move their

discussion in the ecological network of "organization-public-environment" linkages to the negative side of public relations in the context of media and social network. Negative public relations tactics that are sudden and passive not only tend to create an atmosphere of dread, anxiety or other emotional dialogue, but they can also lead the general public to doubt the reliability, skill and caliber of the organization. This will deplete the possibility of dialogue and relationship coordination between the organization and the public. In order to avoid this situation, the organization subjects are trying to optimize the contextual extraordinary response, normal interaction, and governance capacity of the state presence and update the dialogue paradigm in order to build a more positive ecological network relationship.

Two main organizational subjects are conducting developmental dialogues with the public in the context of viral evolution: (1) the health communication, which is dominated by public health agencies and medical and health institutions; and (2) the social affairs and related policy, which is dominated by government-related agencies, official media, and local media. The public's attention on COVID-19 will shift from the public health dimension to the social dimension under the influence of spatiotemporal advancement and multi-subject practice, and at the same time, the policy organization subjects, primarily local governments, are actively improving their national presence dialogues and enhancing the systemic and coordinated public governance capacity. We'll concentrate on the latter in this paper.

According to Mark H. Moore, to advance strategic urban management and public governance, the governmental organizational body should start with the three fundamental components of mission management, political management, and operation management [2, 3]. Chinese scholars Tong Xing further proposed that public crisis governance should be composed of three parts: risk management, emergency management, and crisis management. This was done in consideration of special characteristics such as national characteristic political system and extraordinary stage [4]. Using this framework to analyze the COVID-19 crisis management process since 2020, local governments, on the one hand, demonstrate the benefits of prevention and control under the new national system, demonstrating swift and accurate emergency leadership, professional emergency teams, emergency security provided by the market economy, national governance system and "inter-provincial" mutual assistance, grassroots mobilization and community governance, military and local authorities [5], while on the other hand, there are institutional disadvantages in information access, media regulation, emergency medical care, expenditures for people's livelihoods, social governance system, intergovernmental cooperation, and social organization development collaboration. Additionally, there is insufficient motivation for local risk prevention and control, difficult to control subjective self-interest motivation, rigidity in governance thinking, and insufficient motivation for global risk prevention and control. At the same time, the issue of human rights protection also highlights structural contradictions in the process of epidemic prevention and control and crisis management, i.e., while the epidemic prevention and control protects the most basic human rights, i.e., the right to life, it has to take some necessary measures that lead to the temporary restriction of other individual rights and interests, and "if the various epidemic prevention and control measures taken by the government neglect to

coordinate the protection of various human rights, it may lead to public The government's measures to prevent and control the epidemic may lead to public discontent and even to secondary social disasters" [6].

Chinese scholar Xu Ming introduces Giddens' risk society theory on the formation of additional cognitive empowerment of COVID-19, contending that COVID-19 is included in the definition of emergencies in China's official policy system and rule of law interpretation. However, the occurrence of emergencies tends to accelerate the formation of risk society, which threatens China's public safety and interests, public security, people's life and property safety. Under the problem-oriented approach of reducing the threat and the possibility of forming a risk society, studies have been conducted to provide strategic directions mainly in terms of public safety governance and link prevention and control, image restoration and dialogue. According to Xu Ming, a first whistle-blower system should be established to encourage local governments to fulfill their risk management obligations, correct misconduct in local government public safety governance, establish bottom-up thinking, whole-process management thinking, and leverage the power of new technologies to overcome local government obstruction. In terms of institutional, technical, and legal safeguards, governance should be at the source. Local governments should improve the oversight of public safety [7]. Some scholars conducted corresponding studies on image restoration and dialogue during and after the epidemic and came to the conclusion that the epidemic caused alterations in the public's perceptions of the city, with the general characteristics of "old impressions" and "new perceptions" coexisting. Cities should launch a systemic project of urban form, urban system, urban behavior, and urban spirit in the midst of the identity crisis of image shaping in order to transform crisis into opportunity and achieve positive reconstruction and restoration of urban image in the context of the epidemic, which provides strategic support and suggestions for government governance. There was a positive correlation between the use of five positive public relations strategies—listening, training, informing, dialogue, and participation—and the severity of the epidemic, with a stronger correlation between the listening strategy and the severity of the epidemic.[8] City governments can utilize local resources and stage attention, promote city image recovery and optimization in a healthy relationship ecological network of dialogue with the public and coordination with the environment, and build up strength for city development by combining positive public relations strategies centered on listening strategies with post-epidemic city initiation system projects.

In the context of COVID-19, previous research by academics in the fields of public administration, communication, law, political science, and economics has evaluated the situation and recommended strategies for public dialogue and social governance in the presence of local governments, including local government and local finance, local governance, social organization cooperation and human rights protection, online public opinion response, image restoration, and communication, etc. However, past research still lacks the value of caring for the public, and there is a lack of dialogue on the positioning of public relations as a "relationship mediator", which means "standing with one foot in the organization and one foot in the public relationship and social environment. Some arguments even simply assume a one-way relationship between the public, the media,

and the government, adhering to the "magic bullet" theory of communication epistemology, which views the public as having the status of object identification while the media and government are the only subjects of power in the communication process. Civil discourse, however, has developed into a significant pole in the communication landscape and public sphere with the aid of information and communication technologies, frequently conveying various and multi-perspective views and attitudes and reshaping the social ecology through interaction and co-action with the official discourse. Although previous research has partially focused on the dialogue between organizational subjects and the public and has offered corresponding strategies and governance solutions, it has largely concentrated on the unconventional aspects of risk management and crisis response, or the traditional negative public relations aspect. Public relations must conduct in-depth research and practice on routine proactive public relations like daily relationship maintenance, organizational image building, and social capital enhancement if it is to leave the "stigmatized" disciplinary environment and establish its own disciplinary appeal and legitimacy of professional practice [9]. To this end, this paper will also attempt to make a preliminary proactive construction of a normal relationship ecological network in an epidemic situation.

Through case observations and comparative analysis, this study will attempt to answer the following questions in light of the aforementioned studies and actual ethical dilemmas: (1) From 2020 until the present, which characteristics of the COVID-19 secondary crises are typical? (2) In secondary crisis or prospective crisis scenarios that are closely related to the typical characteristics, what are the differential dialogue methods between the dual discourse spaces? What outcomes are there? (3) In order to make up for the fact that the dual discourse space has been blocked due to the trust problem, what are the productive dialogical efforts that organizational actors might make to overcome the shortcomings of the current relational ecological network?

2   Research Methodology

Since 2020, social secondary public opinion events have happened in various regions together with the development of COVID-19. It is noted that the typical characteristics of secondary public opinion events in the civic discourse space can be fundamentally sorted out and summarized by beginning from two aspects: the hierarchy of needs involved in the events and the frequency of reverse agenda formulation. With the introduction of Maslow's hierarchy of needs theory, we can get a basic grasp of the attribute composition of events of public concern and the shortcomings and improvement directions of governmental organizations, i.e., we can understand the question of "what the public is concerned about"; with the help of reverse agenda setting theory, we can synthesize the data heat and collective memory to conduct a "partially quantifiable qualitative analysis" of the content of public concern. The "partially quantifiable qualitative analysis" can help to discover "what the public cares more about". Local organizations need to engage in a real-time discourse on the two aforementioned concerns to create and implement policies in a more systematic and orderly manner in specific circumstances.

2.1   Operationalization of the Concept

This paper chooses to use the physiological needs, safety needs, cognitive needs, belongingness and love needs, and self-esteem needs in the framework of Maslow's hierarchy of needs on COVID-19 in order to clarify the conceptual meaning of the "hierarchy of needs involved" in the context of this research and apply it to subsequent research operations. In order to construct the demand level for the civil discourse space in the new crown epidemic condition, the primary genuine examples in the epidemic process are integrated and summarized. Figure 1 displays the spectrum.

Based on this, a consensus over how to define the phrase "reverse agenda-setting frequency" is also important for this study. When examining audience discourse in social media, social network agenda setting, and its relationship with traditional media agenda, Korean scholars, primarily Kim and Lee, have noticed the "reverse agenda effect" in the agenda-setting theory "media-public-network structure" stage development agenda. The agenda-setting on social networks and its connection to traditional media agendas were studied, and the "reverse agenda effect" was noted [10]. Specifically, in the context of media practice, journalists respond to actual or perceived public interest in a reverse agenda-setting process, public agendas attract attention, and the general public is empowered by social media. (Yuan Xiao, 2016) Weibo, WeChat, and ByteDance are primarily responsible in the Chinese context for the expression of public sentiment and the transmission of public opinion. They communicate the actual demands and imagined interests of the public, and there is a strong correlation and interoperability between the two platforms when it comes to issue setting. Jiang Y focuses on the Sina Weibo platform's ability to set the agenda in reverse and contends that its "Hot Topics" module can do the same for domestic media [11]. Using this information as a foundation, the study decides to use the frequency of topics on the Sina Weibo platform as the operationalization criterion for "reverse agenda setting frequency" and then goes on to complete the subsequent steps.

(1) On the Sina Weibo platform, researchers used the term "major provinces/cities + epidemic" to gather 8390 data from 30 provinces or cities, as shown in Table 1.

Fig. 1. Hierarchical Mapping of Demand for Civil Discourse Space in COVID-19 (photo credit: original)

Table 1. Data Source Province/Cities (photo credit: original)

Province/City	Frequency of topics	Province/City	Frequency of topics
Beijing	999	Xi'an	791
Shanghai	782	Nanjing	748
Wuhan	656	Henan	557
Guangzhou	454	Tianjin	373
Shenzhen	321	Jilin	282
Chengdu	260	Shijiazhuang	246
Guizhou	212	Qingdao	201
Hong Kong	192	Chongqing	167
Hainan	164	Yunnan	145
Xiamen	129	Harbin	108
Shenyang	94	Hefei	94
Changsha	88	Neimenggu	84
Xinjiang	84	Lanzhou	58
Taiyuan	49	Dalian	19
Anyang	17	Dongguan	16

Table 2. Total Number of Topics and Frequency of Keywords Involved in Each Demand Level (photo credit: original)

Demand Level	Total number of topics	Frequency of keywords	Popularity level
Physiology	7886	15	Top
Safety	10265	55	Top
Cognitive	1754	30	Moderate
Belonging	1025	27	Moderate
Respect	503	21	Low

(2) To complete the word selection process, the data obtained from the crawler were automatically word-separated, and the words that did not meet the frequency condition (≤10), the attribute condition (such as pronouns, adverbs, English, etc.) and the content condition (recurrence or irrelevant to the demand) were also screened out. The keywords were then given to the demand in combination with the concentrated exploratory material of the topic, as shown in Table 2.

(3) The essential terms used were co-word analyzed to complete the social network study. As seen in Fig. 2, it was discovered that the "core-edge" aspect of the social network analysis was strongly connected with the sexiness of the demand level.

Fig. 2. Social Network Analysis Based on HF Topic Vocabulary (photo credit: original)

Integrating the hierarchy of needs, the frequency of reverse agenda setting, and the state of events/processes, this paper classifies the typical characteristics of secondary crises of the COVID-19 since 2020 into four categories, namely, "sudden events based on the physiological level of needs - high frequency," "ordinary process based on the level of security needs - high frequency", "extraordinary events based on the level of cognitive needs - moderate frequency", "ordinary process based on the level of belonging and respect needs - moderate frequency", which on the one hand means that local government organizational subjects will mainly face these four types of problems and the risks they bring in the COVID-19 situation, on the other hand, it means that local government organization subjects can adopt active dialogues and corresponding strategies for these four types of problems and better play the role of state presence.

2.2 Case Selection

According to Fig. 3, the "Shenzhen epidemic in early 2022" refers to the outbreak of multiple rounds of a persistent epidemic in Shenzhen, Guangdong Province, from January to March 2022. This period marks the peak of public concern and social focus on the prevention and control of the epidemic in Shenzhen since 2020, with the key node H occurring from March 14 to March 20. The "city shutdown week," which ran from March 14 to March 20, included the critical point H.

In order to maximize the value of case analysis and model building, this study chose the Shenzhen epidemic as a case based on (1) The typical common characteristics of the event, which can essentially cover the case types and demand levels, and has strong case

Fig. 3. "Shenzhen Epidemic" Baidu Index (photo credit: Baidu Index)

representative value. In the early stage of the development of the incident, there were secondary outbreaks with high typical characteristics, covering multiple dimensions such as living goods, resettlement of populations, job and economic losses, capacity and credibility, healthcare and infrastructure, pet disposal, etc., which can be used to build a similarity with other cities' outbreaks. (2) The positive flow of the network of local government relations. The dual discourse space has changed from tension and incongruity to accommodation and harmony, and the dialogue mode of the official discourse space has changed from negative one-way preaching to a combination of two-way positive interaction and positive one-way preaching, and (3) The positive transformation of the city image effect. Shenzhen not only corrected the negative perceptions brought on by the pre-epidemic response failure and urban construction process, such as a lack of humanistic care and one-size-fits-all, but it also partially reinforced the previous positive perceptions, such as technology, youth, and tolerance. The attainment of this ideal governance state can create a strong reference space for intergovernmental cooperation and other government governance in China, as well as send a positive message to the world and the general public about the Shenzhen government's ability to govern, attracting more talent and development resources, and strengthen the city for future development.

3   Exploring the Discursive Space: Context Description and Relationship Construction

Governmental actions and official discourse expression, private discourse transmission and public perception, official response and behavior adjustment, societal attitude and cognitive remodeling during the event's growth are the important components of the city image context in the epidemic. As a result, this article will also take a three-dimensional and dynamic perspective on the event's development process under each degree of needs from these four links.

3.1   "Sudden Events Based on the Physiological Level of Needs - HF"

It is necessary to base observations and considerations on the spread of an epidemic in a metropolis on a complex scenario in a particular time and place. Shenzhen experienced dual natural and social pressures between January and March 2022, including an unusual vegetable sowing season, delays in transportation and agricultural operations, the scope of the epidemic issue, and unrest in global grain silos. Local governments and

related organizational entities urgently need to respond to physiological public opinion events with living materials and closed control as major subjects. The adequacy of food supply and the high price of food touches the basic physiological needs identified by Maslow and constitute the primary direction of social public demands.

Among these, the sequence of events from the end of February to the beginning of March 2022 sparked a surge in public demands and unfavorable public perceptions. The number of instances of the pandemic in Shenzhen kept growing during that time, the closure control's purview was broadened, and some companies engaged in illegal profit-seeking activities and hiked prices as a result. Simultaneously, small-scale confrontational decodes have emerged in the interactive space of official media propaganda reports. The pandemic control efforts in Shenzhen were completely upgraded on the evening of March 13. Internet rumors that "Shenzhen is closed" and "vegetables are in low supply" caused many individuals to stock up on vegetables.

The local government of Shenzhen created the primary body to promote multi-layered measures to carry out active discussion in response to the need for a space for civil discourse: (1) Demand-based publicity based on commitment. In A Letter to the Public, the Market Supervision Administration emphasized that Shenzhen's edible agricultural products, such as rice, flour, oil, meat, eggs, and poultry, are currently in sufficient supply and are supplied smoothly; (2) Dependent on the severity of the penalty for disorder. According to the Price Law of the People's Republic of China, Provisions on Administrative Punishment for Price Violations, and other laws & regulations, a commercial organization such as a super-market in Pingshan and a fresh supermarket in Nanshan District has been punished by filing a case to maintain the smooth operation. Shenzhen Municipal Market Supervision Bureau stressed that during the epidemic period, it will crack down on price gouging and hoarding. (3) Enhanced governance based on knowledge of social public demand. Shenzhen agricultural organizations strike a balance between the lack of living supplies for community members and the closed control of the epidemic in some areas, relocate the farmers' market to their homes, actively open the last 100 m of the supply of agricultural products, and address the issue of stagnant sales brought on by the lack of human flow during the control of the epidemic; (4) Technology assurance based on local urban factors. As the "capital of science and technology," Shenzhen's local government made the most of this position by working with science and technology companies to launch express delivery services that connected to warehouses and medical facilities, allowing residents to find solutions to the problem of challenging and expensive food shopping while maintaining personal safety and reducing stress.

In the aforementioned process, the government of Shenzhen adopted a methodical response strategy of "committed propaganda & punishment of chaos & fine community governance & technological protection," paid attention to public voices, and engaged in dialogue with public needs, which not only resolved the initial public anxiety and trust crisis and prevented the possibility of expanding negative emotions in cyberspace, but also formed a community with local social organizations and enacted a number of other measures. Additionally, it promoted the development of the security system, converted the crisis into an opportunity, and enhanced its reputation by creating a prevention community with nearby social and commercial institutions.

3.2   "Constant Process Based on the Level of Security Needs-HF"

Because of the COVID-19's effects on the established social order, medical system, and chain of social production, secondary public opinion based on the required level of security is in a delicate position and continues to be a hot topic in society. While the official discourse maintains a one-way output, the civil discourse frequently presents confrontational decoding in the form of criticism and supplementation and focuses on the lack of significant guarantees in some individuals' situations, the inadequate hardware and control mechanisms in key epidemic prevention sites, and the work and economic losses caused by the epidemic, for example, the problems with medication and medical treatment for people with basic diseases and pregnant women, the purchase of sanitary napkins for women, the digital divide for the elderly population, the placement of take-away riders, the hygiene of epidemic-proof hotels, the unemployment in the epidemic, and the imbalance between lower wages and external and continuous pressure.

The Shenzhen government maintains a two-way interaction-based approach in conversation with the aforementioned facts, complemented by other channels to provide authentic input to the public's demand emphasis, such as (1) Health care security. To enable quick access to medical care for groups suffering from basic ailments, pregnant women, and other special groups, green pathways are established up in hospitals and pharmacies; (2) Social assistance. Promote the provision of supplies and logistics services, enhance community mutual help programs, and make sure that sanitary napkin needs of female groups are met; (3) Senior citizen groups demand. Accelerate the implementation of "one pass," "reverse coding," and unique services for volunteers; encourage the development of age-appropriate products and health services with businesses like Jingdong Health; (4) Work infrastructure. Negotiate with other units and organizations to build and provide temporary living places for delivery riders in need, so as to avoid "sleeping in bridge holes"; (5) Livelihood protection. Using social security to "slow down," "return," "decrease," and "compensate," we may efficiently lessen the strain on businesses and the amount of layoffs and redundancies brought on by the epidemic. In order to lessen the real pressure, social allowances and subsidies are given to those who have been impacted by the epidemic and have experienced layoffs and unemployment. However, the Shenzhen local government still needs to improve its dialogue on issues such as some compulsory vaccinations, the safety and hygiene of epidemic prevention hotels, and the plight of expatriate workers returning to Shenzhen.

In the context based on the level of security needs, Shenzhen maintains humanistic care and demand orientation, and actively dialogues with the public and the environment it is in, which not only alleviates the plight of the life of multiple social subjects, but also sends a positive signal of state presence, bridges the relationship gap generated in the past between the government and the public, and in a certain sense achieves what He Guoping scholars have discussed in the framework of urban image communication "In this process, the public and the city government develop and coalesce into a community of meaning".

3.3   "Extraordinary Events Based on the Cognitive Demand Level-MF"

In secondary public opinion events based on cognitive needs, the official discourse space has the ability to set the agenda more actively. When the one-way reports of the official discourse space are accurate, rapid and true, the civil discourse space will produce the position identification behavior of "dominant-hegemonic" decoding as described by Stuart Hall; when the official discourse is silent, misrepresented and ambiguous or noise interferes with the communication, the civil discourse space will have both confrontational and consultative positions, and only then will it have the possibility of deeper voice. When the official discourse loses its voice, misrepresentation and ambiguity, or noise interferes with the dissemination, there will be both confrontational and consultative positions in the civil discourse space. For example, in the announcement tweets of the Shenzhen Health and Construction Commission on April 13 and 14 about the new cases and related situations, the specific sources were not specified initially, so that some netizens were confused about the gender ratio entering Shenzhen from foreign provinces, and there was a possibility of spreading secondary rumors. Shenzhen Health Construction Commission timely selected and gave a response, informing that "cases 1–20 are personnel returning to Shenzhen from provincial aid hospitals and are now centrally isolated", filling the information gap and satisfying the cognitive demand of the civil discourse space. In addition, the Shenzhen Municipal Health Construction Committee has its own media (i.e., official website), on which it also plays a role in following up information and releasing health information in a timely manner.

During the phase in question, Shenzhen existed both as an outbreak site, an international transit and quarantine city, and as a border city and counterpart city to Hong Kong, China, where the epidemic was more severe during the same phase. In this dual role, the Shenzhen Municipal Government and the Municipal Health Care Commission followed up on the data and flow investigation reports in a timely manner, and in addition to the routine work based on cognitive needs, they also conducted data and quarantine placement of normal entrants to Shenzhen from Hong Kong, and informed reports on irregular entrants and punished them accordingly.

In the case of public opinion based on cognitive needs, government organizations and media organizations dominating official discourse need to actively, proactively and timely pay attention to the questions and confusions of the public discourse space about the existing information, and provide relatively accurate and effective supplementary explanations to the expressions of key or potentially key public opinion, and the dual discourse space strives to develop a "one-way propaganda vs. active". In this process, the dual discourse space strives to develop a "one-way propaganda vs. active questioning" relationship in order to reduce the costly investment in governance caused by more recurrent rumors.

3.4   "The Normal Process Based on the Hierarchy of Belonging and Respect Needs - MF"

During the Shenzhen epidemic, a blogger released a short video "The most embarrassing place of the Shenzhen epidemic" on Bilibili, which had reached 1,874,000 by April 18, 2022, being forwarded by several platforms. It's main text script is "Hot dry noodles to

hold on, Hu spicy soup to hold on, meat bun to hold on, but we found no food can stand out for Shenzhen to hold on" behind the blogger's humorous words, the sense of city belonging in the shaping of city culture mapped.

Public opinion based on the level of love needs shows deep public insight and a sense of community, which is an important aspect that local organizations tend to ignore but have a chance to turn around. For example, in the case of pet-homing, the Shenzhen government initially adopted a similar approach to most places, i.e., a one-way approach to action with a lack of humane consideration, which led to dissatisfaction in Shenzhen's civil discourse space, where the overall age structure is young. In order to achieve positive dialogue in this context, Shenzhen officials and related organizations made a breakthrough by building a pet shelter to properly house the pets of the segregated population. With the potential crisis of public opinion, the Shenzhen government has actively engaged in dialogue and explored a way out, shaping the humanistic landscape of Shenzhen into a warm and humane city.

In addition, Shenzhen's official discourse space also fully explores its own advantages and internalizes them into practical actions in the process of fighting against the epidemic, exporting the city's brand and advantages, enhancing the city's adhesion and sense of belonging internally, and enhancing the city's attractiveness and influence externally. Shenzhen officials actively exploit the advantages of abundant local science and technology enterprises and strong innovation vitality, and release the special epidemic of science and technology achievements in this epidemic event to encourage local enterprises to combine their own science and technology patents with the epidemic prevention and control work, and put into use "black technology" such as unmanned delivery vehicles, intelligent take-away cabinets, automatic identification machines and special gate-monitoring and grasping machines, in buffering the epidemic prevention work human resources shortage, the supply of essential goods distribution pressure at the same time, but also to reduce the high-risk work caused by the epidemic exposure and infection. In addition, Shenzhen also strives to convey a sense of community in its official narrative, supporting local NGOs to strengthen technological and social cooperation with enterprises such as Jingdong and Tencent, supporting local educational organizations to deepen social practice, and when conducting social recruitment of volunteers for epidemic prevention work, volunteer opportunities in Shenzhen are "hard to find". Through the integrated dissemination of these messages, Shenzhen's tolerance, openness, vitality and commitment to empower urban governance are presented.

3.5   Attempts of Constructing the Availability Model

After the above research process, it can be seen that local governments should give priority to high-frequency public opinion events, i.e., public opinion events based on physiological needs and public opinion events based on security needs, when responding to epidemic crises and carrying out public governance, and promote the dual discourse space of these two types of public opinion events to "two-way interaction vs. affirmative complementation" through systematic strategies to enhance Dialogue, repair and stabilize the image of the city (Fig. 4).

The local administration should continue to use one-way propaganda in public opinion events based on cognitive needs that is accurate and quick. Attempting to engage
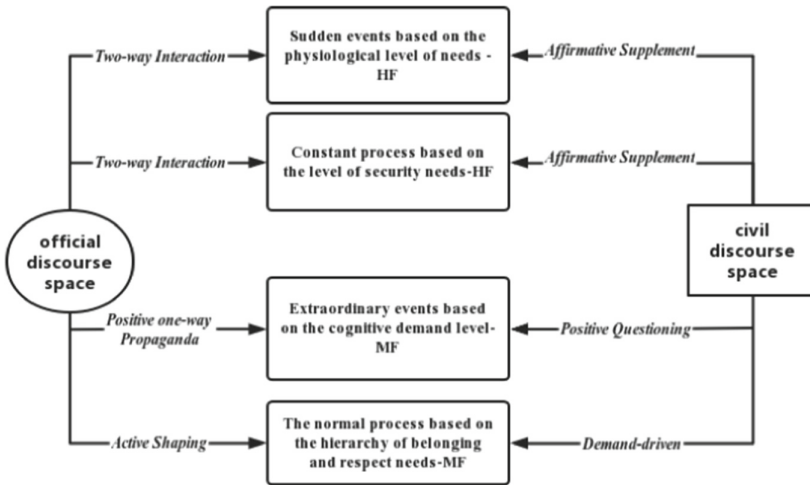
Fig. 4. Modeling the Availability of Dual Discourse Spaces in the Public Governance (photo credit: original)

in active questioning throughout the process, promote information update and improvement, improve the content and delivery of propaganda materials, minimize the loss of government credibility to the greatest extent possible, and successfully utilize the discourse power of information about epidemic awareness.

According to the study, even while COVID-19 includes the usual characteristics of crisis and negativity, this does not necessarily suggest that the city's reputation is negatively affected by the epidemic. Urban characteristics and core components encourage active urban brand promotion and the formation of a community of interests, which can successfully address unfavorable public opinion in the reverse interaction of the dual discourse space, with the potential to improve the city's reputation and reshape the city's positive identity.

4   Conclusion

The novel coronavirus is an example of a public health event that needs to be explored in the field of natural science and medicine, but it also needs to be reflected on and explored in the field by humanities and social sciences scholars. At present, the novel coronavirus as a cause or motive, directly or indirectly affecting social relations and public perception, has been an important topic of media coverage and public discussion in recent years. COVID-19 has temporarily become an important component of the social media, playing an interdisciplinary role and mediating influence in the process of social reshaping, which makes it urgent for public relations scholars to assume academic responsibility, take the initiative to explore the mechanism and find possible ways out.

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