

The community voice in the preparation of a mega-event: Rio 2016

A voz da Comunidade na Preparação de Megaevento: Rio 2016

La voz de la comunidad en la preparación de un megaevento: Río 2016

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ABSTRACT

This article addresses the importance of the local community in the preparation of mega-events, taking the case of the Olympic Games in Rio de Janeiro in 2016. Using the news *e-clipping* of three Brazilian newspapers, we conducted a quantitative analysis of the topics addressed and the *voices* present in the news. In addition, we conducted a qualitative analysis of the news in which there is an association between protests and the 2016 Olympic Games. As a result, we detect a distance between the interests of the organization of the mega-event (dominant) and the interests of the community (devalued), as well as the role of the media in the representation of both.

Keywords: public relations, community, mega-event, media coverage, Olympics 2016.

RESUMO

Este artigo trata da importância da comunidade na preparação de megaeventos, tomando como exemplo os Jogos Olímpicos do Rio de Janeiro, em 2016. Recorrendo ao e-clipping de notícias de três jornais diários brasileiros, é feita uma análise quantitativa dos temas abordados e das vozes presentes nas notícias. Adicionalmente é feita a análise qualitativa das notícias recolhidas em que existia associação entre protestos e os Jogos Olímpicos de 2016. Verifica-se a distância entre os interesses da organização do megaevento (dominantes) e os interesses da comunidade (desvalorizados) e evidencia-se o papel dos media na representação de ambos.

Palavras-chave: relações públicas, comunidade, megaevento, cobertura midiática, Jogos Olímpicos 2016.

RESUMEN

El artículo aborda la importancia de la comunidad local en la preparación de megaeventos, tomando el caso de los Juegos Olímpicos de Río de Janeiro en 2016. Para eso, se recurre al *e-clipping* de noticias de tres periódicos brasileños, de los que se extrae un análisis cuantitativo de los temas abordados y de las voces presentes en las noticias. También se lleva a cabo un análisis cualitativo de las noticias en las que se observa asociación entre protestas y los Juegos Olímpicos de 2016. Como resultado, se detecta la lejanía entre los intereses de la organización del megaevento (dominantes) y los intereses de la comunidad (desvalorizados), además de evidenciarse el rol de los medios en la representación de ambos.

Palabras-clave: relaciones públicas, comunidad, megaevento, cobertura mediática, Juegos Olímpicos 2016.

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INTRODUCTION

In 2013, a series of civic protests during the FIFA Confederations Cup tested the Brazil's ability in organizing mega-events. The population showed discontent with the amount of public money spent on new stadiums, while the public sector health and transportation remained in deficit. The public activism during the event led to concerns of the International Olympic Committee (IOC) about the success of the Rio 2016 Olympic Games. In 2009, the Application Dossier of the Rio 2016 Organizing Committee (2009) presented data showing that Rio 2016 Project had no public organized opposition. However, before leaving the office in 2013, the former IOC president Jacques Rogge emphasized the need to improve the communication with the host community of the event (Hampton, 2013). Therefore, there emerges the interest in understanding what led to changing the mind of the local community.

This phenomenon encourages the study of the public relations role in the development of relationships with the host community to prevent and respond to public activism. Due to more than 50 cases of public activism in Rio de Janeiro, only during the month of June 2013 (G1, 2013), and since the majority of the previous studies focus on mega-events of highly developed economies (Giampiccoli & Nauright, 2010), Rio 2016 has become an interesting case for analysis and its exclusive exploration is relevant.

Therefore, it is intended to analyze the media representation of two voices from the relational process in the preparation of the mega-event Rio 2016 Games: The people from the community (present at protests) and the organization of the mega-event. The focus on these two voices is motivated by a dichotomous vision of public relations for the mutual understanding between "organization" and "they" (Grunig, 2001). We determined two operational objectives: (1) to understand the relationships with the community in the context of public relations, and (2) to characterize the relationships with the community and its media expression in the preparation of Rio 2016 Games. To achieve this goal, we resorted to a quali-quantitative method. The techniques used were the research and review of literature for theoretical framework; the documentary analysis of the AP; the setting-up of an *e-clipping* including news related to the Rio 2016 Games; content analysis for quantitative analysis of the selected news and the interpretative analysis of news

associating the civic protests with the preparation of this mega-event.

This article is divided into four key points. In the first two we present a theoretical contextualization about public relations and the community as a strategic attendance in organizing mega-event; immediately are the methodological options including the documentary analysis which makes evident the rules on the relationship with the host community, as well as a description about the process to design and fill a database of electronic news (*e-clipping*) and their results. Finally, there is a discussion of the results and a revision of the relation between theoretical framework and the data collected.

PUBLIC RELATIONS: PUBLIC AND COMMUNITY

Experts from the academy have discussed whether the professionals of public relations (PR) must work as mediators and accommodate the different perspectives between the organization and its stakeholders, so as to build mutually beneficial relationships (Heath & Vasquez, 2001; Kruckeberg & Starck, 1988; Ledingham, 2001; Valentini, Kruckeberg & Starck, 2012), or as a persuasion tool, capable to project the hegemony of organizations on the public (Coombs & Holladay, 2012; Hallahan, 2004; L'Etang, 2013; Morris & Goldsworthy, 2008). To the authors of the *Excellence Theory*, the structure of the communicational process with the public must be double track street (Grunig, 2001), but this prevailing theory and the marginal theories of public relations show discrepancies concerning the symmetry of the relationship between the organizations and the public. For example, the *Critical Theory* argues that there is the hegemony of the organization and it tends to make prevail their own interests (L'Etang, 2005; Motion & Weaver, 2005).

This research is relevant because it allows to analyze the reality of the relationship between the host communities, in particular the activist groups, and the organization responsible for the Rio 2016 Games, two poles of the relation "organization" and "public".

However, we do not focus in the general public. We preferred the perspective of Hallahan. Hallahan (2004) argued that the central piece of the public relations definition should be the concept of "community" and not "public". The author states that community concept is broader than the public one, and defines community as people with social, cultural, economic

and/or political rights in common, not necessarily related to any particular problem. This could be any subset of society, or even the whole society where the members are approaching due to symbols, discursive activities and common identities. Hallahan establishes that communities are capable of shaping the factors that influence the public formation (p. 23). The author also declares that the community provides the *arena* where individuals and the public communicate with each other (p. 30).

The possibility that the community be the result of individuals' communion with common interests is also discussed by Jones (2002). This author defines community as two or more individuals who approached through common affairs maintained by a collective sense of identity and a vision of the world sustained by his discourse (p. 56). The organizations and the public usually share their speeches in one or more places.

Both the community of Hallahan (2004) as the *arenas* of Jones (2002) derived from the *Systems Theory* and its conceptualization, from the *lifeworld* of Habermas (1987). The *lifeworld* has three structural components: culture, society and personality; and can be understood in two levels: social and financial.

The community approach of PR argues that instead of searching for the control of the public, the paradigm of discipline has strategies to promote trust and to build community (Heath & Vasquez, 2001, p. 43). 6). Hallahan (2004) argues that a community is the result of the integration of people and organizations, emerging a functional collectivity with common or compatible goals (p. 46). Thus, although the organization does not have the power to control and to manage the relationship with its public-key, it can resort PR professionals and their strategic tools to assist in the process of building the community. This requires the establishment of practices and procedures to anticipate and respond to the expectations, concerns and issues of the community (Hallahan, 2004).

Considering the case study selected -the Rio 2016 Games-, all residents of Rio de Janeiro are likely to be affected by, or to influence the mega-event. In addition, they have the social well-being and the city's development as a common interest. According to Hiller (1998, 2012), the residents of a host city are an undeniable part of the mega-event and participate at diverse levels, either as individuals or in groups.

The author claims that residents should be seen as a heterogeneous community which interacts with the Games inasmuch as it is an urban project affecting their world (Hiller, 2012, p. 12).

It can be concluded that, in this case, there is an intersection between the physical community and that one formed by common interests. The host community provides then the spaces for communication of the Rio 2016 Games and the social factors needed for the public to organize themselves to create community organizations – organizations from the *lifeworld* (Habermas, 1987).

MEGA-EVENTS AND THE HOST COMMUNITY

The expression mega-event does not have a clear definition, but is widely used to describe an international event on a large scale: has a pre-set duration; it takes place within a short time lapse (Bramwell, 1997; Hiller, 1998, 2000); it normally generates profound long-term effects (Kim, Gürsoy & Lee, 2006); and it produces large levels of participation and media coverage (Gold & Gold, 2008; Mills & Rosentraub, 2013). Roche (2000) summarises that the mega-event have a dramatic character, popular massive attractiveness and international significance (p.1). Examples of mega-event are the World's Fairs (Expos), the Football World Cup and the Olympic Games (Gold & Gold, 2008).

Given these characteristics, the mega-events require large public investments in general and proper infrastructure (e.g. roads, accesses and transportation systems, lodging, and sports stadia) (Mills & Rosentraub, 2013, p. 239). According to Hiller (1998, 2000), a mega-event involves political strategies and intensive decision-making. Moreover, this author postulates that mega-events can be analyzed as instruments of governmental policies or ideologies (2000, p. 439). Giampiccoli and Nauright (2010) argue that organizers hope that the attractiveness of a sporting mega-event be transferred into contributions of capital through tourism and new investments. In spite of a mega-event is mainly designed as an economic initiative, there is a strong social component that modifies the location where it is held.

Gursoy and Kendall (2006) concluded that, despite the considerable investment of human, financial and physical resources necessary for the organization of a mega-event, there is still competition between

communities for the hosting. This is because, as suggested by Gursoy in later studies (Gursoy, Chi, Ai & Chen, 2011), the sports mega-event tend to have positive long-term consequence to the cities, to the local business and the communities receiving them. This explains the international interest in hosting a mega-event as the Olympic Games.

The authors also defend the value of the local community supporting in the process of planning the mega-event, since it has the power to bring in negative influences and active opposition, which can lead to delays, legal actions and the abandonment of projects (Gursoy & Kendall, 2006, p. 604). Thus, the mega-event organizers seek for the acceptance of local residents, disclosing the social, financial and infrastructure benefits for the community (Giampiccoli & Nauright, 2010). After all, the development of a sense of confidence is critical to build up a relationship with local residents. Such a development depends on the public belief that there are common interests between them and the organization (Valentini et al., 2012).

To ensure the confidence vote from the host community is a difficult task, and it is complicated by the growing skepticism about the real purposes behind the self-proclaimed socially responsible decisions and the actions of those organizations (Valentini et al., 2012, p. 877), especially now that it is a known fact -emerged from historical analysis-, that these financial benefits are scarcely achieved. Mills and Rosentraub (2013) claim that independent analysts indicated four major faults causing the overestimation of a mega-event economic benefits: (1) the increasing in tourism may be minimal or non-existent if the host city is already a popular destination, this is because as well as the mega-event attracts some tourists, it can dissuade others who want to avoid crowds and higher prices; (2) project reports typically show gross values instead of net income, which is not realistic, since the majority of purchases is imported for resale; (3) temporary workers who move to the host city take their winnings back to their residence area, so its consumption cannot be counted for the host community benefit; and (4) residents that participated and spent money in the mega-event activities would have spent a similar amount on other forms of entertainment anyway,

so these expenses will not produce a new economic benefit for the region.

This oversized perception of benefits can still influence and distort the perspective related to cost of the mega-event in the host community. Gursoy et al., (2011) demonstrated this in his conclusions about the Beijing 2008 Olympic Games, where the initial residents' perception about the benefits of the Games to the community was positive. Thus, as the expectation was high, the associated costs were seen as low. But after the Games, the residents realize that the benefits were below the initial points of reference, this resulted in a change of mind in the resident community, realizing that the costs were higher than they should have been (Gursoy et al., 2011, p. 318). Following the same reasoning, if the expectations, even in the event preparation are low or not met, the associated costs are perceived as too high and the mega-event is seen as a problem by the community, and so may generate active opposition to its implementation.

An example of growing skepticism and lack of interest in hosting mega-events is measurable through Sweden's decision related to the Winter Olympic Games of 2022. According to BBC, after assessing the financial situation, the Swedish capital withdrew its application stating that it would cause so much speculation with the contributor's money.

Despite the drawbacks listed, the Olympic Games are seen as an extraordinary event in a city life and the proposals to organize them continue to arise from cities around the world (Gursoy & Kendall, 2006; Gold & Gold, 2008; Schissel, 2012).

In our study, we try to understand the tenor of the community voice, as well as the expectations generated by the organization voice of the mega-event Rio 2016 Games, analyzing the frameworks of three Brazilian newspapers with better digital performance. The framework or framing is understood as the way to present the information, it used by the journalist to compose the news, so that the presentation reflects the underlying schemes existing in the public to facilitate its understanding (Shoemaker and Reese, 1996). Besides, Entman (1993) say that framing selects some elements of the message (topics) making them more prominent, leading to be considered the most important.

METHODOLOGICAL OPTIONS

The consequent effects from mega-events on the society may vary significantly, depending on the type of media coverage attracted by the event itself and on its classification degree as a mediatic event (Roche, 2000, p. 3). This potential to draw public attention through media coverage turns-up the event in an influencer for the promotion of a public international culture, in which both the identities -national and international cultures-, are expressed and promoted (Real, 2013, p. 38). To host a mega-event is a great opportunity for economic self-promotion inside the international market, since the developing countries tend to use the media coverage of the Olympic Games according with its policies and social agendas (Giampiccoli & Nauright, 2010, Gursoy et al., 2011).

Selltiz, Jahoda, Deutsch and Cook argue that the documents coming from social communication provide a powerful source of information to research several questions, since they are able to reflect broad aspects of social climate in which they were produced (1965, p. 385). As a complement, Dougall (2005) shows that the media have a great capacity to cover the relationships between organizations and their audiences. Thus, the next step in this work consisted in creating a news reports database, i.e., a press pack, built with press cuttings (clipping). The clipping is an instrument which allows the measurement of the public image of any subject, organization or event (Sebastião, 2009, p. 140) and, in this work, allowed us to understand the events of 2013 -in Rio de Janeiro-, related to the Rio 2016 Games. In other words, from clipping it is attempted to detect the reaction of the host community and to observe its opinion about the mega-event -what we call the community voice-. We point out that this voice is mediated by the processes of news production developed by journalists and the editorial staff. In addition, this instrument allows the visualization of the frames and the most salient topics of newsframing.

Therefore, we created a database containing electronic news about the Rio 2016 Games. To develop this e-clipping, the research universe was restricted. Using the program *i-Media Planner* -available from the Instituto Verificador de Circulação Brasileiro (IVC), we determined the more visited websites news by locals, considering the number of page impressions in the year 2013. The program selected pages of the

newspapers “O Dia” (The Day), “O Globo” (The Globe) and “Extra”. As “O Globo” and “Extra” are part of the same economical group (*Globo.com*) and share similar news, the latter was replaced by the fourth placed “Estado de São Paulo” (known as *Estadão* (Large state), (although based in São Paulo, it has national scope).

The news collected were sorted by date, origin, key subject, framing, mega-event covered, topics associated with the Rio 2016 Games, and the existence of any association to the civic protests. It is expected that this analysis pointed out the social problems to be associated to the Games.

The selection process started identifying the relevant news applying a Boolean search with the terms: Rio 2016, Olympic Games, Olympiad(s) and several combinations with organization, period of preparation, program, plan(s), conflict(s), protest(s), demonstration, problem(s) and strike(s). The list of articles selected was subsequently analyzed to exclude those who focused exclusively on sporting issues, methods, athletes, or other Olympic Games.

The selection process resulted in a final sample of 119 news published in 2013: 57 from “O Globo”, 34 from “O Dia”, and 28 from “Estadão”. The news were classified by: origin, title, date, source, frame, key subject, associated topics and the existence of an association to the civic protests. We used a deductive approach to encoding the news framing. Pre-defined frames were established following the work of Semetko and Valkenburg (2000, pp. 95-96), they are conflict, economical consequences, human interest, morality, and responsibility frames. The option “Other” was added for the news that did not fit into any of the categories.

According to the authors, the news belonging to the conflict frame focus on the differences of opinion; the human interest frame focuses on the problems from an emotional point of view; the news of the economical consequences frame, as its name suggests, focus on the economical aspect of the problem; those included in the morality frame show the issue from a moral position or religion; and finally, the news of the responsibility frame pointed the blame to one party.

The analysis of the possible association to the civic protests the news were separated into two categories: general news and news of protest. The *General news* include all news related to Rio 2016 Games and to protests in the body text. The *General news* category were

classified according to its direct or indirect association to the protests. The *Protest news* include news focus on the protest itself, but mention the Games in the context. Those news associating the title with violence observed in the social context were also recorded (see Figure 1).

The quali- quantitative analysis seeks to identify the media representation of two voices in the relational process preparing the mega-event Rio 2016 Games: the community (participating in the protests) and the organization of the mega-event. Therefore, we performed a content analysis of news selected in the previous step, to assess: which were the most discussed topics and the existence of an association between the Games and the protests occurred in 2013. Additionally, the news about the protests were qualitatively analyzed, because they included “the community voice”. The data from the interpretative analysis of the news were framed according to the contents of the Application Dossier, containing the “the organization voice” of the Games, which assumed a normative tone, optimistic and focused on the mega-event advantages for the nation and for the host community. The qualitative analysis was systematized focusing on three areas: 1) the communication program and initiatives addressed to this, to crossing the “promised” and the expectations

forged in the community, with the objects of protest represented in the news selected; 2) the actors from the community (who is “heard” or mentioned in those news where the protests are in focus), and 3) the interests addressed in the news (local, economical, political).

RESULTS AND DISCUSSION

DOCUMENTARY ANALYSIS OF THE APPLICATION DOSSIER: FORGING EXPECTATIONS

The Application Dossier describes the games as the framework for the beginning of a new era for Rio de Janeiro. To politicians and organizers of the event, this the perfect time for the city to show in front of the international TV cameras, that is naturally passionate about sports. The Olympic and Paralympic Games are presented in the Dossier as the occasion to unite the power of sport with the festive spirit of Rio de Janeiro, in a natural beauty and hospitality scenario. Therefore, the image that the Organizing Committee transferred is that this will be the Games of joy, natural beauty, diversity and energy.

According to Schissel (2012), the search for the reception of a sport mega-event is an effort to make the city economically competitive increasing tourism,

Frames	Associated topics	Association to civic protests
<ul style="list-style-type: none"> - Conflict - Economical consequences - Human interest - Morality - Responsibility - Other 	<ul style="list-style-type: none"> - Security - Transportation - Lodging - Finances - Civil works - Logistics - Environment - Social programs and Legacy - Education - Health - Schedule and delays - Other 	<ul style="list-style-type: none"> - Not associated - General News: <ul style="list-style-type: none"> - Indirect association - Direct asociacion - Civic protests news

Figure 1. Content analysys encoding

Source: Own elaboration.

foreign direct investment and the city marketing (p. 49). The organizers of the Rio 2016 Olympic Games bet on the enthusiasm and youthful spirit of Rio de Janeiro to attract youth and to inspire young athletes from all over the world.

The passion of his people for sports and its celebration is pointed out as the key concept for communication programs. These programs include a high level of proactivity and the maintenance of global interest over the four years, a dialog with the various Brazilian communities with large concentrations of young people, and the incorporation of an online communication strategy. The association between the preparation of the Games and the national development is one of those dialog strategies, which aims to win the local population support.

The Application Dossier does not contain an explanation about the Communication Plan programs, but offers the general objectives and a timeline for completion. From the schedule we highlight programs of communal character as the internal communication campaign, the program of partners and the relation with the community campaign.

According to the paragraph 1.10 *Opportunities for communicating the Dossier*, the main challenge is to maintain the interest and dynamism during the pre-event period. To this end, the strategy of the organizers has a national and an international dimensions, which will last through the seven years of preparation, and aims to: organize sessions for clarification of the advantages that can be taken from the organization of the Games, working together with sponsors, broadcasters and the press to cover the scope of the message; use the steps of planning undertaken to show the advantages in practice and create partnerships with the communities affected by the Games. The Dossier also states that “in the heart of the strategy for the Rio 2016 Games there is a commitment to establish an open and constructive dialog allowing us to work with all groups, so that all points of view can be taken into consideration” (Rio 2016 Organizing Committee, 2009, p. 26).

In summary, through the documental analysis of the Dossier it can be deduced that at the time of its presentation (2009), there was not public opposition to the mega-event organization and that the Organizing Committee had the intention to allow an active participation of the local community in the creation of projects related with it. This statement shows that

they intend to establish and develop a relationship with the host community forging this expectation. But were they achieved? What does the community voice -represented in our analysis through the space given to the protesters is in the the news of selected media, did in relation to the preparation of the mega-event and its own needs?

CLIPPING AND QUANTITATIVE ANALYSIS: PREPARATION OF RIO 2016 GAMES AND SOCIAL PROBLEMS

The 119 news analyzed were distributed according to their respective key subjects, resulting in 15 subjects. The more requested were the plans for the Olympic Games (16), the civic protests (15), the problems in the preparation of the event (11) and the timing and delays (11) (see Table 1).

The majority of the news focus exclusively on the Olympic Games (61), and the news about the protests

Key subjects	Number of news
Plans for the Games	16
Protests	15
Problems of preparation	11
Timing and delays	11
Displacements	9
Jobs	8
Finances	8
Security	8
Dissemination of sport	7
The privatization of the Maracanã	7
Benefits of mega event	5
Transportation	5
Health	4
Religion	3
Suppliers	2
TOTAL	119

Table 1. News by key subjects
N=119

Source: Own elaboration.

were in second place (31). Since all news related to the 2016 Olympic Games were collected, provided that they do not refer exclusively to sports, not all of them have the Games as main subject. These news reported the 2014 FIFA World Cup (18) and the World Youth Day (5) which took place on July 2013 in Rio de Janeiro.

Thus, we have 51.3% of the news with exclusive focus on the Games, 26.1% focused on social manifestations; 15.1% based on the 2014 FIFA World Cup; and 4.2% about the World Youth Day.

Although the news were grouped according to its key subject, each subject group contained a series of topics associated to its context (as in Figure 1). The most discussed topics were about finances (43), the civil works for the Games (42), and transportation (32) (see Table 2). These topics are linked -to a large degree-, to the Anel de Transporte de Alta Capacidade

Topics	Associations to Games
Finance	43
Works	42
Carriage	32
Timing and delays	24
Social programs and Legacy	23
Security	21
Other	21
Displacement-Evictions	16
Logistics	15
Lodging	10
Environment	7
Education	6
Health	5
TOTAL*	265

Table 2. Topics associated to Rio 2016 Olympic Games by media
N=119

*There are news covering different topics associated to Games

Source: Own elaboration.

(High Capacity Transport Ring), a public transportation design which was under construction when this *e-clipping* (news of 2013) was collected and that entailed a massive investment.

In several news (24) the COI is showing its concern (“the organization voice”) for civil works and its delays, particularly in the area of Deodoro. According to a report of Christina Nascimento for O Dia (2013), some sections of the Transolímpica, the express bus corridor for connecting the Barra da Tijuca, were delayed for nearly a year. The news also pointed to lack of time to get various civil works and to the depollution of the Guanabara Bay, as factors that could interfere with the timeline of preparation. Due to negotiations and bureaucratic processes, some works had to be interrupted and, in the eyes of the community, may seem abandoned, transmitting the idea that public money was being used improperly.

Another topics associated to the Games, with a similar frequency of the delays, are the social programs and legacy (23). Because of the infrastructures needed and the complexity of technological concepts developed by the organizers, the plans of civil works for the Rio 2016 Games fits into the category of mega-event. These usually involve investments of large scale and high risk during a period varying from medium to long term. Not always these projects can deliver the expected benefits and, in the case of the Games, the consequences can be aggravated because the delivery time cannot be deferred. Delays in the civil works can force the organizers to create programs for the construction emergency, with extra costs due to the increase of contractors and the streamlining of the works, to bring the project back to the schedule (Gold & Gold, 2008, p. 303-304). This was seen in the rush to finish the civil works for the 2014 FIFA World Cup: The civil works began to be made 24 hours per day, under an urgency regime, extrapolating the normal journey and concentrating workers, this resulted in the death of workers in a stadium in construction (Ramil, 2013).

In relation to the news about Rio 2016 Games which did not show any association with the civic protests, they are mainly in the human interest frame (21). In the news associated to the protests, there is a predominance of conflict (17), morality (12), and responsibility (10) frames. In terms of total, the conflict

(29), human interest (24) and responsibility (23) frames are predominant in the news about the Games (see Table 3).

In summary, this results allow us to check that most of the news analyzed, 51.3% focus on the Games as an event in preparation, its difficulties and constraints. Only 26.1% give major emphasis to the social manifestations. Nevertheless, as shown in Table 3, news related to the Games in association with the protests represent 43.7%. Just in these latter we find “the community voice” mediated by the newspapers considered here. In general, we can say that the inclusion of the community voice by the media tends to be framed by conflict, responsibility and morality frames, there is a concern of balancing this point of view with the human interest and the economical consequences arising from the acceptance of the mega-event. It should be noted that almost 20.2% of the news represent the voice of the outside organization, that is, the concerns of the IOC regarding the preparation of the Games and the protests associated with.

INTERPRETATIVE ANALYSIS: VOICES, ACTORS AND INTERESTS

The analysis of the news focused on the Games shows that the organization voice is not unanimous, as it can be divided into two parts: the local and the international organizer (IOC). The international one showed concerns about operability and raised doubts

upon the local organizer optimism. Another concern raised by the IOC was, precisely, the civic protests occurred during 2013, in particular, during the FIFA World Cup. In the news with association to Rio 2016 Games with the civic protests (as shown in Figure 1, third column), 52 cite the Games and the protests in its text. Of these, six featured the association in the title or subtitle, and most of these, report the concerns presented by the IOC about the difficulties that the protests can bring to the Rio 2016 Games. i.e., feature the organization voice to report the difficulties caused by the community voice. What can be understood as a “censorship” to the community that do not cooperate with the process, but also a call for attention to local organizers who did not consider the interests and concerns of the host community in the planning process of the organization of mega event, contrary to what had stipulated in the AD which were submitted to the IOC.

The discovery process from our interpretative analysis (Guerra, 2006), shows that the “voices” present in the organs of communication considered are not dichotomous variables, since it is possible to divide up the organization voice into two parts: the local and the international. Being that this latter has contributed to amplify the community voice in the news, probably, with different interests, but with the same effect.

The predominance of the frames of conflict, morality and responsibility in the news that present association between the mega event and the protests as a citizen

Picture Frames	Associated to the protests	Not associated to the protests	TOTAL
Conflict	17	12	29
Human interest	3	21	24
Responsibility	10	13	23
Economical consequences	7	10	17
Morality	12	2	14
Other	3	9	12
TOTAL	52	67	119

Table 3. News by frame
N=119

Source: Own elaboration.

attests to the demand for power by the public activists (the community voice) through exposure of irresponsible behavior on the part of the organization of mega-event, thus attracting, media coverage and ability to influence public opinion. The main themes highlighted in the news of the civic protests and directly associated with the Rio 2016 Games has been the privatization of the Maracanã Stadium and the displacement of thousands of families to facilitate the construction of some infrastructure for the event, in addition to the decontamination of the Guanabara Bay. These issues can be understood as common problems that connect the organization of the event to the community. We emphasize that the qualitative analysis was made to these news, the “the community voice” is largely expressed by community organizations, whose spokesmen provide information to journalists. Isn't perceived the exploitation of these organizations by political organizations or economical, nor the existence of a professional public relations advising community organizations.

In his study about the processes of restructuring urban from Rio de Janeiro to the preparation of the Rio 2016 Games, Schissel (2012) concluded that all planning of mega event will meet the requirements of interested parties by prioritizing the strategies of accumulation of capital at the expense of the provision of public services and the fairness of public institutions (p. 73). The interpretative analysis of the news that associate the Games with the assurance allows us to realize that, in fact, the residents are protesting about local processes that are being conducted by local actors (Schissel, 2012, p. 8). That is, the protest is addressed to local organization and not to the event in general.

As mentioned earlier, the DC points out that one of the strategies from the local community is to maintain an open dialog and bring the different points of view into consideration (Rio 2016 Organizing Committee, 2009, p. 26). This promise is in agreement with theoretical ideas presented earlier, as a way of working in support of the local inhabitants and increase the sustainability of sporting mega-event is in the implementation of the involvement of same in the planning process. This can allow, without putting at risk its support, the community form perceptions more precise data on the benefits and costs in hosting the mega event (Gursoy et al., 2011, p. 319). Citizen participation is a fundamental aspect of civic life and democratic tradition and can, through civic action and voluntary effort, cause improvements in the Community (School & Rice, 2012, p. 289). This was

the expectation created by local organizers in the AD presented to the IOC and disclosed to the public. There are, however, signs that point to the confirmation of theory that shows that ignore the power of participation and public debate during the organization of a mega event, which by its characteristics should lead to changes in the daily life of the community, may result in delays, financial losses and susceptibility to criticism from social communication (Gursoy & Kendall, 2006). The mismatch between the expectation created and the practice of local organization generates assurance of community and concern of the second part of the organization voice, the IOC. Whether one wants to another appear in the news expressing disagreement with the actions in local processes.

The model constructed by Prayag, Hosany, Nunkoo and Alders (2013) for an analysis of the general attitude and support for 2012 Olympics also alluded to the need for the planning process include the participation of local residents to ensure the success of the mega event. However, it is necessary to note the differences between consultation and community participation. Wates (2008) argues that despite the growing commitment of governments in implementing community participation in the planning process, sometimes, this participation is stereotyped in the form of consultation. And consultation without participation can be summed up in order to people who agree with what has already been decided by others, which in turn may encourage a negative reaction (p. xvi). The goal should be to create the proposals in conjunction with the community and not simply to submit then proposals.

The civil protests gave voice to the local community who felt excluded and opposed to the interests of local organizers. Thus, it appears that the public can not only provide answers defensive and offensive, but also create their own organizational structure. However, this “the community voice” is mediated at two levels: at first, the protests led to draw attention and concern on one of the factions of the organization of the event – the International Olympic Committee (IOC) (the organization voice with high presence in the media agenda); in the second, the media coverage gave voice to representatives of residents who may be organized according to political and economic interests.

A community organization, from the *lifeworld* (Habermas, 1987), which was always present in the protests, was the Comitê Popular Rio da Copa e das Olimpíadas (Popular Committee of FIFA Cup and the

Olympics (CPRCO)). This was established in 2010 and is composed of citizens who belong to social movements, NGOs, academic institutions and communities affected by the works of mega-events. The main causes are the defense of the right to housing, the end of the informal work, the protection of the complex of the Maracanã and better access to information of the Olympic project.

The social and civic revolt related to the Maracanã stadium was due to the granting, -from the government- of the sports complex administration to Maracanã S. A. through an auction. The protesters demanded the cancellation of the contract, since they believe in the decrease in contributions to the public purse by the stadium and, therefore, not being beneficial to Rio de Janeiro. The project auctioned off also included the demolishing of the racetrack Célio Barros - built for the Pan American Games of 2007 - and the Museu do Índio (Indian Museum), which was extremely claimed by locals. The Governor of Rio, Sérgio Cabral, eventually revokes the plan.

Of the 17 news that reported association with the protests as a citizen, five reported the evictions and displacements that occurred in Rio de Janeiro. The civic movement that gained more *media attention* were the manifestations, which lasted more than 17 hours, made by residents of Rio de Janeiro in front of the house of Mayor Eduardo Paes in August 2013. In this act participated community organizations such as the Comitê Popular Rio da Copa e das Olimpíadas (Popular Committee of FIFA Cup and the Olympics (CPRCO)), the Movimento Nacional de Luta pela Moradia (MNLN) and representatives of residents associations of the affected communities, such as: the Vila Autódromo (Racetrack Town) of Jacarepaguá; O morro da Providência, affected by civil works to revitalize the ports area, and Tubiacanga at the Ilha do Governador, near the Galeão Airport area (Neder, 2013).

This effort was taken seriously by some NGOs, such as Amnesty. These organizations have campaigned against the removals, claiming that the government was violating human rights. In a letter sent to the mayor, Amnesty calls for the revision of the project of urban intervention, in order to reduce the impact of the constructions on the residents and respect for the rights of people. Amnesty urges that only have eviction when the removal of residents is absolutely necessary, with prior notice, in exchange for an alternative accommodation and adequate financial compensation (Gomes, 2013).

Both Amnesty and the community organizations and residents' associations are calling for serious violations

of the right to housing in the process of being evicted. An example where is the case of Vila Autódromo. According to the manifestants, there were no need to the remotion (CPRCO, 2013a; Gomes, 2013). To propose a solution, the association of residents, with the collaboration of the Universidade Federal do Rio de Janeiro and the Universidade Federal Fluminense, drew up the Plan for the urbanization of the Vila Autódromo, which enabled the permanence of the community without creating any injury to the Games. This was sent to the city still in 2012, but did not change the initial plans for removal of the community.

The Vila Autódromo is a popular neighborhood of Barra da Tijuca. The CPRCO alleged that this community removal is the largest real estate operation for the Olympic city. This is because the community is next to the Olympic Park, area of interest of contractors that form the consortium Rio More - Norberto Odebrecht, Andrade Gutierrez and Carvalho Hosken - who will have rights over an area of one million square meters after 2016 thanks to a public-private partnership formed with the municipality of Rio two years ago (CPRCO, 2013b).

According to public issued by the CPRCO (2013b), it was thanks to pressure exerted by the events of June and July which, at the beginning of August, Mayor Eduardo Paes requested a meeting with the CPRCO and other social organizations to discuss issues about the expulsions. At that meeting, the Mayor acknowledged that the process was poorly conducted and said to consider the possibility of maintaining the community. As a result of this meeting, was held another one -the following day-, with the Association of Residents of Vila Autódromo, the municipal Secretaries of Environment and Housing, the Sub-Mayor of Barra da Tijuca and Jacarepaguá, a representative of the Empresa Olímpica Municipal and the Attorney-General of the municipality, as well as the State Public Defender, the two federal universities and the Pastoral das Favelas (Pastoral Care of the Slums). The Mayor was willing to re-negotiate the permanence of Vila Autódromo and its urbanization and, in so doing, it would set up a group for this negotiation that would count with technicians from the municipal government, representatives of the residents and their technical advice, and the decisions would also be submitted to the assemblies of residents. It was decided that the project of urbanization and regulations would be based on the Popular Plan for the urbanization of the town to the racetrack, plane that in December 2013 won the *Urban Age Award*- an international award granted

by *Deutsche Bank* and the *London School of Economics*. Until the end of the development of this study, two thirds of the community has already been displaced, with 50 families remaining on site, whose decision to be removed is even under debate.

It is perceived from this example, as previously assumed, that the Organization of Rio 2016 Games intentions would be just to consult the population, presenting the project of urbanization already created. But thanks to the imposition of the community, through civic activism, support from NGOs and the voice given by the media, population came to have a key role in participatory decisions that influences directly.

CONCLUSIONS

The main objective of this research was to analyze the media representation of two voices in the relational processing during the preparation of the mega-event Rio 2016 Olympic Games: the public community (present in the protests) and the organization of the mega-event. The literature review evidenced the importance of the community in the context of public relations in the organization of a mega event, justifying the need to understand the involvement of the public in the process. The documentary analysis of the Application Dossier confirmed the intention to follow theoretical normativity. Thus, the proposal included the participation of the community in the planning and the preparation of the work.

This was followed by the analysis of the expression of media voices involved in the preparation of Rio 2016. The systematization and quantitative analysis it was possible to realize that the topics most discussed in the news were the finances, civil works for the Games and transportation. From the interpretative analysis of the Brazilian proposal for Rio 2016 Olympic Games (organization of mega-event) it was perceived that there was an intention to include the participation of the Rio community in the development of projects for the mega-event. However, the assessment made situational from the news showed a different reality.

The local population had a limited participation and without any influence on the development of these projects, since it was the query in which took note of the decisions of the organization. This culminated in various civic protests that demanded that such projects to be made public and that the local community had "voice" (i.e., influence decisions) in the development of these, especially when these addressed to removals and expulsions.

In accordance with the quantitative results obtained in the e-clipping, the main themes raised in the news which concerned civil protests directly associated to the Rio 2016 Games were the decontamination of Guanabara Bay, the privatization of the Maracanã stadium, the removal of social neighborhoods and the displacement of thousands of families due to the Olympic civil works. These topics were possibly the causes of the change of mind about the Games of the Rio de Janeiro population. At the time of submitting the AD to the organization (2009), the community seemed to be favorable to hosting the Games, however in 2013, the civic protests become as well as the opposition to actions taken by local organizers. In addition to the presence of representatives from the associations of residents in the news about the manifestations; also the IOC, the international organizer, showed concern with the non-community involvement in the preparation for the mega event. Therefore, it is possible to say that -from our analysis- emerged a division in the "the organization voice", being that the international part eventually contribute to give visibility to "the community voice" aspirations.

In the two cases examined in the qualitative analysis- the privatization of the complex of the Maracanã stadium and the removal of the village Autódromo -it was possible to realize that the movement of the public in study, in communion with the emergence of community organizations and the support of NGOs, allowed the disruption of the hegemony of the organization voice on the projects. Opened doors for a renegotiation and, therefore, a more active participation of the community in urban transformation of your space. However, our study does not allow us to say whether this "the community voice" expressed by the representatives of residents' associations is (or is not) motivated by political interests and/or economical; nor detect the weight of the contribution of the voice of the international organization in this "balance of power".

Seeking to fulfill the objective of this study characterize the relationships with the community and its expression media in preparation of for the Rio 2016 Games, it was possible to realize that, despite the intention declared in the AD in order to allow an active participation of the Rio community in decisions related to the event, there is an asymmetric interaction between the community and the organization of the mega-event, and does not seem to have been an effective effort of local organization in developing a relationship between the stakeholders. However, the reporting of

public activism by the media gave some “voice”, and consequently power, to the community and decreased the asymmetry characteristic of the relationship with the organization of the Games. The media can then be seen as an instrument to be used by public organized to try to cause a redistribution of ‘power control’ in the relationship with the organization of the mega event. However, this redistribution is limited, because a large part of the news in which there was an association between the protests and the games echoed the concern of the IOC with those protests and the effects that would have on the organization of the Games. In other words, the presence of the “the community voice” in the news can be regarded as mediated in part by the “the organization voice” -which would be more distant from the problems- and the economical interests of local and more concerned with the international success of mega event.

Finally, the study allowed us to conclude that relations with the community alert organizations to the importance of *inputs* of its strategic publics concerning their projects before reaching a final decision, so you can avoid situations of conflict and, as a consequence, active opposition. As the results obtained suggest, the opposition can hinder, delay and modify the plans of the mega event, in addition to associate a negative image to the organization of the event through the *media*. Thus, the development of relations with the host community is important in preparing a mega event, because it can influence and “force” the involvement of supranational organizations with influence beyond the local interests. These relations can be professionalized, assuming

the expert in public relations as the professional looking for mutual understanding between the parties - the organization and the community - may be representative of a and another part. You can also be task of this professional organizing the community and plan strategically the relationship with the media to ensure that the community voice earn power, that is, balance the ‘power control’, giving visibility to the interests of the public and enabling their participation in decisions. However, this our observation results from the crossing of normativism theoretical and empirical analysis performed, and that nothing in the latter indicates the presence of public relations professionals to prepare the spokesmen of the community representatives or between them; and we were unable to observe the role of the same with the IOC.

For future research, in addition to the empirical analysis continuity, both the news collection from 2014 to the e-clipping, and the development of interviews to those identified in this work (for example, the Mayor Eduardo Paes and voices of CPRCO), is essential to count with the presence of PR professionals to assess the stakeholders involved in the organizing process of the mega-event. Besides, the analysis of a third voice may be included: the political power, which has been purposefully avoided in this study due to the complexity of its influence “behind the scenes”, since it is hardly visible and not always clear. This influence occurs either in favor of the mega-event organization, either in the manipulation and organization of civic protests, both on the news coverage, which is not possible to study with this research design.

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