

**MASTER
MANAGEMENT**

LEADERSHIP IN CRISIS SITUATIONS: THE CASE OF CIVIL PROTECTION DURING THE COVID19 CRISIS IN PORTUGAL

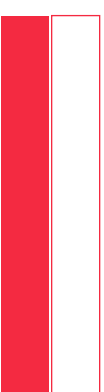
Maria João Simões Coelho

M

2021



FACULDADE DE ECONOMIA



LEADERSHIP IN CRISIS SITUATIONS: THE CASE OF CIVIL
PROTECTION DURING THE COVID19 CRISIS IN PORTUGAL

Maria João Simões Coelho

Dissertation
Master in Management

Supervised by:

Name of the Supervisor – **Maria Helena Gonçalves Martins**

Name of the Co-Supervisor - **Maria Teresa Vieira Campos Proença**

2021

Acknowledgment

This dissertation was part of a challenging journey in my academic career over the last five years. To all who somehow contributed to the completion of this work, I express my sincere appreciation.

Firstly, I would like to express my gratitude to all the Civil Protection elements for their availability, their willingness to collaborate and for sharing their knowledge and experience. This research would never be possible without their valuable contribution.

Secondly to FEP, I am proud of being part of this community. Thank you for all the knowledge, experiences, colleagues, and friends who have been part of my life over the last five years.

Thirdly, to my supervisor, Professor Maria Helena Gonçalves Martins, for the guidance and knowledge shared throughout the completion of this dissertation.

To all my friends for being supportive, patient and caring and for never doubting of my capabilities to do this dissertation.

Lastly, my most sincere appreciation to my family and to my boyfriend, João, for the constant support and guidance, thank you for always believing in me.

Abstract

Crisis events are cyclical and will arguably become more frequent and intense in our lifetimes due to globalization, extreme weather events from climate change, pandemics, terrorist attacks, etc. Yet there seems to be a gap in the literature regarding the competencies needed for leaders in key public roles during novel and unexpected crisis situations, such as the COVID19 pandemic.

In this study, semi-structured interviews using the Critical Incident Technique were used to assess the perceptions of Portuguese Civil Protection Services (CPS) leaders with the regards to core competencies that made a difference during the first stage of COVID19. The main objective was to realize which are the type of competencies necessary for leaders in extreme crisis situations.

A qualitative analysis has shown that leaders in the CPS tend to reference the same fundamental skills for dealing with critical events, namely in the scope of Foundational, Cognitive and Metacognitive competencies, but especially Social and Emotional competencies, which are highly associated with charismatic leadership.

The study discusses the implications of these findings and proposes some interventions, thus promoting the most efficient public leadership in a crisis situation.

Keywords: Leadership; Crisis; Crisis Management; Civil Protection Systems; Portugal; Pandemic; COVID19; Skills; Charismatic Leader; Social and Emotional Skills

Resumo

Os eventos de crise são cíclicos e, possivelmente, vão-se tornar mais frequentes e intensos nas nossas vidas devido à globalização, eventos climáticos extremos de mudanças climáticas, pandemias, ataques terroristas, etc. No entanto, parece haver uma lacuna na literatura sobre as competências necessárias para os líderes em funções públicas importantes durante situações de crise novas e inesperadas, como a pandemia COVID19.

Neste estudo, foram utilizadas entrevistas semiestruturadas com recurso à Técnica do Incidente Crítico para avaliar as perceções dos dirigentes dos Serviços de Proteção Civil Portugueses (CPS) sobre as competências essenciais que marcaram a diferença durante a primeira vaga do COVID19. O objetivo principal era perceber quais são os tipos de competências necessárias para líderes em situações de crise extrema.

A análise qualitativa mostrou que os líderes no CPS tendem a referenciar as mesmas competências fundamentais para lidar com eventos críticos, nomeadamente no âmbito das competências fundacionais, cognitivas e metacognitivas, mas sobretudo competências sociais e emocionais, que estão altamente associadas à liderança carismática.

O estudo discute as implicações dessas descobertas e propõe algumas intervenções a fim de promover a liderança pública mais eficiente em situações de crise.

Palavras-chave: Liderança; Crise; Gestão de Crises; Sistemas de Proteção Civil; Portugal; Pandemia; COVID19; Competências; Líder Carismático; Competências Sociais e Emocionais

List of Abbreviations and/or Acronyms

CPS – Civil Protection Systems

FC – Foundational Component

SEC – Social and Emotional Component

TMCC- Transversal Cognitive and Meta- Cognitive Component

Index

Acknowledgment	i
Abstract.....	ii
Resumo	iii
List of Abbreviations and/or Acronyms	iv
1-Introduction	1
2- Literature Review.....	4
2.1 – Crisis, the new normal.....	4
2.1.1 - The COVID-19 pandemic	5
2.2 - Civil Protection Structures (CPS)	7
2.2.1 - Civil Protection in Portugal.....	7
2.3 - Leadership in Crisis situations	8
2.3.1 - Leadership in Civil Protection Structures	11
2.4 – Framework.....	12
2.4.1 – Framework: Preparedness for Overcoming Crises Events Soft Skills.....	13
3 - Methodology	16
3.1 – Qualitative Method through the Critical Incident Technique	16
3.2 – Data Collection.....	17
3.3 - Participants	18
3.4 – Data Analysis	19
4 – Presentation of Results and Discussion	20
4.1 – Foundational Component	21
4.2 – Transversal Cognitive and Meta-Cognitive Component	27
4.3 – Social and Emotional Component.....	33
4.4 – Interdependence of the three components	39
5 - Conclusion	42
References.....	44
Annex 1.....	52
Annex 2.....	54
Annex 3	55
Annex 4	56

Index of Figures and Tables

Figure 1. Diagram of the Portuguese Civil Protection Structure: Adapted from (Portugal - Disaster Management Structure Vademecum - Civil Protection, 2014).....	8
Figure 2. Charismatic Leadership in Crisis Events: Adapted from (Pillai, 1996)	10
Figure 3. Diagram of the three main areas of skills	20
Figure 4. Graph of competency analysis- FC	26
Figure 5. Graph of Competency Analysis – TMCC	32
Figure 6. Graph of Competency Analysis - SEC	38
Figure 7. New Diagram of the three main areas of skills.....	41
Table 1. Preparedness for Overcoming Crisis Events Soft-Skills Framework: Taken from Martins et al., (2020).....	14
Table 2. Participants Characterization.....	19
Table 3. Foundational Component Area and Skills: Adapted from (Martins et al., 2020)	21
Table 4. Transversal Cognitive and Meta-cognitive Area and Skills: Adapted from (Martins et al., 2020)	27
Table 5. Social and Emotional Area and Skills: Adapted from (Martins et al., 2020)	33

1- Introduction

Over the last decades, the world has been facing several crises, with a notable increase in incidents and disasters (Alexander, 2005). The still unfolding COVID19 outbreak has had dire consequences for public health and has also unleashed collapse in different activities unlike anything experienced in our lifetime in both speed and magnitude (Gopinath, 2020). Consequently organizations are adapting (even more) rapidly and rethinking their strategies (Schneider et al., 2020). The unpredictability of nature and pace of these changes brought by these events will make it crucial that individuals in groups, organizations and society alike develop a range of skills for dealing with crises situations, particularly individuals in leadership roles (Dirani et al., 2020).

In these turbulent times, Civil Protection Systems (CPS) are considered key in societies since they are the structures which are always called into action to react and create solutions each time a crisis, emergency or disaster arises (Morsut & Kruke, 2020).

Composed of different elements of the civil society including not only firefighters, but also, mayors and other commanders, whose elements include both people with and without training for dealing with crisis situations and emergencies, CPS has a unique role and structure, with the (literally) vital mission to safeguard and defend populations from technical and natural occurrences (Alexander, 2002). Thus, this is a structure with uniquely high demands when dealing with stressful situations which entail high responsibility since they often have people's lives and livelihoods at hand.

As crises become more intense and frequent, it is crucial to study people and organizations in the front line of events. Whereas this paradigm shift reality is bound to continue to happen in a society that faces challenges arising from globalization, pandemics, terrorist events and extreme weather events deriving from climate change, as well as revolutionary technological advances (Dirani et al., 2020; European Commission, 2019). In a time when governments, communities, and organizations are looking for guidance from their leaders (Dirani et al., 2020), studying CPS leadership is fundamental to understand the circumstances and challenges faced by professionals from these organizations, as well as to enhance their ever so needed effectiveness.

Although good leadership is and will continue to be fundamental as this pandemic unfolds (Dirani et al., 2020), it is especially interesting to study the first stage of the crisis due to a higher level of uncertainty and panic.

This project is therefore a direct response to the COVID19 pandemic. The purpose is to investigate reactions and responses of domestic leaders in the CPS to the first stage of the COVID19 crisis. Their opinions regarding the positive and negative outcomes and the perceptions of the essential competencies needed to face this event can serve as a useful case study for the societal challenges ahead.

As previously mentioned, the main purpose is to study the first stage of COVID19 crisis that has taken place between March to May 2020 due to the high level of uncertainty during that period. This period was chosen because between March and May 2020, Portugal faced the first months of confinement due to COVID19.

The research questions guiding this work are:

- (1) What factors determined the success and failure of critical incidents during the first 90 days of the pandemic in Portugal?
- (2) What are the leadership competencies required during the first stage of a crisis, especially when uncertainty is extremely high?

It is proposed a qualitative approach to explore leadership challenges faced during the first stage of the COVID19 pandemic through the Critical Incident Technique with leaders in the CPS.

This methodology, first developed in order to create a functional description of an activity, including its aim or objective (Butterfield et al., 2005), will allow for the identification and description of successful and unsuccessful circumstances as well as a first-person reflection on the key factors that contributed to the respective outcomes. The proposed methodology will lead to establishing a framework of the main elements that provided success and/or failure in terms of the outcomes of the critical incidents identified on the interviews, including structural/organizational elements but especially the human aspects of critical incidents.

This study is expected to contribute with a framework which can be useful for the Portuguese CPS in terms of People Management. Moreover, this study is expected to contribute with an overview of the strategies related to coping and crisis management in individual and organizational terms that might be also applied to other organizational contexts since crises have always been crucial to gather how leaders and their respective organizations in general deal with complicated phenomena (Prior & Roth, 2016).

2- Literature Review

2.1 – Crisis, the new normal

In recent years, the global economy has been facing structural changes and rapidly evolving into the world of digital transformation (Tseng et al., 2019). The industrial society is bound to be facing tragic events such as crisis, uncertainty, stress as well as social and technological disasters (Rosenthal & Kouzmin, 1997).

The 21st century has been characterized by several disaster events which have been causing a major impact on the economy, environment, and individuals. These events have become more complex than ever before (Peek & Sutton, 2003; Tardy, 2020).

While crisis may have several definitions, Khorram-Manesh (2017, p.18) suggests it is “a turning point at which the trend of all future events, especially for better or worse is determined. It presents a cause of instability or danger, in social, economic, political, or international affairs leading to a decisive change”; Rosenthal & Kouzmin (1997), suggest crisis can be perceived as “occasions for decision” or even consider disasters, riots and terrorist attacks as examples of it.

In the context of CPS, crisis may also include events considered disasters¹ and emergencies² which although theoretically different are closely related since these concepts are similar, collective and converge significantly (Al-Dahash et al., 2016). Thus, in this work the concept of crisis will be an overarching term referring to events, where there is disorder as well as some form of urgency (Zhang et al., 2012). In the course of a crisis, most of the times people suffer from shock derived from the rapid transformations that happen around them and tend to act in a chaotic manner not enabling them to provide any input in the relevant time (Zhang et al., 2012).

¹ Disasters can be described as “complex social events/processes, nested within a wider social context. The rapid rate of change, the level of unexpectedness of occurrence, the intensity of dislocation of social relations and networks and the uncertainty generated by damage to life, property, organizations and social networks combine to make disasters significantly more complex, over a given period of time, than most other social phenomena”(Perry W. & Quarantelli, 2005, p.176)

² Emergencies can be defined as a broader term that includes disasters, catastrophes (which some would define as major disasters) and smaller disruptive events. It can be defined as an imminent or actual event that threatens people, property, or the environment and which requires a coordinated and rapid response. Emergencies are usually unanticipated, at least in terms of exactly what happens and when and where they take place”(Alexander, 2005, p.159).

At present times, crisis have been argued to have become “the new normal” ranging from economic, financial, climate to health crisis (Djuricin, 2020). Nowadays, we live in an era of globalization where crises affect economies and populations globally.

2.1.1 - The COVID-19 pandemic

Pandemics have consensually been considered a threat to societies for some time, due to the risk to the security of the world’s population, as has been the testimony of several examples of previous epidemics (e.g. the Spanish Flu (1918-20), the HIV/AIDS and Ebola Virus) (Tardy, 2020).

From the beginning of this century, a huge amount of deaths resulting of infectious diseases have been reported in several developing countries, which has been extremely catastrophic not only for the loss of human lives but also in terms of economic and social repercussions (WHO Ebola Response Team, 2014).

COVID19 represents a multidimensional set of risks affecting large segments of the economy and daily life and has been reported as the most damaging event the world has ever faced second only to the Second World War (Tardy, 2020).

Due to the fact that this is a new virus, there are high levels of unpredictability and uncertainty relative to the due course of events and to the most effective approaches in dealing with the challenges this disease poses. During the COVID19 outbreak, society has been facing periods of generalized self-isolation which have been pressuring several sectors of the economy as well as the governments themselves to reinforce the capacity to deal with this virus (Menon et al., 2020; Milani, 2021). This pandemic and the strategies of social distancing which were conducted in most of the developed countries created situations of unpredictability and risk of unemployment (Milani, 2021). The unpredictability and uncertainty caused by the virus were also reflected in the behavior of the population towards the virus, where people had to remain in their houses, their hobbies and interpersonal relationships were lessened as well as their possibilities of travelling (Rodríguez-Rey et al., 2020).

The COVID19 pandemic consequences affect society in general, including different segments of the population: young people competing into a crisis riddled labor market (Puerto & Kim, 2020), people with an irregular job situation or even those who believed to detain a stable

position in their work and were fired or had to adapt to online work situations facing situations along with lack of training (Rodríguez-Rey et al., 2020) add to the vulnerable segments of the population (elder people, people with pre-existing conditions, etc.) whose very life is threatened by the disease itself.

In Portugal, March of 2020 marked the beginning of a series of political decisions to control the spread of the disease to attempt salvaging as many lives as possible, in the context of an unprepared healthcare system. On March 13th, the state of alert was officially declared, consisting of the reinforcement of the means of support in the public health area, the increase in the state of readiness of the civil protection agents as well as security agents (Despacho n.º 3298-B/2020 Da Administração Interna e Saúde, 2020) and the prohibition of events and the suspension of certain businesses where the a risk of exposure to the virus was perceived to be high (Decreto-Lei n.º10-A/2020 Da Presidência Do Conselho de Ministros, 2020). Furthermore, during this period, all the teaching establishments closed and most of the companies were working remotely (Decreto-Lei n.º10-A/2020 Da Presidência Do Conselho de Ministros, 2020).

Since the state of alert began in Portugal, several sectors of the economy had to adapt and face new challenges. During this period, the CPS have been perceived as essential for the community and have been assuming the role of protagonist in this crisis mainly due to the challenges that have been posed to them. For instance, in Ovar, on 17th of March of 2020, the epidemiological situation was compatible with active community transmission (the risk of transmission was widespread), and the government decided to declare that this municipality was in a calamity situation (Despacho n.º 3372-C/2020 Da Presidência Do Conselho de Ministros e Administração Interna, 2020), fixating a sanitary fence where with rare exceptions, travel was banned by road to and from the municipality and other extreme measures were applied inside the municipality (Despacho n.º 3372-C/2020 Da Presidência Do Conselho de Ministros e Administração Interna, 2020).

On 18th of March of 2020, Portugal declared the state of emergency which required the application of urgent measures to restrict temporarily some rights and freedoms, especially those related with the rights of movement and economic freedoms in order to stop the proliferation of the virus (Decreto n.º 2-A/2020 Do Presidente Da República, 2020).

This stage was characterized by shortages in material and relevant equipment (*Shortage of Personal Protective Equipment Endangering Health Workers Worldwide*, 2020) alongside the lack of assets for fighting the virus (Haahr, 2020).

In this period there was a rise in terms of responsibilities of the National Civil Protection, which was the structure responsible for the collection and treatment of information by ensuring permanent monitoring of the situation (Despacho n.º 3298-B/2020 Da Administração Interna e Saúde, 2020). During this phase, the National Authority for Civil Protection (ANPC) was responsible for assigning inflatable tents (Nota à Comunicação Social Do Ministério Da Administração Interna, 2020) and transform sport pavilions and schools into field hospitals (Carvalho, 2020).

2.2 - Civil Protection Structures (CPS)

CPS originate from already established proceedings of Civil Defense, a military severe approach (mostly top-down and authoritarian in nature); Modern CPS adopted a softer approach based on the efforts of collaboration and information-sharing among different organizations (Prior & Roth, 2016). These organizations' main goal is to safeguard people from various occurrences and accidents that can have natural or non-natural causes (Prior & Roth, 2016).

The constant progress, development and adaptation of CPS reflect that we live in a world where risk is permanent. Moreover, whereas the continuous adaptation in these organizations is common among CPS all over the world, the strategies diverge taking into account that those are shaped according to different country's contexts in economic, political and social terms (Prior & Roth, 2016).

2.2.1 - Civil Protection in Portugal

The Portuguese Civil Protection Structure is organized in three levels: National, Regional and Municipal (*Portugal - Disaster Management Structure Vademecum - Civil Protection*, 2014) (Figure 1). Portugal is divided into 18 districts and 2 autonomous regions. The Portuguese Government is the responsible for conducting the Portuguese Civil Protection policy (Decreto-Lei n.º 45/2019 Da Presidência Do Conselho de Ministros, 2019).

The National Civil Protection assures the prevention, preparation, response and recovery in several situations such as natural disasters (floods, earthquakes, storms), radioactive or industrial accidents and rural fires (Decreto-Lei n.º 45/2019 Da Presidência Do Conselho de Ministros, 2019). The National Authority for Civil Protection (ANPC) is a central service of Civil Protection and pursues Direct Administration of the State (Decreto-Lei n.º 45/2019 Da Presidência Do Conselho de Ministros, 2019).

Thus, the Portuguese CPS includes a number of different organizations that play key roles in crisis situations. The players are distinct in their background and roles in crisis and non-crisis situations, including political jobs such as mayors, as well as first responders such as firefighters.

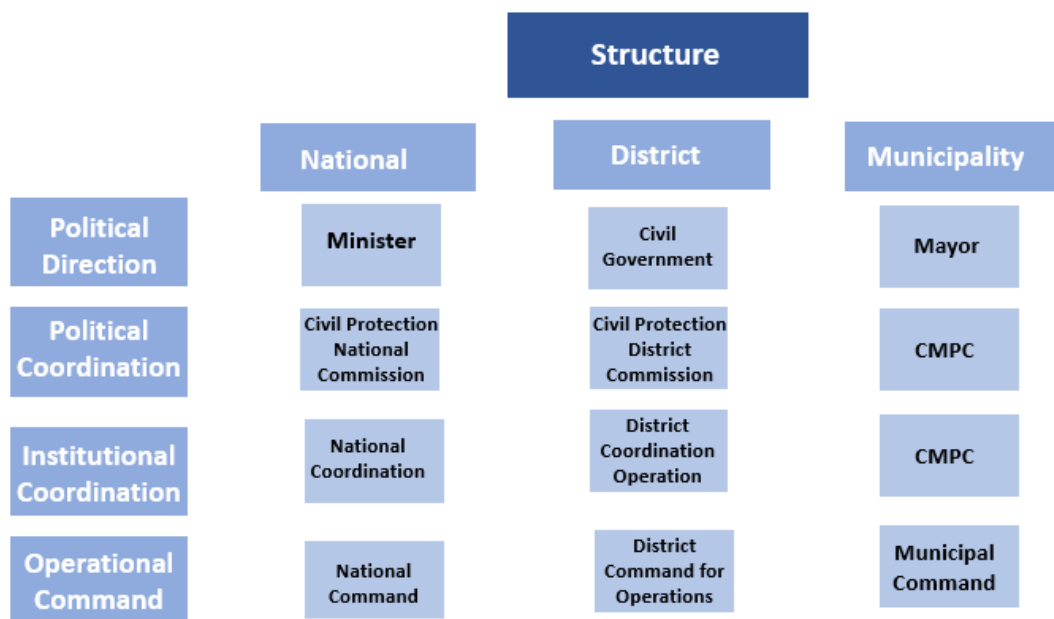


Figure 1. Diagram of the Portuguese Civil Protection Structure: Adapted from (Portugal - Disaster Management Structure Vademecum - Civil Protection, 2014)

2.3 - Leadership in Crisis situations

Leadership has generally been considered crucial for organizations (Beilstein et al., 2020; Hayashi & Soo, 2012; Kielkowski, 2013; Ramalingam et al., 2020; Silva, 2016; Zhang et al., 2012).

The concept of leadership can be defined as “the process of interactive influence that occurs when, in a given context, some people accept someone as their leader to achieve common goals” (Silva, 2016, p.3) and it is also characterized as a set of an individual’s skills, character, inspiration, and validity (Surugiu & Surugiu, 2013).

Over the years there has been considerable agreement among various authors regarding the important role of leadership for successful crisis management since it guarantees that any organization or business is well equipped and organized ahead of the crisis as well as its ability to effectively react and readjust towards it (Bhaduri, 2019; Kielkowski, 2013; Streib & Jr., 2006).

As such, there has been a raise of awareness in the demand for a better equilibrium in terms of leaders conduct along with the re-establishment of soft skills in leadership in all type of institutions (Marques, 2013).

(Kouzes and Posner, 2012, as cited in Dirani et al., 2020) refer 5 key elements of leadership relevant in crisis situations:

- **modeling the way** (clarifying values and leading by example);
- **inspiring a shared vision** (finding a common purpose and enlisting others in their mission);
- **challenging the process** (assuming risks and finding opportunities);
- **enabling others to act** (empowering subordinates and encouraging collaboration);
- **encouraging the heart** (recognizing and valuing team members)

Other important concept regarding Leadership, is charismatic leadership that usually arises in times of crisis (Halverson et al., 2004). According to (Conger & Kanungo, 1992), there are three stages in the charismatic leadership process. The first one is related to the leadership role of evaluating the circumstances, the means, and the needs of their subordinates. The second stage is characterized by the establishment of the main goals that need to be fulfilled. Finally, the third stage is based on the trust that the leader builds around him and around the goals established for the organization.

Jamal & Bakar, (2017) believes that an adequate communication in terms of charismatic leadership in the course of a crisis is critical to lessen the possible consequences of a crisis. This

author states that the success of a leader depends not only on the managerial part of the charismatic leadership but also on the capability to communicate, the passion and the compassion demonstrated by the leader. Other authors stress that the role of adequate communication combined with strong critical thinking would make the decision-making process more effective and reinforced (Khorram-Manesh, 2017; Kielkowski, 2013).

Pillai (1996) strengthens the relevance of the charismatic qualities as tends to be more and more related to the evaluation of the leaders regarding the quality of leadership within the group. So that, the highest the degree of the charismatic qualities result in a significant support of the followers.

Based on the path analyses (Figure 2), Pillai, (1996) concludes that the evaluation made by followers in crisis events regarding the performance of the leaders is strictly related to the charismatic characteristics. Pillai, (1996) also concludes that the relationship between charismatic leadership to its perceptions of the effectiveness of a leader are higher than its relationship with crisis.

Moreover, he states that the credibility of a certain leader is directly influenced to the extent to which the leader managed to conquer the trust of the followers in the beginning of a crisis.



Figure 2. Charismatic Leadership in Crisis Events: Adapted from (Pillai, 1996)

Beilstein et al. (2020) considers that a successful response to the crisis by using appropriate adaptive leadership should include 4 A's:

- **Anticipation** (of upcoming demands);
- **Articulation** (of the demands along with the establishment of mutual understanding as well as assistance);

- **Adaptation** (which involves alignment of reactions);
- **Accountability** (which implies accuracy in decisions and receptivity in terms of response)

Ultimately, leadership must be able to adjust to unpredictable situations, to take advantage of innovative means and actively cooperate in community (Hayashi & Soo, 2012).

2.3.1 - Leadership in Civil Protection Structures

CPS are included in the group of public functions engaged in policy-making procedures, affecting a wide range of levels and actions according to the respective level of risk (Di Bucci & Savadori, 2018). For the decision-making process, CPS leaders must establish what they believe is the acceptable level of risk bearing in mind the general concern of a certain area, the prospects in terms of security of the population and the available funding (Di Bucci & Savadori, 2018).

There are three main types of uncertainties relevant for Civil Protection when facing risk situations: the statistical uncertainty (the unidentified components can alter when an equivalent event is replicated), the systematic uncertainty (the extent to which something is acknowledged or not) and the strategic uncertainty (incertitude about individuals conduct) (Di Bucci & Savadori, 2018).

The concepts of public sector and COVID19 pandemic leads us to the concept of local governance which considers that individuals need to work in a cooperative way in order to cope with the difficult organizational obstacles that this virus has created (Garavaglia et al., 2020). Moreover, along with the concept of local governance, the leadership skills of the executive organ should be prominent since the country's prosperity is determined by those skills (Beilstein et al., 2020).

The public system has the need to perform in a collaborative environment since it's what smooths and enables a good functioning in a system closely connected with instability, which can be also described as the ability to deal with adversities and threats (Ungar, 2018).

The public sector has been often responsible for dealing with indeterminate and unforeseeable incidents which have turned out to be even more fundamental as the responsibility of doing it

properly is increasing mostly due to the elaborate interdependence and the constant pace of technological changes (Ansell et al., 2020).

It is therefore evident not only the importance of studying leadership in crisis situations and especially in CPS structures, but particularly after the COVID19 pandemic initial incidents.

2.4 – Framework

Over the years, several frameworks have been studied in terms of the necessary soft skills for tackling crisis events. The crisis management studies have been increasing throughout the years as the organizational settings have become more sophisticated, unstable and even more interconnected than ever before (Christensen & Kohls, 2003)

(Klijnsma & Maher, n.d.) consider that the investment in the development of Frameworks to deal with Crisis can be very helpful for organizations for a prompt recovery and to boost a stronger leadership action towards a crisis event.

Crisis events have been the subject of study by several authors over time, and therefore several frameworks have been created in different areas to deal with constant crises. Deering et al. (2009) created a framework based on training of soft skills for medical emergencies, while Pelfrey (2005) created a model with the phases of preparedness and key elements (most of them soft skills) to surpass an emergency like a terrorist attack.

In the present study, the model that will be used is the Preparedness for Overcoming Crises Events Soft Skills (PrOCESS) model present in the study of (Martins et al., 2020) which is a combination of a soft skills training model for higher education students combined with a model aimed at training soft skills in crisis situations.

As the phenomenon of crises is becoming more and more frequent, this framework has the combination of soft skills necessary for groups more used to dealing with crises, emergencies and disasters as well as a focus on the entire civil society, hence the transversability of this framework for this study.

2.4.1 – Framework: Preparedness for Overcoming Crises Events Soft Skills

According to the OECD (2019), there are three main areas of useful skills that are key for the progress both in life and work in general:

- **Foundational Skills:** including not only knowledge, but skills and attitudes crucial for individuals to achieve different levels of knowledge and to develop skills in order to adapt to new circumstances and uncertain crisis events.
- **Transversal Cognitive and Meta-Cognitive Skills:** including critical elements (problem-solving, critical thinking) necessary for adaptation throughout a crisis and further decision-making process.
- **Social and Emotional Skills:** including aspects like collaboration, empathy and others that promote a more tolerant approach and response to crisis situations.

Martins et al., (2020) defined this knowledge in a model/framework for the preparedness for overcoming crises events soft skills in the table below (Table 1):

Table 1. Preparedness for Overcoming Crisis Events Soft-Skills Framework: Taken from Martins et al., (2020)

Area	Specific skills
Foundation component	Ethics - Citizenship
	Ethics - Personal and Social responsibility
	Adaptability to change
	Knowledge of structures (organizational)
	Knowledge of structures (societal)
Transversal cognitive and meta-cognitive component	Analytical thinking and innovation;
	Reasoning, ideation and sensemaking
	Active learning and learning strategies;
	Critical thinking and analysis;
	Problem-solving
	Dynamic Decision Making
	Situational Awareness and threat recognition
Social and emotional component	Leadership, social influence and "followership"
	Emotional intelligence;
	Stress management and Resilience
	Teamwork and Collaboration
	Interpersonal communication (including active listening and polite assertiveness)
	Creativity, originality, and initiative;

In this framework, the authors Martins et al. (2020) decided to combine the main areas described by (OECD, 2019) along with the main soft skills selected by analysis of several models. This framework is focused on skills for crisis management, which enhances its relevance considering our study.

In Annex 1, it is presented a table with the framework of *Preparedness for Overcoming Crises Events Soft skills* with relevant definitions of the specific skills.

The next chapter is dedicated to explaining our methodological approach and strategies.

3 - Methodology

This chapter concerns the description of the methodology used throughout this dissertation. Given the exploratory nature of the study, the chosen methodology strives to understand how the Portuguese Civil Protection worked during the first months of the COVID19 pandemic and which difficulties they faced, especially in terms of leadership.

In this regard, the research questions guiding this work are:

- (1) What factors determined the success and failure of critical incidents during the first 90 days of the pandemic in Portugal?
- (2) What are the leadership competencies required during the first stage of a crisis, especially when uncertainty is extremely high?

3.1 – Qualitative Method through the Critical Incident Technique

This dissertation follows a qualitative method. A qualitative investigation is often considered an interactive process where experiences, opinions as well as personal information of individuals or groups are analyzed (Aires, 2015).

The qualitative method chosen was based on the Critical Incident Technique, a technique that has been widely used for more than fifty years (Butterfield et al., 2005). The Critical Incident Technique is a method that offers flexibility to any type of study since it can be used for several purpose such as assessing accomplishment and failure, analyzing the adequate and inadequate course of action as well as establishing the main aspects of an event and the critical features of that event (Flanagan, 1954).

This method is essential for the several procedures embedded in it: identification of the incident, focusing on what the person felt , what they did, why they did it as well as the outcome and the most satisfying aspect of dealing with the incident (Hasselkus & Dickie, 1990). Moreover, this method is crucial for measuring performance, training and also for its ability to determine the degree of motivation and the leadership attitudes identified when tackling the incident (Flanagan, 1954).

Following this methodology, a sample of 11 different leaders of the civil protection agency was defined, including mayors, firefighter commanders and other civil protection officers. The first objective of this research was to get to interview 15 people. However, 24 members of the CPS were contacted and only 11 participated in the study.

All things considered, the chosen method will certainly enrich our research and help us to reach some conclusions about this vast theme of critical incidents and the role of leadership specially in the CPS.

3.2 – Data Collection

Regarding the data collection, the methodology chosen was individual Semi-structured interviews. Semi-structured interview methodology has been widely used in contexts of crisis, disasters and emergencies in several sectors: tourism, health services, business as well as in emergency response organizations (AlBattat & MatSom, 2014; Hesam Seyedin & Jamali, 2011; Kapucu, 2005; Ritchie & Jiang, 2019; Skar et al., 2016).

This method is broadly used due to its characteristics of acceptability and adaptability in the benefit of the interviewer and the interviewee (Jackson II et al., 2007). The credibility of the qualitative research is strengthened by the development of an accurate semi-structured interview (Kallio et al., 2016).

The preparation of semi-structured interview requires previous elaboration of the questions coordinated by selected themes and structured in a systematic basis in order to obtain more detailed answers (Qu & Dumay, 2011). The formulation of the questions followed a logic, firstly it was necessary to understand what went well, wrong and identification of gray areas during the first phase of COVID19 and so the questions were focused on the outstanding situations faced during this period. Besides, another crucial question was focused on the ideal skills that a CPS leader should have, it was also important to ask about the lessons learned as well as to know if the perception regarding the role of the CP leaders had changed throughout the pandemic. The planned questions regarding the interviews can be found in Annex 3.

In this specific study, we propose 11 semi-structured interviews following the Critical Incident Technique. This method was chosen due to its particularities not only flexible, reachable, and

understandable but also due to its ability of revealing important angles of organizational behavior (Qu & Dumay, 2011).

These interviews occasionally followed the “Snowball” effect in which a snowballing sampling is obtained through contact information provided by some interviewees that recommended other colleagues as possible future interviewees for this research (Noy, 2008).

The interviews took place between February and May 2021, lasting from 30 minutes to 1 hour. They were performed online through Zoom platform, were recorded, and further transcribed to ensure the confidentiality of the interviewed as well as a way to facilitate the analysis.

In the beginning of the interview, the objectives of the study were explained as well as the anonymity of the data made available (Annex 2 and 4).

The list of interview questions focuses on the outstanding situations, key elements for the resolution of certain problems as well as all the learning acquired during the first outbreak of COVID19 in Portugal. Furthermore, some questions concerning the positive aspects and possible constraints experienced by these leaders in the first phase of COVID19 in Portugal were included in the interview.

3.3 - Participants

The present dissertation involved the participation of 11 leaders of the Portuguese Civil Protection Systems with different roles that range from the district commander of the National Civil Protection to Municipal Coordinators, Fire Chief Commanders, Regional Commanders to Mayors.

The table below (Table 2) represents the characterization of the participants. For confidentiality reasons, the names of the participants were coded from I1 to I11 (Interviewee 1 to 11):

Table 2. *Participants Characterization*

Interviewee	Gender	Function	District
I1	M	Colonel	Madeira
I2	M	Commander	Santarém
I3	M	Fire Chief Commander	Aveiro
I4	M	Commander	Lisboa
I5	M	Commander	Viseu
I6	M	Coordinator	Viseu
I7	M	Mayor	Aveiro
I8	M	Operational Assistant	Lisboa
I9	M	Commander	Madeira
I10	M	Commander	Viseu
I11	M	Commander	Faro

The participants of this research consist of elements of the CPS of the National, Municipal and District structure from various parts of the country from the north to the south (in the continental zone) as well as elements from the autonomous regions. This territorial heterogeneity may give a broader view of the different situations and learning of CPS during the first stage of COVID19 in Portugal.

3.4 – Data Analysis

As previously mentioned before, the interviews were carried out through the Zoom platform and afterwards, recorded and transcribed for a better analysis of its content, thus guaranteeing its credibility. With the aim of ensuring the confidentiality of the participants, they will be further described as I1 to I11 in the next chapters.

The process of data analysis implies the categorization of the data which involve the ordering, contrast and comparison. The categorization is essential for establishing a connection between the theory and the information observed from the interviews (Aires, 2015).

4 – Presentation of Results and Discussion

In this section, the main results obtained in the semi-structured interviews with key elements of civil protection will be presented and discussed in order to investigate the reactions of Portuguese Civil Protection leaders during the first wave of the COVID19 crisis, as well as their perceptions of Positive and Negative events that occurred during that period.

In the presentation of results, the data will be analyzed using the framework of (Martins et al., 2020), this framework was presented in the section 2.4 of the Literature Review. The Figure 3 shows the 3 major areas of the framework (FC, TMCC and SEC).

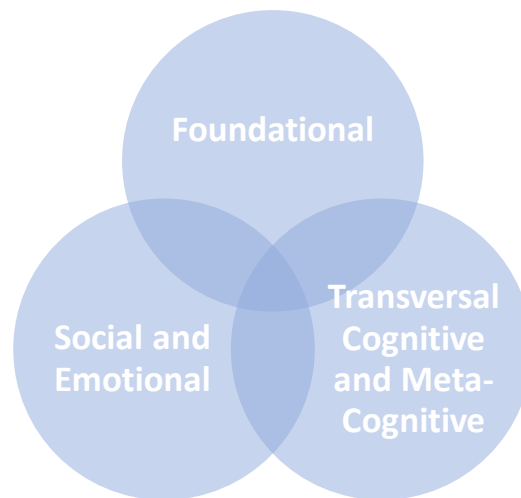


Figure 3. Diagram of the three main areas of skills

4.1 – Foundational Component

In the area of the Foundational Component, were found several specific skills related to the framework created by Martins et al. (2020), namely Ethics – personal and social responsibility, Adaptability to change, Knowledge of structures (organizational) and Knowledge of structures (societal) (Table 3).

Table 3. Foundational Component Area and Skills: Adapted from (Martins et al., 2020)

Area	Specific skills
Foundational component	Ethics - Citizenship
	Ethics - Personal and Social responsibility
	Adaptability to change
	Knowledge of structures (organizational)
	Knowledge of structures (societal)

- **Ethics - Personal and Social responsibility**

Ethics, personal and social responsibility come by as having a key role as reported by subjects. For example, several interviewees stated that the spirit of mission was important to face the pandemic event, especially in difficult times **(I2, I3, I10)**.

“Then it is an experience that gives us some input and, in this case, here it was all new, and managing this and transmitting confidence to other men so that they can exercise their functions was even more difficult. I managed to motivate them, I managed to say many times that the motto we get from firefighters, which is life for life, never made as much sense as at this hour.” (Interviewee 3)

“We fulfilled our mission and fulfill the mission is - Mission first, people always. Fulfilling our mission is our motto.” (Interviewee 10)

“Keeping the spirit of despite the challenges was the most demanding thing.” (Interviewee 2)

The question of the value of human life inserted in the category of ethics, personal and social responsibility, was usually pointed out by the respondents. The fragility and vulnerability of human life and the perception of the need of human contact and empathy were frequent during this pandemic mainly due to its characteristics of isolation, confinement, and rapid spread of the virus **(I3, I7, I10, I11)**.

“This phase is a phase of enormous learning, we are not the same after this management of the first wave, the capacity or the way we see the community has changed, it is mainly that question of the value of human life, we were already a little bit [sensible to this], but this has further intensified that component.” (Interviewee 7)

“We are nobody, we suddenly are nothing, we are as vulnerable as anyone else, and things happen, this experience applied to other events is also true” (Interviewee 10)

“On a more personal level, this pandemic highlighted the necessity to give and receive a hug or a greeting and I realize that this effectively brought or exposed what the human being is and the inherent fragility” (Interviewee 3)

- **Adaptability to change**

Another important element is adaptability to change especially in critical incidents. Some interviewees stated that in the first phase of the pandemic event the adaptation to the actual crisis was difficult and there were several challenges they had to face **(I1, I5)**

“What was more difficult was to completely understand what covid was and the also the means, the necessity to have enough personal protective equipment and also the process of adaptation to the virus and combating that virus.” (Interviewee 1)

- **Knowledge of structures (organizational)**

Knowledge of organizational structures also appeared as an important issue, here noted because most of our interviewees agree that there was a lack of planning and anticipation by higher authorities (mainly the government) and that Civil Protection in Portugal could have helped more in this public health event if requested **(I3, I6, I7)**.

“Less achieved was, above all, the lack of strategy, the ability to plan on the part of the higher authorities.” (Interviewee 7)

“Then also the huge regimen of exceptions that happened with the cadence with which we had the resolution of the council of ministers to happen in which there was no rationale for people to understand the communication strategy well.” (Interviewee 7)

“Therefore, I thought it was much more important that there had been early anticipation and planning on the side of the government in assigning these functions to firefighters and municipal civil protection services that have responsibility, knowledge and a spirit of commitment and confidentiality and that they could collaborate with other entities in this inspection, for example and that did not happen.” (Interviewee 6)

According to Ansell et al. (2020), one of the biggest evidences that COVID19 showed was that the public system is not prepared for dealing with crises, especially in the case of a pandemic. For this reason, the COVID19 pandemic serves as a turning point for public management and leadership in which there is a need for urgent changes in terms of the operational procedures and structures for tackling those events.

Moreover, Ungar (2018) enhances the idea that the public system should perform in a collaborative environment to ensure an efficient structure and functioning when tackling adversities.

Another aspect that was common among the interviewees was the agreement about the lack of organization in the health care system to deal with crisis events like a pandemic mostly due to the inexistence of a chain of command by the health authority (similar to what already exists in civil protection system and other organizations) which would have facilitated the cooperation, organization and multidisciplinary in terms of the structure of work **(I3, I11)**.

“What was negative about this pandemic, unfortunately, we were not prepared, health was a little bit, how can I say this, we did not have the support that we should have from the health authority, it did not feed us so in a way we could help even more, we could not invent, we could only work with a scientific, credible basis and that basis could only be given by them. I know how to organize operations, I know how to respond to catastrophes, but they need to tell me what is necessary, if

they do not tell me what is necessary, I cannot do it. There were failures in the chain of command, the health authority must have a chain of command, as it has civil protection and other bodies, we know who to answer to whom.” (Interviewee 11)

The first phase of COVID-19 was marked by a global shortage of material and equipment (Haahr, 2020) which affected the CPS in terms of the organizational structure.

One common situation stated by the interviewee’s when analyzing the first phase of COVID19 in Portugal was related to the fact that they had the financial means to acquire necessary material but there was a global shortage of these necessities **(I5, I7)**.

“We had financial resources available to acquire the material, there were no resources available, no material available to obtain immediately, this was our biggest constraint.” (Interviewee 5)

- **Knowledge of structures (societal)**

The knowledge of the structures in societal terms, also seemed to be relevant in that the interviewees agreed that the pandemic situation was good for strengthening networking bonds between different organizations and to underscore the fact that organizations should not work alone when facing a crisis event **(I2, I4, I11)**. However, some of the interviewees refer that challenges were faced in terms of a misunderstanding of the roles some individuals should play in this new network of institutions (especially with the healthcare system). Some individuals, due to their roles and job titles were not used to work in a network environment, where the hierarchy is not the same as they are used to **(I4, I11)**. This created some complications in terms of organization and kept CPS workers from doing a more efficient work in the beginning.

“Well, what I think the pandemic has come to strengthen is that there was already networking, that there was a different visibility here, there was a reinforcement of what is networking.” (Interviewee 11)

“Initial misunderstanding of some people due to their positions, have another type of action or intervention or are used to work in a certain way that afterwards do not result in the most effective way but with a lot of dialogue, a lot of conversation, a lot of calls, a lot of meetings it is possible to reconcile and find solutions for these, but it was difficult in those first months and hard because

it was a total learning process to solve all the problems that we had to solve, even our family and personal ones.” (Interviewee 4)

Previous knowledge of the organizations was one of the important factors since it facilitated the work and the success of the response. **(I1, I6, I10)**

“There is one thing that is very important which is the prior knowledge of the people and what the joint presidents naturally, I have worked with them for at least 2 years, some of them even more because they have been in office for more than one term, with the firefighters working for many years and therefore, we sat at the table and we know exactly who is on the other side, the sensitivity of the people and the knowledge of the attributions and competences of the different entities that this is also very important and this knowledge also helps in the answer because we do not need to discover people, find out how things work, a chain is already running and it facilitates naturally, it is another factor that is important for the success of the response that took place in the first two months.” (Interviewee 6)

Interviewee 9 also mentioned that it was difficult to follow a certain path or even to give guidance due to the lack of knowledge regarding the clinical side of the pandemic which in societal terms was complicated.

“You know that the difficulty that I felt many times when I had to give some more specific guidance and had to do it not mastering the clinical part of the pandemic, the technical issues with health, what I would say to you today in a situation, tomorrow I couldn't say to another colleague, because the clinical evaluation of the thing for the things that for us are exactly the same, it's a contact for the health side, there are many exceptions and often what was difficult to explain is that how a colleague had a contact and had to stay at home for 14 days and I had a contact and I don't need to be.” (Interviewee 9)

All in all, it was verified through the analysis of the interviews that the Literature Review is directly related to the interviewees' perceptions about the Foundational Components, especially the ones need for the organizations to strengthen their network and work as one as well as the capability to adapt to changes and the need to restructure the public sector.

In Figure 4, the most mentioned competences by respondents in relation to FC are presented. This graph shows us the relevance of the ethical skills, which includes the mission spirit and the issue of the value of human life, as well as the importance of knowledge of the structures at a time when there was a lack of planning, anticipation and information shared by higher authorities.

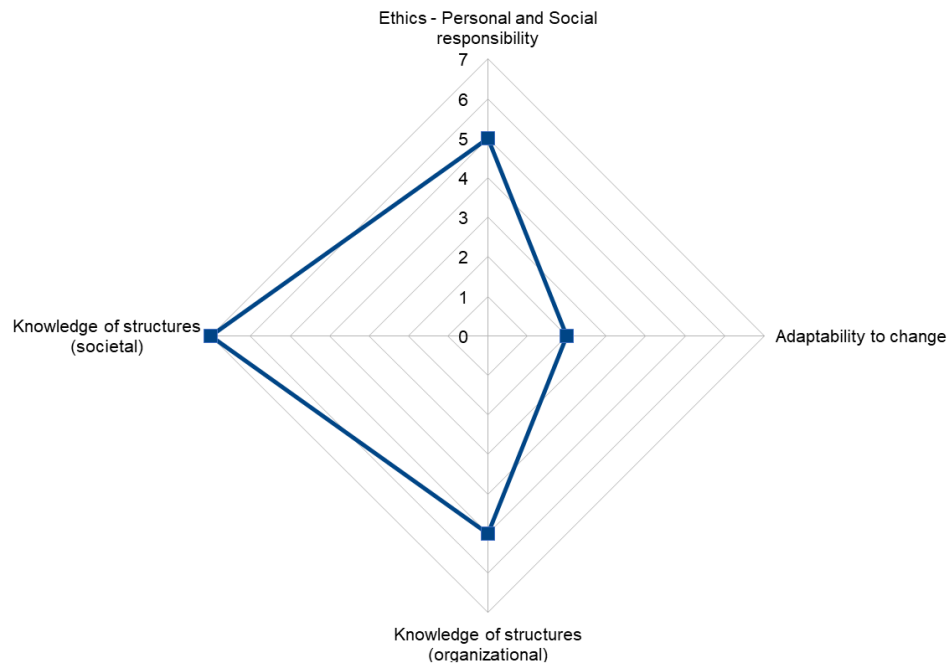


Figure 4. Graph of competency analysis- FC

4.2 – Transversal Cognitive and Meta-Cognitive Component

The Transversal Cognitive and Meta-Cognitive Component is related to the skills resulting from the knowledge as well as the Critical thinking, Problem-solving and Decision-making skills strictly necessary to respond to any type of event and essential for the future (Table 4).

Table 4. *Transversal Cognitive and Meta-cognitive Area and Skills: Adapted from (Martins et al., 2020)*

Area	Specific skills
Transversal cognitive and meta-cognitive component	Analytical thinking and innovation
	Reasoning, ideation and sensemaking
	Active learning and learning strategies
	Critical thinking and analysis
	Problem-solving
	Dynamic Decision Making
	Situational Awareness and threat recognition

- **Analytical thinking and innovation**

One of the main reflections of the respondent was made from an analytical thinking and innovation point of view regarding the CPS in Portugal. One interviewee, for example, considers that the Municipal and the National Civil Protection plans need to be revised, reevaluated and the information must be made clear for the structures to work properly, since unfortunately the question of the public health is not yet considered in those plans. **(I3)**.

“The Municipal plans for Civil Protection, the plan at national level must all be redone, do not contemplate a catastrophe and much less a pandemic, health is not included in the plans of civil protection because it is a separate level, it is another ministry, and this is unthinkable.”

(Interviewee 3)

“At the operational level, at the civil protection level, the teaching has to be rethought, this model is exhausted, I think, there has to be a gradual and urgent restructuring in the civil protection, at the structural level, because afterwards there is the question that I have always done and that I have already done what civil protection is? Well, civil protection is a series of organisms, a series of players but in the end, what is this about civil protection, so now I need and I have to go and ask for permission from the X, Y, or Z structure to be able to help and maybe I think this has to be rethought.” (Interviewee 3)

Furthermore, regarding analytical thinking and innovation, some participants reflected their views that the specific characteristics of their territories facilitated the way to deal with the pandemic event. Their analysis was in the sense that there were territorial advantages from having smaller territories with greater knowledge of the population, which allowed to tackle the vulnerabilities in a more straightforward way than in the rest of the country **(I1, I6, I9)**.

“We are identified as an inland municipality that is demographically more depressed and therefore less people, rural territories, there is an easier way to get communication. It is much easier to identify where the vulnerabilities are, where possible problems are in order to reach the fastest and most differentiated response to these people.” (Interviewee 6)

“We have the advantage of what I told you about the control of the outside, of the borders, they are easily controllable here in the region. We only have two ways of entry here and they were easily controllable, and measures were taken, particularly in terms of planning and action / response, namely everyone who arrived here on airplanes went to an exclusive hotel for covid in normal period. And the truth is that this is our advantage, at the time planning, action, response measures were taken.” (Interviewee 9)

- **Situational Awareness and threat recognition**

In general, with greater or lesser depth, all respondents consider that skills such as decision-making, problem-solving, reasoning, and active learning proved to be crucial to face a pandemic event like COVID19. The threat recognition among the situational awareness of a certain problem is necessary for organizations to be more attentive and logistically it is important as it ensures greater monitoring and more focused on the problem at hand **(I2, I8, I10)**.

“A person is more attentive because before this situation there were things done and planned, exercises that were not careful with the health part. And now, when you do something from exercises to the meetings themselves, there starts to be greater attention to the health part. With logistics, there is now a monitoring of our daily activities here and I think that was probably one of the things that has changed and will be focused, so with more attention.” (Interviewee 8)

- **Reasoning, ideation and sensemaking**

In terms of skills related to the rationality and the logic itself (reasoning, ideation and sensemaking), the interviewees point out the relevance of a disciplinary organization strategy based on the proactivity and organization to identify the problems and address them in a monitored way **(I7, I10, I11)**

“Civil protection must be proactive as I said earlier, have a strategic vision, have the risks and vulnerabilities very present and have response devices to respond to what historically and predictably will happen in the territory.” (Interviewee 11)

“We created a crisis office that never ceased to be here in the municipality, held briefings twice a day, in the morning and in the afternoon, in which we identified the problems, pointed out solutions and in the afternoon, we already monitored the actions taken and our focus was precisely on the issue of public health.” (Interviewee 7)

“A strategy based heavily on disciplinary organization.” (Interviewee 7)

- **Active learning and learning strategies**

In terms of knowledge acquired and learning strategies (active learning and learning strategies), the interviewees state that learning was essential to adapt the situations creating new dynamics which were fundamental during the crisis **(I2, I3, I5, I6, I7, I10)**.

“The main positive aspects were, above all, the learning/ knowledge that we were able to assimilate during that month, which was a very complicated month that gave us here to prepare later for new replicas of this pandemic that ended up happening, more cold-blooded, more emotional stability and also knowing that we had the possibility to implement actions on the ground quickly” (Interviewee 7)

“This phase of always being available 24 hours a day, learning was important because it was a situation, a new problem that no one is prepared for, in fact nothing in the municipal emergency and civil protection plans, there was nothing in the situations in our plan and that was good for me to learn new dynamics, new situations, new joint situations, new plans that are made.” (Interviewee 5)

“One of the most important things I learnt was that by adapting the situations to reality we gather the necessary tools to manage an emergency, the other was that we really have to be very attentive to the evolution of each claim, we need to value and be attentive to every detail.” (Interviewee 10)

- **Dynamic Decision Making and Critical Thinking**

Most of our interviewees consider that adaptation, anticipation, and planning are strictly related since the key factor for adaptation and to find the solutions to the problems is linked to the way the situations are anticipated and planned. Therefore, a dynamic decision-making only exists with an appropriate critical thinking and analysis **(I1, I3, I5, I6, I7, I9, I10, I11)**

“Always planning, sometimes you plan, and you can't execute it, but with regard to the plans, in this case the issue of timely planning, decision-making, I think they were the key elements for success so far.” (Interviewee 9)

“Of course, we were adapting and giving the answers, there has to be a great capacity to anticipate the answers in these cases in view of the lack of knowledge and in view of the lack of knowledge, there has to be precisely this, that is, we anticipate the problems, so that in the future there will be a great capacity for planning and start to anticipate all these issues so that we are not caught by surprise.” (Interviewee 5)

“It forced us to learn from the ongoing emergency and therefore, using the standards and knowledge to solve emergencies and other emergency situations, we had to know how to adapt and adapt here to the situation we were living and still living at the time. in a different way, it was a bit like that, knowing how to learn from the situation at every moment with what we were living.” (Interviewee 10)

According to Khorram-Manesh (2017), one of the skills that is necessary to become a leader is the ability to make decisions which depends not only on the person itself and their past

experience but also in their knowledge and training. Leaders should conduct a strategy of official preparation and training bearing in mind that a crisis event is considered questionable and will probably not go according to plan and that adjustability may be mandatory (Kielkowski, 2013).

Khorram-Manesh (2017), considers that there is already some training related to the decision-making process which proves that the effectiveness of the control, command, and the coordination (referred as leadership) relies not merely on the communication but also on the skills needed to perform it. So that, in situations of crises, decision-making is considered crucial for making critical choices (Rosenthal & Kouzmin, 1997).

Some authors consider that the decision-making process should be strengthened together with critical thinking (Khorram-Manesh, 2017; Kielkowski, 2013).

- **Problem-solving**

The process of problem-solving which involves finding solutions to complex problems was one of the stated skills the interviews recognized as important during the first phase of the pandemic crisis **(I4)**.

“The greatest learning is that we sometimes seek strengths where we think we no longer have and imaginative and problem-solving skills where we think we no longer have.”

(Interviewee 4)

The figure below (Figure 5) highlights the most mentioned competences by respondents in relation to TMCC, among which dynamic decision-making and critical thinking and analysis stand out. These competences, as mentioned by several authors, are competencies that are strictly linked due to its importance in making critical decisions in crisis events.

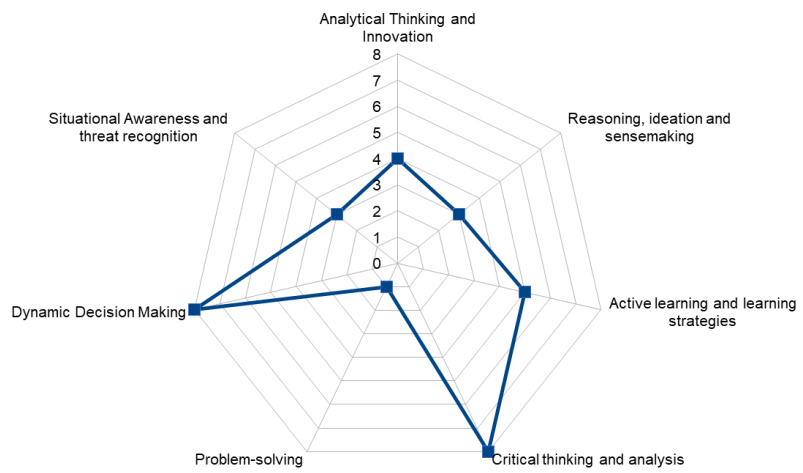


Figure 5. Graph of Competency Analysis – TMCC

4.3 – Social and Emotional Component

The Social and Emotional Component is related to the most humanistic part of the skills. According to the table below (Table 5) the Leadership, Resilience, Teamwork, and Interpersonal Communication are included in this area.

Table 5. *Social and Emotional Area and Skills: Adapted from (Martins et al., 2020)*

Area	Specific skills
Social and emotional component	Leadership, social influence and "followership"
	Emotional intelligence
	Stress management and Resilience
	Teamwork and Collaboration
	Interpersonal communication (including active listening and polite assertiveness)
	Creativity, originality and initiative

- **Leadership, social influence and "followership"**

In terms of Leadership, social influence and “followership”, most of the interviewee’s state that the role of a leader is of extreme responsibility because their subordinates depend on them. Moreover, a leader is only a great leader if there is cohesion between the leader and the followers **(I3, I9, I10)**.

“I think leadership is not something you can buy, everything is teachings, as I told you, maybe we have to start seeing things differently, we have to look at the people being led in a different way, as people and not only institution” (Interviewee 3)

“And this means that you have to be aware that the leader often guides and speaks, but then there has to be an acceptance on the part of everyone, there has to be cohesion. So, the merit is also always of the operational ones that fully complied with what is written.” (Interviewee 9)

“When we run an organization like this, it forces us to have a global mindset, we have to be the parents of all those who are our subordinates and therefore the same concern I had and have with my family is the same concern I have with all those who depend on my responsibility.” (Interviewee 10)

Some authors consider that Leadership is crucial throughout a crisis as effective crisis reaction and response is acquired via group determination in terms of preparation beforehand an emergency follows, contrary to what is often assumed to be the duty of merely an individual (Kielkowski, 2013). Moreover, Zhang et al. (2012) believes that leaders must pursue an altruistic conduct.

Authors like Hayashi and Soo (2012) or Ramalingam et al. (2020) believe the concept of the adaptative leadership is indispensable when responding to a crisis. While, Streib & Jr. (2014), considers flexible leadership, a requisite for dealing with disaster and risk situations (preparation, response, and recovery).

- **Emotional Intelligence**

In the context of Emotional Intelligence, which is a concept usually related to the capability to recognize and evaluate feelings as well as the capability to deal with them, this competency is often linked to characteristics such as self-awareness, self-management, social awareness, and skills (Goleman et al., 1999). The pandemic event seemed to have increased the sensitivity that these leaders had towards not only their subordinates but in their lives in general **(I6, I10)**.

“I think I learned to have a different sensitivity, towards people and in some situations, I think there has to be a lot of prudence and maybe this experience, this whole pandemic enriched me in this aspect, to be cautious, think much more about the answers and involve other people with other entities in the responses.” (Interviewee 6)

“The role of the leader in his true rise of words, more than dealing with paperwork and coordinating meetings and institutional relations, it is having the notion that all these people are people and have families, and have fears, and have everything that anyone has, and we have to know how to deal with it and our work is so much better the better we do it.” (Interviewee 10)

“There was this spirit of commitment, there was this motivation for things to go well, there was a lot of flexibility because then there is another very important issue, we are working with entities and these entities are represented by people, and there must also be a lot of flexibility for the different sensitivities of organizations and people who are responsible and who are in charge of these organizations.” (Interviewee 6)

- **Stress management and Resilience**

In our sample, stress management and resilience are often linked to the ability successfully overcome problems and it is usually connected to the concept of leadership and willpower **(I2, I3)**.

“I think that the great leadership that is possible for us to do at times or in what has been done is not about the particular moment, but about resilience and what needs to be done for people to realize that despite the discouragement and of the troubles we are having.” (Interviewee 2)

The concept of resilience has been acquiring high acceptance that is related to the fact that it has been attested as a skill connected with persistence when tackling hazardous circumstances, usually associated to multiple areas in particular crisis management and civil protection (Hanisch, 2016; Khorram-Manesh, 2017).

- **Teamwork and Collaboration**

The teamwork and collaboration between organizations and the synergy between several entities was mentioned frequently during the interviews **(I2, I3, I5, I6, I7, I11)**.

“The pandemic made many entities realize that they cannot live alone and the help that was generated between the different situations was from my point of view extremely positive, and I hope we can learn from Covid for future situations. The Covid has come to demonstrate above all that from the point of view of these coordinations, these interconnections with all institutions that is a unique way to often overcome the problems we have.” (Interviewee 2)

“I had never seen such a great synergy between the various entities, PSP, GNR, Firefighters, social security, ASAE and we were all there for the same objective, no matter the uniform, no matter what and it was excellent, it was gratifying.” (Interviewee 3)

Streib & Jr. (2014) believe that the indispensable tool for dealing with crisis events is Collaboration.

- **Interpersonal communication (including active listening and polite assertiveness)**

Most of the interviewees consider that an effective interpersonal communication strategy (including active listening and polite assertiveness) is essential for the population to be informed and to avoid panic and anxiety (I4, I6, I7, I11), and that in the beginning of the pandemic event in Portugal this was not always effective.

“So here the big problem, which has always existed, but the initial one was communication, we always tried to convey a message of transparency, seriousness, truth to the entire population so they could understand what was happening.” (Interviewee 7)

“When it comes to public health and people, we have to be extremely careful in everything, namely and above all in the communication policy, I always insisted on this with our partners, with the other entities that were part of the municipal civil protection commission, which is the public health, the local health authority, the GNR, the fire department and then we had meetings, and therefore we had to make a very important communication policy because of what we were dealing with, there are other problems in the field of civil protection, fires, storms, situations, but this one particularly requires that the communication should be done carefully not to generate panic and anxiety.”(Interviewee 6)

“There has to be a balance between what is desirable and what is possible but above all realistically and informing it truthfully and I think that this aspect has not been achieved much but I think that it will be explored a lot , it doesn't matter to do well but it's important to communicate well, if we do well and if the message doesn't come out, nobody knows that anything has been done. It is also important to understand how to communicate, the population must be informed, an informed population, a protected population.” (Interviewee 11)

According to (Beilstein et al., 2020), leaders should be braced with good communication and always be seeking for improvement in an organized way.

- **Creativity, originality and initiative**

In regard of the concept of creativity, originality and initiative, during the first phase of COVID19 in Portugal, the respondents consider that the spirit of solidarity, commitment and compromise between the organizations and the population in general was impressive (**I5, I6, I7, I8, I10**). The spirit of solidarity together with the creativity helped to create different and valuable initiatives in Portugal.

“In my opinion, in the context of this pandemic, the greatest learning is the spirit of solidarity, besides being only fulfilling a mission, we also need to be supportive, to create empathy and to create paths and find the necessary tools and instruments for people to follow.” (Interviewee 5)

“There was a spirit of compromise among everyone, among the entities, between politically the opposition and among civil society there was a spirit of compromise, and this has helped us a lot in the success of this response in recent months.” (Interviewee 6)

“In the face of deviation from the norm, in the face of all this instability, we were able to put our ingenuity, adaptability, our resilience, this spirit of being creative, at the service of our ingenuity, and in the future history will tell if it was even so.” (Interviewee 10)

The figure below (Figure 6) shows the competencies most mentioned by the interviewees during the first phase of COVID19 in Portugal, from which teamwork and collaboration stand out. Skills such as interpersonal communication and initiative/creativity/originality were also highly mentioned during the interviews.

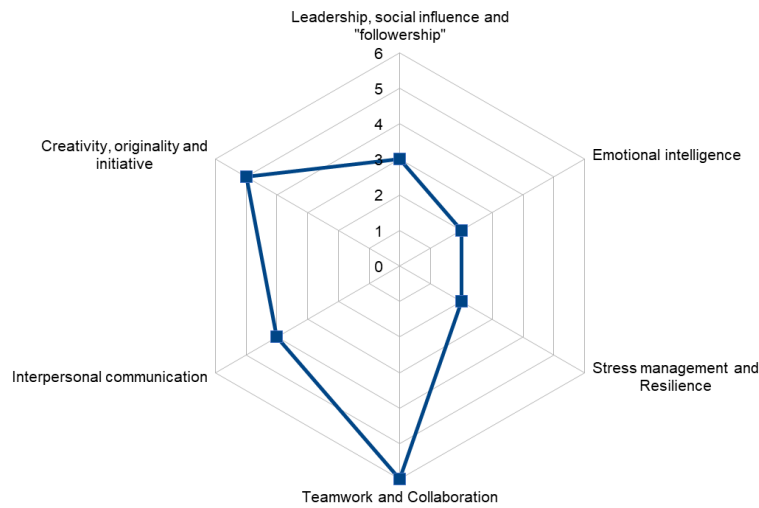


Figure 6. *Graph of Competency Analysis - SEC*

To conclude, based on the analysis of the interviewees it is possible to verify that the Social and Emotional Component is of extreme relevance in the context of the pandemic. Most of the interviewees considered that the Collaboration, the Resilience, the Solidarity, and the Value of the human life were positive factors taken from this crisis event, which reflects the ethos that is inherent to this dimension.

This component is present in Literature Review, where the concepts of Leadership, Communication, Resilience and Collaboration are highly highlighted and seem to be the “glue” to all the other components, in the sense that having good elements of the Social and Emotional Component creates the pathways to get the information in the FC and for acquiring cognitive and metacognitive strategies; further, the elements of the SEC although seem to have their own ethos, one of cooperation and respect towards other without which none of the elements in this component makes sense.

Thus, it can be concluded that this component amassed the vast majority of comments from interviewees. It seems that the COVID19 pandemic (and arguably other crisis) bring forth the need for leaders to be more humane, considerate and to strengthen the bond with their followers in order to generate the mutual trust that allows for smooth ailing in crisis situations.

Crisis situations expose the importance of the role of the leader and the subordinates, especially the trust that the subordinates have in the leaders that is crucial to the entire process of solving a crisis. This trust cannot be achieved without people feeling they are heard and respected by their leaders. The charismatic leadership is only possible to achieve if the followers have trust in their leaders and approve their command and authority (Pillai, 1996).

Although decisions may be made in a top-down manner mainly due to the structure of the CPS, the trusting climate is constructed bottom-up, which means that the concept of followership is only possible with a charismatic leader behind it allowing their subordinates to give inputs and to participate actively in the crisis response.

4.4 – Interdependence of the three components

Based on the framework proposed by Martins et al. (2020) and in the analysis of the interviews, the Foundational (FC), the Social and Emotional (SEC) and the Transversal Cognitive and Meta-Cognitive Components (TMCC) are connected and therefore interdependent.

The SEC turns out to be a component with greater focus in the analysis of the results of the interviews, which greatly reflects the value of the social and emotional part in a crisis event like this and enormous evidence of the ethos regarding this dimension. This component is related to the wisdom acquired throughout life but despite everything can be something moldable and extremely important in terms of leadership.

The FC which is related to the organizational and societal structures as well as the ethics and adaptability of the individuals, is a component that usually can be taught easily with the right means, techniques, and human resources. The knowledge resulting from this component is highly relevant, but it is more related to the structural part and is not directly linked to critical thinking.

The TMCC, highlights the importance of the capacity for reasoning and knowledge that can be acquired through study, but which is ultimately more difficult to mold than the SEC, as it is associated with the individual's intelligence.

One may conclude that in an organization like CPS it is impossible to solve a phenomenon like the pandemic without resorting to the 3 components (valuable each one in its measure).

A relevant example is regarding the persistent concern with the communication and transparency policy, which is often revealed as being a key factor for solving many problems. Even though CPS have proven to have solid structures over the years, the fact that the COVID19 being a health care event, the CPS they acted as facilitators of the process, and therefore crisis management is only effective if health authorities were communicating well with CPS. Communicating what needs to be achieved, hence the interdependence between the various components, collaboration, problem solving will only be possible with good communication and knowledge of the entities and their structures, which corroborates with the idea of the interdependence between the components.

However, the model suggested by Martins et al. (2020), seems to have some flaws, such as the fact that certain categories are hybrids and can be associated with two components.

One example of this is regarding the value of the human life. The value of the human life was inserted in the category of ethic in the FC. Nevertheless, the ethical part cannot be dissociated from the social, as the value of the human life is also related to the SEC. Thus, this result enhances the motto that the SEC has its own ethos related to the ethical component.

Another example is related to the previous knowledge that the CPS had of other organizations which could imply a hybrid categorization since the knowledge of the structures and the people (FC), facilitates the way the interpersonal communication is made which consequently affects the way the collaboration is made (SEC).

So that, it is proposed a new framework organization in which the SEC is at the center of the framework with the greatest importance and the other two components, though related, derive from that which will be the center of everything (Figure 7).

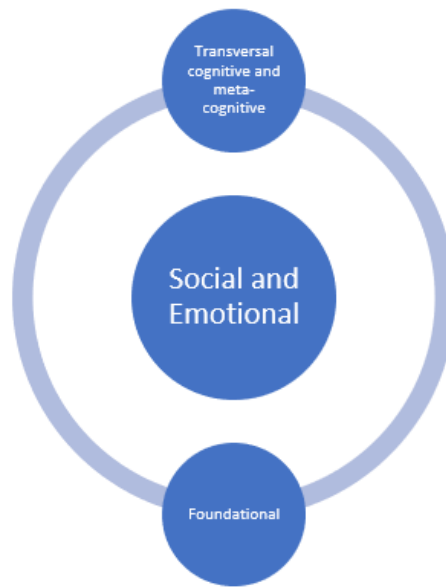


Figure 7. *New Diagram of the three main areas of skills*

This new framework intensifies the idea that an organism without a good focus on the social and emotional part fails greatly to solve a crisis. Hence, it reinforces the importance of ethics and the responsibility of each one in fighting against pandemic event. The spirit and mission, for example, can be applied to all organizations because the pandemic affected every sector of society, and this enhances the value of the social cohesion of organizations both from an organizational and societal point of view.

Regarding the concept of leadership, the traditional leadership approach should be replaced by the charismatic leadership approach which is more focused on the SEC regarding its characteristics of communication, enthusiasm and mostly empathy during a critical event.

Furthermore, this framework can be applied to several organizations since the skills and the areas identified by CPS can be transversal to other organisms, being the SEC the heart of the matter.

To sum up, an organization that does not focus its efforts on improving interpersonal relationships as well as the ability to communicate and to solve problems collaboratively is unlikely to be successful, especially when facing critical events.

5 - Conclusion

In the present chapter, the conclusions of the studies are presented as well as the limitations of the study. Ultimately, some future research leads are suggested.

Considering the deep analysis of the topics that was made through the Literature Review and by the analysis of the interviews, we can conclude that this study contributes and corroborates with existing Literature Review regarding the necessary competencies of a leader when facing a crisis.

The present investigation uncovered several difficulties experienced by CPS members during the COVID19 pandemic, by listening to the leader's view about important moments, elements considered key to the resolution of these events, as well as relevant learning and aspects more and less achieved in their opinion regarding the first stage of COVID19 in Portugal (where uncertainty and ignorance was high).

The analysis of the interviews was carried out using a framework by (Martins et al., 2020) for crisis situations. In this framework, the three major components are FC, TMCC and SEC, which were found to be transversal and interdependent. The characteristics most mentioned as crucial by the interviewees were the ethical competencies and the knowledge of the structures belonging to the FC area, dynamic decision-making, and critical thinking (TMCC) and teamwork and collaboration as well as interpersonal communication (SEC).

Moreover, during this research, a slightly new framework was suggested based on the framework of other authors regarding the necessary skills for dealing with crisis events. This framework highlights the need for organizations to focus on Social and Emotional Skills such as Collaboration, Resilience, Interpersonal Communication as well as the Sensitivity and the Value of the human life over the other two components, which despite being extremely important mainly depend on the SEC. This change to the framework came when it was verified that some competencies could belong to more than one area, as is the example of the ethical component inserted in the FC area, which makes sense to also belong to the SEC area.

During the investigation course, it was evident that the SEC has its own ethos and that without this component none of the others really make sense in crisis situations. This research also highlighted the need for charismatic leaders in a society increasingly affected by unpredictable

crises. In addition, the need for a more focused leadership, especially in the bottom-up perspective, in which the follower plays a fundamental role in responding to the crisis, thus allowing for a climate of trust, communication, collaboration and teamwork, as evidenced in framework. This new framework may be relevant to other organizations as established areas and specific components have been defined based on crisis events.

This study had some limitations regarding the willingness of the CPS leaders to collaborate since 24 people were contacted and only 11 accepted to conduct the interview. The contacts for conducting interviews began in December and the interviews were only concluded in May, which greatly altered the previously defined planning. This limitation may be linked to the fact that people were contacted at a time when the pandemic situation in Portugal was complicated and that is why it justifies the low adhesion to interviews as the workload of these leaders should have been high during this period.

Another limitation of the study was the fact that the respondents were all from the same gender, which made the sample not as heterogeneous as it could have been.

Based on the reflections of the interviews, research should be conducted in terms of the structure of the national and municipal civil protection plans to gather more information about the best way to coordinate and include the public health in those plans in a multidisciplinary way.

Furthermore, a future research lead should be conducted in terms of the structure of the CPS regarding the leadership roles and positions of women in this type of institutions which seems to be reduced as well as the reason for this.

References

- Aires, L. (2015). Paradigma qualitativo e práticas de investigação educacional. In *Universidade Aberta*.
https://www.researchgate.net/publication/277178673_Paradigma_qualitativo_e_praticas_de_investigacao_educacional
- Al-Dahash, H., Thayaparan, M., & Kulatunga, U. (2016, September 5-7). *Understanding the terminologies: Disaster, crisis and emergency*. Proceedings of the 32nd Annual ARCOM Conference, Manchester, UK, 1191–1200.
<https://www.researchgate.net/publication/320288179>
- Alexander, D. (2002). From civil defence to civil protection – And back again. *Disaster Prevention and Management: An International Journal*, 11(3), 209–213.
<https://doi.org/10.1108/09653560210435803>
- Alexander, D. (2005). Towards the development of a standard in emergency planning. *Disaster Prevention and Management: An International Journal*, 14(2), 158–175.
<https://doi.org/10.1108/09653560510595164>
- Ansell, C., Sørensen, E., & Torfing, J. (2020). The COVID-19 pandemic as a game changer for public administration and leadership? The need for robust governance responses to turbulent problems. *Public Management Review*.
<https://doi.org/10.1080/14719037.2020.1820272>
- Beilstein, C., Lehmann, L., Braun, M., Urman, R., Luedi, M., & Stüber, F. (2020). Leadership in a time of crisis: Lessons learned from a pandemic. *Best Practice & Research Clinical Anaesthesiology*, 1–10. <https://doi.org/10.1016/j.bpa.2020.11.011>
- Bhaduri, R. M. (2019). Leveraging culture and leadership in crisis management. *European Journal of Training and Development*, 43(5–6), 554–569. <https://doi.org/10.1108/EJTD-10-2018-0109>

- Butterfield, L., Borgen, W., Amundson, N., & Maglio, A.-S. (2005). Fifty years of the critical incident technique: 1954–2004 and beyond. *SAGE Publications*, 5(4), 475–497.
<https://doi.org/10.1177/1468794105056924>
- Carvalho, P. (2020, March 18). *Pavilhões desportivos e escolas transformam-se em hospitais de campanha*. PÚBLICO. <https://www.publico.pt/2020/03/18/sociedade/noticia/pavilhoes-desportivos-escolas-transformamse-hospitais-campanha-1908394>
- Christensen, S., & Kohls, J. (2003). Ethical Decision Making in Times of Organizational Crisis A Framework for Analysis. *BUSINESS & SOCIETY*, 42(3), 328–358.
<https://doi.org/10.1177/0007650303255855>
- Conger, J. A., & Kanungo, R. (1992). Perceived Behavioural Attributes of Charismatic Leadership. *Canadian Journal of Behavioural Science/Revue Canadienne Des Sciences Du Comportement*, 24(1), 86–102. <https://doi.org/10.1037/h0078703>
- Decreto-Lei n.º 45/2019 da Presidência do Conselho de Ministros. Diário da República, I série n.º 64 (2019). <https://data.dre.pt/eli/dec-lei/45/2019/04/01/p/dre/pt/html>
- Decreto-Lei n.º 10-A/2020 da Presidência do Conselho de Ministros. Diário da República: I série , n.º 52 (2020). <https://dre.pt/application/conteudo/130243053>
- Decreto n.º 2-A/2020 do Presidente da República. Diário da República: I série n.º 57 (2020). <https://www.portugal.gov.pt/pt/gc22/comunicacao/documento?i=decreto-do-governo-que-regulamenta-o-estado-de-emergencia->
- Deering, S., Rosen, M., Salas, E., & King, H. (2009). Building team and technical competency for obstetric emergencies: The mobile obstetric emergencies simulator (moes) system. *Simulation in Healthcare*, 4(3), 166–173.
<https://doi.org/10.1097/SIH.0B013E31819AAF2A>
- Despacho n.º 3298-B/2020 da Administração Interna e Saúde. Diário da República, II série , n.º 52 (2020). <https://dre.pt/home/-/dre/130243048/details/maximized>

- Despacho n.º 3372-C/2020 da Presidência do Conselho de Ministros e Administração Interna. Diário da República, II série, n.º54 (2020). <https://dre.pt/home/-/dre/130366471/details/maximized>
- Di Bucci, D., & Savadori, L. (2018). Defining the acceptable level of risk for civil protection purposes: A behavioral perspective on the decision process. *Natural Hazards*, 90(1), 293–324. <https://doi.org/10.1007/s11069-017-3046-5>
- Dirani, K., Abadi, M., Alizadeh, A., Barhate, B., Garza, R., Gunasekara, N., Ibrahim, G., & Majzun, Z. (2020). Leadership competencies and the essential role of human resource development in times of crisis: A response to Covid-19 pandemic. *Human Resource Development International*, 23(4), 380–394. <https://doi.org/10.1080/13678868.2020.1780078>
- Djuricin, D. (2020). The wealth of Nations Revisited New Perspectives on Major Global Issues. *CADMUS*, 4(3), 1–4. http://www.cadmusjournal.org/files/journalpdf/Vol4Issue3/Vol4_Issue3.pdf#page=43
- European Commission. (2019). *Orientations towards the first Strategic Plan implementing the research and innovation framework programme Horizon Europe*. 1–142. https://www.gov.si/assets/ministrstva/MIZS/Dokumenti/ZNANOST/Obzorje-Evropa/Dokumenti/ec_rtd_orientations-towards-the-strategic-planning.pdf
- Flanagan, J. (1954). The Critical Incident Technique. *Psychological Bulletin*, 51(4), 1–33. <https://doi.org/https://doi.org/10.1037/h0061470>
- Garavaglia, C., Sancino, A., & Trivellato, B. (2020). Italian mayors and the management of COVID-19: Adaptive Leadership for organizing local governance. *Eurasian Geography and Economics*, 00(00), 1–17. <https://doi.org/10.1080/15387216.2020.1845222>
- Goleman, D., Rhee, K., & Boyatzis, R. (1999). CLUSTERING COMPETENCE IN EMOTIONAL INTELLIGENCE: INSIGHTS FROM THE EMOTIONAL COMPETENCE INVENTORY (ECI). *Consortium for Research on Emotional Intelligence in Organizations*, 1–23. www.eiconsortium.org

- Gopinath, G. (2020, April 14). *The Great Lockdown: Worst Economic Downturn Since the Great Depression*. IMFBlog. <https://blogs.imf.org/2020/04/14/the-great-lockdown-worst-economic-downturn-since-the-great-depression/>
- Haahr, T. (2020, September 3). *Greater EU Civil Protection capacity needed in light of lessons from COVID-19*. News | European Parliament. <https://www.europarl.europa.eu/news/en/press-room/20200903IPR86304/greater-eu-civil-protection-capacity-needed-in-light-of-lessons-from-covid-19>
- Halverson, S., Murphy, S., & Riggio, R. (2004). CHARISMATIC LEADERSHIP IN CRISIS SITUATIONS A Laboratory Investigation of Stress and Crisis. *Small Group Research*, 35(5), 495–514. <https://doi.org/10.1177/1046496404264178>
- Hanisch, M. (2016). What is Resilience ? Ambiguities of a Key Term. In *Security Policy Working Paper No. 19/2016* (Issue 19).
- Hasselkus, B., & Dickie, V. (1990). Themes of Meaning: Occupational Therapists' Perspectives on Practice. *Occupational Therapy Journal of Research*, 10(4), 195–207. <https://psycnet.apa.org/record/1992-25040-001>
- Hayashi, C., & Soo, A. (2012). Adaptive Leadership in Times of Crisis. *Institute for National Strategic Security, National Defense University*, 4(1), 78–86. <https://www.jstor.org/stable/10.2307/26469795>
- Jackson II, R., Drummond, D., & Camara, S. (2007). What Is Qualitative Research? *Qualitative Research Reports in Communication*, 8(1), 21–28. <https://doi.org/10.1080/17459430701617879>
- Jamal, J., & Bakar, H. (2017). The Mediating Role of Charismatic Leadership Communication in a Crisis: A Malaysian Example. *International Journal of Business Communication*, 54(4), 369–393. <https://doi.org/10.1177/2329488415572782>
- Kallio, H., Pietila, A.-M., Johnson, M., & Kangasniemi, M. (2016). Systematic methodological review: Developing a framework for a qualitative semi-structured interview guide. *Journal of Advanced Nursing*, 72(12), 2954–2965. <https://doi.org/10.1111/jan.13031>

- Khorram-Manesh, A. (2017). *Handbook of Disaster and Emergency Management*.
https://arhiva.bolnicasb.hr/Amir-Khorram-Manesh_S5_web_low.pdf
- Kielkowski, R. (2013). Leadership during crisis. *Journal of Leadership Studies*, 7(3), 62–65.
<https://doi.org/https://doi.org/10.1002/jls.21300>
- Klijnsma, B., & Maher, P. (n.d.). *Crisis Framework Design*.
https://www.aon.com/getmedia/d5649bc4-b2c5-449f-a72f-c67c8a1c72b2/CrisisConsulting_Framework_AW_Updt_Oct2018.aspx
- Marques, J. (2013). Understanding the Strength of Gentleness: Soft-Skilled Leadership on the Rise. *Journal of Business Ethics*, 116(1), 163–171. <https://doi.org/10.1007/s10551-012-1471-7>
- Martins, H., Rouco, C., Piedade, L., & Borba, F. (2020, October 15-16). *Soft Skills for Hard Times: Developing a Framework of Preparedness for Overcoming Crises Events in Higher Education Students*. 17th International Conference on Intellectual Capital, Knowledge Management & Organisational Learning, A Virtual Conference Hosted by University of Toronto, Canada. <https://doi.org/10.34190/IKM.20.079>
- Menon, S., Niblett, R., Jr, J., Neil, S., Schake, K., Walt, S., Allen, J., Burns, N., Garrett, L., Haass, R., Ikenberry, G., & Mahubani, K. (2020). How the World Will Look After the Coronavirus Pandemic. *Foreign Policy*, 1–9.
[http://www.afaemme.org/sites/default/files/The Coronavirus Pandemic Will Change the World Forever.pdf](http://www.afaemme.org/sites/default/files/The%20Coronavirus%20Pandemic%20Will%20Change%20the%20World%20Forever.pdf)
- Milani, F. (2021). COVID-19 outbreak , social response , and early economic effects : A global VAR analysis of cross-country interdependencies. *Journal of Population Economics*, 34, 223–252. <https://doi.org/10.1007/s00148-020-00792-4>
- Morsut, C., & Kruke, B. (2020). EUROPEANISATION OF CIVIL PROTECTION: THE CASES OF ITALY AND NORWAY. *International Public Management Review*, 20(1), 23–42.
<https://journals.sfu.ca/ipmr/index.php/ipmr/article/view/361>

- Nota à Comunicação Social do Ministério da Administração Interna, República Portuguesa (2020). <https://www.portugal.gov.pt/pt/gc22/comunicacao/comunicado?i=ministerio-da-administracao-interna-disponibilizou-20-tendas-e-260-camas-para-instalar-em-estabelecimentos-prisionais>
- Noy, C. (2008). Sampling Knowledge: The Hermeneutics of Snowball Sampling in Qualitative Research. *International Journal of Social Research Methodology*, 11(4), 327–344. <https://doi.org/10.1080/13645570701401305>
- OECD. (2019). OECD Skills Strategy 2019 : Skills to Shape a Better Future. In *OECD Publishing*. OECD Publishing. <https://doi.org//10.1787/9789264313835-en>
- Peek, L., & Sutton, J. (2003). An exploratory comparison of Disasters, Riots and Terrorist Acts. *Disasters*, 27(4), 319–335. <https://doi.org/10.1111/j.0361-3666.2003.00236.x>
- Pelfrey, W. (2005). The Cycle of Preparedness: Establishing a Framework to Prepare for Terrorist Threats. *Journal of Homeland Security and Emergency Management*, 2(1), 1–21. <https://doi.org/10.2202/1547-7355.1081>
- Perry, R., & Quarantelli, E. . (2005). What Is a Disaster? In *International Research Committee on Disasters* (Vol. 33, Issue 3). <https://doi.org/10.1177/1741143205054009>
- Pillai, R. (1996). Crisis and the Emergence of Charismatic Leadership in Groups: An Experimental Investigation. *Journal of Applied Social Psychology*, 26(6), 543–562. <https://doi.org/https://doi.org/10.1111/j.1559-1816.1996.tb02730.x>
- Portugal - Disaster management structure Vademecum - Civil Protection*. (2014). <https://erccportal.jrc.ec.europa.eu/vademecum/pt/2-pt-1.html>
- Prior, T., & Roth, F. (2016). International Civil Protection : Adapting to new challenges. *Center for Security Studies*, 5–37. https://www.researchgate.net/publication/309585527_International_Civil_Protection_Adapting_to_new_challenges

- Puerto, S., & Kim, K. (2020, April 15). *Young workers will be hit hard by COVID-19's economic fallout*. International Labour Organization. <https://iloblog.org/2020/04/15/young-workers-will-be-hit-hard-by-covid-19s-economic-fallout/>
- Qu, S. Q., & Dumay, J. (2011). The qualitative research interview. *Qualitative Research in Accounting and Management*, 8(3), 238–264. <https://doi.org/10.1108/11766091111162070>
- Ramalingam, B., Nabarro, D., Oqubuy, A., Carnall, D., & Wild, L. (2020, September 11). *5 Principles to Guide Adaptive Leadership*. Harvard Business Review. <https://hbr.org/2020/09/5-principles-to-guide-adaptive-leadership>
- Rodríguez-Rey, R., Garrido-Hernansaiz, H., & Collado, S. (2020). Psychological Impact and Associated Factors During the Initial Stage of the Coronavirus (COVID-19) Pandemic Among the General Population in Spain. *Frontiers in Psychology*, 11. <https://doi.org/10.3389/fpsyg.2020.01540>
- Rosenthal, U., & Kouzmin, A. (1997). Crises and Crisis Management : Toward Comprehensive Government Decision Making. *Journal of Public Administration Research and Theory: J-PART*, 7(2), 277–304. <https://www.jstor.org/stable/1181713>
- Schneider, L., Meirovich, A., & Dolev, N. (2020). Soft Skills On-Line Development in Times of Crisis. *Revista Romaneasca Pentru Educatie Multidimensionala*, 12(1), 122–129. <https://doi.org/10.18662/rrem/12.1sup2/255>
- Shortage of personal protective equipment endangering health workers worldwide*. (2020, March 3). WHO. <https://www.who.int/news/item/03-03-2020-shortage-of-personal-protective-equipment-endangering-health-workers-worldwide>
- Silva, A. (2016). What is Leadership ? *Journal of Business Studies Quarterly*, 8(1), 1–5. <https://search.proquest.com/openview/da932f3ddd496ce36e7f30f9e133b141/1?pq-origsite=gscholar&cbl=1056382>
- Streib, G., & Jr., W. (2006). Collaboration and Leadership for Effective Emergency Management. *Public Administration Review*, 66(1), 131–140. <https://doi.org/10.1111/j.1540-6210.2006.00673.x>

- Surugiu, F., & Surugiu, I. (2013). Leadership and Crisis Management During Crisis Situations. *Constanta Maritime University Annals*, 17, 303–306. <http://cmu-edu.eu/RePEc/cmc/annals/303-v17.pdf>
- Tardy, T. (2020). *COVID-19: Shaping future threats and security policies*. <https://www.jstor.org/stable/resrep25148.8>
- Tseng, H., Yi, X., & Yeh, H. Te. (2019). Learning-related soft skills among online business students in higher education: Grade level and managerial role differences in self-regulation, motivation, and social skill. *Computers in Human Behavior*, 95, 179–186. <https://doi.org/10.1016/j.chb.2018.11.035>
- Ungar, M. (2018). Systemic resilience: Principles and processes for a science of change in contexts of adversity. *Ecology and Society*, 23(4). <https://doi.org/https://doi.org/10.5751/ES-10385-230434>
- WHO Ebola Response Team. (2014). Ebola Virus Disease in West Africa — The First 9 Months of the Epidemic and Forward Projections. *New England Journal of Medicine*, 371(16), 1481–1495. <https://doi.org/10.1056/nejmoa1411100>
- Zhang, Z., Jia, M., & Gu, L. (2012). Transformational leadership in crisis situations: Evidence from the People’s Republic of China. *International Journal of Human Resource Management*, 23(19), 4085–4109. <https://doi.org/10.1080/09585192.2011.639027>

Annex 1

FRAMEWORK AND DEFINITIONS

Area	Specific skills	Definitions
Foundational component	Ethics – Citizenship	The attitude of being an active member of society for the common good, even when there is no crisis.
	Ethics – Personal and Social responsibility	The attitude of feeling a responsibility to contribute for the wellbeing of others and the common good.
	Adaptability to change	The sense of having the explicit desire to change habits, expectations, strategies in favor of the event.
	Knowledge of structures (organizational)	The knowledge of how the subjects' organization works and how to activate the different structures in the case of a crisis
	Knowledge of structures (societal)	The knowledge of how different organizations work and how to activate the different societal structures in the case of a crisis
Transversal cognitive and meta-cognitive component	Analytical thinking and innovation;	The perception of what is relevant to create the best way to deal with situations, this is the initial analysis in which we identify the patterns and what is more relevant.
	Reasoning, ideation and sensemaking	The ability use knowledge to interpret, give meaning and to draw conclusions regarding a certain matter.
	Active learning and learning strategies	An entrepreneurial attitude towards acquiring knowledge and the insight on how one learns best (metacognition)
	Critical thinking and analysis	The ability to think clearly and logically about a certain matter, overcoming first impressions.

	Problem-solving	The ability to define and identify the problem and the attitude of looking for and establishing of alternatives and solutions.
	Dynamic Decision Making	The process of decision in a constant change environment
	Situational Awareness and threat recognition	The process of identifying what is happening and recognizing the risks.
Social and emotional component	Leadership, social influence and “followership”	The concept of leadership can be related to the ability to motivate, influence or inspire a group of people in order to achieve a certain goal, while followership is the willingness to follow a leader.
	Emotional intelligence	The skill set that allows individuals to recognize their own feelings and the feelings of others and to manage both successfully
	Stress management and Resilience	The ability to adapt to stressful situations or crisis and to endure beyond difficulties.
	Teamwork and Collaboration	The ability of a group of individuals to work together to achieve a common goal.
	Interpersonal communication (including active listening and polite assertiveness)	The ability to communicate and exchange ideas, information and knowledge effectively, especially in tense situations.
	Creativity, originality and initiative	The ability to come up with ideas, to use the imaginative capability to find solutions and to create alternative, less evident paths.

Source: Own elaboration

Annex 2

Pedido de Colaboração

Exmo. Sr. ,

No âmbito da tese de Mestrado em Gestão, que está a ser realizada na Faculdade de Economia da Universidade do Porto, pela aluna Maria João Simões Coelho, sob orientação da Professora Doutora Maria Helena Martins e coorientação da Professora Doutora Maria Teresa Proença, e que se intitula «LEADERSHIP IN CRISIS SITUATIONS: THE CASE OF CIVIL PROTECTION DURING THE COVID-19 CRISIS IN PORTUGAL», vimos por este meio solicitar a colaboração de V. Exas.

Este trabalho tem como objetivo obter respostas relacionadas com a pandemia COVID-19. O objetivo é investigar as reações e respostas dos líderes da Proteção Civil Portuguesa durante a primeira vaga da crise COVID-19, assim como, as suas perceções relativamente a ocorrências positivas e negativas que ocorreram durante esse período.

As questões de pesquisa que norteiam este trabalho são:

- (1) Que fatores determinaram o sucesso e o insucesso de incidentes críticos durante os primeiros 90 dias de pandemia em Portugal?
- (2) Quais são as competências de liderança necessárias durante o primeiro estágio de uma crise, especialmente quando a incerteza é extremamente alta?

Assim, solicito a sua colaboração para a realização de entrevistas por meio da plataforma Zoom.

Agradecemos desde já a vossa atenção e disponibilidade.

Com os melhores cumprimentos,

(Maria João Coelho)

Annex 3

Guião da entrevista

1. O âmbito desta entrevista prende-se com o facto de estarmos a estudar a liderança na Proteção Civil, tendo em conta que a Proteção Civil é um organismo crucial para o apoio e defesa de pessoas e bens especialmente em momentos de crise. Neste estudo estamos a focar-nos na primeira vaga/fase de COVID-19 em Portugal (o período compreendido entre março e maio de 2020) e gostaríamos de saber como foi para si esse momento.
2. Enquanto líder, seguramente que esta fase lhe foi particularmente marcante. Importa-se de enumerar situações vividas que entenda, como digo, especialmente marcantes, particularmente tocantes?
3. As situações que disse tinham mais ou menos um cariz predominantemente negativo, gostaríamos, se houver por outro lado, nos referisse ocorrências eventualmente positivas durante este período.
4. Quais foram, em sua opinião, os elementos-chave para a ocorrência das situações vividas? Por favor, queira reportar-se às negativas e às positivas.
5. Quais foram, para si, as grandes aprendizagens por força do vivido na 1ª vaga da COVID-19?
6. Desde a primeira vaga de COVID-19, até ao momento presente, quais para si foram os aspetos mais conseguidos e os principais constrangimentos que sentiu no desempenho das suas competências e do organismo que comanda?

Annex 4



Declaração

Eu, Maria Helena Gonçalves Martins, professora orientadora da tese de Mestrado que se intitula “LEADERSHIP IN CRISIS SITUATIONS: THE CASE OF THE CIVIL PROTECTION DURING THE COVID-19 CRISIS IN PORTUGAL”, declaro que Maria João Simões Coelho, aluna no Mestrado em Gestão no presente ano letivo na Faculdade de Economia da Universidade do Porto, com o número 201605753, vai realizar entrevistas via Plataforma Digital Zoom a chefias da Proteção Civil Nacional no âmbito da dissertação acima citada.

Todos os dados recolhidos serão exclusivamente utilizados para fins académicos e de trabalho científico garantindo a total confidencialidade dos dados recolhidos.

Porto, 3 de março de 2021

Assinado por: **MARIA HELENA
GONÇALVES MARTINS**
Num. de Identificação: BI117253324
Data: 2021.03.03 17:58:03+00'00'

M  **CARTÃO DE CIDADÃO**
Orientadora Científica