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# MIGRANT CRISIS IN MACEDONIA

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## *Abstract*

Macedonia due to its geo-strategic position is a transiting route for the illegal migrants, who driven by safety and economical reasons are making efforts from the countries of the Middle East and Africa to immigrate to some of the Western European countries. In the months of July and August 2015 there was a drastic increase of the number of migrants entering and transiting through our country, which increased the concerns in terms of safety and humanitarian treatment. The large influx of migrants caused more frequent disruption of public peace and order and deterioration of the safety situation in the populated areas, mostly on the southern border. In order to cope with the newly arisen state-of-play, the Government in August of 2015 declared a state of emergency on the southern and northern border due to increased proportion of entrance and transiting of migrants through the territory of Macedonia. In this paper, the author shall elaborate on the general aspects of refugee crisis, as seen from the aspect of acting of police in all stages of coping with the state of emergency, starting from monitoring the situation, collection of data, grading and appraisal of data, taking precautionary activities, early warning, management and cooperation and coordination of the Police with the remaining Subjects in the crisis management system.

## *Key words:*

State of emergency; Coordination; Cooperation; Migrants.

## **INTRODUCTION**

For successful dealing with crisis situation, it is necessary to engage all entities in the Crisis Management System. The engagement of the entities in the Crisis Management System involves taking measures and activities aimed at monitoring the situation, collecting data, assessing and evaluating data, undertaking preventive activities, early warning and dealing with the already occurred crisis situation. For the successful implementation of these activities, the cooperation and effective coordination between the Police and other entities in the Crisis Management System is extremely important.

Due to its geostrategic position, Macedonia is a transit route for illegal migrants from the countries of the Middle East and Africa who are attempting to leave in some of the Western European countries, motivated of security and economic reasons. Migrants,

trying to reach the desired destination, face a variety of problems, both from a security and from a humanitarian point of view.

But also, the countries through which the migrants transit, have the same challenges. From one hand, to provide a controlled entry into the territory of the state and to protect the rights of migrants in accordance with international agreements, and on the other hand, to protect citizens' property and provide favorable public order and peace in the settlements where migrants pass. Since September 2014, the number of migrants entering the country's territory on a daily basis has started to rise sharply, and in the months of July and August 2015 it culminated, and this trend of increased numbers of migrants continued in the first months of 2016. With the increased number of migrants entering the territory of the country, the problems have increased both in security and humanitarian character.

During this period, a frequent violation of public order and peace was noted, which led to a worsening of the security situation in the populated areas of the southern border. Due to the limited capacities of the institutions involved, the state faced a situation where it could hardly be adequately responded, and therefore on 19 August 2015, the Government adopted a Decision declaring a crisis situation on the territory of the southern and northern state borders, due to increased volume of entry and transit of migrants.

## **COORDINATION AND COOPERATION OF ENTITIES IN THE CRISIS MANAGEMENT SYSTEM**

Coordination as a term denotes the adjustment of the action of two or more participants in a process, that is, the coordination and direction of the interaction between the elements of a system in order to achieve the set or adopted goals (Stevanovic, 2003: 202). One of the important prerequisites for maintaining an effective border security system is continuous cooperation both with domestic authorities as well as with foreign border services and international organizations and institutions that handle the issue of border management.

In order to successfully address the migrant crisis, the Ministry of Interior in coordination with the other entities in the Crisis Management System, a number of coordinated measures and activities were undertaken, for which implementation it was necessary to engage the overall human resources and material and technical means of the Crisis Management System. Within these activities, Working Group at the ministerial level and the Operative Body for dealing with an increased number of migrants were formed, and in accordance with the Law on Crisis Management, the Headquarter in the Crisis Management Center, the Assessment Group and Steering Committee were activated. Taking into consideration that during 2015 many migrants transited our country, the cooperation and coordinated actions of the police with other entities in the Crisis Management System is of invaluable knowledge and greatly



affects the success in organizing the smooth and safe flow of migrants across the country.

### *Measures and activities for dealing with the crisis situation*

The Ministry of Interior, in cooperation with the other entities in the Crisis Management System, continuously undertakes a number of measures and activities in the area of monitoring the security situation, collecting data and information, and assessing and evaluating them. For the successful management of the crisis situation, the following measures and activities were undertaken: 1. Amendments to the Law on Asylum and Temporary Protection, 2. Announce of the Crisis Situation, 3. Selective Approach in Allowing Migrants to Pass, 4. Limitation of the migration flow, 5. Determination of the final destination of migrants, 6. Entry and transit of the migrants coming from only endangered areas, 7. Unified registration form for migrants and 8. Inclusion of foreign police services.

**1. Amendments to the Law on Asylum and Temporary Protection.** On June 18, 2015, amendments were introduced enabling migrants legal and organized transit through the state by issuing a confirmation of the expressed intention for recognizing the right to asylum, according with which within 72 hours they should apply for recognition of the right to asylum or leave the country. According to this measure, two temporary transit centers on the southern border "Vinojug" in Gevgelija and on the northern border "Tabanovce" in Kumanovo with a total capacity of 2,000 seats have been opened for registration and provision of humanitarian and medical assistance to migrants. This measure contributed to reducing the activity of criminal groups and individuals who committed criminal acts "smuggling of migrants".

**2. Announce of the crisis situation.** According to the estimates and the enormously increased inflow of migrants to entry and transit through the territory of the Republic of Macedonia, on August 19, 2015, a Decision was adopted to declare a crisis situation on the territory of the southern and northern state borders. For that purpose, the Crisis Management System (CMS) has been activated, whose representatives from different institutions with their own competencies participate. The CMS was comprised of: Steering Committee, Assessment Group and Headquarter. In addition to the resources of the Ministry of Internal Affairs in dealing with the migration crisis, this measure enabled the use of the resources of other state institutions, primarily the Army of the Republic of Macedonia, the Directorate for Protection and Rescue, etc.

**3. Selective Approach in Allowing Migrants to Pass.** In addition to the existing measures arising from the key national decisions, additional measures were immediately implemented that resulted from the decisions and policies of the other countries on the so-called "Western Balkan Route". After receiving a notification from the Republic of Croatia and Serbia that migrants who do not come from countries

affected by armed conflict will not be admitted to their countries, starting on November 19, 2015, only the migrants from Syria, Afghanistan and Iraq were allowed to pass. The measure of the selective approach on one hand has influenced the reduction of the number of migrants who transit through the country, but on the other hand it initiated a) an increase in illegal crossings at the southern border of persons who were not allowed entry and, b) re-activation of individuals and criminal groups for their smuggling through the territory of Macedonia.

**4. *Limitation of migration flow.*** After receiving notifications from the working meetings with representatives of Serbia and Greece, from January 11, 2016, the measure - restricting the migration flow and the preparation of the List of Migrants, the flow of migrants was limited up to 3,000 people per day. The preparation of the List of Migrants was temporarily postponed with the agreement with Serbia until the transit of migrants started again by trains to the camp in Presevo, Serbia. In the period from January 11 to February 23, 2016, throughout our country passed almost half of the maximum allowed daily quota or about 1,500 migrants.

**5. *Determination of the final destination of migrants.*** Upon notification by the Republic of Serbia that migrants who do not have a clearly stated final destination will not be allowed to enter Serbia, starting from January 21, 2016, only migrants from countries of military conflicts, and those who clearly indicated Germany or Austria as ultimate destination in their registration certificates were allowed to pass.

**6. *Entry and transit of migrants coming only from endangered areas.*** The measures implemented from February 19, 2016, arise from the last meeting of the Austrian, Slovenian, Croatian, Serbian and Serbian Police directors on February 18, 2016 year in Zagreb, Croatia. The measures have been taken in order to improve the cooperation and management of the migration movements, and referred to the fact that entry into Macedonia and transit along the route to the final destination will be allowed only to migrants coming from endangered areas and to those who need international protection. As such areas were defined Syria, Afghanistan and Iraq, and the migrants, besides having a registration document issued by the Greek authorities, had to prove their citizenship during the interview by attaching travel documents or other documents, knowledge of the language of the country they represented etc.

**7. *Unified registration form for migrants.*** For the purpose of standardizing the registration of migrants from February 19, 2016, Macedonia started with issuing unified registration forms to migrants at the entrance, after previously made checks and profilizing, and then the other police authorities of the states along the route only put their seal on the template.

**8. *Involving foreign police services.*** In dealing with migration challenges at the Macedonian-Greek border, the contribution of the foreign police services participating in joint border operations, which started on December 21, 2015, was significant.





## ILLEGAL ENTRY INTO MACEDONIA

As a result of the monitoring of the situation with the illegal entry of migrants in the country, the Police came to the conclusion that illegal crossings are present at the state border with all neighboring countries, and as critical sites used for illegal crossings on the state border with Bulgaria were located border crossing points "Novo Selo", "Delchevo" and "Deve Bair". On the southern state border with Greece, the most frequent illegal crossings were registered in the surroundings and the city of Gevgelija, but also at Demir Kapija, Negotino, Gradsko, from the section from Udovo to the Bogorodica border crossing, Valandovo Hill, village of Pirawa and other places.

On the northern state border with the Republic of Serbia and Kosovo, the most frequently used routes for illegal crossing of the state border were in the area of Kriva Palanka, Pelince, Sopot near the village of Asane, Belanovce near the village of Stancic, Tanushevci, Blace, Rogachevo, Popova Shapka and Dolno Blace near the border crossing. On the western state border with Albania the most numerous were illegal crossings around the border crossing Kafasan, the area of Frangovo and Blato.

## CONCLUSION

Based on the findings mentioned above, we can conclude that because of its geostrategic position Macedonia is a transit route for illegal migrants from the countries of the Middle East and Africa who are trying to leave in the Western European countries. On this route, migrants and security services face a variety of problems, both from a security and from a humanitarian point of view. For successful dealing with the problems, coordinated performance and capacity building of all entities in the Crisis Management System is needed.

In particular, this should be tailored towards increasing the human capacities of the security services, their readiness and promptness to respond, as well as their equipping with modern material technical means. The Ministry of Interior and other entities in the Crisis Management System require continuous undertaking of measures and activities in the area of monitoring the security situation, collection of data and information, and their assessment. In cases when at the entrance of the state public order and peace was disturbed by migrants, the Police and Army of Macedonia professionally responded to all challenges, without violation of human rights, and succeeded to establish public order and peace. During the day-to-day monitoring of the security situation, the Police successfully detected illegal crossings on the state border with all neighboring countries, and had taken appropriate measures.

Finally, we can conclude that the cooperation and coordination between the Ministry of Internal Affairs and other entities in the Crisis Management System in dealing with the crisis situation is of particular importance for successful dealing with the crisis

situation. Good coordination achieved through intensive communication between all the relevant bodies and agencies, primarily between the Ministry of Interior and the entities within the Crisis Management System is a guarantee for successful handling of the crisis situation.

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# SPECIFICS OF LOCAL PLANNING THROUGH THE USE OF CITIZEN PARTICIPATION MECHANISMS

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## *Abstract*

One of the reasons why Local Economic Development faces difficulties in implementing, among other things, is insufficient inclusion/participation, but also the lack of motivation of citizens in the decision-making of relevance to the local community. The deformation of the participative involvement of the citizens (politization) has led people don't want to be subject of abuse of political manipulations. They do not recognize the sincere desire to be involved with their volunteer and expert engagement to contribute much more in resolving issues of local interest. If the local government manages to build a honest relationship with the citizens and establishes transparent communication, then it will not only restore the trust of the citizens in the local, but it will also be transferred to the central government. Therefore, partnerships must be put in place, both by the local government and the citizens, with the aim of improving the mutual communication, which ultimately, among other things, will contribute to better economic development.

## *Key words:*

Citizen Participation; Local economic development; Transparency; Effective Communication.

## **INTRODUCTION**

"To engage effectively, citizens not only need an awareness of their roles and responsibilities but knowledge and skills on how to execute the responsibilities. Capacity building consists of developing knowledge, skills and operational capacity so that individuals and groups may achieve their purposes" (Okello et al., 2008). Citizens of each local government unit are most likely to decide on issues related to local development, with which they are actually the most affected.

In this sense, citizens can achieve their participation in this process in two ways: (i) Indirectly, through democratically elected representatives in the local self-government bodies, the right that is exercised through the electoral process; and (ii)

Directly, through various forms of citizen participation, such as civil initiative, citizen gathering, referendums, public debates, polls, citizens' forums, submitted initiatives, complaints, suggestions, etc. "Participation is important because practical experience on the ground shows that it establishes the necessary sense of ownership" (Omolo, 2011). Citizen participation, according to Devas and Grant (2003: 309), is the 'ways in which citizens exercise influence and control over the decisions that affect them.

Not only does the civic participation contribute to increasing the transparency of the local government and improving the services it delivers both the municipal administration and public enterprises that operate in the area of units of local self-government, but it also greatly affects the quality of life, i.e. the standard of the citizens themselves. Also, the involvement of citizens in the decision-making process is in favor of the principle of subsidiarity, according to which decisions should be made at the level closest to the citizens, that is, the problems are best solved where they are created. Citizens' participation brings the government closer to the people. "It enables citizens to set policy goals and priorities, oversee the actions of the politicians and administrators and hold them accountable for their actions, express points of view, share information and point to their needs and problems, get involved in the decision making processes, identify additional resources, monitor and evaluate the outcomes of implementing policy, and many other actions." (Forrester & Sunar, (2011).

However, despite the eleven years since the start of the decentralization process, the practice shows that citizens' participation in the decision-making process is not yet at the required level. Why is that so? The numerous analyzes show that the main reasons for the insufficient involvement of citizens in the decision-making process are:

- Lack of information, that is, inability to access the necessary information, which in fact means lack of information or insufficient accessibility;
- Ignorance of the competencies of the municipality and the opportunities/resources for their realization;
- Ignorance of the legal rights for their participation in the decision-making process, and above all, the lack of interest in exercising those rights for lack of sufficient awareness of the benefits;
- Feeling that their requirements will not be taken into account, or insufficient trust in the local government for the sincerity of their efforts to engage in decision-making; and
- A pre-negative experience, which practically means a faintness of the formal forms of citizen participation that are not realized through respecting the basic principles for this.

The government is responsible for ensuring that the public actively participates in the decision-making process. The participation of citizens in public life and their right to influence the decisions that affect their lives and communities are at the center of



democracy. Open and inclusive policy-making increases public participation, enhances transparency and accountability, builds civic capacity and leads to increased buy-in and better decision-making. “The main challenges of civic engagement usually stem from the complexities of management of participation; who should participate and how; and how to translate participation inputs to policies and programmes” (UN, 2008).

It is important that open and participatory systems are developed through an open and participatory engagement with interested parties. According to Andreas Klein, “The city’s Council and the Mayor, who determine the policy within the community, have an important role to play, but also the citizens who vote regularly in elections and thus determine the composition of their local council. In this smallest political unit of a democratic state political decisions are experienced directly. Even at this basic level, there is a challenge between the (political) ideas and their practical implementation. Against this background, the image of local government as the “school of democracy” becomes clear” (Klein, 2012).

To this end all moves/actions towards making decision-making more participative are useful and welcome. It is important to ensure that local people and other stakeholders are genuinely engaged in shaping the decisions that affect them. The proposals contained in this paper are simply a step towards that goal. Whatever structures and processes are finally put in place should be monitored on an on-going basis and reviewed annually to identify how they might be improved in light of experience and specific capacity of each municipality. The intention of the paper is to give structure and guidance that will assist both, the local authorities and the stakeholders/citizens’ representatives as well, through open, extensive and diverse mutual consultation processes related to creating open, transparent and democratic local governance.

## **METHODOLOGY**

The objective of this paper is to provide an overview and recommendations about the existing forms, challenges and perspectives of citizen participation in the municipal decision making processes in Macedonia. The findings in the paper are gathered through the needs assessment, informative-consultation meetings with respective municipal officials and stakeholders’ representatives as well as conducted desktop research about current situation on citizen engagement in municipal decision making processes in 9 Macedonian municipalities: Bitola, Brvenica, Bosilovo, Cair, Centar, Caska, Debar, Lipkovo and Stip.

At the meetings the following questions have been discussed with the municipal officials and stakeholders’ representatives:

- Are citizens participating?
- Does legislation enable/encourage them to participate?

- Are there institutional arrangements for participation?
- Are public data available, reliable, and timely upgraded/published?
- Could one compare actual with planned figures and facts?
- Is it clear who is accountable for what?
- How to maximize applicable techniques to enhance effective citizens' communication, considering municipal specifics and resources?
- How to encourage citizens' involvement?
- What barriers to citizen participation in Macedonian municipalities exist?
- What methods/forms/channels used by municipalities to involve citizens are least and most effective?

During the meetings emphasis has been put on the role of municipal officials in ensuring that participation takes place. Prior the meetings, additional review (desk research) of the existing available municipal documents and analysis of the current data on citizen participation methods, approaches and existing tools in project's partner municipalities have been done.

### **CITIZEN PARTICIPATION - RESEARCH AND ANALYSIS**

The meetings with the above-mentioned nine municipalities went according the following order: firstly, the participants were reminded that the basis of any democratic government is certainly the citizen participation. The Macedonian Constitution endorses this by granting citizens the right to exercise their authority through democratically elected representatives, referendum and other forms of expression (Article 2) and by supporting participation in local government decision-making, either directly or through their representatives (Article 115). Then, the participants were informed about what they need to do in order to properly facilitate participation and what the legal rights of the public/municipal stakeholders are.

Representatives from municipality present at the workshops were reminded that they are responsible for encouraging public awareness and participation by making information available and accessible. The Constitution supports this by guaranteeing access to and reception/transmission of information, as well as the establishment of institutions for public information (Article 16). The Law on Local Self-Government further guarantees this by granting citizens access to basic information about municipal services and informing them of its activities, plans, and programs (Article 8). Access to information not only increases public understanding of municipal decisions, but also leads to a clearer awareness of government responsibilities, activities, resources, and constraints.

The focus then went on how the municipal officials and ordinary citizens can take an active role in building the required framework for citizen interaction, cooperation, and input. The participants were reminded what is meant by participation and the benefits it provides, as well as about the means by which effective participation can occur. Involving citizens and truly listening to their concerns is an integral part of the



process. Municipalities must therefore involve the public at all phases of the process, using whatever appropriate means possible to reach to the people concerned in order to solicit input. Mobilizing and engaging the public may be a difficult and challenging task, yet decision-makers must make a conscientious effort to do so to ensure greater sustainability and enthusiasm for the decision-making process. Attention should be paid to ensuring public involvement at the beginning of the process (planning and prioritizing activities) to avoid later criticism and rejection of decisions. Likewise, allowances should be made for objections to and disagreements with municipal solutions after decisions have been made. The result will be a municipal administration that delivers more targeted and effective services, and a public that has a greater sense of trust, confidence, and support for local government efforts.

When leaders show a sincere and consistent interest in addressing concerns of the public, citizens begin to have more trust and confidence in their government. This sincerity is demonstrated through the active acknowledgement of public opinion. If the public feels that its opinions are being listened to and considered, it will be more inclined to participate and to take responsibility for outcomes and measures. Therefore, municipal officials must provide regular feedback to the public on its concerns and reassure citizens that their needs and opinions are valid.

As noted earlier, the government is responsible for ensuring that the public actively participates in the decision-making process. This comes not only through provision of information, but also through a vigorous campaign to gain citizen input. Gaining this input can be through informal methods (such as face-to-face communication with citizens) or through formal means (such as meetings, referenda, or forums). Some are already practiced in the municipalities; others should be developed in response to varied municipal needs. The method chosen will, of course, depend on the municipal capacities, problems identified, and political concerns. In many cases, one will find that not all members of a municipality are eager to be actively involved. However, once positive outcomes start flowing from participation, people will see the benefits and want to get more involved. The following section briefly discussed and gave examples of the most commonly practiced forms of participation. It will be up to municipal objective discretion to determine which method works.

## **DISCUSSION**

Today, in Macedonia, the process of involving citizens in decision making concerning local interests, is well underway, but there is much yet to be accomplished. Both, local government and citizens are increasing rapidly their understanding of the power and potential of citizen participation, i.e. democracy. Regardless of the opportunities for participation; of the availability, reliability, and timeliness of data; and the

accountability of governments to citizens; all partner municipalities show different level of participation.

Some of the municipalities face huge democratic deficits, somewhere large and entangled governments, somewhere in adequate levels of public services, all accompanied by relatively passive population. During the post-communist transition period, it was expected that governments at the local level most likely would become more influential and that citizens would become more aware of the issues and the decentralized competences, participating actively in the forms of municipal decision making to advance their quality of life at the local level. This has yet to happen.

In connection with the above set of problems, the municipal officials and the citizens should raise awareness of the importance of the transparency of the public work, interactive municipal planning and developing strategic documents, participatory budgeting, allocation and distribution of the usually scarce resources. That would be certainly be enabled more effectively by partnering between the both sides.

Real partnership between the people and government depends upon citizens having access to information that affects their lives. The citizens should be involved in all the local politics and policies. They should be aware of what their role is and have an opportunity to influence the local development through official and unofficial forms, such as: public meetings, debates, hearings, and citizen advisory committees. Local authorities should monitor regularly people's satisfaction with essential local government services and service delivery through professionally conducted surveys, interviews, focus groups, public meetings and other techniques of evaluation of the citizen participation.

In conclusion, citizen participation and public involvement results in better decisions. Municipal decisions that involve citizens are more likely to be acceptable to the local people. Better municipal decisions are more likely beneficial to the average citizen. For this to happen, in municipalities that were object of this observation and analysis, sometimes it takes political will, persistence and a disposition to educate both officials and citizens about their responsibilities in a democracy to make it happen.

## **FINDINGS**

Municipalities have a legal obligation to involve and to communicate with citizens, since they make decisions for and act on behalf of the public. Citizen participation is alive and functioning in the project's partner municipalities. Most of them do not have formal plans for citizens' involvement in an organized and structured way, and the citizen participation is still embraced in the daily operation of the municipalities, but the municipal officials understand well the importance of citizen participation and have had some experience with it. The approaches to involving citizens in municipal programs and projects vary from municipality to municipality, depends of understanding, interest, political will and mainly by the existing capacities.





## CONCLUSION

To have an effective and democratic local government, is essential for public participation to be properly included into the decision making processes. If the public has not enough voice in resolving the issues any local government faces and how to deal with them, the distance between the citizens and its government increases. When people are asked to contribute to something that involves them, they are far more likely to be interested in its outcomes. Open dialogue broadens knowledge for both the local government and citizens, increases the interest and effective participation of the public in decision-making process. Municipal officials, in consultation with citizens, must look for better ways to provide meaningful services. Once the citizens/municipal stakeholders become confident that its government is honestly committed to improve the service delivery to enhance the quality of life and that municipal representatives are accessible, transparent and professional, then the citizens will be more willing to participate.

There is still a culture of passivity in the country as far as citizen involvement at the local level is concerned. Citizens are reticent to react against the lack, insufficient, or low quality of public services, the abuse of constitutional rights and a low participation in developing and defining public policies. Further, it is not in the prevailing culture of national and local public agencies to enforce consultation and involvement of the stakeholders, mainly citizens and citizens' groups, in policy-making.

However, in many cases, the municipalities, sometimes in co-operation with local NGOs and with international community as well, have encouraged and often pushed citizens to get involved in policy making, priority settings and legislation development. Still a lot of people see the local government officials as powerful/inaccessible people with whom is hard to deal and municipal officials see themselves as owners of their public positions and not as appointed employees who are paid by public tax money to provide the requested services.

However, this situation usually creates citizens passivity. Still the citizens/municipal stakeholders are likely to react mostly when their direct interests are threatened/affected. In only few cases is noted that the citizens react when wide/general municipal issues are raised.

Media, especially the local media, in a number of cases, is playing an active role in voicing the concerns and problems of various municipalities. It has been the media which has made public the municipal issues, which rural municipalities especially have faced with, but they have found hard to get the necessary access to the information for the wider public.

Despite the legal framework and the capacity building efforts done by various national and international programs, the capability of NGOs in the municipalities for initiatives which benefit the whole community (citizens/stakeholders) still needs to be developed. The willingness to involve various stakeholders and their readiness to participate is increasing, which in turn assists in developing and formulating better public policies at local level.

Currently, local government officials should be leaders in promoting citizen participation. This requires real understanding, high level awareness and a strong commitment to citizen participation from local government leaders/authorities, starting with the mayor and other senior officials. The mayor and those who work with him/her should express their professional dedication to practice citizen participation regularly, clearly, sincerely and frequently. Municipal officials who are appointed to deal directly with the public – such as public relations officers have to be properly trained to practice citizen participation according to the advance democratic practices/standards.

Due to different objective and subjunctive reasons, the most of the citizens/vulnerable citizens groups especially are only partially involved in a particular municipal interest area. They often feel incompetent to organize a citizens' response unless the reasons are compelling to their own interest. Thus, citizens will voluntarily participate in a municipal activity when they have an appropriate organizational structure available to them for expressing their interests. If they view the organization as cumbersome, time consuming, dictatorial, or grossly inefficient, they will not join, will withdraw after joining, or their dissatisfaction may be evidenced by high absenteeism, or a general unwillingness to be supportive or cooperative.

People are reluctant to participate in community activity when they do not have enough information to act responsibly. Issues such as municipal budget or developing a strategy on local economic development require knowledge that many people lack. They simply do not know how to act. Thus, they will avoid participation as long as possible or until they have what they believe to be sufficient, clear and understandable information. If forced, they will usually act negatively. This participatory action may be generalized as follows: Citizens will voluntarily participate in a municipal activity when they have better knowledge of an issue or situation and when they become confident that their opinion is considered.

Budget issue, i.e. its developing and public hearings about it, was a point emphasized several times during the meetings. In order to de-alienate citizens and to demystify the budget and bring it closer to the populations concerned, it should raise awareness of the importance of the transparency of the budget, for example to present the draft by user-friendly approach.

The number of the computer literate citizens with access to the Internet is relatively high, but those who use Internet to check the municipal data is still very limited,



though this number is growing up rapidly. Still, many municipalities have web sites/portals/social media channels to post important information, but they are not updating the content regularly or not maintaining efficiently (not trained enough to use advance professional standards for electronic media maintenance). Other noted remark about the municipal web portals is that they are available usually (with few exceptions only) in one (local) language/s.

## RECOMMENDATIONS

Based on the research findings, the list of the recommendations follows:

- Provide better access to the information and upgrade the electronic communication channels/web portals preferably and translate the content on other local or foreign languages to reach more different targeted public groups; make the web user friendly and enriched with all official contacts.
- Implement specific capacity building for the neighborhood sub-units council' members especially as well as provide municipal technical assistance to support their activities.
- Recruit volunteers and youth (delegate specific task or even municipal competence) in order to enhance municipal services cost-effectively.
- Strengthen the relations between the local and central government to strengthen the project implementation and to ensure better overview of the needs of the rural municipalities especially (due to scarce resources) equalizing the citizens' living standards.
- Establish practice of publishing municipal informatory tool regularly (newsletter/magazine/bulletin, it can be in electronic version as well).
- Use professionally the social network and Internet for advance communication with citizens/municipal stakeholders.
- Encourage the citizens to attend the budget public hearings by simplifying the presentation and terminology, adjusting it to the specific target group as much as possible.
- After each meeting, gathering, informal forum, panel, discussion, make records/meeting notes and make it available for the participants (follow up activity).
- Establish practice of regular communication with the NGOs, DPOs, youth council, businessmen, neighborhood sub-units, schools, actually with all the stakeholders in the decision making processes.

- Establish/following up a procedure how to properly prepare a public hearing/meeting, public forum, poll, forum, in order to maximizes the input of the participants.
- Establish good relations with the media.
- Strengthen the links between local and central authorities.
- Provide preconditions for municipal council session to be open to the public/citizens and their proceedings to be made a matter of public record.
- Encourage public access and sharing information with the public through all available channels: newspapers, e-bulletin, public meetings, press conferences, press releases, web sites, social media, etc.
- Install computer following/tracking/archiving the correspondence with the citizens.

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# Measuring agility in agile methodologies

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## Abstract

Agile software methodologies are among the most rational development patterns in global economic environment on which software development enterprises rely. They help software projects to face the dynamic changing business requirements of the customers. However, there is no standard tool for measuring agility and selecting the particular agile method for a particular project. The purpose of this paper is to review the existing tools for measuring agility in agile methodologies, as well as measuring agility in software development teams. This can help in decision-making processes regarding the adoption of an appropriate agile method for a particular project.

## Keywords

*Traditional Methodology; Agile Methodology; Software Development; Agility.*

## INTRODUCTION

Agile methodology in software development arises in response to meet the costumers need for receive a quality software in a short time. Traditional approaches are based on rigidly process that include a structured layout of step-by-step approach from requirements gathering to final testing and releasing the product [1]. These methods do not encompass or cannot changes until the whole cycle is complete. On the other hand, the agile development is based on the idea of incremental and iterative development, in which the phases within a development life cycle are revisited repeatedly [2, 3]. It advocates adaptive planning, early delivery, and continuous software improvement based of a customer feedback. Each iteration in agile development is treated as a separate mini-project with activities that include specifying requirements, design, implementation, and testing. The result of each iteration is the distribution of a small part of the software product that is functional and which can be the basis for specifying further requirements. Through these frequent iterations, the predictability and efficiency of the project itself increases.

Agile methods actually are a family of development processes, not a single approach to software development. The base of this is the Agile Manifesto, widely regarded as the canonical definition of agile development and accompanying agile principles [4]. The Agile Manifesto states that:

- **Individuals and Interactions** are over processes and tools
- **Working Software** is over comprehensive documentation
- **Customer Collaboration** is over contract negotiation
- **Responding to Change** is over following a plan

The methodologies that promote agility, basically have the same principles and differ only in their practical application. The agile methodologies are usually used for small and medium-sized projects. However, there are studies that analyse the implementation of ASDM in large projects [5].

In the following, we will briefly explain some of the most used agile methodologies.

## TYPES OF AGILE METHODS

### *Extreme Programming (XP)*

This method got its name since it raised the usual development principles to some extreme level. Extreme Programming is one of the most agile methodologies that aim to improve the quality of the software and at the same time to respond positively on changes in user requirements. As an agile methodology, extreme programming reduces the entire development process to several smaller development phases [Fig.1]. Therefore, developers can pay more attention to the developing phases and give more frequent reports related to the functionalities of the software product. Separating the development process in multiple phases and the ability to deliver reports to the user after each of those short phases opens up the possibility of receiving feedback from the users.

Extreme programming supports work in teams. Managers, clients and developers are equal partners in a collaborative team. Developers are in a constant communication with costumers that allows them to get quick feedback in order to make changes that are required by clients.

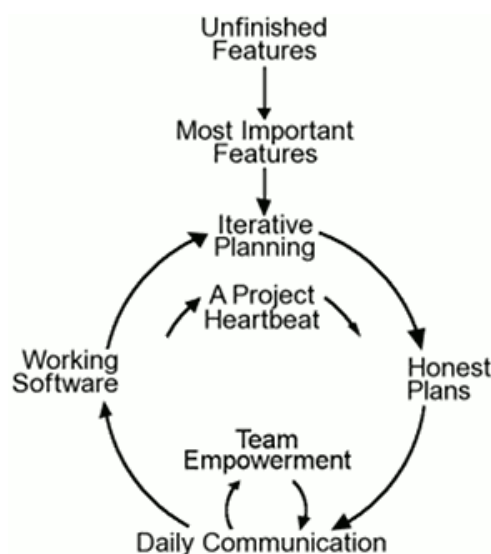


FIG.1. XP PROCESS

### Scrum

Scrum supports the theory of an iterative and incremental approach to optimize predictability and risk control [Fig.2]. The three features that support this theory are: transparency, inspection, and adaptation. Transparency requires all aspects to be defined by a certain standard, for all participants in the process to understand what they are seeing. Participants in Scrum should make frequent inspections of the work done, yet these inspections should not be very frequent because they would interfere with the working process. If one of these inspections concludes that the outcome of the process / product will not be in line with expectations, then it should be adjusted. These adaptations are made as fast as they can to reduce further damage. Scrum uses four types of inspiration and adaptation: Sprint Planning, Daily Scrum, Sprint Review and Sprint Retrospective.

The Scrum teams consist of: Product, owner, Development team and Scrum master.

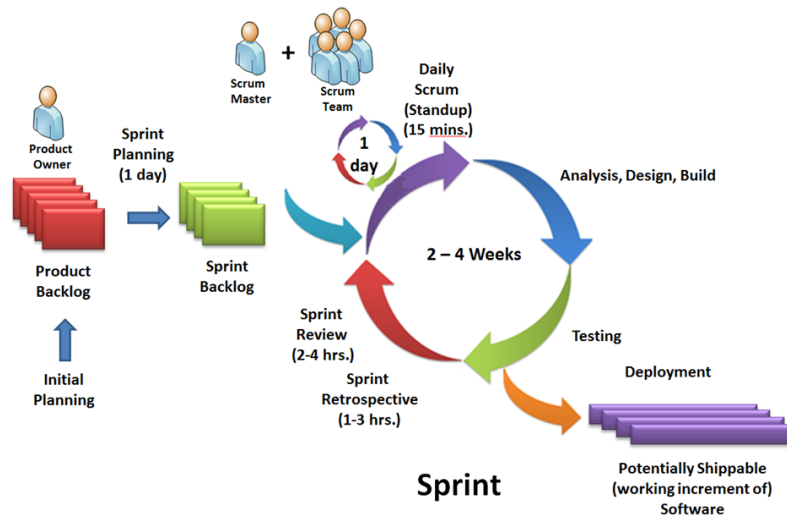


FIG.2. SCRUM DEVELOPMENT PROCESS

### Crystal methods

Crystal Methods are a family of multiple methodologies created by Alistair Cockburn in 1998. Each methodology is specific and is used for different types of projects. However, all these methodologies emphasize the user's participation in software development and focuses mainly on people, interaction, skills, communication, etc. Crystal methodologies place a great emphasis on the communication of people involved in the project. Larger projects require more complex methodologies because they involve more people and therefore need better coordination, while projects that are more critical need a more rigorous approach [Fig.3].

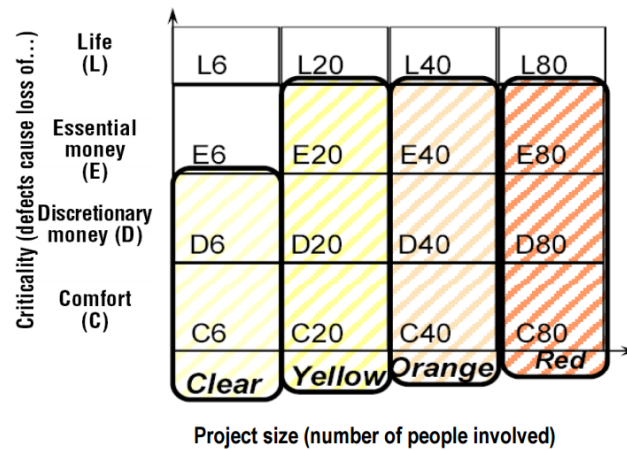


FIG.3. CRYSTAL FAMILY

### *Adaptive Software Development (ASD)*

Adaptive software development was introduced by James Highsmith in 1997. It is based on Rapid Application Development (RAD). This methodology supports incremental and iterative development using prototyping. ASD replaces the traditional waterfall model with a repeating three-step series [Fig.4]:

- Speculate
- Collaborate
- Learn

ASD has no defined principles or procedures like other development methods and therefore does not present itself as a methodology for creating software projects. It is rather an approach that should be used by organizations that apply agile methods.

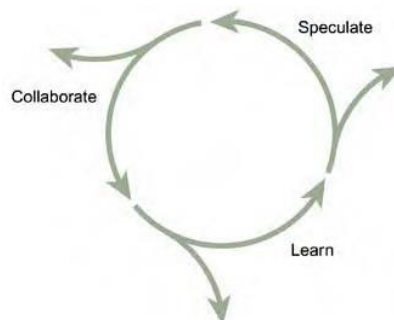


FIG.4. ASD LIFECYCLE

### *Dynamic System Development Method*

Dynamic System Development Method is one of the leading agile methodologies today that gives a greater discipline to the RAD method. The main idea of this methodology is to define detailed strategic goals and to focus on early delivery. Although this methodology is successful in managing the small projects, it also focuses on larger projects that are important for the business environment .

This method includes many of the basic concepts of the Agile Manifesto such as iteration, incremental delivery, and client involvement [Fig.5].



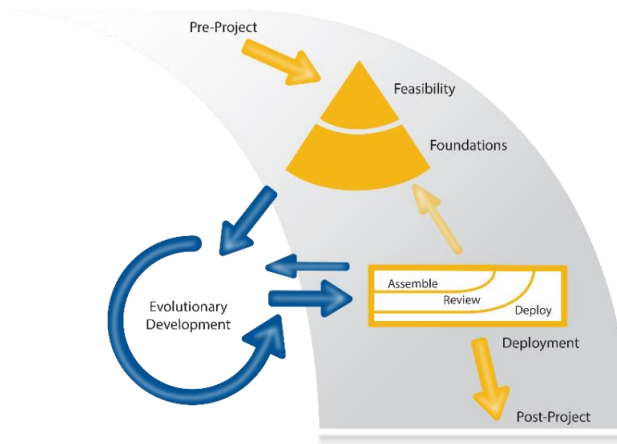


FIG. 5. DSDM PROCESS

### ***Lean Software Development (LSD)***

Lean software development is a translation of lean manufacturing principles and practices to the software development domain. Adapted from the Toyota Production System it is emerging with the support of a pro-lean subculture within the Agile community. Lean offers a solid conceptual framework, values and principles, as well as good practices derived from the experience that supports agile organizations.

The basic principle of "Lean" production is to produce exactly what the client likes, in the context of type, quality and quantity of products.

Lean development can be summarized by seven principles, very close in concept to lean manufacturing principles:

- Eliminate waste
- Amplify learning
- Decide as late as possible
- Deliver as fast as possible
- Empower the team
- Build integrity in
- See the whole

### ***Kanban***

Kanban is a lean software development methodology [6], [7] that focuses on just-in-time delivery of functionality and managing the amount of work in progress. When used for software development, Kanban uses the stages in the software development lifecycle (SDLC) to represent the different stages in the manufacturing process. The aim is to control and manage the flow of features (represented by Kanban cards) so that the number of features entering the process matches those being completed [Fig.6].

Kanban allows the software be developed in one large development cycle. Despite this, Kanban is an example of an agile methodology because it fulfils all twelve of the principles behind the Agile manifesto, because whilst it is not iterative, it is incremental.

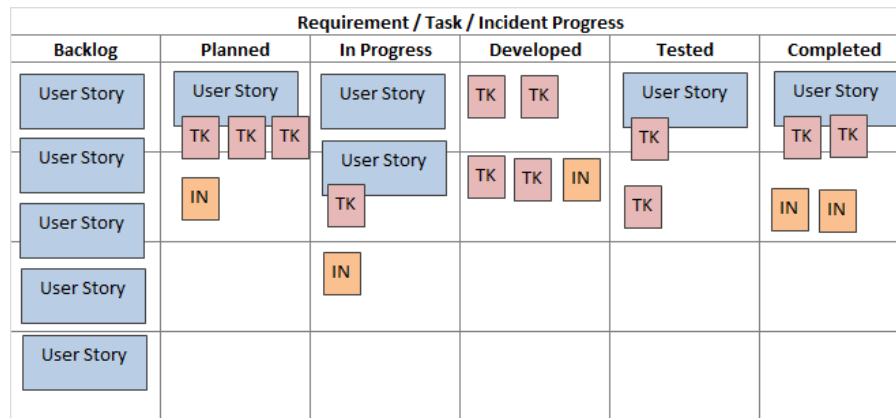


FIG. 6. KANBAN METHODOLOGY

## TOOLS FOR MEASURING AGILITY

“Agility” can be defined as ability to respond to unpredictable changes with quick response and profitability. As agility is present in all the industries, it is very important to measure it in order to determine responsiveness of an enterprise to external turbulences. Although it is very difficult to measure agility, there are still some tools that are used and are worth mentioning. The tools for measuring agility are divided into two categories, those that measure agility of agile methodologies and those that measure the agility of software development teams.

### *Measuring agility of agile methodologies*

Bohem and Turner [8] presented a tool for creating a balance between agility and discipline. According to them, discipline is a key success factor for any project, while agility it as part of the discipline. The combination of these two values contributes to the success of the organization. In their research they defined five "critical decision factors" that can be used to estimate whether it is better to apply agility or detailed planning for a given software project.

- The size of the project team
- Critical damage from unplanned defects
- The necessary culture for balancing between chaos and order
- The dynamics of the team working in chaos or with detailed planning
- Staff dealing with Cockburn's ranking skills [9]

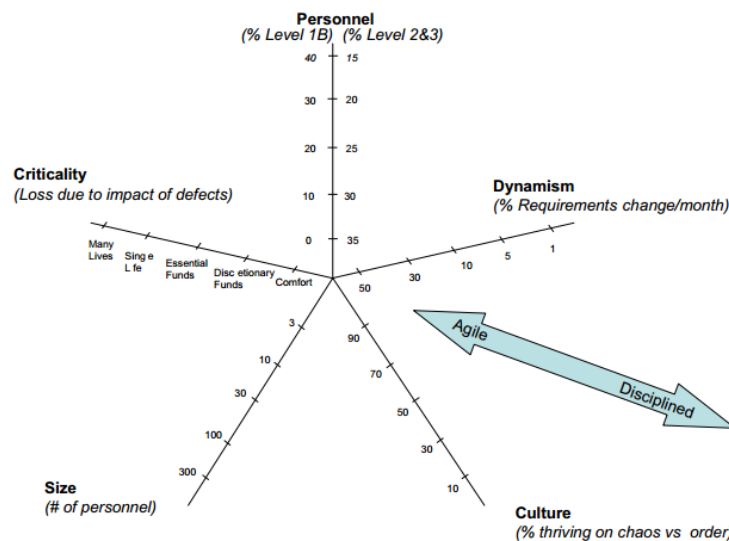


FIG. 7. DIMENSIONS AFFECTING METHOD SELECTION

According to the diagram in Fig. 7, if the rating of the five factors is closer to the center, then it can be said that the team is agile. Otherwise, the team monitors the approach of discipline.

Philip Taylor [10] has made a modification of the tool created by Boehm and Turner and added a sixth axis called "Client Involvement", while Williams proposed to access XP practices that were appropriated by the organization. The Williams approach consists of three parts:

1. XP-CF (Context Factors) - team size, project size, experience of an employee;
2. XP-AM (Adherence Metrics) - displaying the practices of the team in a precise way
3. XP-OM (Outcome Measures) - tool to estimate the outcome of the project using all or part of the XP practices.

Datta introduced a metric that would help determine which agile methodology best corresponds to a given project by identifying five dimensions: duration, labor, risk, interaction, and news. By assigning values to each of these dimensions, it identifies which model for software development best suits.

CEFAM was created by Taromirad and Ramsin in order to cover the most important aspects of agile methodologies. This tool consists of multiple evaluation criteria that are divided into five groups: Process, Agility, Usage, Modeling Language, and Context [Fig. 8]. Each group has multiple questions that can be answered with a numerical value, Yes or No or a selection of multiple offered answers, but in the end the responses are evaluated according to the scale:

- Unacceptable  $\leq 0.25$
- $0.25 < \text{Low} < 0.5$
- $0.5 < \text{Average} \leq 0.75$
- $0.75 < \text{High} \leq 1$

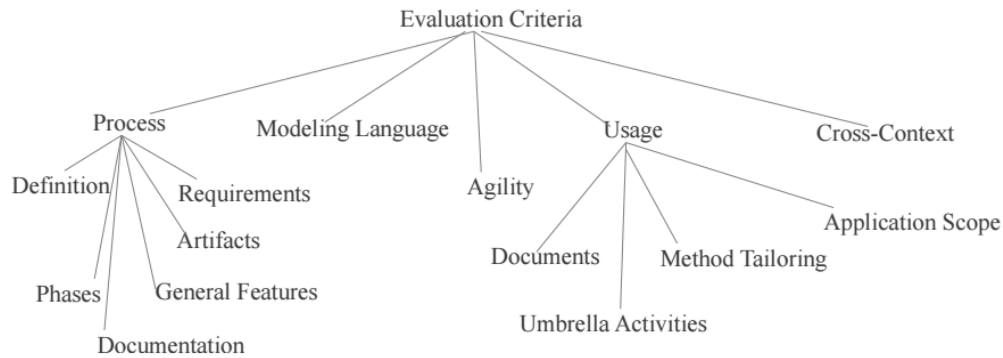


FIG.8. EVALUATION CRITERIA ACCORDING TO CEFAM

### *Measuring agility of software development teams*

Thoughtworks [11] is a worldwide widespread consulting company that developed an online questionnaire for accessing agility based on 20 multi-choice questions. These issues are based on demand analysis, business response, collaboration and communication, and project management. If the user answers the questions, the website calculates the level of agility of their team.

Another similar tool is the 42-Point Test tool, which is a test with 42 questions. This tool, created by Waters, is created for Scrum or XP teams to help determine whether they follow the most agile practices.

The Escobar - Vasques model for agility assessment was created by Escobar Sarmiento and Linares Vasques and consists of four stages. For the first three phases, they used models and tools proposed by other researchers:

- Agile Project Management Assessment - proposed by Quimer and Henderson Sellers [12]
- Project Agility Assessment - proposed by Taylor [10]
- Workteam Agility Assessment - proposed by Leffingwell [13]
- Agile Workspace Coverage

In order to collect data from measurements, tool-based surveys were used in each phase, while in the last step they used their own survey. Then they split the data into four axes on a radar diagram in order to show the agility of the organization [Fig. 9].

SAMI (Sidky Agile Measurement Index) was created by Sidky [14] in order to measure the agility as a work from the "Agile Adoption Framework". SAMI is actually a scale used by an agile manager to identify the team's potential and the project. SAMI consists of 5 agile levels and 5 agile principles that together form a 5 x 5 matrix. These principles come from the Agile Manifesto.

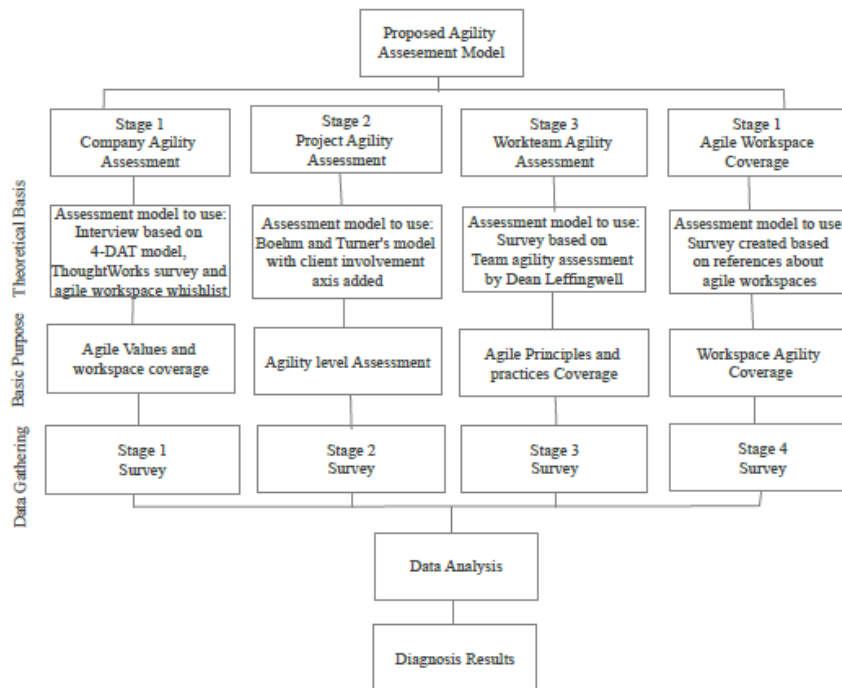


FIG.9. ESCOBAR-VASQUEZ MODEL

## CONCLUSION

Agile project management is about the ability to manage and adapt to change. Agile methodologies were developed to provide more customer satisfaction, to shorten the development life cycle, to reduce bug rates, and to accommodate changing business requirement during the development process. They emphasize on teams, working software and customer collaboration.

In this paper, we explained some of the most used agile methodologies, as well as some tools for measuring the agility. As agility is present in all the industries, it is very important to know the comprehensive tools for measure it, as a necessity in order to determine responsiveness of an enterprise to external turbulences.

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