



Final Learning Exercise Summary Report

Prishtina, Kosovo Action Plan 2024- 2025

Egzon Pacolli,
Head of the Local Unit Sector
Municipality of Prishtina

Section I: Open Government in Context

The development of the Prishtina Municipality OGP Local Action Plan 2024–2025 took place in a dynamic local governance environment characterized by a strong commitment to transparency, citizen participation, and digital transformation. As the capital city of Kosovo, Prishtina faces increasing public expectations for more inclusive decision-making and accountable governance. The municipality benefited from support from local civil society organizations, active citizen groups, and municipal institutions, which contributed to a collaborative co-creation process. Existing efforts to improve open data, digital services, and public consultation mechanisms provided a solid foundation for the development of the action plan.

Several factors influenced the implementation and preparation of the action plan. On the positive side, political commitment from municipal leadership and constructive engagement with civil society facilitated stakeholder participation and consensus-building around priority commitments. At the same time, challenges included limited administrative capacities, competing institutional priorities, and the need to strengthen coordination among municipal departments. These challenges were addressed through regular consultations, capacity-building activities, and the establishment of a multi-stakeholder forum that ensured continuous dialogue between government and non-government actors throughout the co-creation process. Despite these constraints, the municipality maintained its commitment to advancing open government principles and developing an action plan that reflects local needs and priorities.⁶⁷

Section II: Action Plan Co-Creation Process



2.1 Co-creation process review

The co-creation process for the Prishtina OGP Local Action Plan 2024–2025 demonstrated a strong commitment to inclusive participation and collaboration between municipal institutions and non-governmental stakeholders. Building on the findings of the inception phase, the municipality established a structured process that enabled civil society organizations, community representatives, and municipal departments to contribute to the identification and prioritization of commitments. This collaborative approach helped ensure that the action plan reflected local needs and aligned with open government principles.

One of the main strengths of the process was the active engagement of stakeholders through consultations, workshops, and discussions facilitated by the multi-stakeholder forum. Participants had opportunities to propose ideas, provide feedback, and contribute to decision-making throughout the development of the action plan. The municipality maintained open communication with stakeholders and created an environment that encouraged constructive dialogue and consensus-building.

The primary challenge affecting the co-creation process was the limited timeframe available for the implementation period of the action plan. As the current municipal administration was approaching the end of its mandate before the next local elections, the action plan was designed with a shorter implementation horizon than would typically be preferred. This required stakeholders to prioritize commitments that were both ambitious and realistically achievable within the available period. Nevertheless, the shortened timeframe did not significantly affect the quality of participation or collaboration during the co-creation process.

Overall, the municipality met the OGP Local minimum requirements and applied several recommended practices, including early stakeholder engagement, regular consultations, transparent information-sharing, and the functioning of a multi-stakeholder forum. A notable good practice was the emphasis on collaborative decision-making, where municipal officials and civil society representatives jointly discussed priorities and refined commitments. This approach strengthened trust among participants and contributed to the development of a realistic and broadly supported action plan.

2.2 Co-creation process recommendations

1. Begin the co-creation process earlier in the municipal mandate cycle. Starting the process well in advance would provide more time for consultations, development of commitments, and implementation planning, reducing the constraints associated with shorter political or administrative timelines.
2. Expand stakeholder outreach to underrepresented groups. Future processes could include more targeted engagement with youth, women, persons with disabilities, neighborhood councils, and marginalized communities to ensure that a broader range of perspectives is reflected in the action plan.



3. Strengthen the role of the multi-stakeholder forum throughout implementation. In addition to supporting co-creation, the forum could meet regularly during implementation to monitor progress, identify challenges early, and maintain active collaboration between municipal institutions and civil society.
4. Increase the use of digital participation tools. Combining in-person consultations with online surveys, public feedback platforms, and virtual meetings can broaden participation, facilitate continuous engagement, and allow more residents to contribute regardless of their availability or location.
5. Enhance communication and awareness-raising efforts. Regular updates on the co-creation process, draft commitments, and opportunities for participation can increase public interest and transparency. Publishing summaries of consultations and explaining how stakeholder feedback influenced final decisions can further strengthen trust and accountability.

Section III: Action Plan Commitments

3.1 Commitments implementation review

The implementation of the Prishtina OGP Local Action Plan 2024–2025 generated several positive results that contributed to advancing the municipality’s open government agenda. Key highlights included strengthened collaboration between municipal institutions and civil society organizations, increased opportunities for citizen participation, and progress in promoting transparency through improved access to information and public engagement mechanisms. The implementation process also helped reinforce the culture of dialogue between government and non-governmental stakeholders established during the co-creation phase.

One of the main opportunities that supported implementation was the continued commitment of municipal leadership and stakeholder engagement throughout the action plan period. The active involvement of civil society organizations and municipal departments facilitated coordination and helped maintain momentum in implementing planned activities. In addition, the commitments were generally designed to be realistic and achievable, reflecting local priorities and available institutional capacities.

The most significant challenge was the relatively short implementation period resulting from the approaching end of the municipal administration’s mandate and the upcoming local elections. While this limited the timeframe available for delivering longer-term reforms, the municipality and stakeholders responded by focusing on commitments that could generate tangible results within the available period. As a result, implementation efforts prioritized practical and achievable actions rather than more complex reforms requiring extended timelines.



Overall, the commitments proved to be appropriately designed for the implementation context and available resources. Most commitments delivered meaningful progress toward their intended objectives, while also creating a foundation for future improvements. Although some initiatives may require additional time and follow-up actions to reach their full potential, the action plan largely achieved its intended outcomes and demonstrated the value of collaborative governance.

The action plan contributed to the municipality's broader strategic vision by strengthening transparency, accountability, citizen participation, and cooperation with civil society. It helped institutionalize open government practices within municipal processes and increased awareness of the importance of inclusive decision-making. Through these achievements, the action plan supported Prishtina's ongoing efforts to build a more open, responsive, and citizen-centered local government.

3.2 Commitments recommendations

- Carry forward commitments that require longer implementation timelines. Several initiatives related to transparency, citizen participation, and digital governance would benefit from being continued in the next action plan. Building on the progress already achieved would allow the municipality to move from initial implementation stages toward more sustainable and institutionalized reforms.
- Design commitments with a stronger focus on measurable outcomes and long-term impact. Future commitments should include clear performance indicators, baseline data, and target values to facilitate monitoring and demonstrate tangible results for citizens. This would strengthen accountability and make it easier to assess progress throughout implementation.
- Institutionalize successful participation mechanisms. Consultation practices and stakeholder engagement mechanisms developed through the OGP process should become regular components of municipal decision-making rather than activities linked only to specific action plans. This would help ensure continuous citizen involvement and strengthen trust between the municipality and the public.
- Strengthen monitoring and follow-up mechanisms. Regular implementation reviews involving both municipal officials and civil society representatives can help identify challenges early, support corrective actions, and ensure that commitments remain on track. The multi-stakeholder forum should continue to play an active role during the implementation and evaluation phases.
- Increase the ambition of future commitments while maintaining feasibility. Having established a solid foundation through the 2024–2025 action plan, the municipality can pursue more transformative commitments in future cycles, particularly in areas such as participatory policymaking, transparency of public spending, open data, and collaborative problem-solving with citizens and civil society organizations.