



KOSOVO LOCAL  
GOVERNMENT  
INSTITUTE

# Population Census

Its impact on the financing of municipalities



The impact of the 2024 population census on the municipal financing

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## Introduction

The population census is a key process for planning and allocating financial resources at all levels of government, including both central and local levels. In Kosovo, the 2024 population census has brought significant changes to the country's demographic structure, which will directly impact the distribution of funds to municipalities. This analysis aims to assess the impact of these changes on municipal financing, with a particular focus on the distribution of the General Grant, the Specific Education Grant, and the Specific Health Grant. Furthermore, the analysis also examines the impact of the registration on the wage classification, and changes in the structure of Municipal Assemblies.

Municipal financing in Kosovo is based on criteria set out in the Law on Local Government Finance, which includes the number of inhabitants, ethnic composition, geographic size, and the municipalities' capacity for self-generated revenue. The demographic changes identified in the 2024 census are expected to significantly affect municipal financing based on these criteria. This analysis explores how these changes have been reflected in municipal budgets, identifying which municipalities have benefited and which have faced losses from these reallocations. The structure of the analysis is divided into five main sections, each addressing specific aspects of the 2024 population registration's impact on municipal financing and the organization of local structures in Kosovo.

These sections include:

- i. An overview, an analytical approach to the changes in population structure and their impact on financing, the overall effects, differences between municipalities, and characteristics such as territory, the influence of large municipalities in attracting development and population;
- ii. The distribution of the General Grant<sup>1</sup> including its impact on financing based on the number of inhabitants, territory, or the fixed amount (140,000 euros, minus 1 euro per inhabitant), as well as an analysis of the municipalities where financing has decreased or increased according to projections for 2026 funding;
- iii. The Specific Education Grant<sup>2</sup>, has highlighted changes in the student structure by comparing educational statistics between the years 2011/2012 and 2022/2023. The impact on the student-teacher ratio has been assessed, along with changes in the school structure (main schools and branch schools), and the effects on maintenance expenses and capital investments have been measured.;
- iv. The Specific Health Grant<sup>3</sup>, has evaluated population census data between the years 2011 and 2024, particularly in calculating<sup>4</sup> the number of services and visits. The data on the provision of palliative care and maternal and child care have been analyzed, as well as the structure of Family Medicine Centers (FMC) and Family Medicine Ambulances (FMA).";
- v. In the fifth section, changes in population are analyzed in relation to the categorization of municipalities according to the Law on Local Self-Government<sup>5</sup>, the impact on the salaries of political staff as per the Law on Salaries<sup>6</sup> and a calculation compared to the standards set for municipal staff according to the Government's 2008 decision<sup>7</sup>.

Each section presents updated data and detailed calculations, providing a comprehensive overview of the impact of the population census on municipal financing and organization in Kosovo. Meanwhile, the conclusions and recommendations are based on the data and analyses conducted in these five main sections, as well as on the previous analyses by the KLG Institute.

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<sup>1</sup> [QarkorjaBuxhetore2025-01\\_Final.pdf \(rks.gov.net\)](#)

<sup>2</sup> [QarkorjaBuxhetore2024-01.pdf \(rks.gov.net\)](#)

<sup>3</sup> [QarkorjaBuxhetore2024-01.pdf \(rks.gov.net\)](#)

<sup>4</sup> [msh.rks.gov.net/Documents/DownloadDocument?fileName=Grant43946714.2661.pdf](#)

<sup>5</sup> [https://www.kuvendikosoves.org/Uploads/Data/CommitteeMeetingDocumentFiles/Proc\\_nr\\_10\\_dt\\_30\\_03\\_2022\\_KBPT\\_Ar8bpSYE3f.pdf](https://www.kuvendikosoves.org/Uploads/Data/CommitteeMeetingDocumentFiles/Proc_nr_10_dt_30_03_2022_KBPT_Ar8bpSYE3f.pdf) 9 LIGJI NR. 03/L-040 PËR VETËQEVERISJEN LOKALE (rks-gov.net)

<sup>6</sup> <https://gzk.rks.gov.net/ActDetail.aspx?ActID=68695>

<sup>7</sup> [https://kryeministri.rks.gov.net/wp-content/uploads/2022/05/Vendimet\\_e\\_Mbledhjes\\_se\\_46\\_te\\_te\\_Qeverise\\_2008.pdf](https://kryeministri.rks.gov.net/wp-content/uploads/2022/05/Vendimet_e_Mbledhjes_se_46_te_te_Qeverise_2008.pdf)

## Methodology

**Objective of the Analysis:** This analysis aims to assess the impact of the 2024 population census on the distribution of municipal funding in Kosovo. The analysis focuses on three main types of grants: the General Grant, the Specific Education Grant, and the Specific Health Grant. Additionally, it examines the impact on the salary classification (political staff), as well as changes in the structure of Municipal Assembly members.

### Methods and Approach:

#### 1. Calculation of the General Grant.:

- **Formula Used:** The analysis is based on the General Grant formula, which stipulates that 89% of the grant is distributed according to the population size, 3% according to the minority population, 2% for municipalities where the majority of the population consists of national minorities, and 6% according to the geographic size of the municipalities. Data on the population size are taken from the 2024 census, while data on the minority population have used preliminary figures due to the lack of updated data.
- **Weighting and Allocation:** The data have been weighted, and the grant allocation has been calculated considering changes in the census data for each municipality. For example, decreases and increases in funding have been analyzed to identify the most significant changes in municipalities such as Prizren, Prishtina, and others.

#### 2. Analysis of the Specific Education Grant:

- **Approach and Formula:** This analysis involves calculating the education grant using a formula that accounts for the number of students, the student-teacher ratio, and other factors such as class size norms and operational expenses. The number of students is based on educational statistics from 2011/2012 and compared with data from the 2022/2023 school year.
- **Impact Assessment:** Changes in municipal funding have been analyzed based on the number of students and student-teacher ratios, comparing with previous years and identifying significant changes in municipalities with either substantial increases or decreases in student numbers.

#### 3. Analysis of the Specific Health Grant:

- **Allocation Criteria:** The Specific Health Grant is based on normalized population data and criteria set by the Ministry of Health. Calculations were made considering age, gender structure, and the number of individuals with special needs.
- **Calculation and Reduction:** Calculations for the number of Family Medicine Centers (QMF) and Family Medicine Ambulances (FMA) were based on standards of every 10,000 residents and 2,000 residents. The analysis included identifying reductions in the number of QMF and AMF as a result of the census and assessing the financial impact of these reductions.

#### 4. Ranking of Municipalities and Members of Municipal Assemblies:

- **Positioning According to LLSG:** To evaluate changes in the structure of Municipal Assembly members, the Law on Local Self-Government (LLSG) was used, categorizing municipalities according to population groups. The impacts of the population census on the ranking of municipalities and changes in the number of Municipal Assembly members were analyzed.
- **Comparison Between Years:** The divisions of municipalities and the number of Municipal Assemblies members were compared based on the population censuses of 2011 and 2024 to identify key changes

**Data Sources:** The data used in this analysis were obtained from the 2024 population census, the Ministry of Finance, the Ministry of Education, Science, Technology, and Innovation, the Ministry of Health, as well as from Budget Circulars 2024/01, 2025/01, and decisions of the Government of Kosovo.

## Overview

### Analysis according to Development Regions<sup>8</sup>

In the Pristina region, some municipalities have experienced population growth. Pristina has seen an increase of 28,257 residents, while Fushe Kosova has registered an increase of 29,251 residents. Gračanica has seen an increase of 8,696 residents, and Obiliq has experienced a slight increase of 1,245 residents. On the other hand, Podujeva has suffered a decrease of 17,481 residents, Lipjan has seen a decrease of 2,631 residents, and Glogovac has registered a decrease of 10,477 residents.

In the Peja region, all municipalities have experienced a population decline. Peja has seen a decrease of 13,790 residents, Istog has registered a decrease of 6,219 residents, Klina has experienced a decrease of 7,922 residents, Deçan has seen a decrease of 12,261 residents, and Junik has experienced a decrease of 2,132 residents.

In the Mitrovica region, all municipalities have experienced a population decline. South Mitrovica has seen a decrease of 7,229 residents. Skenderaj has registered a decrease of 10,226 residents, Vushtrri has experienced a decrease of 8,377 residents. North Mitrovica, Zveçan, Zubin Potok, and Leposaviq have experienced significant decreases of 9,980; 7,046; 5,858; and 10,566 residents, respectively. It is important to note that these four municipalities experienced a population registration refusal, which affected the final population estimates.

In the Gjilan region, the municipality of Gjilan has seen a decrease of 7,277 residents, Kamenica has suffered a decrease of 13,187 residents, Novo Bërdë has registered a decrease of 2,235 residents, and Ranillug has seen a decrease of 1,384 residents. On the other hand, Kllokot has experienced an increase of 493 residents, and Partesh has seen an increase of 1,464 residents.

In the Prizren region, all municipalities, except Mamushë, have experienced a population decline. Prizren has seen a significant decrease of 30,353 residents, Suhareka has registered a decrease of 14,009 residents, Rahovec has experienced a decrease of 14,431 residents, and Dragash has suffered a decrease of 5,089 residents. Mamushë has seen a slight increase of 107 residents.

In the Ferizaj region, some municipalities have experienced various population changes. Ferizaj has registered a slight increase of 735 residents, and Shtërpçë has experienced an increase of 3,941 residents. On the other hand, Viti has suffered a decrease of 11,438 residents, Kaçanik has registered a decrease of 5,667 residents, Hani i Elezit has seen a decrease of 803 residents, and Shtime has experienced a decrease of 3,004 residents.

In the Gjakova region, all municipalities have experienced a population decline. Gjakova has seen a decrease of 15,732 residents, Rahovec has registered a decrease of 14,431 residents, and Malisheva has experienced a decrease of 10,743 residents.

### Summary Table of Population Changes by Region

REGION	MUNICIPALITY	POPULATION 2011	POPULATION 2024	POPULATION CHANGES
PRISHTINA	Prishtinë	198,897	227,154	+28,257
	Podujevë	88,499	71,018	-17,481
	Fushë-Kosovë	34,827	64,078	+29,251
	Obiliq	21,549	22,794	+1,245
	Lipjan	57,605	54,974	-2,631
	Glllogoc	58,531	48,054	-10,477
	Graçanicë	10,675	19,371	+8,696
PEJA	Pejë	96,451	82,661	-13,790
	Istog	39,285	33,066	-6,219
	Klinë	38,496	30,574	-7,922

<sup>8</sup> Neni 6 Rajonet Zhvillimore, Ligji për Zhvillim të Rajonal të Balancuar

	Deçan	40,019	27,758	-12,261
	Junik	6,084	3,952	-2,132
<b>MITROVICA</b>	Mitrovicë e Jugut	71,909	64,680	-7,229
	Skenderaj	50,858	40,632	-10,226
	Vushtrri	69,870	61,493	-8,377
	Mitrovicë e Veriut	12,326	2,346	-9,980
	Zveçan	7,481	435	-7,046
	Zubin Potoku	6,616	758	-5,858
	Leposaviq	13,773	3,207	-10,566
<b>GJILANI</b>	Gjilan	90,178	82,901	-7,277
	Kamenicë	36,085	22,898	-13,187
	Novo Bërdë	6,730	4,495	-2,235
	Ranillug	3,866	2,482	-1,384
	Klllokot	2,556	3,049	+493
	Partesh	1,787	3,251	+1,464
<b>PRIZRENI</b>	Prizren	177,781	147,428	-30,353
	Suharekë	59,722	45,713	-14,009
	Dragash	33,997	28,908	-5,089
	Mamushë	5,508	5,615	+107
<b>FERIZAJI</b>	Ferizaj	108,610	109,345	+735
	Viti	46,987	35,549	-11,438
	Kaçanik	33,409	27,742	-5,667
	Hani i Elezit	9,403	8,600	-803
	Shtime	27,324	24,320	-3,004
	Shtërpcë	6,949	10,890	+3,941
<b>GJAKOVA</b>	Gjakovë	94,556	78,824	-15,732
	Rahovec	56,208	41,777	-14,431
	Malishevë	54,614	43,871	-10,743

#### **Municipalities Most Affected by Population Decline:**

Municipalities that have experienced the most significant population declines are primarily those that include some of the major urban centers, border municipalities, and those with large territories. The municipality of Prizren has experienced the greatest population decline, with a loss of 30,353 residents. Following Prizren, Podujeva has seen a population decrease of 17,481, Gjakova 15,732, and Rahovec 14,431. These declines are influenced by a lack of employment opportunities and internal migration towards Pristina or abroad. Kamenica is another municipality that has seen a large decrease, losing 13,187 residents, partly due to its proximity to Gjilan, where many residents have migrated in search of better employment and services.

A factor to mention is that border municipalities such as Podujeva, Kamenica, Dragash, and Deçan have been affected by the decrease in population. Migration resulting from connections and concentration of the population in Western countries also impacts population reduction, particularly affecting municipalities like Suhareka, Viti, Malisheva, and Skenderaj. The concentration of economic opportunities and services in larger urban centers has caused internal migration, leaving more rural and peripheral municipalities with lower populations.

#### **Municipalities Most Affected by Financial Decline:**

Prizren is the municipality that has experienced the largest financial decrease, with a reduction of €1,992,353. This decrease is directly influenced by the contraction of the population, although the impact of the minority population size on funding is not yet known. Rahovec has seen a significant financial reduction of €1,488,492, while North Mitrovica and Leposaviq have experienced funding decreases of €1,548,974 and €1,625,317, respectively. These financial declines are influenced by the refusal to participate in the population census. Kamenica, which has also seen a substantial population

decline, has suffered a financial reduction of €1,658,837. These municipalities may face significant financial challenges, which could impact their ability to provide services and maintain infrastructure.

### **Municipalities with the Largest Territories Affected by Population and Financial Declines:**

When analyzing municipalities with the largest territories that have also been affected by declines in both population and funding, the following stand out: Podujeva (633 km<sup>2</sup>), Prizren (603 km<sup>2</sup>), Peja (603 km<sup>2</sup>), and Gjakova (587 km<sup>2</sup>). Podujeva, a large municipality located north of Pristina, has experienced a population decrease of 17,481 residents and a funding reduction of €1,401,452. Prizren, with its extensive territory, has lost 30,353 residents, resulting in a funding decrease of €1,992,353. Peja, with its significant territory, has seen a reduction of 13,790 residents and a financial decrease of €584,572. Gjakova, which also has a large territory, has faced a substantial population decline of 15,732 residents and a funding reduction of €968,694.

These municipalities have been affected by several factors, including the migration of people to Pristina and Fushe Kosova, where there are more employment opportunities and services, as well as emigration abroad. For example, Podujeva has experienced significant internal migration, with many residents moving to Pristina and Fushe Kosova in search of jobs and a better quality of life. Although these municipalities have large territories, they may face significant challenges related to maintaining infrastructure and providing services in the context of reduced human and financial resources.

### **Greatest Increase in Population:**

From the analysis of population data for the period 2011-2024, it is evident that 9 municipalities have experienced population growth, while 29 municipalities have seen a decline. The municipalities with population growth include Pristina, Ferizaj, Fushe Kosovo, Gracanica, Shtërpçë, Partesh, Obiliq, Kllokot, and Mamushë.

Fushe Kosovo has experienced the largest population increase, with an addition of 29,251 residents. This increase can be attributed to the economic and infrastructural development in the area, which is close to Pristina and offers numerous opportunities for employment and housing. Internal migration from surrounding municipalities, such as Podujeva and others, has contributed to this growth. Pristina, as the capital and the main administrative and economic center of the country, has seen a population increase of 28,257 residents. This trend reflects the attraction of the population to urban centers due to better job and living opportunities, as well as rapid infrastructure and service development. Gracanica has experienced a significant population increase of 8,696 residents. This growth may be related to infrastructure development and improvements in living conditions, making it an attractive destination for new residents and those migrating from other municipalities.

A notable feature is the smaller municipalities that have not been significantly affected by the decline in population, such as Hani i Elezit, and those that have seen an increase, such as Mamushë. In contrast to the larger municipalities like Kaçanik and Prizren, which have experienced population declines. Also, it should be noted that centers like Ferizaj have seen a slight yet significant increase in population, with 735 additional residents, potentially due to migration from surrounding municipalities. Similarly, the impact is minimal in municipalities like Lipjan with a noticeable decline of 2,631 residents, while Obiliq has recorded a population increase of 1,245 residents.

In contrast to the four northern municipalities of Kosovo—North Mitrovica, Zvečan, Zubin Potok, and Leposavić, which experienced population refusal—some municipalities with minority populations have seen an increase. For example, the Serb-majority municipalities such as Gracanica with 8,696 residents, Shtërpçë with 3,941 residents, followed by Partesh with 1,464 residents, Kllokot with 493 residents, and the Turkish-majority municipality, Mamushë, with 107 residents.

## **Greatest Increase in Funding:**

Pristina has experienced the greatest increase in funding, with an increase of €8,997.490. This rise reflects the importance of the capital in Kosovo's economy and administration, as well as the need to support urban development and provide services for a growing population. Fushe Kosovo has also seen a significant financial increase of €5,930.800, which aligns with its population growth and overall development. Investments in infrastructure and the pressure to settle near the capital have contributed to this rapid growth. Gracanica has seen a financial increase of €1,768.929, reflecting its population growth and the rapid development of the municipality, which has benefited from infrastructure development and the establishment of urbanized neighborhoods in the area.

## **Impact of the Census on Municipal Financing**

The population census has had a significant impact on the distribution of the General Grant to municipalities. This grant constitutes 10% of the central government's total budgeted revenues and is allocated based on a formula that includes several key factors. One of these factors is the population count, which accounts for 89% of the General Grant. The 2024 population census has brought noticeable changes to the positions of several municipalities, affecting their financing. For instance, the municipality of Prizren has experienced a reduction of €1,992.353, while the municipality of Pristina has benefited from an increase of €8,997.490. Additionally, minority populations and municipalities where the majority consists of national minorities have a weight of 5% in the grant formula, while geographic size constitutes 6%. Due to the lack of accurate new data on minority populations, preliminary data has been used in some cases, creating discrepancies in funding.

Based on the 2024 population census data and projections for municipal financing for 2026, funding is expected to decrease in 25 municipalities by a total of €22.7 million, while 13 municipalities are expected to see an increase of €22.3 million. The overall change of €500,000 reflects differences in the financing formula, which includes a fixed amount of €140,000 per year minus €1 per capita.

The impact of the population decline has also been felt in the Specific Education Grant, as the data has been updated according to the number of students. This grant covers financing for preschool, primary, and secondary education, using a formula that calculates the number of students, the student-teacher ratio, and other factors. Due to the decrease in the number of students, annual differences in the student-teacher ratio have been reflected, especially concerning maintenance and capital investments. For example, the largest decrease in student numbers has been recorded in Kamenica, Gjilan, and Podujeva. Meanwhile, despite the decline in the number of students, the number of schools has increased in some municipalities, raising demands for maintenance and capital investments.

In the healthcare sector, the Specific Health Grant covers the costs of primary public health, and its allocation is based on normalized population, taking into account age and gender structure. The population census affects the number of visits and services, as well as the number of Family Medicine Centers (FMCs) and Family Medicine Ambulances (FMAs). This implies a significant reduction in healthcare funding in some municipalities, such as Prizren, Kamenica, Rahoveci, Gjakova, Peja, and Podujeva. Funding for medical services and visits is also expected to decrease overall by €1,546.864.

Another important aspect is the impact of the census on the ranking of municipalities and the number of members of Municipal Assemblies. The population census has caused decreases or increases in the ranking of municipalities, affecting the number of Municipal Assembly members. For instance, the municipality of Mitrovica South has fallen to a lower rank, while the municipality of Fushe Kosova has risen to a higher rank.

## General Grant

According to the Law on Local Government Finances, municipalities receive a General Grant that constitutes 10% of the total budgeted revenues of the central government, excluding: (i) revenues from the sale of assets, (ii) other extraordinary revenues, (iii) dedicated revenues, and (iv) revenues from borrowing.

The formula for distributing the grant is as follows:

1. To level out the low revenue capacity of smaller municipalities, each municipality receives a general amount (fixed grant) of €140,000 per year from the total General Grant, minus €1 per capita, or €0 for municipalities with a population equal to or greater than 140,000.

2. The remaining portion of the General Grant is allocated to municipalities in proportion to: (i) the number of inhabitants; (ii) the number of minority inhabitants; (iii) whether the majority of the population consists of national minorities; and (iv) geographic size.

- Population: 89%
- Number of minority inhabitants: 3%
- Municipalities with a majority population of national minorities: 2%
- Geographic size: 6%

According to the 2024 population census data and the General Grant financing formula, the total number of residents (89% of the funding) has been reflected. Meanwhile, due to the lack of specific data on the number of minority inhabitants (3% of the funding) and for municipalities where the majority population consists of national minorities (2% of the funding), preliminary data have been used for calculations.

Referring to the Budget Circular 2025/01, the calculations are focused on financing for 2026, based on the 2024 population census. The data indicate that the population census will lead to a reduction in funding for 25 municipalities by a total of €22.7 million. Conversely, 13 municipalities are expected to see an increase of €22.3 million. This difference of €500,000 reflects the change in the calculation of funding from a fixed amount of €140,000 per year, minus €1 per capita, or €0 for municipalities with a population equal to or greater than 140,000.

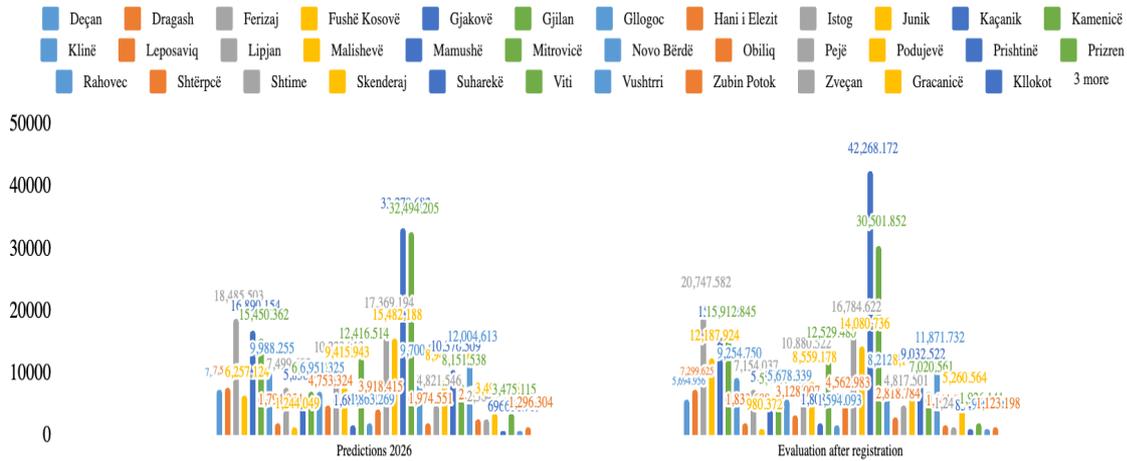
The municipalities that are expected to have the largest decrease in funding amounts: Prizren with 1,992.353 euros, North Mitrovica with 1,548.974 euros<sup>9</sup>, Rahovec with 1,488.492 euros, followed by Deçan with 1,416.648 euros and Podujeva 1,400 euros, 1,400 euros, 1,400 euros , 1,400 euros.

While the fixed amount (grant) of €140,000 per year, minus €1 per capita, or €0 for municipalities with a population equal to or greater than 140,000, is intended to level out the low revenue capacity of smaller municipalities, changes are as follows: Podujeva receives an additional 17,481 euros, Gjakova 15,732 euros, Suhareka 14,009 euros, Peja 13,789 euros and Kamenica 13,187 euros.

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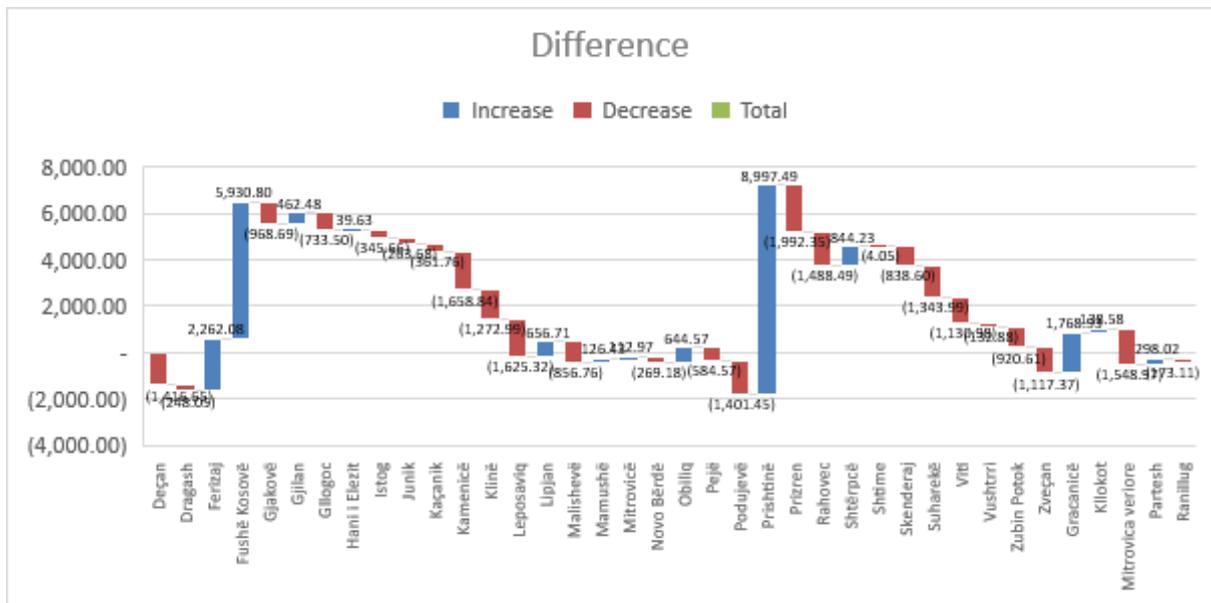
<sup>9</sup> Në Mitrovicën e Veriut ka pasur refuzim të regjistrimit të popullsisë në vitin 2024.

## Changes in the General Grant



Meanwhile, considering the total funding, by percentage, the most affected municipalities are expected to be: North Mitrovica with 45%, Zvečan with 47%, Zubin Potok with 36%, and Leposavić with 34%<sup>10</sup>. It should be noted that in these municipalities, there was a refusal to participate in the 2024 population census. In contrast, in municipalities where the census proceeded normally, the largest percentage decreases are recorded in: Kamenica with 24% less, Junik with 21% less, Deçan with 20% less, and Klinë with 18% less.

On the other hand, the municipalities expected to see the largest increases in funding amounts are: Prishtina with 8,997.490, Fushë Kosovë with 5,930.800, Ferizaj with 2,262.079, and Gračanica with 1,768.929. In terms of percentage increases in total funding, Fushë Kosovë leads with a 95% increase, followed by Gračanica with 51% more, Štrpce with 43% more, and Prishtina with 27% more.



<sup>10</sup> Komunat Mitrovicë e Veriut, Zvečan, Zubin Potok dhe Leposaviç, ka pasur refuzim për regjistrim të popullsisë 2024.

## Specific Education Grant

The Specific Education Grant is used to fund the cost of providing the minimum standard level of preschool, primary, and secondary education. This grant is determined and allocated to municipalities in accordance with a formula established by the Grant Commission. The formula is based on the registered number of students and standards set by the Ministry of Education, Science, Technology, and Innovation (MASHTI). It primarily considers the normalized number of teachers and enrollment. The formula also takes into account the national curriculum, special needs education, operational expenses excluding salaries, class size norms, and location. Special attention is given to minority students.

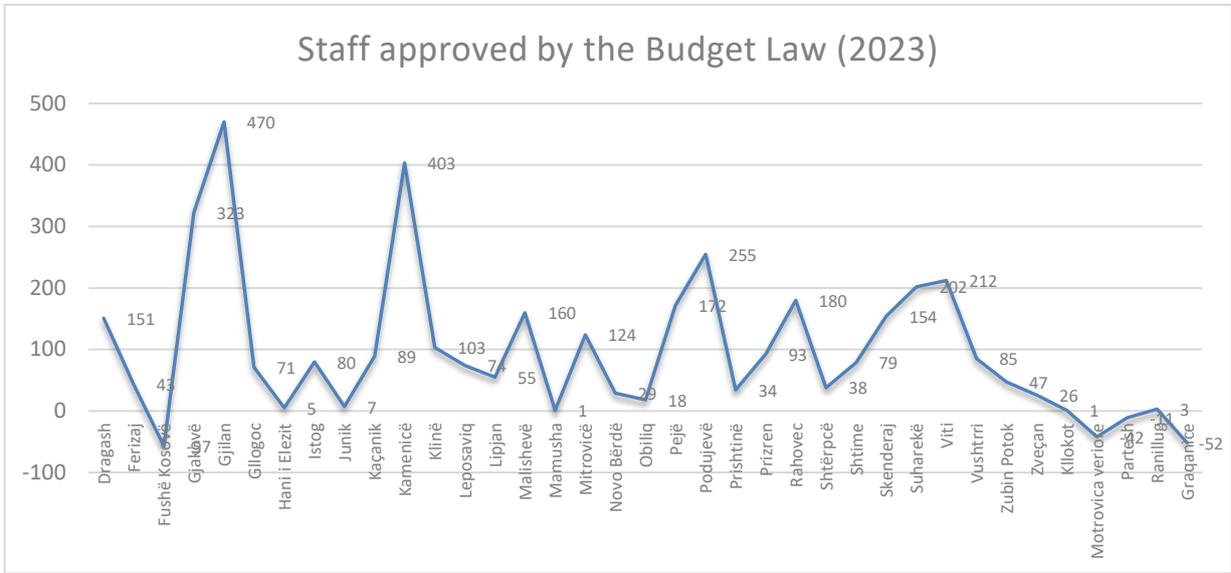
The formula addresses the following levels of education based on these criteria:

- a) The number of students registered for the year 2023/2024;
- b) Studentteacher ratio for primary and secondary education for majority students 1:21.3
- c) Studentteacher ratio for primary and secondary education for minority students 1:14.2;
- d) Studentteacher ratio for preschool education 1:12;
- e) Studentteacher ratio for vocational secondary education for majority students 1:17.2, and for minority students 1:11.5
- f) Studentteacher ratio for mountainous areas 1:14.2
- g) Calculation for the teaching staff of the English language for classes I and II;
- h) Calculation for administrative technical staff for 630 students 1 staff in primary and primary education;
- i) Calculation for administrative technical staff for 470 students 1 staff in secondary education;
- j) Calculation for support staff: One staff member (cleaner) per 170 students, along with one staff member per school (guard)
- k) Calculation of salaries and allowances: Based on the Law on Wages in the public sector.
- l) Professional pedagogical/psychological services
- m) Quality coordinators
- n) Goods and services are calculated based on the criteria of 23 euros per majority student and 25 euros per minority student. For schools, the calculation is 1,500 euros for preschool and primary schools, and 3,250 euros for secondary schools
- o) Funds are calculated according to the criteria of 7 euros per student
- p) Assistant for children with special needs
- q) Professional practices
- r) Cost of payment for validation and accreditation procedures for vocational high schools (8 schools)
- s) Schoolbased career counselors for grades 6 to 9;
- t) IT specialists

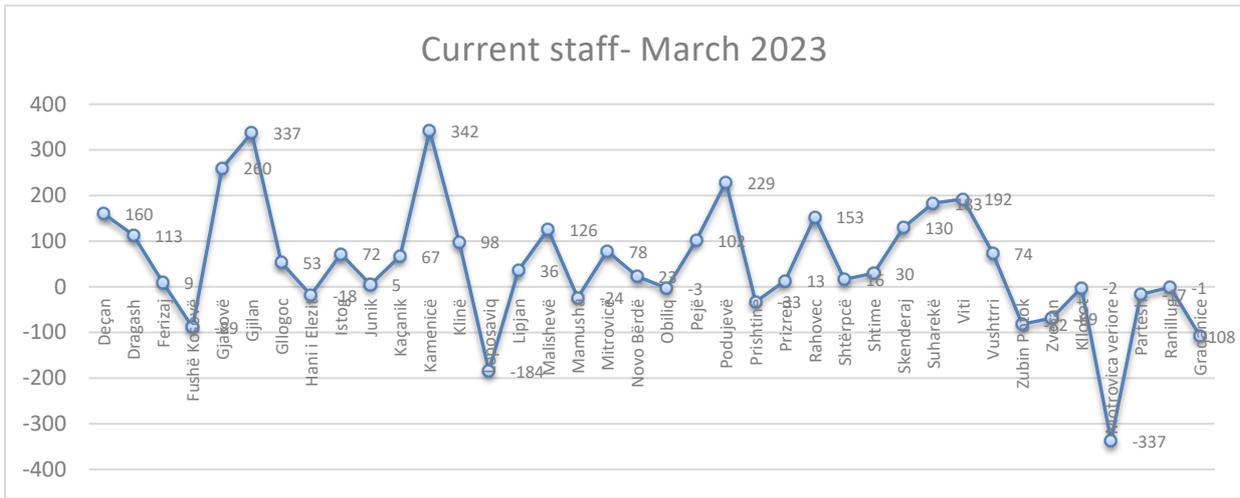
According to the calculations based on the criteria in the 2024 budget circular, it turns out that there are a total of 3,784 staff members exceeding the standards. For the year 2024, a reduction of 485 staff members is planned.

Compared to the approved numbers and calculations from the formula, the municipalities with the highest number of staff members exceeding the criteria are: Gjilan with 470, followed by Kamenica with 403, Gjakova with 323, and Podujeva with 255.

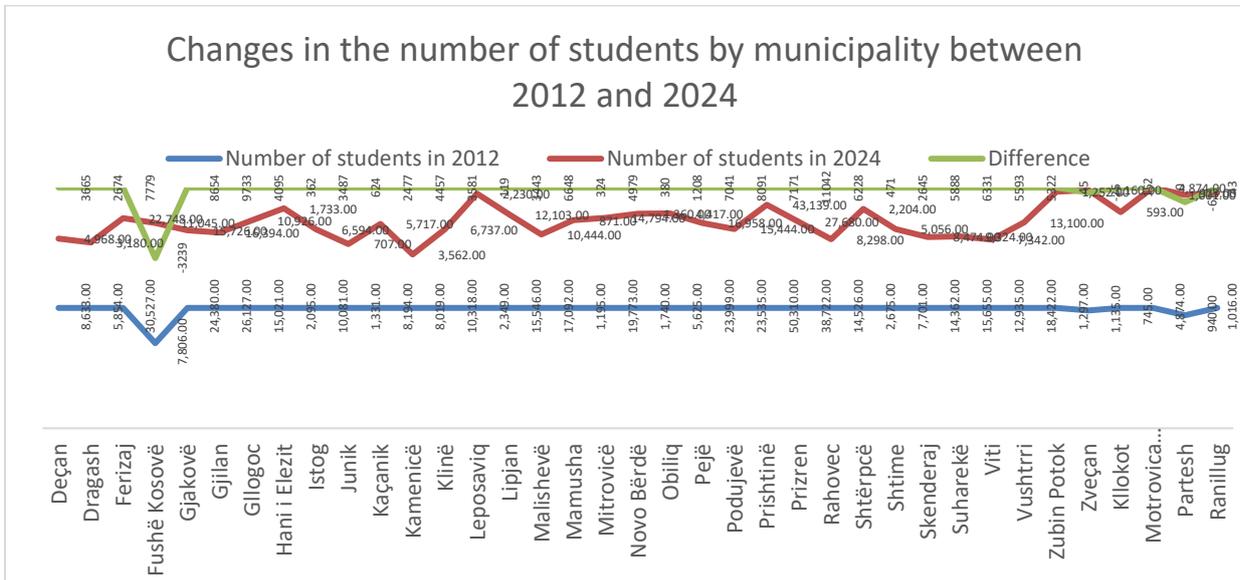
Only four municipalities, according to the formula, have a lower number of staff than the standard. Three of these are from the Serbian community, with Fushë-Kosova leading with 57, followed by Gračanica with 52, North Mitrovica with 42, and Klllokot with 11.



Meanwhile, according to the staff employed in March 2023, it turns out that the number of employees exceeding the standards was 1,850. In this calculation, Kamenica again has the highest excess with 342, followed by Gjilan with 337, Gjakova with 260, and Podujeva with 229, all having more staff than the criteria for the Specific Education Grant funding.



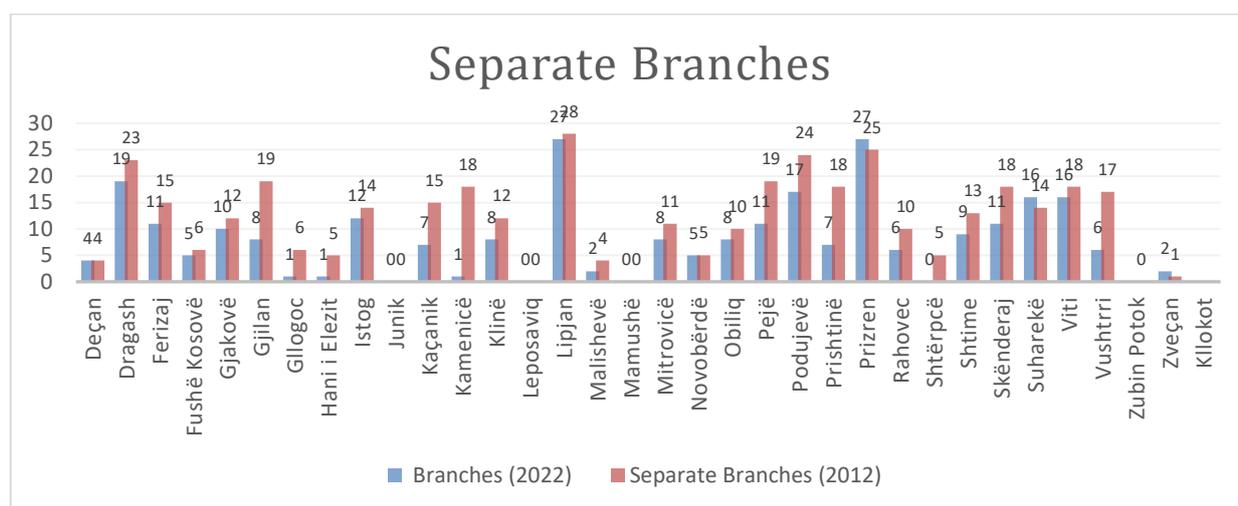
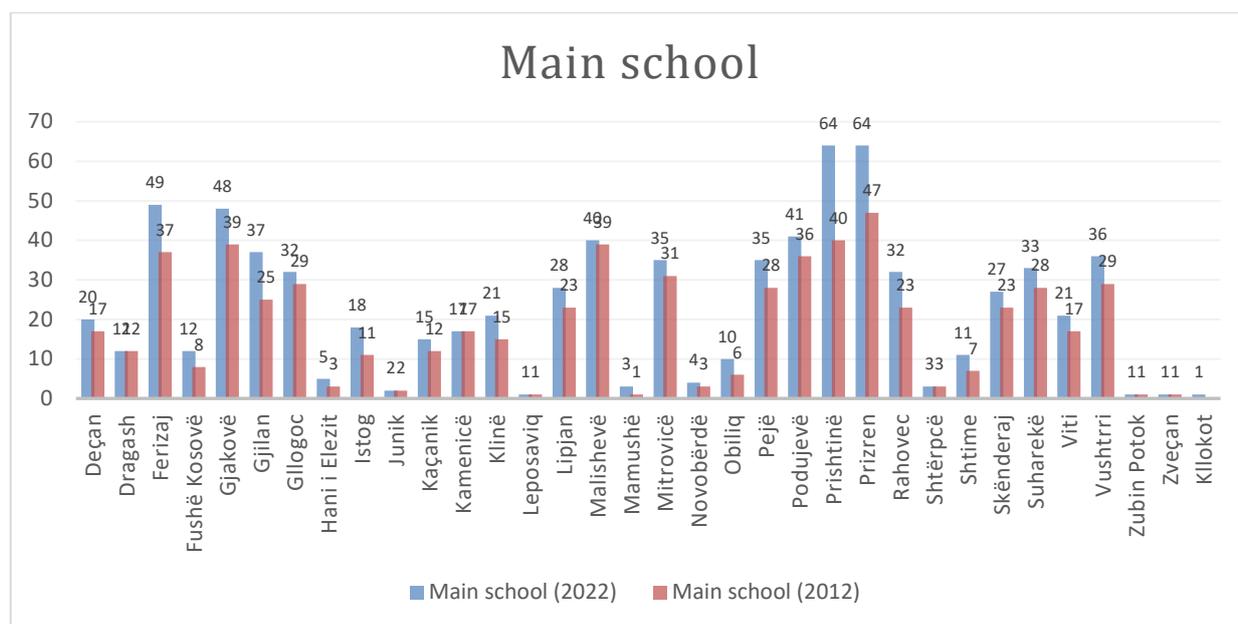
Comparing the data between the 2011/2012 and 2022/2023 education statistics, it shows that in 37 municipalities where statistics on the number of students in public primary and lower secondary education have been collected, there is a decrease of 71,000 students, or 28.09%.



The largest percentage decrease in the number of students is observed in the municipalities of Kamenicë with 55.58%, followed by Junik with 46.88, Dragash with 45.68%, and Vitia with 43.24%.

In terms of numbers, the municipalities with the greatest decrease in student numbers are Prizren with 11042, Gjiilan with 9,933, Gjakova with 8,654, and Podujeva with 8,091. Conversely, there has been an increase in the number of students in only two municipalities according to the statistics: Fushë-Kosova, which experienced the largest real increase, rising from 7,806 to 11,045 students between the 2011/12 and 2022/23 periods, marking an increase of 3,239 students or 41.49%.

While the number of students has decreased, if we compare the number of schools, including both main schools and separated branches, the total number of schools has increased by 41. Main schools have increased by 165, while 124 separated branches have been closed.



This indicates that despite the decrease in the number of students, the number of newly built schools has increased. Consequently, both the maintenance and capital investment criteria are directly related to the number of students. For instance, if we compare 2012 using the grant formula of 7 euros per student for capital investments, with 454,555 students, the total amount is 3,181.855 euros. In contrast, based on the number of students for the year 2022/2023, which is 326,867, the total amounts to 2,288.069 euros, which is 893,786 euros less. Similarly, this difference is evident in the expenditure for goods and services per student. With a calculation of 23 euros per student, the expenditure amounts to 10,565.203 euros in 2012, compared to 7,496.046 euros in 2024, resulting in a reduction of 3,069.139

euros for the municipaliti

## Specific Health Grant

The Specific Grant for Primary Healthcare according to the Law on Local Government Finances (LLGF) is based on an open financing system, taking into account the criteria in the Primary Healthcare formula of the Ministry of Health (MH) for the years 2025-2027

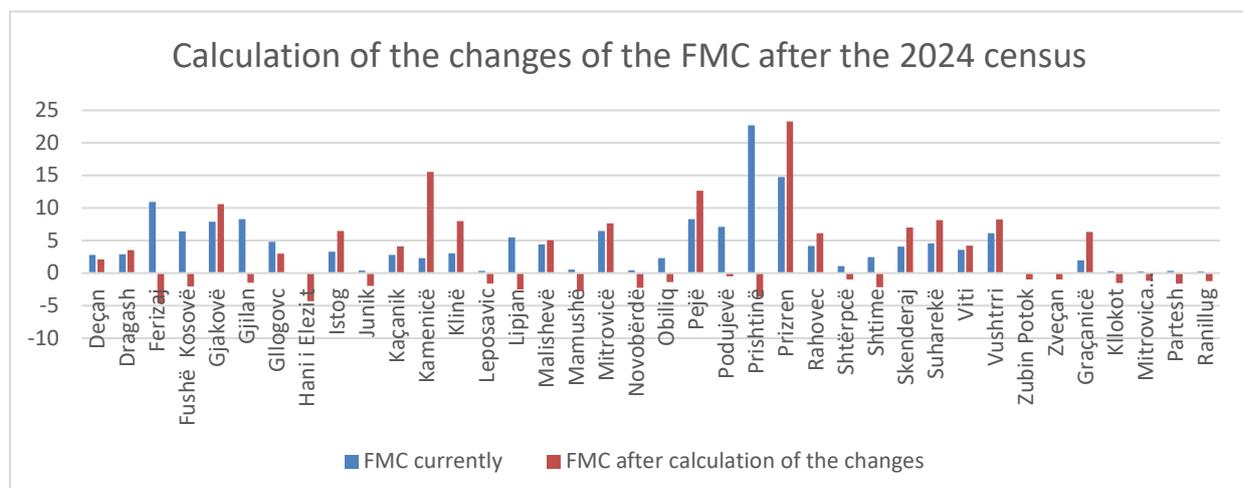
The criteria for the allocation of the grant;

- I. The "Salary and Allowances" category in the healthcare sector ;
- II. Cost for Consultation and Service;
- III. Home visits for pregnant women and children (ongoing policy),
- IV. Vizitat e kujdesit paliativ (politik në vazhdimësi),
- V. Other operational expenses for goods and services;
- VI. Municipal expenses.

Meanwhile, referring to data in the field of primary health, it appears that the number of residents will determine the number of Family Medicine Centers (FMC), Family Medicine Ambulances (FMA), doctors, nurses, and the estimated costs for services.

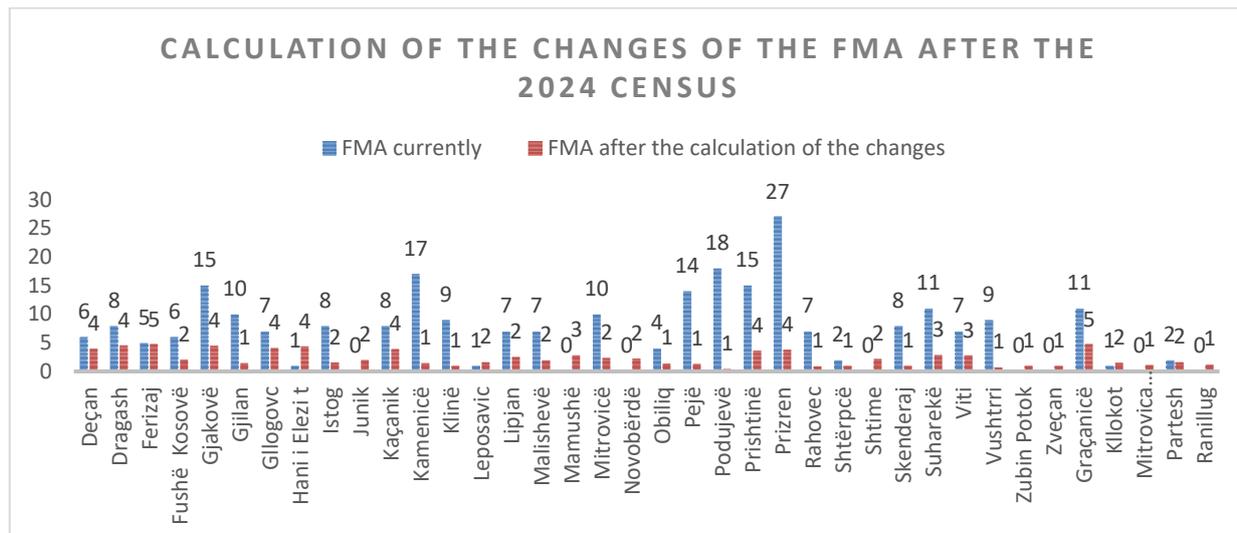
Based on the data from the 2011 Census and the weighting of Family Medicine Centers (FMC) according to the standard of 1 FMC for no less than 10,000 inhabitants, it appears that the number of FMCs was 16 more than necessary. However, according to the 2024 census data, the number of Main Family Medicine Centers (MFMC) should be reduced by 34. Unlike the FMCs, the establishment of Family Medicine Ambulances (FMA) according to the Administrative Instruction for Health 04/2020<sup>11</sup> follows several standards, such as cost-efficiency for providing services over a distance of more than 5 km; 1 FMA can serve up to 10,000 inhabitants; 1 family doctor should work in two or more FMAs to cover a population of 2,000 inhabitants. To calculate the differences in number, we analyzed up to 2,000 inhabitants per FMA, based on the calculated numbers of 10,000 per FMC. According to this principle, the number of FMAs should be reduced by at least 150 FMAs. However, other specifics outlined in the Administrative Instruction for Health 04/2020 must also be taken into account.

According to these data, the municipalities that are most affected by the decrease in the number of inhabitants, calculated with the criterion of 1 FMC for no less than 10,000 inhabitants, turn out to be: South Mitrovica with 5 less, Rahoveci with 4 less, Vushtrria , but with 4 less. Meanwhile, calculated with this standard but whose services are covered by the FMA, they turn out to be: Prishtina with 8 less than the criterion, Podujeva with 4 less than the criterion and Ferizaj with 2 less.



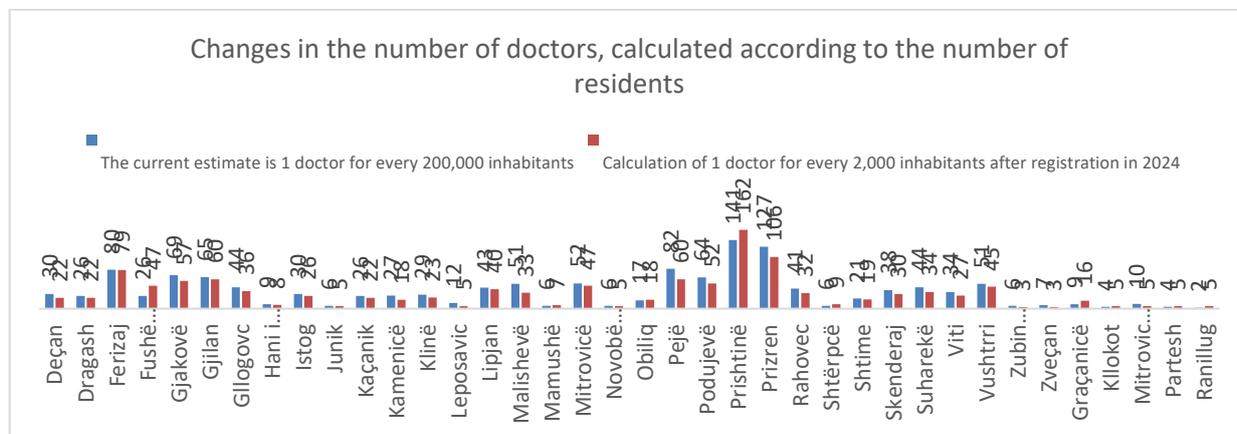
<sup>11</sup> <https://gzk.rks-gov.net/ActDetail.aspx?ActID=88008>

Meanwhile, in the calculation (weighting) based on the number of inhabitants after the 2024 population census, the municipalities most affected by the reduction in Family Medicine Ambulances (AMF) are Prizren with 23 fewer FMAs, Kamenica with 16 fewer, Gjakova with 15 fewer, and Peja with 13 fewer.

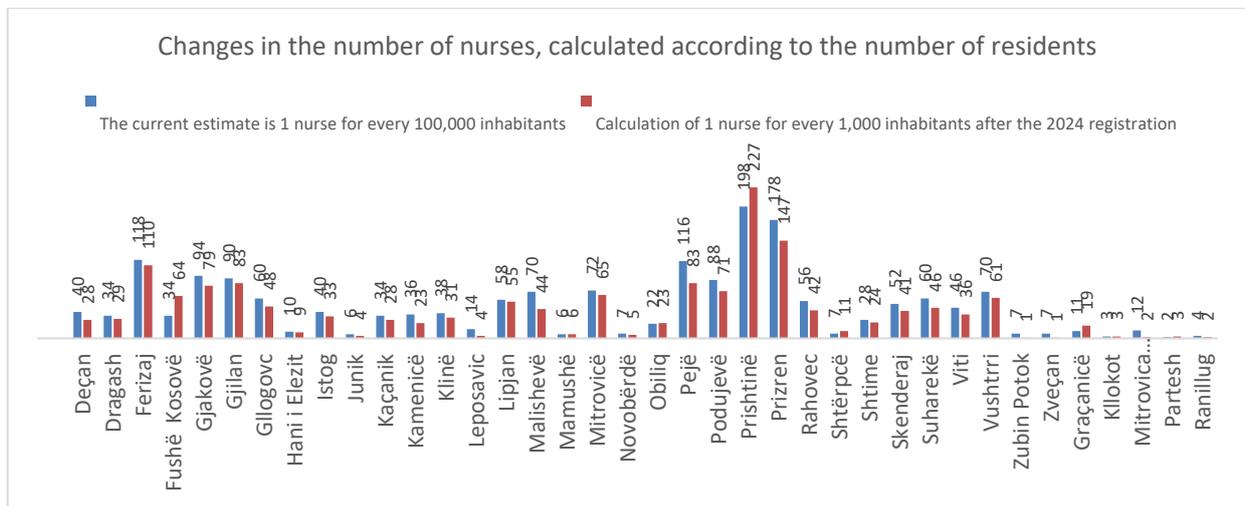


Meanwhile, according to the standard for dentists, with 1 dentist per 5,000 inhabitants, the number of dentists should be reduced by 38. Regarding the staff for early childhood intervention (speech therapist, psychologist, physiotherapist, and social worker), based on the funding criterion of 1 base unit and an additional unit for every 70,000 inhabitants, this only affects the municipality of South Mitrovica, which has a decrease in population from 71,909 to 64,680 inhabitants.

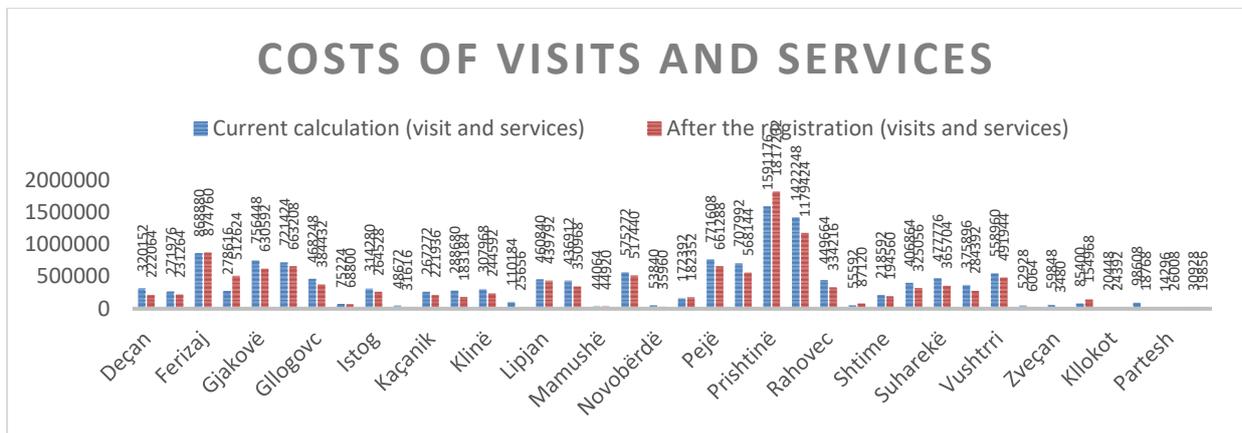
According to the criteria for family doctors, with 1 doctor per 2,000 inhabitants, the number of family doctors should be reduced by 109 at the national level.



Additionally, according to the criteria for nurses, with 1 nurse per 1,000 inhabitants, the number of nurses should be reduced by 237.



Regarding the funding criteria for services, based on the number of inhabitants, visits, and predetermined costs, there is a risk of reduced funding. Overall, considering the number of inhabitants and the calculation of services and visits, funding is expected to decrease by €1,546,864. In the calculation, with 2 visits per person at a cost of €2 each, funding according to the current formula will be reduced to €773,432. The same amount (€773,432) is also expected to be reduced in the calculation of 2 services per person at a cost of €2 each.



Regarding new policies such as the number of visits required for pregnant women and palliative care, since the census has not yet provided data on the number of women aged 15-49, elderly people over 65, and persons with disabilities, the data has been weighted using the new population figures from the latest census. According to the weighted numbers, the number of visits for pregnant women may decrease by 103,689 from the previous figure (from 340,637 in the forecast to 236,947). With an estimated cost of €10 per visit, funding may decrease by up to €1,036,897. For palliative care, after weighting the numbers with the population figures, it is estimated that the number of visits may decrease by 23,218 (from 101,430 to 78,212). With an estimated cost of €20 per visit, funding may decrease by up to €464,368.

## Registration and ranking of municipalities

Based on Article 36 of the Law on Local Self-Government (LLSG)<sup>12</sup>, the number of members of the Municipal Assemblies of the Republic of Kosovo is divided into eight (8) groups according to the number of inhabitants.

To ensure that the comparison between municipalities is as accurate as possible, the division of municipalities according to the LLSG has been used.:

- I. Municipalities with up to 10,000 inhabitants - 15 members;
- II. Municipalities with 10,001 to 20,000 inhabitants - 19 members;
- III. Municipalities with 20,001 to 30,000 inhabitants - 21 members;
- IV. Municipalities with 30,001 to 50,000 inhabitants - 27 members;
- V. Municipalities with 50,001 to 70,000 inhabitants - 31 members;
- VI. Municipalities with 70,001 to 100,000 inhabitants - 35 members;
- VII. Municipality over 100,000 inhabitants - 41 members;
- VIII. The capital of Kosovo, Pristina - 51 members.

Table summarizing the categorization of municipalities according to the number of inhabitants and members of Municipal Assemblies based on the population censuses of 2011 and 2024:

Group	Number of inhabitants	The number of members in the Municipal Assembly	Population Census (2011)	Population Census (2024)
I	Up to 10,000 inhabitants	15 members	10 municipalities	11 municipalities
II	10,001 to 20,000 inhabitants	19 members	3 municipalities	2 municipality
III	20,001 to 30,000 inhabitants	21 members	2 municipalities	6 municipalities
IV	30,001 to 50,000 inhabitants	27 members	8 municipalities	8 municipalities
V	50,001 to 70,000 inhabitants	31 members	7 municipalities	3 municipalities
VI	70,001 to 100,000 inhabitants	35 members	5 municipalities	4 municipalities
VII	Above 100,000 inhabitants	41 members	2 municipalities	2 municipalities
VIII	The capital of Kosovo, Prishtina	51 members	1 municipality (Prishtina)	1 municipality (Prishtina)

This table shows the changes in the number of municipalities within each category of members of the Municipal Assemblies according to the number of inhabitants, based on the 2011 and 2024 population censuses.

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<sup>12</sup> [https://www.kuvendikosoves.org/Uploads/Data/CommitteeMeetingDocumentFiles/Proc\\_nr\\_10\\_dt\\_30\\_03\\_2022\\_KBPT\\_Ar8bpSYE3f.pdf](https://www.kuvendikosoves.org/Uploads/Data/CommitteeMeetingDocumentFiles/Proc_nr_10_dt_30_03_2022_KBPT_Ar8bpSYE3f.pdf) 9 LIGJI NR. 03/L-040 PËR VETËQEVERISJEN LOKALE (rks-gov.net).

## Main changes:

- As a result of the refusal to participate in the census in the municipalities of Leposaviq and North Mitrovica, they are now categorized from the 10,001-20,000 inhabitants range with 19 members, down to the category of up to 10,000 inhabitants with 15 members.
- Due to an increase in the number of inhabitants, the municipality of Shtërpce has moved from the category of up to 10,000 inhabitants with 15 members to the category of 10,001-20,000 inhabitants with 19 members.
- Due to a decrease in the number of inhabitants in the municipalities of Gllgovc, Malishevë, Rahovec, Suharekë, and Skenderaj, they have dropped from the 50,001-70,000 inhabitants category with 31 members to the 30,001-50,000 inhabitants category with 27 members.
- Due to a decrease in the number of inhabitants in the municipalities of Kaçanik, Dragash, Kamenicë, and Deçan, they have moved from the 30,001-50,000 inhabitants category with 27 members to the 20,001-30,000 inhabitants category with 21 members.
- Due to an increase in the number of inhabitants, the municipality of Fushë-Kosovë has moved from the category of 30,001-50,000 inhabitants with 27 members to the 50,001-70,000 inhabitants category with 31 members.
- Due to a decrease in the number of inhabitants, the municipality of South Mitrovica has moved from the 70,001-100,000 inhabitants category with 35 members to the 50,001-70,000 inhabitants category with 31 members.

Category of Inhabitants Number	Number of Members	Municipalities (2011)	Municipalities (2024)	Ndryshimi/Komenti
<b>10,000 inhabitants</b>	15 members	Hani i Elezit, Junik, Novobërdë, Mamushë, Klllokot, Partesh, Shtërpçë, Ranillug; Zveçan, Zubin Potok;	Hani i Elezit, Junik, Novobërdë, Mamushë, Klllokot, Partesh, Ranillug, Leposaviq, Zveçan, North Mitrovica, Zubin Potok;	Due to the refusal to participate in the 2024 census, the municipalities of Leposaviq and North Mitrovica are currently ranked at this level; meanwhile, Shtërpca has moved up one rank.
<b>10,001 - 20,000 inhabitants</b>	19 members	Graçanicë, North Mitrovica, Leposaviq;	Graçanicë, Shtërpçë;	Graçanica has remained in the same ranking; Shtërpca has been added; North Mitrovica and Leposaviq have dropped from this rank.
<b>20,001 - 30,000 inhabitants</b>	21 members	Obiliq, Shtime	Obiliq, Shtime, Kaçanik, Dragash, Kamenicë, Deçan;	The municipalities of Kaçanik, Dragash, Kamenicë, and Deçan have dropped to this rank.
<b>30,001 - 50,000 inhabitants</b>	27 members	Kaçanik, Dragash, Fushë Kosovë, Kamenicë, Istog, Klinë, Viti, Deçan;	Istog, Klinë, Viti, Drenas, Malishevë, Rahovec; Suharekë dhe Skenderaj;	The municipalities of Kaçanik, Dragash, Kamenicë, and Deçan have dropped by one rank; The municipality of Fushë-Kosovë has risen by one rank; The municipalities of Drenas, Malishevë, Rahovec, Suharekë, and Skenderaj have moved to this rank.

<b>50,001 - 70,000 inhabitants</b>	31 members	Drenas, Suharekë, Lipjan, Malishevë, Rahovec, Skenderaj, Vushtrri;	Vushtrri, Fushë-Kosovë, South Mitrovica;	The municipality of Fushë-Kosovë has risen to this rank, and the municipality of South Mitrovica has dropped to this rank;  Additionally, the municipalities of Drenas, Malishevë, Rahovec, Suharekë, and Skenderaj have dropped from this rank.
<b>70,001 - 100,000 inhabitants</b>	35 members	Gjakovë, Podujevë, South Mitrovica, Pejë, Gjilan;	Gjakovë, Podujevë, Pejë, Gjilan;	The municipality of South Mitrovica has dropped by one rank.
<b>&gt; 100,000 inhabitants</b>	41 members	Prizren, Ferizaj	Prizren, Ferizaj	There is no change
<b>Prishtina</b>	51 members	Prishtina	Prishtina	There is no change

## Effect on salary classification for municipal political staff

Calculation referred to the appendix of the Wages Law 13 and calculation of the coefficient in the Budget Law of 2024 14 (1 coefficient, calculated with 110 euros)

Komuna	Pozita	Paga e mëparshme (euro)	Paga e re (euro)	Diferenca (euro)
<b>South Mitrovica;</b> Nga kategoria 70.001 – 100.000 në 50.001 – 70.000;	Municipal Mayor	1,408	1,386	-22
	Deputy Mayor & Chairperson of the Municipal Assembly	1,122	1,078	-44
	Director of the Municipal Directorate	902	891	-11
	Member of the Municipal Assembly	638	627	-11
<b>Fushë-Kosovë;</b> Nga kategoria 30.001 – 50.000 në 50.001 – 70.000;	Municipal Mayor	1,364	1,386	+22
	Deputy Mayor & Chairperson of the Municipal Assembly	1,034	1,078	+44
	Director of the Municipal Directorate	880	891	+11
	Member of the Municipal Assembly	616	627	+11
<b>Glllogovc, Malisheve, Rahovec, Suharekë dhe Skenderaj;</b> Nga kategoria 50.001 – 70.000 në 30.001 – 50.000	Municipal Mayor	1,386	1,364	-22
	Deputy Mayor & Chairperson of the Municipal Assembly	1,078	1,034	-44
	Director of the Municipal Directorate	891	880	-11
	Member of the Municipal Assembly	627	616	-11
<b>Kaçanik, Kamenicë, Dragash, Deçan;</b> Nga kategoria 30.001 – 50.000 në 20.001 – 30.000	Municipal Mayor	1,364	1,342	-22
	Deputy Mayor & Chairperson of the Municipal Assembly	1,034	1,012	-22
	Director of the Municipal Directorate	880	869	-11
	Member of the Municipal Assembly	616	605	-11
<b>Shtërpca;</b> Nga kategoria deri në 10.000 në 10.001 në 20.000;	Municipal Mayor	1,298	1,320	+22
	Deputy Mayor & Chairperson of the Municipal Assembly	924	990	+66
	Director of the Municipal Directorate	847	858	+11
	Member of the Municipal Assembly	583	594	+11
<b>North Mitrovica, Zveçan, Leposaviq, Zubin Potok<sup>15</sup>;</b> Nga kategoria 10.001 – 20.000 në kategorinë deri në 10.000;	Municipal Mayor	1,320	1,298	-22
	Deputy Mayor & Chairperson of the Municipal Assembly	990	924	-66
	Director of the Municipal Directorate	858	847	-11
	Member of the Municipal Assembly	594	583	-11

<sup>13</sup> <https://gzk.rks-gov.net/ActDetail.aspx?ActID=68695>

<sup>14</sup> <https://gzk.rks-gov.net/ActDetail.aspx?ActID=85052> (neni 32 Vlera e koeficientit të pagës, shtesat dhe kompensimet)

<sup>15</sup> Në katër (4) komunat e veriut të Kosovës, ka pasur refuzim të regjistrimit të popullsisë në vitin 2024

## Conclusions

- 1. The increase and decrease in funding for municipalities:** The 2024 population census is expected to cause significant changes in municipal funding. According to the forecast for 2026, a total of 13 municipalities are set to receive an increase in funding amounting to €22.3 million, while 25 municipalities will experience a decrease in funding of €22.7 million. For example, Pristina, Fushë-Kosova, and Gračanica will see increases in funding of €8,997.490, €5,930.800, and €3,491.635, respectively. On the other hand, Prizren, North Mitrovica, and Rahovec will face funding reductions of €1,992.353, €1,548.974, and €1,488.492. These changes have led to a disproportionate distribution of funds, increasing inequality among different municipalities.
- 2. The impact on the territory and infrastructure of municipalities:** Municipalities with large territories, such as Podujeva (633 km<sup>2</sup>), Prizren (603 km<sup>2</sup>), Peja (603 km<sup>2</sup>), and Gjakova (587 km<sup>2</sup>), face significant challenges in maintaining and developing infrastructure. The reduction in funding for these municipalities is expected to affect infrastructure maintenance and limit opportunities for new investments, leading to many projects remaining incomplete or delayed due to a lack of funds.
- 3. Comparison of separate classes and main schools (2011 vs. 2022/2023):** The number of separate classes has decreased by 124 units, while the number of main schools has increased by 165 units. This has led to an increase in the maintenance costs of schools, negatively impacting per-student funding.
- 4. Impact on per-student education funding:** The decrease in the number of students and the increase in main schools have led to higher capital investment and maintenance costs per student. This particularly affects municipalities that have experienced a significant decrease in the number of students, such as Kamenica, Gjilan, and Podujeva. This situation has necessitated the restructuring of the school network to optimize expenses and improve the quality of education.
- 5. Impact on healthcare:** The reduction in funding has affected municipalities such as Prizren, Kamenica, Gjakova, and Peja, which experience significant mismatches between the formula and the number of Family Medicine Centers, particularly Family Medicine Ambulances. This could limit access to healthcare services for the population in these areas.
- 6. Impact on capital investments:** Municipalities with large territories and dispersed populations, such as Podujeva (633 km<sup>2</sup>), Prizren (603 km<sup>2</sup>), and Peja (603 km<sup>2</sup>), may face difficulties in financing capital projects. This is expected to result in a lack of new development projects and a deterioration of existing infrastructure due to reduced maintenance spending.
- 7. Discrepancies in funding for social services:** Municipalities have experienced an increase in demand for social services, while the provided funding does not align with the actual needs of the population. This has created significant pressure on social services and necessitates a review of the funds allocated to this sector.
- 8. Challenges for municipalities that have refused the population census:** Municipalities such as North Mitrovica and Leposaviqi, Zvecani and Zubin Potoku that have refused the population census face major challenges in accurately estimating the population, which is expected to negatively affect the distribution of financial resources. This may lead to a lack of funds for infrastructure development and the provision of public services.
- 9. The need for sustainable policies for infrastructure development:** Municipalities that have a large territory and dispersed population, such as Podujeva, Prizren and Peja, or even Kamenica, need policies that support sustainable infrastructure development. Funding currently provided is not sufficient to cover maintenance costs and ensure continued development of capital projects.

## RECOMMENDATIONS

1. **Reviewing the funding formulas:** The draft Law on Local Government Finances should address these challenges by revising the formulas for grant distribution, including factors such as territory size and population distribution. Municipalities such as Podujeva, Prizren, and Peja, as urban centers, and smaller municipalities like Dragash and Kamenica, should receive more funds for the maintenance and development of infrastructure to cover the costs associated with large territories and low population numbers.
2. **Restructuring the education network:** It is necessary to review the network of main schools and separate classes to optimize expenses and improve the quality of education. Per-student funding should be increased to cover maintenance costs and capital investments in municipalities most affected by these changes, such as Kamenica, Gjilan, and Podujeva.
3. **Reviewing healthcare funding:** The Specific Health Grant should be revised to ensure that municipalities with reduced populations receive the necessary funding to cover basic services and improve access to healthcare for the elderly and dispersed populations. This should include funds for supporting palliative care and home visits.
4. **Capital investments in infrastructure:** The draft law should include a special grant for capital investments aimed at financing large infrastructure projects, particularly in municipalities with extensive territories. These grants should cover both the construction of new infrastructure and the maintenance of existing facilities to ensure that investments are sustainable and effective in the long term.
5. **Creation of a development fund:** The current funding structure from the Ministry of Regional Development is insufficient. Therefore, a national approach is needed to ensure equitable distribution or development of political centers and to halt population migration.
6. **Creation of an alternative methodology for population assessment:** Municipalities that have refused the population census, such as North Mitrovica and Leposaviq, or municipalities that may experience rapid changes, such as Fushë-Kosova, should benefit from an alternative methodology for population assessment based on administrative data and other statistical sources. This will ensure a fairer distribution of funds and better planning of necessary services for these areas.
7. **Improvement of social services:** To address discrepancies in social services funding, the data from the census should be used in planning the Special Grant for Social Services, based on the number of persons with disabilities and the elderly population. This review should ensure that social services align with the actual needs of the population in the most affected municipalities.
8. **Strengthening local capacities for financial resource management:** Municipalities should be supported with training and technical assistance to improve their capacities for managing financial resources and developing infrastructure. This will help optimize expenditures and ensure sustainable development. Additionally, capacities should be increased to enable municipalities to find alternative funding sources and attract donations from development funds.



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