



Judita Löderer

2005 Structural Analysis of Austrian Adult Education Centres

A long-run analysis

With a Foreword of **Heinz FISCHER**, Federal President of Austria
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Centres)

Foreword

For the fifth time, the Verband Österreichischer Volkshochschulen (VÖV, Association of Austrian Adult Education Centres) by its Educational Work and Research Unit (PAF) presents a comprehensive survey, the “Structural Analysis”, of Austrian adult education centres and their provincial associations. This analysis makes it possible to show the development of adult education centres from many different points of view from 1985 to 2005 and thus provides the high transparency that a publicly funded institution should have. The “2005 Structural Analysis” is not only unique in Austrian adult education due to its well-researched details and comparisons extending over two decades.

At the time of the first structural analysis in 1985, there were 259 adult education centres. Their number continued to rise to 293 in 2000. The most recent survey has shown that there are 272 adult education centres. These figures reflect a development in which not only the increasingly difficult situation of institutionalised continuing education is expressed, but also the deliberate measures taken to improve the structure. The association’s resolutions such as the “Recommendation on the Structuring of the Work of Adult Education Centres in Austria” in 1994 are in accordance with these measures.

Just as in previous structural analyses, a large number of structural features of the adult education centres and their representatives as well as of the provincial associations were gathered this time. The result gives a very positive impression.

For example, the times of operation of the adult education centres were expanded once again in the interest of the participants. There is a clear increase in all-day adult education centres, whose number has tripled since 1985. Accordingly, the number of traditional evening adult education centres has dropped significantly. The number of full-time managed adult education centres as well as the number of adult education centres managed on a voluntary basis have also increased – both at the expense of part-time managed adult education centres.

Not only are many of the participants of the adult education centres female - about 75 percent of all participants are women - but also more adult education centres are managed by women than men for the first time in history.

In total, the adult education centres are a large business with more than 1000 employees working on planning, organisation and administration, and the management and evaluation of the educational work. The very large number of teachers should also be taken into consideration.

The fact that the “Structural Analyses” can analyse the quantitative effectiveness of every single adult education centre against the background of the size of the community in which it is active is something rather unique in the German-speaking area. Thus, the adult education centres are given the opportunity of not only comparing their own number of courses and participants to those of adult education centres with a similar demographic structure, but also the personnel capacities involved.

However, the Association of Austrian Adult Education Centres (VÖV) together with the provincial associations of the adult education centres are interested in continuing to improve the quality of their educational work in accordance with the increasing national and international demands on adult education centres. This is why the VÖV started three large projects funded by the Federal Ministry of Education, Science and Culture and the European Union in 2004, which will be completed next year.

The projects include the establishment of a continuing education academy for teachers and employees involved in adult education, the implementation of quality development procedures for adult education centres, and the creation of an EDP supported documentation system for continuing education, the "Knowledge Base".

On the basis of "Knowledge Base", a state-of-the-art form of representation was chosen for the publication of the "2005 Structural Analysis", which, in contrast to printed publications, has the advantage of being able to be continuously updated and, at the same time, of being very affordable. The content of the "2005 Structural Analysis" will be published in printed form, whereas the information on each of the 272 adult education centres can be accessed online via the "Knowledge Base".

Just as with the previous structural analyses, the 2005 Structural Analysis also pursues the goal of providing exact and reliable information on Austrian adult education centres to the federal state, provinces and municipalities, media, political and civil-servant decision-makers, and not least adult education centres themselves. Information is also provided to the many partner institutions of the adult education centres in Austria and abroad. Thus, the adult education centres as publicly funded institutions prove to be particularly transparent.

The drafting of this publication by the Educational Work and Research Unit of the Association of Austrian Adult Education Centres has only been possible due to the intensive co-operation of all nine provincial associations. I would like to sincerely thank everyone involved. However, the Federal Ministry of Education, Science and Culture should also be thanked for sponsoring the publication by providing means out of its association fund.

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Introduction

The 2005 Structural Analysis is the fifth survey of the structure of adult education centres in Austria, which is carried out by the Educational Work and Research Unit (PAF) of the Association of Austrian Adult Education Centres (VÖV) every five years. Starting from the first survey in 1985, the development can now be shown over a period of 20 years. These regular structural surveys and their analysis are the only ones of their kind in Austrian continuing education, particularly with regard to their long-term aspect.

The analysis is again based on the information of the provincial adult education centre associations, for whose extensive data collection we are very grateful.

Non-profit adult education as a whole has undergone clear structural changes in the last five years. More and more private, domestic and international providers have emerged as committed competitors on the Austrian education market. New national insurance regulations and tighter terms and conditions for the use of classroom space have led to a substantial increase in material and administrative costs. (At present Austrian adult education centres pay around 900,000 Euro just for leasing classrooms.) Simultaneous cutbacks in public funding at the federal, provincial and municipal level have thus prompted many institutions to focus their educational work on marketable offers and to focus more on the self-financing of the day-to-day operation by higher contributions on the part of participants. Important educational policy concerns in adult education have increasingly only been financeable and thus feasible if they coincided with EU funding focuses and could be financed through EU projects. It can be assumed that this development will continue in the next few years and the EU educational budget for the development of adult education will be particularly important in the future.

Thus adult education centres have been required to reconcile the participants' increasing quality expectations and the heightened presence of competitors with ever scarcer resources. The consequences have ranged from cutbacks to the closing down or merging of smaller adult education centres into larger ones. The present study shows that the number of adult education centres (272) has declined for the first time in 20 years and has even clearly fallen below the number of adult education centres in 1995 (286). While the percentage of very small adult education centres that offer up to 30 courses was still 40.5 percent in 1995, now only 32.7 percent of adult education centres hold 30 courses or less a year. The merging of very small adult education centres into larger ones can also be interpreted as a structural improvement of the adult education centre sector.

The collection of the structural data for 2005 took place in cooperation with the ESF project "Knowledgebase Erwachsenenbildung" (Knowledge Base Adult Education), whose responsible body is the Association of Adult Education Centres (VÖV). "Knowledgebase Erwachsenenbildung" has been working on developing an internationally oriented virtual educational environment with user friendly

databases. Both the current structural data as well as the data of the last two structural surveys in 1995 and 2000 have now been collected and edited in these databases. Therefore, for the first time, only the data *evaluation* will be published this year, which means that the data collected has been analysed, aggregated for each province and displayed in the usual form. Detailed information on the individual adult education centres can be found on the homepage of Knowledgebase Erwachsenenbildung at www.adulteducation.at. The exact page is indicated for the survey data of each provincial association.

Counting Methodology

The term “adult education centre” has to be defined for the counting because of the diverse forms of organisation and responsible bodies of adult education centres. The definition criteria have been retained since 1985 for reasons of comparability. Three criteria have been combined up to now to define an adult education centre:

1. legally and organisationally independent status,
2. whether the educational institution sees itself as one,
3. and whether it makes sense to count it as one.

Thus, in those provinces (Carinthia, Upper Styria, Salzburg, Styria and Tyrol) in which *one* responsible body of adult education centres runs several semi-autonomous branches, not just one adult education centre has been counted. Rather the branches have been surveyed individually, since they act publicly as independent institutions. Subsidiaries of adult education centres, which are classified as adult education centres according to whether the educational institutions see themselves as one, have not been taken into consideration during the counting. However, the number of these has been included in the respective adult education centre.

Number of Adult Education Centres

As of 2005 there are 272 adult education centres in Austria. The number of adult education centres had been continuously increasing since 1985 (259 adult education centres) up until the last survey in 2000 (293 adult education centres). The reduction in the last 5-year interval down to 272 adult education centres is equal to a 7.2 percent drop.

At present 8 of the 272 adult education centres are temporarily closed, and namely in the provinces of Salzburg (4), Burgenland (2) as well as Lower Austria and Tyrol (1 each) (cf. Table 1).

The decline in the number of adult education centres is linked a series of measures of structural change. Regional centres and adult education centres with special functions have increasingly assumed the task of assuring a high quality educational offer in the region and of supporting small, in many cases voluntarily run, adult education centres. These regional centres, the establishment of which had already been recommended in the “Entwicklungsplan für den qualitativen und quantitativen Ausbau der Volkshochschularbeit in Österreich“ (Development Plan for the Qualitative and

Quantitative Improvement of Adult Education Centres in Austria) (cf.: Die Österreichische Volkshochschule, Nr. 154, Dezember 1989, p. 13 – 19), have strengthened the structure in many different ways. Thus 5 district adult education centres have been established in Carinthia as part of an organisational development process and have been entrusted with central tasks, as well as the establishment of a special function adult education centre that oversees the basic educational offer for the whole province. In Upper Austria the adult education centre “Zentrale Dienste“ (Central Services) coordinates the programme planning, marketing and administration for all the adult education centres of the non-profit Bildungs-GmbH of the Chamber of Labour of Upper Austria. In Burgenland the regional centre network that has existed since the beginning of the 90s has been expanded from 3 to 4 regional centres.

The bundling of the activities of adult education centres into larger ones has also led to the closing down or merging of smaller adult education centres, above all in Carinthia, Styria and Tyrol. In Vorarlberg structural changes within the Vorarlberg Chamber of Labour at the end of 2004 led the adult education centre of the Vorarlberg Chamber of Labour to withdraw from the provincial association.

In Lower Austria the development of adult education centres has run counter to the Austrian trend in that the number of adult education centres has increased from 69 to 73 since the last survey.

As in the previous structural surveys, special institutions such as the Verein zur Geschichte der Volkshochschulen (Association for the History of Adult Education Centres), Österreichisches Volkshochschularchiv (Austrian Archive for Adult Education), or the Jüdische Institut für Erwachsenenbildung (Jewish Institute for Adult Education) in Vienna have been incorporated into the survey, but have not been included in the data evaluation.

Table 1: Number of Adult Education Centres/Regional Centres*

Province	2005 (closed)	2000 (closed)	1995 (closed)	1990 (closed)	1985 (closed)
Burgenland	19 (2)	19	17 (1)	17	17
Carinthia	31	45 (8)	42 (4)	38 (3)	39
Lower Austria	73 (1)	69 (1)	68 (1)	65 (2)	66
Upper Austria	20	21 (1)	24 (2)	27	26
Salzburg	62 (4)	61 (1)	59 (1)	56	51 (1)
Styria	17	21	20(1)	14	13
Tyrol	27 (1)	33 (1)	34	31	30
Vorarlberg	5	6	6	3	2
Vienna	18	18	16	16	15
Total	272 (8)	293 (12)	286 (10)	267 (5)	259 (1)

* not including special institutions

Responsible Bodies of Adult Education Centres

In Austria there are three different groups of responsible bodies of adult education centres: associations, communities and the Chambers of Labour (AK). The AK adult education centres in Carinthia and Styria are integrated into associations, and in a non-profit limited liability company in Upper Austria. The last adult education centre for which the AK was the responsible body was the one in Vorarlberg until 2004. However, structural changes within the Vorarlberg AK led the AK adult education centre to withdraw from the Vorarlberg provincial association as of 31 December 2004 and thus to the closing down of the last adult education centre for which the Chamber of Labour was the responsible body.

The nine provincial associations as well as the national association are organised as associations.

There are *association adult education centres* in all the provinces. Associations are also the responsible bodies for all the regional centres. On account of their increasing importance for the educational work of adult education centres, the regional centres have now been included in the analysis in a different way. The regional centres of Burgenland (the provincial association is the responsible body) have been included in the total of adult education centres. The regional centres in Carinthia and Salzburg are branches of the association with special offers, which were also included in the last two structural surveys. **This time the regional centres have been listed separately within the total number of adult education centres and have been listed by percentage for the first time. The comparable figures of the 1995 and 2000 Structural Analyses have been adjusted to the previous publications accordingly. Therefore, the figures shown in Table 2 differ slightly from the data that was published in the 1995 and 2000 Structural Analyses.**

Adult education centres and regional centres that have associations as their responsible bodies still make up the majority of adult education centres. Their percentage increased from 66.3 percent in 1985, 66.8 percent in 1990 and 68 percent in 1995 (65.5 percent adult education centres + 2.5 percent regional centres) up to 74.7 percent in 2000 (71.6 percent adult education centres + 3.1 percent regional centres) and has decreased slightly in the last five-year interval to 72.3 percent (67.4 percent adult education centres + 4.9 percent regional centres). The increasing importance of regional centres is also reflected quantitatively. Their percentage has nearly doubled in the last 10 years from 2.5 to 4.9 percent.

Municipal adult education centres are limited to Lower Austria and Upper Austria. There has been a structural innovation in Lower Austria in that municipal associations act as the responsible body of adult education centres. The Neulengbach adult education centre carries out educational work on behalf of eight municipalities, and the Südliches Waldviertel adult education centre for 12 municipalities. In total the percentage of municipal adult education centres has increased slightly in the last 5 years from 19.2 percent to 21.2 percent (cf. Table 2).

Table 2: Sponsors of Adult Education Centres

Province	Number of Associations	Number of Municipal AECs	Number of non-profit P.I.c.s	Number of AK-AECs	Regional Centres	Closed	Total
Burgenland	13	-	-	-	plus 4	2	19
Carinthia	1 (31) 1)	-	-	-	5	-	31
Lower Austria	19	53	-	-	-	1	73
Upper Austria	-	3	1(17)	-	-	-	20
Salzburg	1 (58) 1)	-	-	-	4	4	62
Styria	2 (17) 1)	-	-	-	-	-	17
Tyrol	1 (26) 1)	-	-	-	-	1	27
Vorarlberg	5	-	-	-	-	-	5
Vienna	18 2)	-	-	-	-	-	18
Total 2005	60 (178) 3)	56	1 (17)	-	13	8	272
In Percent 4)	67,4	21,2	6,5	-	4,9		100
Total 2000	62 (201) 3)	54	1 (16)	1	9	12	293
In Percent 5)	71.6%	19.2%	5.7%	0.4%	3.1%		
Total 1995	57 (182) 3)	55		34	7	10	288
In Percent 6)	65.5%	19.8%		12.2%	2.5%		
Total 1990	56 (175)	50		37		5	267
In Percent 7)	66.8%	19.1%		14.1%			
Total 1985	55 (171)	52		35		1	259
In Percent 8)	66.3%	20.1%		13.6%			

- 1) Association branches with the status of adult education centres
- 2) in Vienna there is also the Jüdische Institut für Erwachsenenbildung (Jewish Institute for Adult Education), das internationale Zentrum für Kultur und Sprachen (International Centre for Culture and Languages) and the Verein zur Geschichte der Volkshochschulen (Association for the History of Adult Education Centres) –
- 3) not including regional centres
- 4) 100% = 264 active adult education centres and regional centres
- 5) 100% = 281 active adult education centres and regional centres
- 6) 100% = 278 active adult education centres and regional centres
- 7) 100% = 262 active adult education centres
- 8) 100% = 258 active adult education centres

Times of Operation

A further extension of the times of operation could also be observed in the survey period at hand.

A tripartition has been retained for the determination of the times of operation: evening adult education centres, all-day adult education centres and adult education centres that offer either morning or afternoon courses in addition to the evening programme. In all three survey categories, evening adult education centres, morning or afternoon and evening adult education centres as well as all-day adult education centres, there has been an increase in the number of institutions that also offer weekend courses.

There was a big increase in the number of morning or afternoon and evening adult education centres in the last five-year interval between 1995 and 2000. This time the most significant change has been in the all-day adult education centres. For the first time there is at least one all-day adult education centre in every province. The 94 all-day adult education centres are now the biggest category. Their percentage increased from 12.4 percent (1985) to 23.9 percent (2000) up to 35.8 percent for this year. However, there were differences between the provinces. While the number of all-day adult education centres has increased the most in Salzburg since 2000 from 7 to 24, the number in Styria (from 6 to 2) and in Upper Austria (from 9 to 7) has fallen in favour of morning or afternoon and evening adult education centres. In Vorarlberg and Vienna there are only all-day adult education centres just as in the last structural survey.

The percentage of morning or afternoon and evening adult education centres has decreased in this survey for the first time. Their percentage had been continually increasing from 19.4 percent in 1985 to 25.9 percent (1990) and 33.3 percent (1995) up to 39.1 percent in 2000. However, the percentage of this category has dropped to 34.2 percent in the last five-year interval.

Evening adult education centres, the biggest group for a long time, now have 30 percent with 79 institutions. In 1985 they were still at 68.2 percent.

The analysis of the times of operation shows the continuous further development of the previous trend towards the extension of the times of operation and thus towards an improvement of the educational offer. While the percentage of all-day adult education centres was still around 12 percent for the first analysis, this year the three categories are almost equally distributed.

Table 3: Times of Operation

Province	Times of Operation		
	Evenings	Mornings or afternoons and evenings	All-day
Burgenland	15	-	2
Carinthia	23	-	8
Lower Austria	28	30	14
Upper Austria	9	3	7
Salzburg	2	32	24
Styria	1	14	2
Tyrol	1	11	14
Vorarlberg	-	-	5
Vienna	-	-	18
Total 2005	79	90	94
In Percent 2005	30.0%	34.2%	35.8%
In Percent 2000	37.0%	39.1%	23.9%
In Percent 1995	42.4%	33.3%	24.3%
In Percent 1900	56.9%	25.9%	17.2%
In Percent 1985	68.2%	19.4%	12.4%

Adult Education Centre Facilities

The development of the facilities of adult education centres makes the public authorities' measures to save money particularly clear. In the 2000 survey, 45 adult education centres indicated that they had their "own" offices and 58 adult education centres had their "own" classrooms, which were made available to them by the province, municipality or Chambers of Labour. The current comparable figures show that 43 adult education centres have their "own" offices and 50 adult education centres have their "own" classrooms. In accordance with this, the percentage of rented office spaces has increased since 2000 from 3.4 percent to 15.5 percent. This means that adult education centres increasingly have to pay rent for facilities that they used to be able to use free of charge.

There have been continuous increases in the town hall and municipal offices category since the first structural survey in 1985. The municipal adult education centres can, in particular, share the town halls and municipal offices of their responsible bodies for the administration of adult education centres and partly for courses. The percentage of adult education centre offices in town halls and municipal offices has continuously increased from 7 percent in 1985 to 18.2 percent this year. Town halls and municipal offices were used as the course location by 1.2 percent of adult education centres in 1985 and by 3.7 percent of adult education centres in 2005.

Half of the adult education centres are still run from private flats. At 42.4 percent, their percentage has remained nearly the same as in 2000 (42.6 percent). (cf. Table 4)

The course facilities actually used have clearly changed during the last five-year interval. The percentages of the most often used course locations up to now have dropped in all categories. Adult education centres stated that the principal course locations were schools with 54.3 percent (2000: 62.4 percent), own houses or rooms with 10.8 percent (2000: 13.9 percent), or the offices of the Chambers of Labour with 6 percent (2000: 6.2 percent). "Other course locations" have increased disproportionately in nearly every province. Their percentage has increased from 9.6 percent in 2000 to 20 percent at present. Volkshäuser (educational and cultural centres), family centres, kindergartens, homes for the aged, hospitals and seminar hotels were primarily mentioned as "other course locations", but also artists studios, dance studios, thermal spas, indoor swimming pools, parish halls, city theatres, the University (S), a genealogical research centre (UA) or the Institute for the Education of the Deaf (V). The increasing importance of "other course locations" is attributable, on the one hand, to the higher expectations of the participants on course facilities appropriate for adults, and, on the other hand, to higher rents for classrooms. A survey conducted recently by the Association of Austrian Adult Education Centres has shown that adult education centres across Austria have to pay around € 900,000 in lease payments for school facilities. These facilities were available to adult education events free of charge up until the mid-90s

Table 4: Adult Education Centre Facilities

Premises of AECs	Offices					
	total	% (2005)	% (2000)	% (1995)	% (1990)	% (1985)
own buildings, and other institutions such as HdB and Volkshome	43	16,3	15,1	11,9	9,5	6,0
Schools	16	6,1	11,8	13,3	18,6	21,8
Private flats	112	42,4	42,6	47,8	46,7	49,4
Offices of the AK	-	-	10,4	9,9	9,9	8,8
Town hall and municipal offices	48	18,2	14,4	11,9	5,5	7,0
rented premises	41	15,5	3,4	2,7	2,9	2,1
Kulturhäuser, Kulturzentren (cultural centres)	2	0,8	2,0	1,7	6,9	0,7
Other	2	0,7	0,3	0,8	-	4,2
Total	264	100	100	100	100	100
Premises of AECs	Main Course Locations					
	total	% (2005)	% (2000)	% (1995)	% (1990)	% (1985)
Own buildings, and other institutions such as HdB and Volkshome	50	10,8	13,9	13,5	9,5	7,9
Schools	252	54,3	62,4	70,6	62,4	71,4
Private flats	-	-	-	0,5	-	0,3
Offices of the AK	28	6,0	6,2	6,6	7,4	6,7
Town hall and municipal offices	17	3,7	1,2	2,5	2,7	1,2
rented premises	12	2,6	1,2	2,2	3,4	1,5
Kulturhäuser, Kulturzentren (cultural centres)	12	2,6	5,5	2,7	2,9	1,8
Other	93	20,0	9,6	1,4	11,7	9,2
Total	464	100	100	100	100	100

Directors of Adult Education Centres

The directors of adult education centres occupy a central position in the educational work of the adult education centres. Therefore, the analysis of the management level is especially important for any structural analysis. However, the assessment of the activity of the adult education centres is only possible if the number of employees who support the directors at the individual institutions is also taken into consideration.

As in the previous structural analysis, various combinations of voluntary, part-time and full-time work at the adult education centres could be found this time. There are adult education centres with full-time management and more than 20 employees, and full-time managed adult education centres without additional employees. There are adult education centres with voluntary management and full-time employees, and there are those that are part-time managed and supported by voluntary employees.

1. Employment Relationship of the Directors of Adult Education Centres

This time the analysis of the management level has shown clear changes to the previous observational periods. An above-average increase in adult education centres with two directors was found during the last structural survey. Increasing demands on directors of adult education centres was given as the reason for the strong growth in dual management. The number of directors of adult education centres has dropped from 325 to 309 in the last five-year interval. The slight decrease corresponds in total with the lower number of adult education centres. This decrease is due to very different developments in each of the provinces. In Upper Austria there has been a development from dual management to having one director in the last five years. In the same time period, dual management has increased in Lower Austria, although the additional new director more often than not works on a voluntary basis. For the first time, two small adult education centres have even been co-supervised by the director of the district office in Carinthia. These examples make it clear that adult education centres are challenged more and more to reconcile increasing demands on its educational work with ever scarcer resources.

The development within the individual employment categories is striking. The trend is still towards full-time managed adult education centres. Their percentage increased from 8.5 percent (1985) to 9.5 percent (1990) and 11.2 percent (1995) and has clearly increased since 2000 from 16.6 percent to 24.3 percent. There was a continuous increase of part-time managed adult education centres from 16.7 percent (1985) up to 53.9 percent in the 2000 Structural Survey, and a corresponding decline of adult education centres managed on a voluntary basis from 58.5 percent (1985) to 28.9 percent in 2000. In the last five-year interval, the percentage of voluntary directors of adult education centres has increased again to 35.6 percent at the expense of part-time directors, whose percentage has decreased to 40.1 percent. The increase in voluntary directors of adult education centres is not entirely due to the voluntary (dual) management in Lower Austria. There has also been more voluntary management of adult education centres again in Upper Austria and Tyrol. (cf. Table 5)

Table 5: Employment Relationship of Directors of Adult Education Centres

Province	Full-time			Part-time			Voluntary			Other
	m	f	total	m	f	total	m	f	total	total
Burgenland	-	11	11	-	-	-	10	4	14	-
Carinthia	1	5	6	-	-	-	8	15	23	-
Lower Austria	3	9	12	8	6	14	48	12	60	-
Upper Austria	2	4	6	4	4	8	5	1	6	-
Salzburg	2	2	4	21	39	60	-	-	-	-
Styria	7	8	15	-	1	1	1	-	1	-
Tyrol	-	1	1	12	26	38	6	-	6	-
Vorarlberg	1	1	2	2	1	3	-	-	-	-
Vienna	12	6	18	-	-	-	-	-	-	-
Total 2005	28	47	75	47	77	124	78	32	110	-
In Percent 2005			24.3%			40.1%			35.6%	-
In Percent 2000			16.6%			53.9%			28.9%	0.6%
In Percent 1995			11.2%			43.5%			33.0%	12.3%
In Percent 1900			9.5%			40.5%			38.5%	11.5%
In Percent 1985			8.5%			16.7%			58.5%	16.3%

2. Tendency towards Feminisation

The trend towards women in management positions at adult education centres has also continued in this observational period. While the total number of directors of adult education centres has decreased in the last five-year interval from 325 to 309, the number of female directors of adult education centres has increased from 131 to 156, and thus accounts for over 50 percent (50.5 percent) for the first time. In accordance with this, the number of male directors of adult education centres has dropped from 194 in 2000 to 153 this year or 49.5 percent.

What is most significant is the development of full-time female directors of adult education centres. The number of these had already doubled between 1995 and 2000 from 12 (1995) to 24 (2000), and it has almost doubled again during this survey period from 24 to 47 (cf. Table 5 and the 2000 Structural Analysis).

Distributed according to provinces, the percentage of women in the management of adult education centres has increased in five provinces, most strongly in Lower Austria from 15 to 27, and has sunk in two provinces. In Upper Austria the reduction to one director has repeatedly been at the expense of wives of directors of adult education centres. In two provinces the percentage of women has remained the same (at a below-average level). At present five provinces (Burgenland, Carinthia, Salzburg, Styria and Tyrol) have more female directors of adult education centres than male directors. (cf. Table 6)

The trend towards women in management positions has also continued on the provincial association level. At present women are working as the provincial business manager in four provinces (Burgenland, Carinthia, Lower Austria and Tyrol).

Table 6: Gender of Directors of Adult Education Centres

Province	Men	Women	Total
Burgenland	10	15	25
Carinthia	9	20	29
Lower Austria	59	27	86
Upper Austria	11	9	20
Salzburg	23	41	64
Styria	8	9	17
Tyrol	18	27	45
Vorarlberg	3	2	5
Vienna	12	6	18
Total 2005	153	156	309
In Percent 2005	49.5%	50.5%	100%
Total 2000	194	131	325
In Percent 2000	59.7%	40.3%	100%
Total 1995	200	76	276
Total 1900	209	53	262
Total 1985	215	42	257

3. The Occupation of Directors of Adult Education Centres

There are also marked differences in the occupations of directors of adult education centres from the last structural analysis. In 2000 the largest group of directors of adult education centres was employed full-time in education (44 percent), and 1.2 percent were retired teachers. However, the percentage of teachers continuously declined from the first survey of occupations in 1990 from 61.1 percent (51.9 percent + 9.2 percent) to 54.4 percent (48.6 percent + 5.8 percent) in 1995 down to the above-mentioned 45.2 percent (44 percent + 1.2 percent). The 2005 survey has now shown a decrease in the percentage of teachers at the management level of adult education centres to 31.1 percent, to which has to be added the greatly increased percentage of retired teachers of 4.8 percent.

The largest group of directors of adult education centres are now employees, including those who are classified as full-time directors of adult education centres. Their percentage has significantly increased in the last five years from 29.6 percent to 37.9 percent.

This time the percentage of housewives and retired people has remained nearly the same, although there have been different developments since the last survey. There are only more housewives in two provinces, in Salzburg (17) and in Tyrol (12). The percentage of housewives has decreased slightly from 12.3 percent to 10 percent.

The number of retired people in management positions of adult education centres has doubled in the five-year interval from 18 to 36 (cf. 2000 Structural Analysis). The number of retired teachers (as a sub-group of retired people) has quadrupled in the same time period from 4 to 15, which in percentages is from 1.2 percent (2000) to 4.8 percent (2005). The percentage of retired people (11.6 percent) has almost reached the 1990 level, even though a steady decrease to 5.5 percent could be found up to the 2000 survey. The analysis has shown that former part-time directors of adult education centres, above all teachers, also continued to work, mainly on a voluntary basis, at adult education centres after going into retirement. There still are not any retired people in management positions in Styria, Vorarlberg and Vienna.

The occupational groups of other civil servants (5.2 percent), self-employed (3.9 percent) and students (0.3 percent) has clearly remained below 10-percent. At the moment there are not any blue-collar workers in the management of adult education centres, although there was still one blue-collar worker in a management role at an adult education centre in Lower Austria in 2000. (cf. Table 7)

Table 7: Occupations of Directors of Adult Education Centres

Province	Teachers	Other civil servants	Employees incl. Full-time directors of AECs	Blue-collar workers	Housewives	Self-employed	Retired people (teachers)	Students	Total
Burgenland	8	1	13	-	-	2	1 (1)	-	25
Carinthia	11	-	11	-	1	1	5 (3)	-	29
Lower Austria	34	13	18	-	-	4	17 (5)	-	86
Upper Austria	3	-	13	-	1	-	3 (2)	-	20
Salzburg	26	-	14	-	17	3	4 (3)	-	64
Styria	-	-	16	-	-	1	-	-	17
Tyrol	11	2	12	-	12	1	6 (1)	1	45
Vorarlberg	3	-	2	-	-	-	-	-	5
Vienna	-	-	18	-	-	-	-	-	18
Total 2005	96	16	117	-	31	12	36 (15)	1	309
In Percent 2005	31.1%	5.2%	37.9%	-	10.0%	3.9%	11.6(4.8)	0.3%	100%
In Percent 2000	44.0%	4.6%	29.6%	0.3%	12.3%	2.5%	5.5% (1.2%)	1.2%	100%
In Percent 1995	48.6%	3.6%	29.3%	-	6.2%	1.1%	10.5% (5.8%)	-	100%
In Percent 1900	51.9%	5.0%	23.3%	1.1%	5.0%	80.0%	11.8% (9.2%)	-	100%

4. Fluctuation

It also has to be stated for this structural analysis that the fluctuation in management roles of adult education centres cannot be completely grasped by a survey every five years. Repeated changes in management positions within this time period have not been taken into consideration. This means that the real fluctuation tends to be higher than the one found here.

In comparison with the 2000 Structural Analysis, there have been replacements at the management level in 130 institutions, 121 of which at existing adult education centres. At these adult education centres, the change in many cases has consisted of a changeover to dual management, from dual management to one director or within dual management, which means that one person remained in her/his position and the other person was replaced.

The founding of new adult education centres has continuously decreased over the course of the last 15 years. After the “founding boom“ of 22 new adult education centres between 1990 and 1995, 16 new adult education centres were founded in the next five-year interval up to 2000 and nine in the observational period from 2000 to 2005. It is noteworthy that five of the nine new adult education centres are in Lower Austria.

The drastic measures for structural change in the last five to ten years have already been pointed out. They also explain the development of the survey’s closings and mergings category. The number of closings and mergings has more than doubled from 11 (2000 survey) to 29 (2005 survey). The comparative values of the 1995 and 1990 surveys have remained steady at 8 closings and mergings.

Table 8: Change of Directors

Province	at existing AECs	New Foundings	Closings and Mergings
Burgenland	9	1	1
Carinthia	19	1	15
Lower Austria	30	5	1
Upper Austria	9	1	3
Salzburg	24	1	-
Styria	6	-	4
Tyrol	15	-	6
Vorarlberg	2	-	1
Vienna	7	-	-
Total 2005	121	9	31
Total 2000	112	16	11
Total 1995	76	22	8
Total 1990	93	15	8

Employees of Adult Education Centres

The employees are decisive for the quality and quantity of the educational offer and particularly for the functioning of the educational enterprise. They support the management by helping with the pedagogical planning and the administrative work at the individual adult education centres, the regional centres as well as the provincial associations. Data on the employees of adult education centres was included for the first time in the 2000 Structural Analysis, and so this year is the first time that there are comparative values for the current survey.

At present there are 200 employees who predominantly work on the pedagogical planning and 486 who focus on the administrative work at Austrian adult education centres and their provincial associations. That is a total of 686 people who support the 309 directors of adult education centres and regional centres.

In comparison to 2000, the number of employees was slightly lower (669 people), and the number of directors of adult education centres was somewhat higher at 325 people.

The volume of employment and the employment relationship have also been displayed this time by a rough grid, and range from full-time employment up to hourly volunteer or freelance work. Both the volume of employment as well as the type of employment relationship have experienced a lasting change during the survey period. The trend is headed in the direction of part-time employees, who in many cases have a freelance contract and who are no longer employed by the institutions.

While nearly half of the employees at adult education centres were working full-time in 2000, it is now only around a third, and almost two-thirds are working part-time, freelance or on a voluntary basis. In 2000 one-third of employees were working part-time.

In comparison with the 2000 Structural Analysis, the number of employees working on pedagogical planning has decreased from 267 to 200 people, and there have been various developments on the provincial level (cf. 2000 Structural Analysis).

There are now clearly fewer full-time and part-time employees working on pedagogical planning in Burgenland, Carinthia and Salzburg than there were in 2000. However, in many cases, people who were still classified as employees working on pedagogical planning in 2000 have in the meantime taken over the management of adult education centres, and have now been included in the category of directors of adult education centres.

In Upper Austria the pedagogical planning of the adult education centres of the non-profit Bildungs-GmbH of the Chamber of Labour, which used to be done by 107 freelance employees, has been integrated into the adult education centre "Zentral Dienste". There is now a full-time employee for these tasks. In Styria restructuring measures and mergings of adult education centres have led to a reduction from 30 to 8 part-time employees working on pedagogical planning. In Lower Austria and Tyrol the number of employees has only decreased by one person in each province. In Vorarlberg the total number of people involved in pedagogy has only decreased from 30 to 29, although there have been marked shifts from full-time to part-time employees.

The development in Vienna has been different. Since 2000 the number of people involved in pedagogical planning has increased from 30 to 119 people. People working on projects, who co-

operated on comprehensive adult education centre projects for a limited time, and thus cannot be assigned to individual institutions, should still be added to this number. This group of employees have not been taken into consideration in the structural survey. The number of employees of this group changes so quickly, and it is subject to such big fluctuations that a survey that focuses on specific points every five years would mean very little, and would distort the data on employees working on pedagogical planning in the main focuses of adult education centres.

The total number of employees working in the administrative area has noticeably increased from 402 in 2000 to 486 this year. The most notable changes have been in Upper Austria, where the decrease of employees working on pedagogical planning (from 117 to 11) is in contrast to the increase of mainly part-time employees working on administrative tasks from 33 to 138. The number of administrative employees has also increased significantly in Lower Austria from 45 (2000) to 122 (2005) in each employment category. For the first time there are even voluntary employees in Lower Austria to cope with administrative tasks. While there is more administrative staff in Carinthia, Styria, Tyrol and Vorarlberg than in 2000, there has been a slight decrease in Burgenland and in Salzburg. In Vienna the number of employees involved in the administrative area has dropped significantly from 280 to 164.

All in all, it can be assumed that the changes described at the beginning, such as the new national insurance regulations, have led to a considerable need for more staff in the administrative area.

Table 9: Employment Relationship of Employees of Adult Education Centres*

Province	pedagogical planning						administrative				
	VZ	VZ/SD	TZ	TZ/SD	HB	Total	VZ	TZ	HB	EA	Total
Burgenland	-	-	-	-	-	0	-	3	1	-	4
Carinthia	-	1	1	-	-	2	5	2	-	-	7
Lower Austria	2	3	3	1	4	13	5	71	30	16	122
Upper Austria	9	1	1	-	-	11	20	118	-	-	138
Salzburg	3	2	1	-	-	6	9	4	-	-	13
Styria	2	1	7	1	-	11	8	5	-	-	13
Tyrol	1	5	-	3	-	9	1	3	2	-	6
Vorarlberg	-	-	29	-	-	29	-	19	-	-	19
Vienna	69	7	41	2	-	119	80	84	-	-	164
Total 2005	86	20	83	7	4	200	128	309	33	16	486
Total 2000	51	22	68	13	113	267	233	151	18	-	402

*incl. course employees

Abbreviations:

VZ = employed full-time

VZ/SD = employed full-time with special employment contract or grant from the Federal Ministry for Education, Science and Culture

TZ = employed part-time

TZ/SD = employed part-time with special employment contract or grant from the Federal Ministry for Education, Science and Culture

HB = freelance work

EA = voluntary basis

The staff resources, which adult education centres have for their educational work, are summarised once again in Table 10. Employees of special institutions (Jewish Institute for Adult Education, the International Centre for Culture and Languages and the Association for the History of Adult Education Centres, the Austrian Archive for Adult Education), the employees of the VÖV as well as the management staff of the provincial associations and the VÖV have been included as a supplement. Thus there are 1,028 people in total at the moment who are working as business managers, directors of adult education centres, or employees working on pedagogical planning or in the administrative area. The majority of employees are still by far in Vienna (314 people in total) and in Lower Austria (223 people in total), and the lowest number of employees are in Burgenland (31 people in total), in Carinthia (40 people in total) and in Styria (42 people in total).

The comparable value for 2000 of 1,004 people does *not* contain the employees of the VÖV nor the special institutions. If the employees of the VÖV and the special institutions (22 people in total) are subtracted from the 1,028 people found this year, then the comparable value for 2005 is exactly the same as for 2000.

Table 10: Employees - Overall Survey

Province	Directors of AECs	Business Managers	Employees working on pedagogical planning	Administrative Employees	Total
Burgenland	25	2	0	4	31
Carinthia	29	2	2	7	40
Lower Austria	86	2	13	122	223
Upper Austria	20	1	11	138	170
Salzburg	64	1 (in dual capacity)	6	13	83
Styria	17	1	11	13	42
Tyrol	45	1 (in dual capacity)	9	6	60
Vorarlberg	5	1 (in dual capacity)	29	19	53
Vienna	18	1	119	164	302
Vienna Special Institutions*	1	1	2	5	9
VÖV **	-	1	6	5	12
Total 2005	310	11 (+3 in dual capacity)	208	496	1025
Total 2000***	325	10 (+2 in dual capacity)	267	402	1004

in dual capacity means that the provincial business manager is also a director of an adult education centre and is thus only counted once.

*Jüdisches Institut für Erwachsenenbildung (Jewish Institute for Adult Education), Internationales Zentrum für Kultur und Sprachen (International Centre for Culture and Languages) and Verein zur Geschichte der Volkshochschulen (Association for the History of Adult Education Centres) - Österreichisches Volkshochschularchiv (Austrian Archive for Adult Education)

** incl. employees working on projects

*** not including VÖV and special institutions

Size and Scope of Adult Education Centres

The criteria “size of adult education centres” and “scope” have been included in the analysis since the 1990 Structural Survey. The size of adult education centres is determined by the number of courses held and by the number of participations in the 2003/04 school year. The “scope” of an adult education centre is defined by the number of inhabitants of each municipality (by districts in Vienna and Styria),

in which an adult education centre has its head office or its branches or subsidiaries. The figures on the number of inhabitants have been taken from the 2003 municipal data of Statistics Austria. The scope of adult education centres with special supra-regional functions has been estimated in consultation with the provincial association or no information has been provided.

The classification of the three survey characteristics of the number of courses, the number of participations and the size of the municipality/district have been retained in their previous form in order to facilitate the comparability of adult education centres (cf. Table 11).

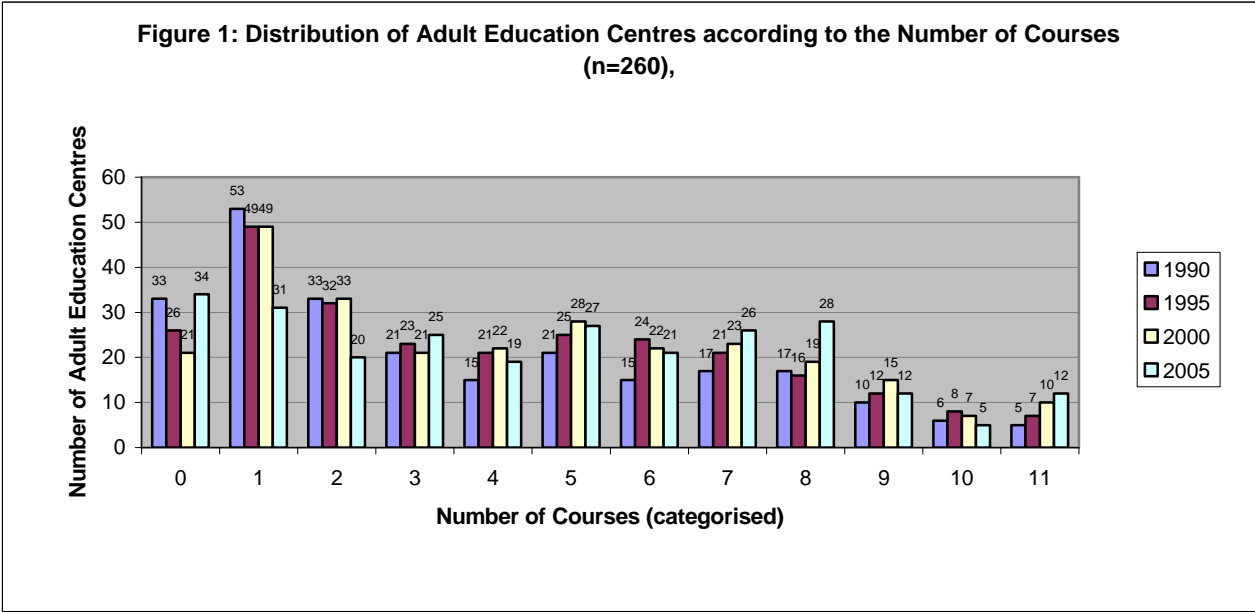
Table 11: Formation of Classes

Class	Number of Courses	Number of Participations	Size of Municipality (Inhabitants)
0	1 - 10	1 - 130	
1	11 - 20	131 - 260	up to 3,000
2	21 - 30	261 - 390	3,001 - 5,000
3	31 - 40	391 - 520	5,001 - 7,000
4	41 - 50	521 - 650	7,001 - 10,000
5	51 - 70	651 - 910	10,001 - 15,000
6	71 - 100	911 - 1,300	15,001 - 20,000
7	101 - 200	1,301 - 2,600	20,001 - 30,000
8	201 - 400	2,601 - 5,200	30,001 - 50,000
9	401 - 700	5,201 - 9,100	50,001 - 100,000
10	701 - 1000	9,101 - 13,000	100,001 - 200,000
11	1,001 and more	13,001 and more	200,001 and more

As in the past, those adult education centres that do not offer courses (such as some Urania adult education centres or the “Zentral Dienste” in Upper Austria) could not be taken into consideration this time. Therefore, the present overview of adult education centres according to the number of courses, number of participations and size of the municipality is based on a total number of 260 adult education centres and regional centres (=N).

After significant decreases in 1995 and 2000, Class 0 has proven to have the highest frequency in the distribution of adult education centres according to the number of courses. 34 or 13.1 percent of adult education centres offer a maximum of 10 courses. Class 1 (11 to 20 courses), which had the highest frequency in all the previous surveys, has had the greatest decrease this time from 49 to 31 adult education centres. The frequency in Class 2 (21 to 30 courses) has also clearly decreased from 32 or 33 adult education centres in the previous surveys to 20 this time. All in all, Classes 0 to 2 show a strong downward trend, which thus means that the number of very small adult education centres is decreasing. While there were still 119 adult education centres (48.8 percent of 244 adult education centres) in 1990 that held between 1 and 30 courses a school year, 107 in 1995 (40.5 percent of 264 adult education centres) and 103 in 2000 (38.1 percent of 270 adult education centres), there are 85 adult education centres this year, which is 32.7 percent of the 260 adult education centres and regional centres surveyed. The significant increase in Class 8 (201 to 400 courses) from 19 (2000) to 28 adult education centres and regional centres is noteworthy. The merging of smaller adult education centres into larger institutions has contributed to this increase. There has been a slight increase in

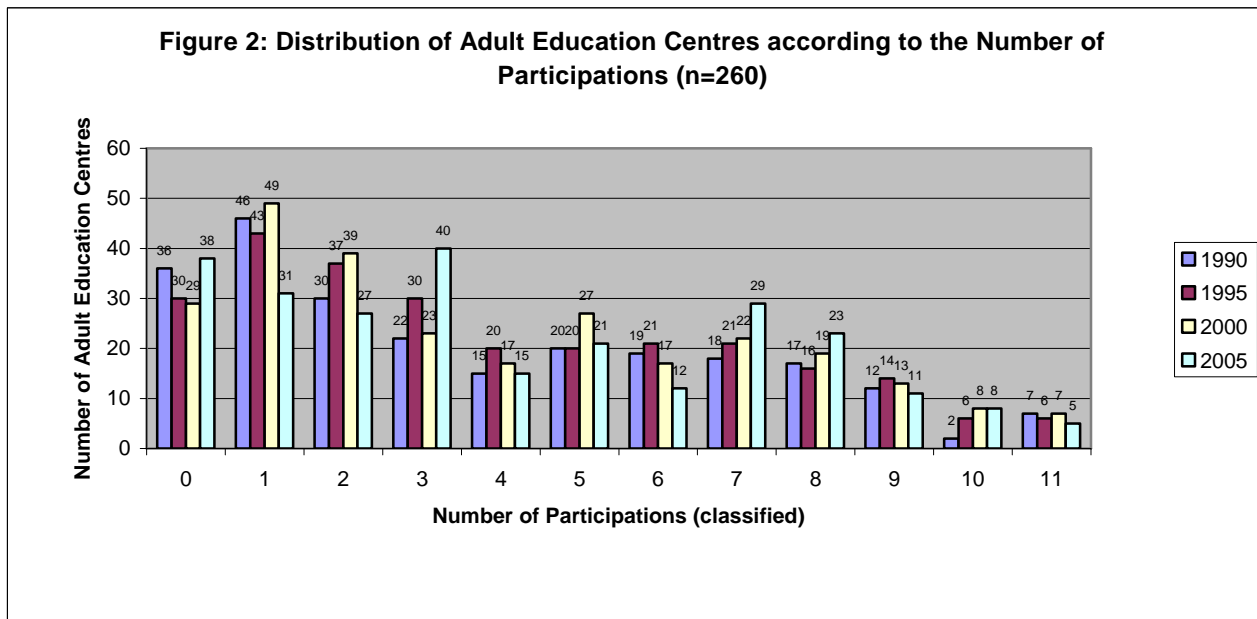
Classes 3, 7 and 11 since 2000, and a slight decrease in Classes 4, 5, 6, 9 and 10. All of these changes are under 2 percent.



not including 4 active adult education centres that do not offer courses

In the distribution of adult education centres according to the number of participations, Class 3 (391 to 520 participations) has the highest frequency and has reported the largest gain since 2000 from 23 to 40, which is equal to 15.4 percent of adult education centres. Just as for the distribution of adult education centres according to the number of courses, the frequency of Classes 0 to 2 is also lower here than in any of the previous surveys. This year 96 adult education centres have up to 390 participations a year, which is 36.9 percent (N=260). In 1990 there were still 112 adult education centres or 45.9 percent (N=244), 110 or 41.6 percent (N=264) in 1995 and 117 adult education centres or 43.3 percent (N=270) in 2000.

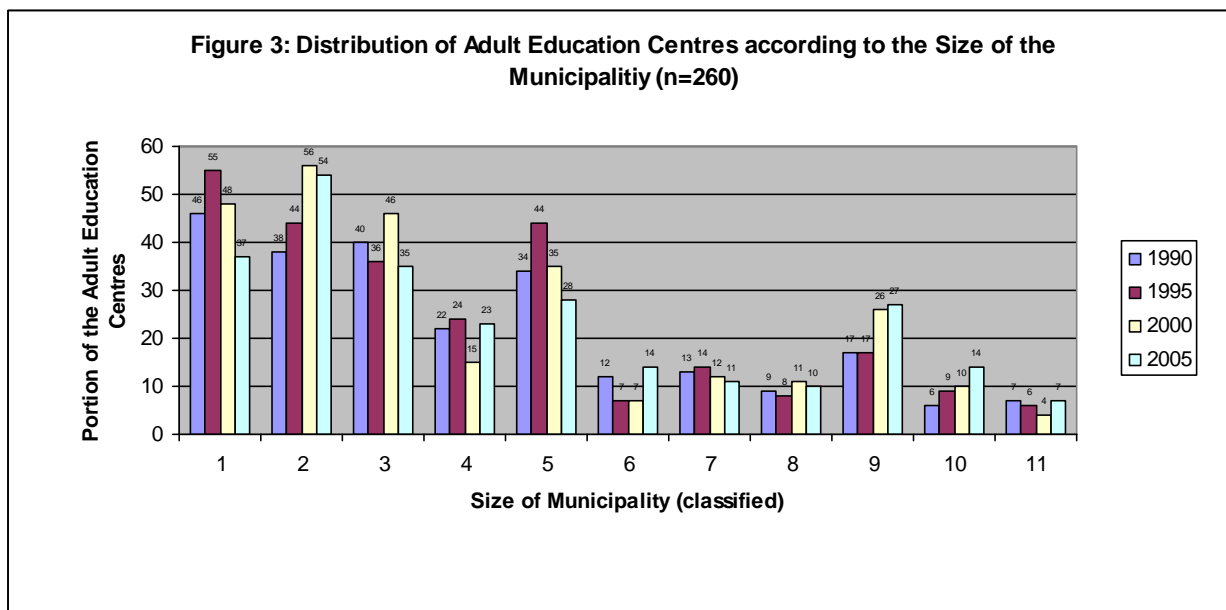
The frequencies of Classes 4, 5 and 6 as well as 9 and 11 have decreased slightly. In Class 7 (1,301 to 2,600 participations) and 8 (2,601 to 5,200 participations) the frequencies have increased from 22 to 29 and from 19 to 23 institutions. The increases in both of these classes correspond to the increase of Class 8 in the distribution of adult education centres according to courses. The merging of adult education centres has also contributed to the higher frequencies of these two classes.



not including 4 active adult education centres that do not offer courses

The number of “big” adult education centres with more than 9,000 participations (Classes 10 and 11) has decreased slightly during this observational period. While there were 15 adult education centres with more than 9,000 participations in 2000, there are only 13 adult education centres in Classes 10 and 11 this year. Class 11 (more than 1,000 courses and more than 13,000 participations) stands out because there are 12 adult education centres at the moment with more than 1,000 courses, but only 5 adult education centres with more than 13,000 participations.

If adult education centres are analysed according to the size of the municipality in which they are active, then the impacts of the structural measures can be seen. Up until the 2000 Survey the percentage of adult education centres with a scope of no more than 15,000 inhabitants (Classes 1 to 5) remained constant (except for minor fluctuations) at 75 percent of adult education centres. The scope of smaller adult education centres that were merged into larger ones also expanded. As a result the percentage of adult education centres with a scope of 15,000 inhabitants has fallen to 68.1 percent in the 2005 Survey. The number of adult education centres in Class 6 (15,001 to 20,000 inhabitants) has doubled from 7 in 1990 and in 1995 to 14 this year. The percentage of adult education centres and regional centres with a scope of over 50,000 inhabitants (Classes 9, 10 and 11) has increased from 40 to 48 since the last structural analysis, and now makes up nearly a fifth of all adult education centres.



If the number of courses and the number of participations are compared with the respective scope, it can be seen that the enlarged scope of many adult education centres does not always coincide with a corresponding increase in courses or participations. In the 2003/04 school year only 57 percent of adult education centres and regional centres could attain a result with regard to their number of courses that equalled or exceeded their scope, and only half of the adult education centres and regional centres matched or exceeded their number of participations with regard to their scope. This is equivalent to a drop back to the comparable values for 1990.

In the 2000 Structural Analysis almost two-thirds of all adult education centres had a scope that matched the number of courses, and 58 percent that matched the number of participations. In 1995 two-thirds of all adult education centres had both a number of courses and participations that matched or exceeded their scope.

There are various reasons for these developments. The aim of this survey is to make the widest ranging data base possible available to adult education centres so they can assess their own work as part of the Austrian network of adult education centres, and so they can compare the numerical result of their own work (number of courses and participations) with adult education centres that have a similar demographic structure. The detailed interpretation of this data can only be done by the adult education centres themselves together with the provincial associations that are aware of their particular circumstances.

Quantitative Development of the Work of Adult Education Centres in Austria

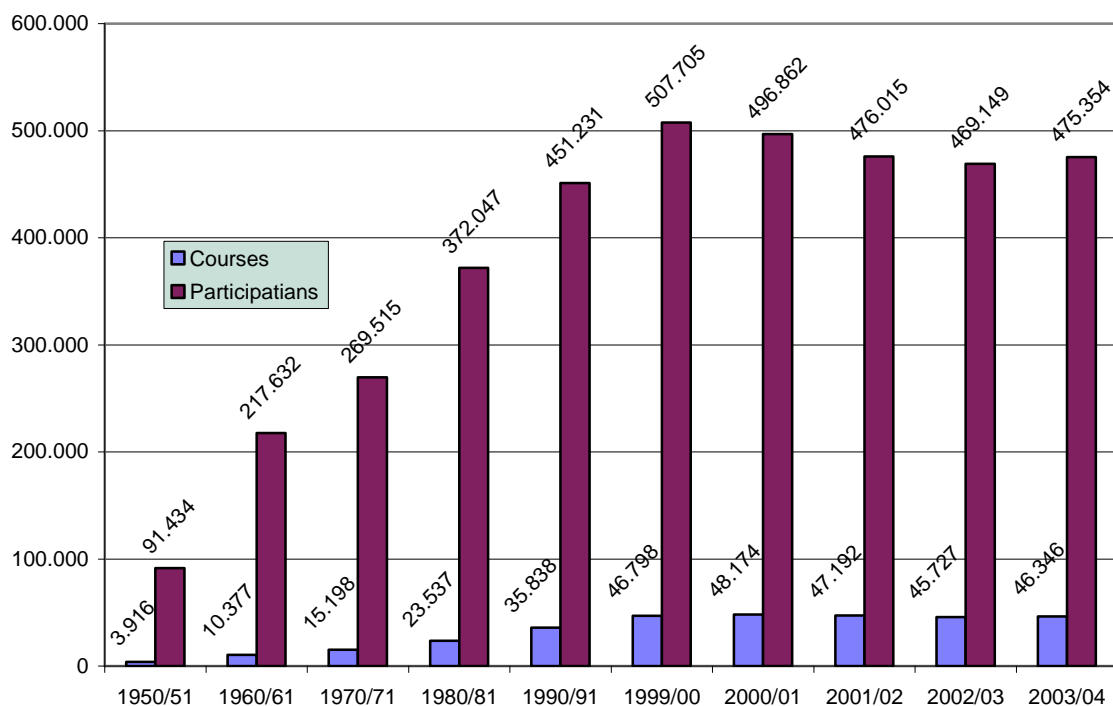
The time period between 2000 and 2005 has not only been characterised by measures for structural change, but also by slumps in the numbers of courses and participations.

Since the first statistics on adult education centres in the 1950/51 school year, the number of courses held at Austrian adult education centres has increased from 3,916 to a peak of 48,174 in the 2000/01

school year and the number of participations has increased from 91,434 to a peak of 507,705 in the 1999/00 school year. In the following school years up until 2002/03, the number of courses decreased to 45,727 and the number of participations to 469,149, which is approximately a 5.1 or 7.6 percent reduction. In the 2003/04 school year, which is the last school year in which data was collected, there was a slight increase again in the number of courses held to 46,346 (+1.4 percent) as well as the number of participations to 475,354 (+1.3 percent).

The question about the relationship between measures for structural change and decreases in the number of courses and participations, or in other words, the cause/effect question, has to be answered differently for each province. The most recent figures show that the countermeasures are having initial success.

Figure 4: Development of the Number of Courses and Participations of Adult Education Centres Courses



Summary of the Development of the Last Five Years

- There have been **clear structural changes** in non-profit adult education as a whole such as an increase in private providers, new national insurance regulations or tighter terms and conditions for the use of classroom space (free of charge up to the mid-90s and for a cost since then), at the same time as there have been cutbacks in public funding.
- Important **educational policy concerns** in the area of adult education could only be financed by **EU-Projects**.

- The **number of adult education centres** surveyed (**272**) has decreased for the first time in 20 years (a 7.2 percent decrease), a development that can also be attributed to structural adjustments...
- **Measures of structural change** in several provincial associations have led to closings of smaller adult education centres or mergings into larger institutions.
- **Regional centres** and **adult education centres with special functions** have increasingly taken over the assurance of a high quality educational offer and have supported the work of small adult education centres.
- **Association adult education centres** are still dominant in terms of responsible bodies at **72.3 percent**.
- The percentage of **municipal adult education centres** has increased slightly. There has been a structural innovation in Lower Austria in that municipal associations are the responsible bodies of adult education centres.
- Since the AK adult education centre withdrew from the Vorarlberg provincial association on 31 December 2004, there isn't any adult education centre for which the Chamber of Labour is its responsible body.
- Since 2000 there have only been nine new adult education centres (five of them in Lower Austria), and thus a clear **decrease in founding** after the "founding boom" between 1990 and 1995 with 22 new adult education centres.
- The trend towards the **extension of times of operation** has continued unchecked. For the first time there are all-day adult education centres in every province.
- The public authorities' measures to save money can clearly be seen in the **development of the facilities of adult education centres**. More and more adult education centres now have to pay rent for facilities that they used to be able to use free of charge. The percentages of the most frequented course locations up to now (schools, buildings and offices of the Chambers of Labour) have decreased significantly. "Other course locations" (e.g. family centres, homes for the aged, hospitals, seminar hotels) have increased disproportionately.
- With respect to the **management of adult education centres**, the percentage of full-time managed adult education centres has increased again (24.3 percent). Likewise the number of voluntary directors of adult education centres has increased at the expense of part-time directors.

- The **trend towards women in management positions** of adult education centres has continued. The percentage of female directors is over 50 percent for the first time.
- The biggest group of directors of adult education centres were working full-time in education up to the 2000 Structural Survey. In this year's survey, **employees are the biggest group of directors of adult education centres**, which also includes all of the full-time directors of adult education centres. The number of retired people in management positions of adult education centres has nearly doubled (from 5.5 to 11.6 percent).
- The trend is towards part-time employees doing the pedagogical planning and the administrative work. These part-time employees increasingly only work on a freelance basis.
- At present there are **1,028 people** who work as business managers, directors of adult education centres or are employees working on pedagogical planning or administrative tasks.
- There have been noticeable changes with regard to the **size of adult education centres**. The structural changes in several provincial associations have meant a significant slump in the percentage of very small adult education centres. Accordingly the percentage of medium-sized adult education centres (up to 400 courses and up to 5,200 participations) has clearly increased.
- The enlarged **scopes** of many adult education centres due to structural changes has led to it that this time only 57 percent of adult education centres and regional centres have attained a result that corresponds to their number of courses and only half of adult education centres and regional centres could match or exceed their number of participations.
- The **quantitative development of adult education centres** has increased again slightly in the last school year surveyed (2003/04), both in terms of the number of courses and participations, after a few school years of decreasing numbers. It can be assumed that the structural changes have contributed to this positive development.

Details available on <http://www.adulteducation.at/de/struktur/strukturanalyse/>