Education and Training

MONITOR 2018

Hungary
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Education and Training Monitor 2018

Hungary
Volume 2 of the Education and Training Monitor 2018 includes twenty-eight individual country reports. It builds on the most up-to-date quantitative and qualitative evidence to present and assess the main recent and ongoing policy measures in each EU Member State, with a focus on developments since mid-2017. It therefore complements other sources of information which offer descriptions of national education and training systems.

Section 1 presents a statistical overview of the main education and training indicators. Section 2 briefly identifies the main strengths and challenges of the country’s education and training system. Section 3 looks at investment in education and training. Section 4 focuses on citizenship education. Section 5 deals with policies to modernise school education. Section 6 discusses measures to modernise higher education. Finally, section 7 covers vocational education and training, while section 8 covers adult learning.

The manuscript was completed on 1 September 2018.
Additional contextual data can be found online (ec.europa.eu/education/monitor)
1. Key indicators

<table>
<thead>
<tr>
<th>Education and training 2020 benchmarks</th>
<th>Hungary 2014</th>
<th>Hungary 2017</th>
<th>EU average 2014</th>
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<td>Early leavers from education and training (age 18-24)</td>
<td>11.4%</td>
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<td>Early childhood education and care (from age 4 to starting age of compulsory primary education)</td>
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<td>18.0%</td>
<td>12</td>
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<td>Employment rate of recent graduates by educational attainment (age 20-34 having left education 1-3 years before reference year)</td>
<td>ISCED 3-8 (total)</td>
<td>78.5%</td>
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<td>Adult participation in learning (age 25-64)</td>
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<td>Learning mobility</td>
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<td>Credit mobile graduates (ISCED 5-8) :</td>
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<th>Other contextual indicators</th>
<th>ISCED 1-2</th>
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<td>Public expenditure on education as a percentage of GDP</td>
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<td>Expenditure on public and private institutions per student in € PPS</td>
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<td>€3 702</td>
<td>€6 494</td>
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<td>€6 068</td>
<td>€5 802</td>
<td>€11 187</td>
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<td>Early leavers from education and training (age 18-24)</td>
<td>Native-born</td>
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<tr>
<td></td>
<td>Foreign-born</td>
<td>:</td>
<td>:</td>
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<tr>
<td>Tertiary educational attainment (age 30-34)</td>
<td>Native-born</td>
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<td></td>
<td>Foreign-born</td>
<td>44.7%</td>
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<td>Employment rate of recent graduates by educational attainment (age 20-34 having left education 1-3 years before reference year)</td>
<td>ISCED 3-4</td>
<td>72.6%</td>
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<td></td>
<td>ISCED 5-8</td>
<td>85.7%</td>
<td>88.7%</td>
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Sources: Eurostat (see section 10 for more details); OECD (PISA).
Notes: data refer to weighted EU averages, covering different numbers of Member States depending on the source; d = definition differs, 12 = 2012, 13 = 2013, 15 = 2015, 16 = 2016.
On credit graduate mobility, the EU average is calculated by DG EAC on the available countries; on degree graduate mobility, the EU average is calculated by JRC over Eurostat and OECD data.
Further information can be found in the relevant section of Volume 1 (ec.europa.eu/education/monitor).

Figure 1. Position in relation to strongest (outer ring) and weakest performers (centre)

Source: DG Education and Culture calculations, based on data from Eurostat (LFS 2017, UOE 2016) and OECD (PISA 2015).
Note: all scores are set between a maximum (the strongest performers represented by the outer ring) and a minimum (the weakest performers represented by the centre of the figure).
2. Highlights

- Recent measures have attracted more teacher education applicants to study programmes in special and pre-school education.
- Large performance gaps between schools indicate strong selectiveness in education.
- Citizenship education, also covering patriotic values, is integrated in the curriculum of primary and secondary education.
- Recent legislative changes bring some flexibility to VET and adult education but lower the age of career choice.
- Tertiary graduates enjoy the highest wage premium compared to lower secondary education in the EU, but enrolment in higher education is still low.

3. Investing in education and training

General government expenditure on education as a proportion of GDP was 4.9% in 2016, above the EU average of 4.7%. In 2016 education absorbed 10.5% of total public expenditure, slightly above the EU average. In real terms, however, this represents a 5.8% decrease compared to the previous year.

Skills shortages are comparatively high in Hungary. There were nearly 80,000 unfilled positions registered in the first quarter of 2018, which is 33% more than at the same time in 2017 (KSH, 2018). Reflecting skills shortages, adults who have tertiary education enjoy one of the highest wage premiums in the OECD. In vocational education and training (VET), much emphasis has been put on adapting the curriculum to the immediate needs of companies in recent years. In vocational secondary education, the lower track of VET, the teaching of vocational content and work-based learning was advanced to ninth grade, while general education content was reduced. Though manufacturing companies report mainly a need for vocational secondary school graduates with practical training experience, they value these employees in all physical occupations less than employees from vocational grammar schools (Köllö, 2018).

The population is shrinking despite several measures in family policy. Though the fertility rate has improved since 2010, it is still insufficient to stop the population decline of the last 40 years. The yearly decrease of the school population was 0.8% in 2017/2018 (KSH, 2018). The decline in student numbers was 10 times stronger than the decrease in the number of schools in the period 1990-2016. This reduces efficiency in spending. Furthermore, the resultant larger school choice gives more room to separate students by socioeconomic status, leading to increasing differences between schools (Radő, 2018). In recent years Hungary has introduced a number of incentives to increase the birth rate, such as waiving a part or the full amount of the student loan for mothers of two or more children, extending the duration of maternity leave and increasing the capacity of nurseries. Demography remains high on the government agenda, and the government has announced taking further measures to stop the negative trend.

4. Citizenship education

Students are familiarised with the concepts of citizenship both in theory and in practice. Throughout the whole general education pathway, students can choose between the subjects of ethics or religious education, which integrate elements of citizenship education. The subject ‘history, social and citizenship studies’, taught in grades 5 to 12, includes sections on ‘basic citizenship knowledge’, ‘media models and institutions’ as well as ‘social knowledge’. Citizenship education is integrated in the subject ‘community development’ in initial vocational education and training. To increase students’ sense of citizenship, the 2011 Act on National Education introduced a compulsory school community service programme. From January 2016, proof of participation in this programme (i.e. 50 hours of community service) is a condition for obtaining the upper secondary school leaving certificate. The core curriculum also covers patriotic education (Government, 2012). In December 2017, the government ordered all public institutions including...
pre-schools and schools to draw up an Action Plan by June 2018 to prepare themselves in case a state of emergency is declared. In June 2018 a Commissioner for Patriotic and Defence Education was appointed.

A growing number of schools apply an ecological programme to increase students’ awareness of their environment. The Hungarian network of eco-schools started in 2000 as part of the international network of Environment and School Initiatives. An eco-school aims to provide environmental education not only through its pedagogical programme but every aspect of the school life, such as the operation of school facilities, extra-curricular activities and waste management. The environment is considered in its broader sense, including the local community in which the school is situated. Schools encourage students’ initiatives and team work across the board.

5. Modernising school education

The 2016 Progress in International Reading Literacy Study (PIRLS) showed improvements in reading but large performance gaps between schools. The reading comprehension of fourth-grade students measured by the PIRLS had improved since 2011, by more (37 %) than the international average (29 %). The Study shows that 37 % of Hungarian students go to schools where disadvantaged students are the majority, the second-highest share among participating countries. This means that disadvantaged students are more strongly separated from their non-disadvantaged peers in Hungary than in other countries. The difference between the performance of the most advantaged and most disadvantaged students is 57 score points, against a 43 international average score gap. In PISA 2015, which tested competences at age 15, the impact of Hungarian students’ socioeconomic status on their performance was the strongest across all participating countries. In its 2018 European Semester country-specific recommendation, the Council of the EU recommended that Hungary take measures to improve education outcomes and increase the participation of disadvantaged groups, in particular Roma, in quality and inclusive mainstream education (Council of the European Union, 2018).

In 2017, the early school leaving (ESL) rate increased to 12.5 %, above the EU average of 10.6 %. While the ESL rate has been decreasing steadily across the EU, it has not fallen in Hungary since 2010. Participation of 17 and 18 year-olds in secondary education dropped sharply between 2011 and 2016 (from 98 % to 85 %), after the school-leaving age was lowered from 18 — the age of completing secondary education — to 16 in 2012. These trends make it likely that ESL, which measures 18-24 year-olds with only low qualifications not in education or training, will rise further in the years ahead. In November 2016 the government adopted an action plan to reduce ESL and introduced mandatory data collection on students’ progress at school, which feeds into a digital early warning and pedagogical support system (EWS). The first surveys show that 11 % of students are at risk of leaving school without completing upper-secondary education (Educational Authority, 2018a). The share of students concerned varies greatly by school type and region. In the three most affected counties, 17-19 % of students are identified as being at risk of dropping out. In the lower track of VET, the share is 21 %; in the higher VET track, 14 %; and in lower secondary 12 %. In general upper-secondary education the risk of dropping out is exceptionally low, at 3 %.

Box 1: Supporting schools at risk of student dropout

European Social Fund Project HRDOP 3.1.5-16
Duration: January 2017 — September 2020
Available budget: HUF 12.9 billion (~EUR 40 million)

Objectives: to support students at risk of dropout; improve the capacity of the school system to compensate for students’ disadvantages; tackle segregation; develop the professional support capacity of the Educational Authority; foster collaboration between the education sector and local communities and address differentiated development of the schools involved.
Expected results: within-school segregation will be resolved in 100 schools; 150 kindergartens and 240 schools will apply new skill-development/teaching methods; 1,800 teachers will participate in continuing professional development; 4,000 kindergarten children and 30,000 students will receive support.

Based on the first EWS survey results, 300 schools were selected that showed the highest risk of dropout. Mentors assist the entire school staff in mapping development needs and coordinate interventions. Mentors come from schools that are similar to the assisted schools in the composition of their student population but that have better completion rates. By the end of 2017/2018, school development plans had been drafted for every participating school. As a next step, 150 kindergartens with high shares of disadvantaged children will be selected and involved in the project. The aim is to increase their capacity to prepare children for starting school.

Interventions to improve access and quality of early childhood education and care may help level out child development differences prior to schooling. 95.7% of children aged 4-6 participate in early childhood education and care (ECEC), around the EU average and slightly above the Education and Training 2020 benchmark of 95%. Roma participation is 91%, close to the national average and the highest among Member States in the region (FRA, 2016). As performance gaps appear at early ages, lowering the age of compulsory participation in kindergarten from age 5 to 3 as of 2015/2016 is a positive step, likely to improve children’s later performance at school. To ensure participation, the family allowance was made conditional on kindergarten attendance. The provision of free access to kindergarten and school meals to disadvantaged children has been extended substantially since 2015/2016. To help make the profession more attractive, the teacher career model was extended in 2016 to ECEC staff holding a tertiary degree in education. This may have contributed to the steady increase in applications to pre-school teacher training programmes in recent years. Increasing the qualification level of ECEC staff improves the quality of the service and is strongly associated with improved educational outcomes for children (European Commission, 2014).

Early tracking increases selectiveness and the risk of disadvantaged pupils being separated from their peers. Grouping into different educational tracks can start as early as age 10. Disadvantaged students have very low chances of entering the higher educational tracks\(^1\). According to the 2017 national survey, the competence level of pupils at grade 10 in vocational secondary schools was lower on average than the competence level of sixth-graders and showed no progress from grade 8 to 10. This reflects the concentration of low-performing pupils in such schools (Educational Authority, 2018b) and shows that this school type does not effectively develop students’ basic skills. Enrolment data show over-application especially to the well-performing 6- and 8-year upper secondary schools. Entry to these schools is via a highly competitive exam which makes high demands on candidates in terms of the application of content. These differences between school types widen the substantial ‘opportunity gap’ between privileged and disadvantaged families observed as early as at primary level (see section on PIRLS). Inequality in education narrows the possibility for social mobility: from all EU countries, low-income families in Hungary have the poorest chances of approaching the mean income (OECD, 2018).

The separation of disadvantaged pupils, including Roma, has accelerated in the last decade. Increasing residential separation and the effect of parental choice on local school enrolment policies within the highly differentiated school system have resulted in the education system becoming ever more segregated on ethnic grounds. Despite the state taking over the management of all public schools from municipalities in 2013 with the aim of levelling inequalities, most Roma children still attend schools where all or most children are Roma. In certain cases this is linked to the ethnic composition of the locality of the school (FRA, 2016). ESL is more than six times higher (59.9%) among Roma than among non-Roma (8.9%)\(^2\). In May 2016, the European Commission launched infringement proceedings against Hungary over discrimination against Roma

\(^1\) Proportion of disadvantaged and cumulatively disadvantaged students by education track (MTA 2018):
- 1% in 6- and 8-year grammar schools;
- 4% in the other grammar schools (= general upper-secondary schools);
- 7% in vocational ‘grammar’ schools; and
- 21% in vocational secondary schools.

children in education in breach of the Race Equality Directive. Legislative amendments to address this issue have since been adopted by Parliament but will only apply to inscriptions as of 2018/2019.

The number of applicants for initial teacher education rose in 2017 but teacher shortages are still acute. The teaching workforce is ageing, and according to forecasts some 50,000 teachers will retire within 10 years (Government, 2016a). In the meanwhile, dropout rates are high and the number of new entrants to the profession remains low. According to the 2016 Career Tracking Survey, 71% of recently graduated primary school teachers were active on the labour market, but only 88% of them in occupations that needed a higher education degree (Educational Authority, 2017b). This means that at least 38% of these graduates do not work as a primary teacher. Teachers’ salaries have been raised in recent years but are still 25% lower than those of other tertiary graduates (OECD, 2018b). Students in initial teacher education are entitled to the ‘Klebelsberg stipendium’ on condition that they work for a time at a public school after graduation.

Recent measures aim to increase the number of new entrants to training for special education. In 2017 the number of admitted entrants to special education training was less than 1,400 while there were nearly 2.5 times than number of applicants. More than 2,000 special needs teachers are estimated to be missing in daily practice and a further 1,000 related positions are fulfilled by teachers with no appropriate qualifications. As of 2017/2018, two additional higher education institutions launched programmes to train new teachers in special education, and the Klebelsberg stipendium was extended to special education students. The government announced that HUF 3.8 billion (~EUR 11.6 million) in additional funding would be earmarked in 2017 and HUF 1.9 billion (~EUR 5.8 million) in 2018 to cover the costs of increasing student numbers (Educational Authority, 2017a).

Box 2: Digital Education Strategy

Hungarian students scored the lowest in the EU in the 2012 PISA computer-based tests (OECD, 2015) and the digital skills of the adult population lag behind the EU average (European Commission, 2018). In response, the Ministry of Human Capacities adopted the Digital Education Strategy for 2017-2020 (Government, 2016b). The aim is that Hungary should reach the EU average with respect to digital literacy and usage, internet penetration rate, teachers’ digital competences and the digitalisation of education by 2018.

The Strategy covers all sectors of education from school to adult learning. It addresses infrastructure; teachers’ digital skills; teaching methodologies; education management; curricular reform and the development of digital content.

In 2017, the Digital Pedagogical Methodological Centre was established to support the implementation of the Strategy in school education. As a first step, the Digital School pilot was conducted in 2016/2017, coordinated by the Association of Informatics, Telecommunication and Electronic Companies (IVSz). Participants made recommendations to create a digital model school and regarding the professional and technological conditions of digital education.

Financial support is available for tools and methods supporting the development of digital competences and related infrastructural development through a dedicated call for proposals3. School maintainers may receive HUF 70-110 million (EUR 220,000-350,000) per school to finance development plans. The total available budget is HUF 6.2 billion (EUR 20 million). Other projects4 provide funding for the purchase of digital equipment, network building, methodological development and publications.

6. Modernising higher education

A continuing low level of applicants in higher education is likely to further restrain tertiary attainment rates. The employment rate of recent tertiary graduates is 88.7%.
above the EU average of 84.9 %, reflecting strong demand for highly skilled workers. Tertiary graduates also enjoy the highest wage premium across the EU (OECD, 2017). However, current enrolment and completion trends are not aligned with the demand: the tertiary educational attainment rate among 30-34 year-olds decreased to 32.1 % in 2017, against an increasing EU average (39.9 %). Enrolment numbers dropped significantly in 2012 when the government announced it was cutting the number of state-financed student places and introducing study contracts. In 2018, the number of admitted students increased for the first time in 2 years (Figure 2). As of 2020, a foreign language certificate of proficiency level B2 will be an entry requirement for all but short-cycle tertiary programmes. This may further reduce the already shrinking pool of applicants, as only 48 % of applicants currently hold a B2 level certificate (MTA, 2018). The Ombudsman found that the proposed language requirement would need to be accompanied by a greater allocation of human and other resources to language teaching to avoid infringing constitutional rights (Ombudsman, 2017). To support participation in language exams, the Government made the fees of the first successful B2 level exam reimbursable.

Figure 2. Change in the number of applicants and admitted students, 2011-2018
(in thousands)

Source: Felvi database, 2018

The share of private funding used to support participation in tertiary education is the third highest across the EU. More than one in three Hungarian students works throughout the year, including during the exam and holiday periods (Eurostudent, 2018). Students having paid jobs work on average 35 hours a week, and only half of these jobs are closely related to their studies. This reduces their time for studies and thereby the efficiency of public spending on higher education. More than a quarter of the students interrupting their studies for at least 1 year indicate work-related reasons. The share of disadvantaged students among all admitted students was very low at 1.4 % in 2016 (MTA, 2018), indicating a high level of inequity in study options. In April 2018 the government announced it would increase the budget for students’ social benefits by about 40 % (Government, 2018b).

7. Modernising vocational education and training

The two tracks of vocational education and training differ strongly in terms of the career perspectives of their graduates. The employment rate of recent VET graduates (ISCED 3 and 4) in 2017 was high: 85.9 % against an EU average of 76.6 %. VET has two regular pathways:

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vocational secondary school (szakközépiskola) for less academically-inclined students and vocational grammar school (szakgimnázium) with a higher element of general education. Vocational secondary schools provide practical workplace training focused on the imminent needs of companies, with limited general education content. This, together with the concentration of children of low socioeconomic status in this type of schools, explains their heavy deficit in basic skills measured in PISA and national surveys (Educational Authority, 2018b). Half of vocational secondary school graduates are employed as unskilled or semi-skilled workers. Their proportion in the public work scheme — doing primarily unskilled work — increased from 2.4% to 6.2% between 2011 and 2016 (MTA, 2018). Students leaving vocational grammar schools, with a higher element of general education, fare much better on the labour market than students leaving vocational secondary schools.

Recent legislative changes bring some flexibility to VET and adult education but further lower the age of career choice. The obligation to learn a ‘side-qualification’ in vocational grammar schools — at the cost of general education content — was cancelled by an amendment of the law on VET and adult education in December 2017. Students will no longer be obliged to pass an exam for a vocational side-qualification as part of the matura. In certain sectors students will be able to choose a specialisation instead of studying the whole sector. In adult education it has become possible to train for a specific module and not a whole profession. The amendment also makes it possible for students to sign a pre-study contract with a training company as early as in their final year of lower secondary school, potentially determining career choice at the age of 13. Switching between professions or between levels of education is cumbersome because of the reduced general education and the increased vocation-specific content starting in the first year of VET programmes. The wage disadvantage of vocational secondary school graduates increases by age, which indicates a lack of transferability of skills acquired in these schools (Köllő, 2018).

Sectoral Skills Councils will decide on training needs. As part of the 2017 amendments, 20 Sectoral Skills Councils were established in July 2018 to define training needs by sector and region. Their members, appointed for the first time by the Hungarian Chamber of Commerce and Industry, will compile the syllabus and provide work-based training places. Students may learn to use technologies at the VET centres if these are not available at the training companies.
Promoting adult learning remains a challenge, especially among the unemployed. Adult participation in learning remained low at 6.2% in 2017, well below the EU average of 10.9%. According to the Continuing Vocational Training Survey, 19.4% of employees participated in continuing training provided by their employers in 2015, the second lowest rate in the EU. People in employment are about four times more likely to participate in training than unemployed people. Only 50% of the population has at least basic digital skills (see section on the Digital Education Strategy).

9. References


OECD (2018), *A Broken Social Elevator? How to Promote Social Mobility.* [http://dx.doi.org/10.1787/9789264301085-e](http://dx.doi.org/10.1787/9789264301085-e)


### 10. Annex I: Key indicator sources

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11. Annex II: Structure of the education system


Comments and questions on this report are welcome and can be sent by email to:
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