



FIXING THE BROKEN TEXTBOOKS MARKET

FOURTH EDITION

**Student
PIRGs**

FIXING THE BROKEN TEXTBOOKS MARKET

FOURTH EDITION

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COVER IMAGE CREATED USING CANVA AI

**Student
PIRGs**



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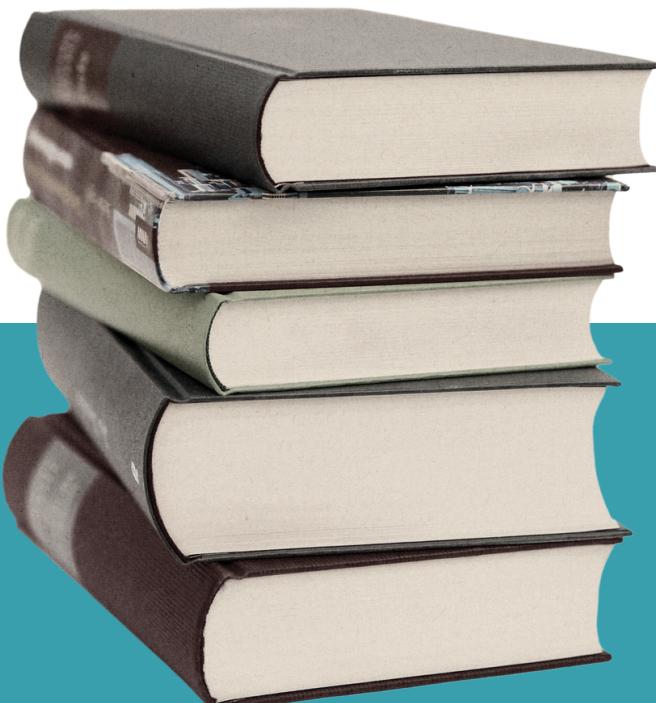
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The author bears responsibility for any factual errors. The recommendations are those of the Student PIRGs. The views expressed in this report are those of the author and do not necessarily reflect the views of our funders or those who provided review.

Student PIRGs

Students have the right and the responsibility to shape the future they will inherit. Our Student PIRGs chapters and clubs on more than a hundred campuses provide the training, professional support, and resources students need to tackle climate change, protect public health, revitalize our democracy, feed the hungry, and more.

Students have long been at the forefront of movements for civil rights, voting rights, and environmental protection. For nearly 50 years, Student PIRGs has helped campus communities get organized, mobilized, and energized so they can continue to be on the cutting edge of positive change. For more information, please visit our website at www.studentpirgs.org.



EXECUTIVE SUMMARY

FIXING THE BROKEN TEXTBOOKS MARKET: FOURTH EDITION STUDENT PIRGS

The textbook marketplace has changed significantly since the first edition of this report was released more than a decade ago. Yet despite these shifts, the cost of course materials continues to place a substantial burden on students.

Faculty and administrators are well aware of this challenge.¹ While growing awareness of open textbook programs and other open educational resources has expanded the availability and use of free and low-cost materials,² these gains have occurred alongside a rapid increase in the use of digital access codes and automatic textbook billing agreements.³

This national survey of more than 4,000 students provides a snapshot of the course materials landscape in the United States during September and October 2025. It offers some of the first data capturing how students are experiencing this new and evolving environment.

Key Finding 1: A significant number of students report taking courses where they did not have to purchase any course materials.

Students reported that in 36% of the classes they were in, the professors assigned only free materials for the course. 9% of students were taking all courses with free books and did not have to pay for any course materials at all in the fall semester.

Key Finding 2: Access codes have become mandatory for completing coursework, leaving students little choice but to pay.

Seventy-five percent of students reported taking a course that required the purchase of an access code to complete homework or coursework.

While fewer students reported skipping access codes because of cost (24% of all students responding) compared to textbooks (66%), 70% of students reported skipping a textbook or access code at some point—the highest level across all four editions of this report. Most students who skipped a required material (81%) were concerned it would negatively affect their grade, suggesting that access codes' integration into graded coursework leaves students with little real choice but to pay.

Key Finding 3: Automatic billing programs charge students without their consent.

About half of the 107 surveyed institutions use automatic textbook billing, either campuswide or at the course level. Among students at schools with campuswide billing, 50% either didn't know they were being billed, did know they could opt-out or were charged despite not wanting to be.

At schools with course-specific billing, 68% of students who knew they were enrolled in autobilled courses reported they didn't know they could opt out or were unable to do so. These findings show that many students are automatically charged for course materials without clear awareness or the ability to decline.

Key Finding 4: The cost of course materials directly affects students' academic choices and success.

More than one-third of students (38%) reported that the cost of textbooks or access codes impacted their academic experience. Some chose classes based on the cost of material costs, others prioritized access codes over other learning resources, and a portion even dropped or failed

courses because they could not afford required materials. These findings demonstrate that high course materials costs can directly shape students' course decisions and academic outcomes.

Key Finding 5: The cost of textbooks and course materials negatively affects students' daily lives.

Nearly one-third of students (32.5%) reported that high course materials costs disrupted their daily lives. Many worked extra hours to afford books, while others skipped meals or delayed paying bills. These findings show that the financial burden of textbooks and access codes extends beyond academics, affecting students' basic needs and well-being.

Conclusion

The findings of this report paint a clear picture: the cost of textbooks and course materials continues to place a heavy burden on students, affecting not only their academic choices and performance but also their daily lives.

Access codes and automatic billing programs have intensified these challenges, often leaving students paying for materials without their full awareness or consent. While the use of free course materials is growing, the rise of restrictive digital models underscores the need for greater transparency and options in the textbooks marketplace.

Collectively, these findings demonstrate that the financial barriers posed by course materials are not incidental. They are a systemic issue that decision makers should address through policies that prioritize affordability and a fair marketplace.

Legislatures and education agencies should fund free and open textbooks programs and implement safeguards to ensure that commercial course materials and billing contracts don't lock students into models that undermine affordability and access.

Institutions and higher education systems should continue investing in infrastructure—such as grants, professional development, recognition programs, and dedicated open education librarians—to make it easier for faculty to adopt open textbooks and release their work under open licenses. Institutions should clearly display course materials costs during registration and carefully consider the implications of “inclusive access” contracts.⁴

Faculty should consider adopting open textbooks and avoid signing their students up for automatic billing or assigning access codes. The digital learning landscape is evolving, so we also recommend staying up to date on campus and state programs that may be available to professors.

Student governments and organizations should advocate for policies that support open textbook adoption and creation and reject attempts to further entrench access codes and automatic billing on campus.

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In some classes, even though I can find the textbook online for cheaper, I will still have to buy the access code because I need it to turn in assignments.

*Senior, Biological Sciences Major,
University of Illinois - Chicago*

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STATE OF THE BROKEN TEXTBOOKS MARKET

In a healthy marketplace, consumers have clear information about the goods they are purchasing, multiple providers compete for their business, and choices are abundant. This competitive environment empowers consumers to drive prices down, demand higher-quality products, and hold suppliers accountable. Students learn these basic principles in Economics 101.

But what happens when the consumers don't get to choose the product, and competition goes missing?

For decades, the cost of course materials has increased well beyond the rate of inflation, and while the rate of increase has leveled off in recent years,⁵ it has not resulted in more students being able to afford their required course materials. Our 2025 data show the highest rates of students skipping the purchase of textbooks or access codes due to cost across all four editions of this report (2014, 2019, 2021, and 2025)—at 70%. Students reported that the high cost of course materials is causing them to drop courses, skip meals, and take on more hours of work at similar rates to previous editions of this report.

Student advocates, librarians, and professors concerned about this trend have long advocated for the creation and adoption of more free open education resources (OER), or open textbooks, and faculty awareness of OER options have doubled since the first edition of this report to nearly 60%.⁶ Our report finds that students are seeing the impact, with more than a third of all courses students were enrolled in during the fall requiring only free materials.

If more than a third of classes have no costs for course materials, why are students still reporting such large impacts from the cost of textbooks?

Gone are the days when students were given a list of physical textbooks and could shop around for the most affordable option—whether through library reserves, used books at the campus bookstore, off-campus or online retailers, rental programs, or other alternatives. That flexibility allowed students to exercise real choice in the textbook marketplace.

Today, students are increasingly assigned access codes, short-term digital licenses that must be purchased to view course materials and, in many cases, to complete required homework or take quizzes. These digital paywalls sharply limit students' options, effectively eliminating the ability to seek out more affordable sources.

Even more concerning, many campuses now use course-specific or campuswide automatic billing programs that charge students for access codes and course materials by default. Students who wish to obtain their materials elsewhere must opt out, often through unclear or burdensome processes. Although publishers and vendors claim these programs save students money, such claims are dubious at best.⁷ The industry frequently points to low opt-out rates as evidence of success,⁸ but this report finds that low opt-out rates are more likely the result of students being billed without consent. Many students reported that they did not know opting out was possible or were unable to do so despite trying.

Although students learn the basics of competition and consumer choice in Economics 101, the textbook market increasingly denies them both. Rising reliance on access codes and automatic billing has reduced choice, limited competition, and left students paying high costs, even as free materials become more common.

KEY FINDINGS

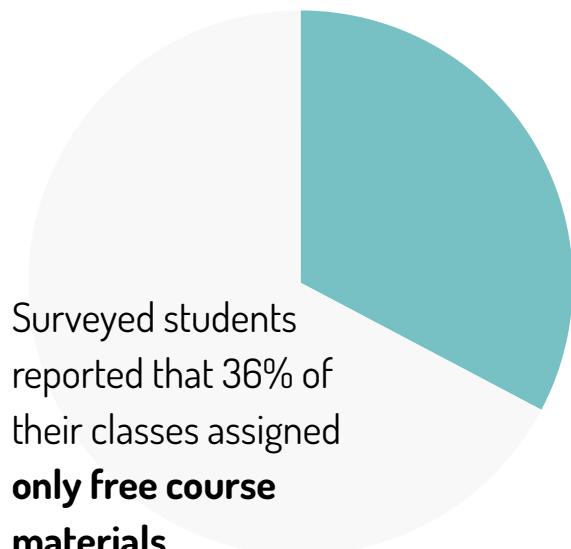
For the fourth time, the Student PIRGs have run a nationwide survey to understand the college textbook buying experience. The second edition focused on the changing textbook market with the rise of access codes, and the third centered on the impact of the COVID-19 pandemic on student learning.

In addition to the impact of the cost of course materials which previous reports also studied, this report explores the prevalence of free course materials and access codes, and to what extent students are aware of automatic billing programs.

With more than 4,000 respondents from 107 campuses in 25 states, this report reaches the most institutions of all of our reports to date. The majority of respondents were from public four-year universities. Surveys were collected largely through approaching students randomly in dining halls, student unions, and common walkways between classes to gather a representative sample on their campuses. A full breakdown of survey collection methods and the basic demographics of the sample can be found in the methodology section.

Key Finding 1: A significant number of students report taking courses where they did not have to purchase any course materials.

Students surveyed were enrolled in more than 16,000 classes in the fall of 2025. Of those classes, more than 6,000, or 36%, assigned only free materials for the course. Nearly one in ten students surveyed in the fall did not have to pay for any course materials at all because they were only enrolled in courses that assigned free materials.



Enrollment in courses using exclusively free materials was relatively even across majors, with most majors showing 9–12% of students in these courses. Students in Education & Teaching majors were the most likely to be taking courses with all free books (16%), and students in Life and Biological Sciences were the least likely (5%).

This demonstrates that the increase in faculty knowledge about free open source textbooks⁹ is translating to student savings, and that there are options for professors across subject areas for free textbooks and course materials.

Key Finding 2: Access codes have become mandatory for completing coursework, leaving students little choice but to pay.

Three-quarters of students surveyed reported that they had taken at least one course in which they were required to purchase an access code in order to complete assigned homework or coursework. Buying an access code is increasingly embedded into core course requirements.



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“While I have never skipped buying an access code, it’s not because it was easy to afford, but rather out of fear of failing the course.”

*Freshman, Economics Major,
Georgia State University*

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9%

of all of the courses students were in assigned only free course materials.

75%

of students reported having to buy an access code in order to do mandatory course assignments.

While 24% of students reported that they had skipped purchasing an access code because of cost, this figure is substantially lower than the share of students who reported skipping the purchase of a textbook due to cost (66%). Overall, 70% of students reported that they had skipped purchasing a textbook or access code at some point because of cost—the highest percentage observed across the four editions of this report.

Notably, 81% of students who skipped purchasing a textbook or access code said they were concerned that doing so would negatively affect their grade. The lower rate of skipping access codes, compared to textbooks, likely reflects the fact that access codes are often required to complete graded homework and assessments, leaving students with few viable alternatives when costs are prohibitive.

In the past, these students may have been able to get the reading material free from the library reserves or borrow a book from the classmate. Now the only way students can get what they need is to read, and what they need to do their homework is behind a paywall.

Key Finding 3: Automatic billing programs are enrolling students and charging them for course materials without their consent.

About half of the 107 institutions represented in this survey use some form of automatic textbook billing, either through campuswide programs that automatically enroll all students or course-level programs in which individual faculty decide whether students are automatically billed for access codes and textbooks.

Student responses indicate that these programs often lack transparency and meaningful choice. Among students attending schools with campuswide automatic billing, 15% did not know they were being billed for course materials.

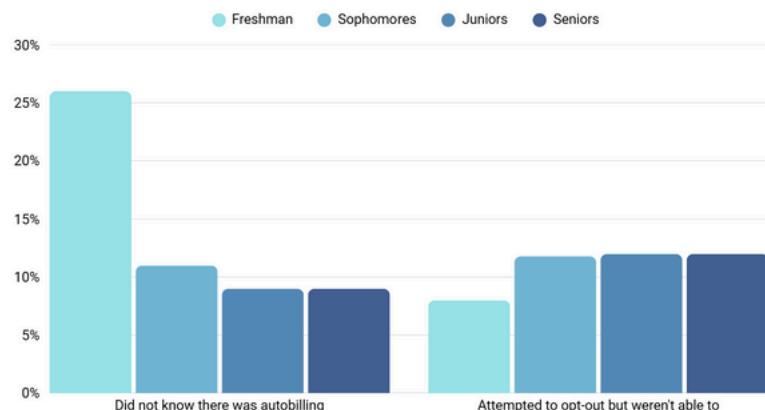
An additional 35% reported that they were unaware

that opting out was possible, could not find clear information about how to opt out, or were unsuccessful in doing so. **In total, 50% of students at schools with campuswide autobilling did not know about the program, did not know they could opt out, or did not want to be in it.**

Awareness of campus automatic billing programs increased as students progressed through school, but significant gaps remained. 26% of first-year students were unaware that they were being billed automatically, compared with 8% of seniors. Even so, it is deeply concerning that nearly one in ten seniors were being charged for course materials without their knowledge—after up to four years of enrollment.

Moreover, while general awareness increased, the share of students who did not know they could opt out or were unable to successfully do so remained above 40% across all class years. This persistence suggests that automatic billing programs continue to undermine meaningful consent, regardless of how long students have been enrolled.

Students at Campuses with Automatic Textbook Billing



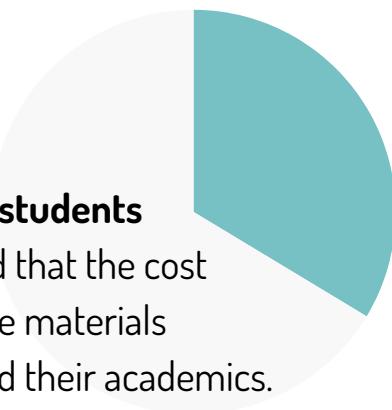
60% of students reported having experience with autobilling at course-specific automatic billing schools. An even higher percentage of students at these campuses did not know that they had the option to opt out of autobilling programs, with **68% reporting that they were unaware that they could opt out or unable to opt out.**

Key Finding 4: The cost of course materials directly affects students' academic choices and success.

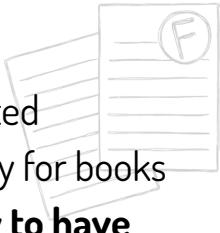
More than one-third of students (38%) reported that the cost of textbooks or access codes affected their academic experience. Students described altering their course selection, prioritizing which required materials to purchase, and in some cases dropping or failing courses because they could not afford the materials.

- 22% chose classes based on the cost of course materials
- 20% prioritized purchasing access codes over other required learning materials
- 7% dropped a class because they could not afford the materials
- 2.5% failed a class because they could not afford the materials

These outcomes are especially troubling given that students are already paying historically high tuition and fees.¹⁰ Unlike tuition, which is disclosed up front, textbook and access code costs are often revealed late in the enrollment process and vary by course, functioning as a hidden and unpredictable expense. For many students, the additional cost of required materials becomes a decisive barrier to academic progress.



38% of students
reported that the cost of course materials impacted their academics.



Students who reported skipping meals to pay for books were **5x more likely to have failed a class** because they didn't have a book.

Key Finding 5: The cost of textbooks and course materials negatively affects students' daily lives.

Nearly one-third of students (32.5%) reported that the high cost of course materials disrupted their daily lives, forcing them to make difficult tradeoffs between educational expenses and basic needs.

- 24% worked extra hours to afford course materials
- 11% skipped meals
- 8% skipped paying bills

Alarmingly, students who skipped meals were nearly five times more likely than the national average to report failing a class because they could not afford required course materials. This finding suggests that the students facing the greatest financial insecurity experience compounding academic harm from textbook costs.

Together, these findings show that the burden of textbooks and access codes extends well beyond the classroom, undermining students' basic needs, well-being, and ability to succeed in higher education.

CONCLUSION

This report documents a textbook marketplace in transition. On one hand, the growth of free and open educational resources has meaningfully expanded access, with more than a third of courses now assigning only free materials. These gains demonstrate that affordability is possible when institutions, faculty, and policymakers invest in open alternatives.

On the other hand, this progress is being undermined by the rapid expansion of access codes and automatic billing programs. These digital models increasingly dictate how students engage with course content, often requiring payment to complete graded work and charging students by default through opaque or difficult-to-navigate systems. As a result, many students are paying for course materials without a meaningful choice.

The consequences are significant. A majority of students have skipped required materials due to cost—the highest rate observed across all four editions of this report. Course material prices shape students' academic decisions, influence whether they remain enrolled in a class, and in some cases determine whether they pass or fail. For many students, especially those already facing financial insecurity, the cost of textbooks and access codes forces painful tradeoffs between education and basic needs.

These outcomes are not accidental. They reflect a marketplace that increasingly lacks the fundamental features of a healthy competitive system. While students are taught the principles of competition and informed decision-making, the textbook market routinely denies them both.

The evidence in this report is clear: free and open materials are reducing costs where they are adopted, but unchecked digital paywalls and automatic billing are perpetuating the affordability crisis students have faced for decades. The future of the textbook marketplace will be defined by which model policymakers and institutions choose to support. With deliberate action, higher education can move toward a system where course materials support student learning without undermining student well-being.

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“Most of my professors are good about only giving free materials. They barely reference textbooks anymore.”

Senior, Economics Major, University of Massachusetts - Boston

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RECOMMENDATIONS

Education is no longer constrained by physical scarcity. Once knowledge is shared under an open license, the cost of sharing it with one student or one million students is effectively zero. There are already academics and others who produce high-quality materials and share them freely. Technology allows those materials to be as high quality as books distributed by traditional publishers.

The central question is no longer whether we can afford to make knowledge free, but whether we're willing to stop charging students for access to information that already exists.

Legislatures and education agencies should work to establish and expand free and open textbooks programs. Open textbooks are written under an open copyright, free for students to use and cheap for them to print.¹¹

Programs across the country have invested in local infrastructure that has made an impact. Colorado's annual OER Conference has trained hundreds of faculty to create and adopt open textbooks and deepened their understanding of open pedagogy. The state's open textbooks grant program is estimated to have saved students more than \$50 million in textbook costs to date.¹² In Tennessee, the Textbook Affordability Task Force has built statewide momentum for open education by hosting robust events during Open Education Week and providing practical resources to help faculty transition to free course materials.¹³ To fully realize the promise of open textbooks, decision makers should pair investments in free and open resources with equally strong efforts to restore transparency and fairness in the textbook marketplace. That includes expanding competition, early disclosing

course materials costs, and ensuring students are not billed without meaningful consent. Students should be able to easily opt out of bundled billing programs—or, better yet, be asked to opt in so they can decide when programs truly serve their interests.

Institutions and higher education systems should continue investing in infrastructure—such as grants, professional development, recognition programs, and dedicated open education librarians—to make it easier for faculty to adopt open textbooks and release their work under open licenses. Institutions should clearly display course materials costs during registration and carefully consider the implications of “inclusive access” contracts.¹⁴

Many institutions offer grants to professors for creating or switching to open texts. Georgia's Affordable Learning Georgia program has funded more than 700 projects to make textbooks more affordable to date,¹⁵ and University of South Florida - St Petersburg's Textbooks Affordability Project (TAP) has saved students \$2.4 million.¹⁶ Research has found that helping faculty make these transitions can impact students beyond the first year of funding as professors use the books for multiple semesters, extending the impact of initial funding.¹⁷

Campuses and higher education systems should also consider rewarding professors for their work. From Massachusetts¹⁸ to Oregon,¹⁹ award programs have been established to recognize the contributions that faculty have made to textbooks affordability.

Faculty should treat affordability as a student success issue, not merely a budget consideration. If possible, they should consider adopting an open textbook.

The number of high-quality, peer-reviewed open textbooks available has increased significantly since our first report. Campuses and states may also offer new or expanded resources for faculty, including grants and dedicated OER librarians who can provide guidance and support. Faculty should review available resources each year to take advantage of these opportunities.

We recommend that faculty consider seriously before signing their students up for automatic billing or assigning an access code, especially if that access code is tied to mandatory homework or quizzes. These programs greatly reduce student choice and the ability to find more affordable options.

Given the widespread lack of student awareness about autobilling programs and difficulty that

students have opting out, faculty should proactively let students know about opt-out deadlines and processes if autobilling programs are unavoidable at their institution.

Student governments and organizations should play an active role in shaping campus and state policies around course materials. This includes advocating for funding and institutional support for open textbook adoption and creation, as well as pushing for transparency in course materials pricing during registration. Student leaders should oppose efforts to further entrench access codes and automatic billing programs that limit choice and charge students by default, and instead demand policies that require informed consent, clear opt-out, or preferably opt-in, processes, and meaningful alternatives for students.

“Textbook costs are getting too high, and I dislike how access codes are essentially mandatory to pass a class because they're paired with homework or exam submission. I'm currently in a class where ... I essentially paid \$80 to some corporation just so I can submit my weekly online homework.”

Senior, Marketing and Public Policy Major, University of Massachusetts - Amherst

“The "Equitable Access" option that UC Davis provides has not been cheaper than buying the textbooks myself for any quarter so far.”

Sophomore, Sociology Major, University of California, Davis

“CourseReady has made buying textbooks easier, but not necessarily cheaper. I would have liked for required materials and their cost to be available before beginning of term so I could weigh options for purchasing outright, purchasing CourseReady, or finding alternative materials.”

Freshman, Engineering Major, North Carolina State University

“This semester all my textbooks have been free and online which has been very helpful.”

Sophomore, Sociology Major, Georgia State University

METHODOLOGY

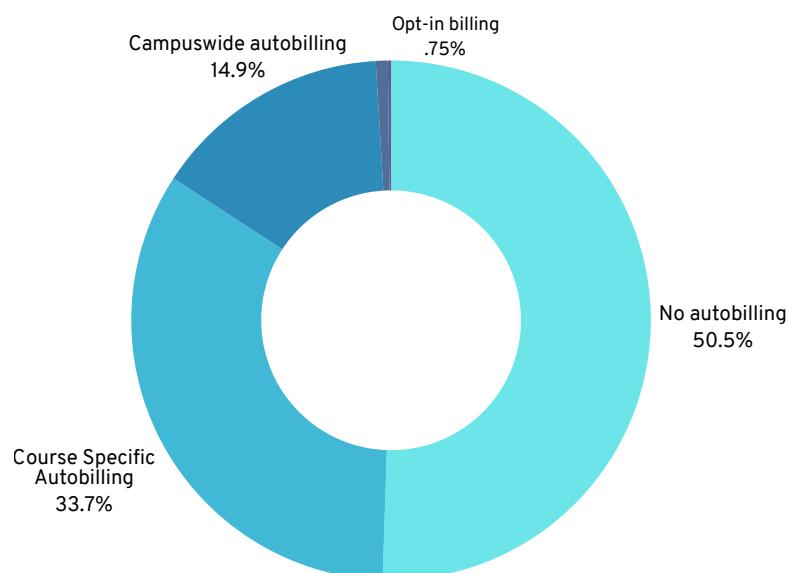
This study consisted of a survey done during September and October 2025. Student PIRGs staff and students, student governments, faculty, and libraries conducted an anonymous multiple-choice and short-answer survey via Google Forms and paper surveys via in-person tables. Paper surveys were collected by PIRG volunteers with clipboards at busy places on campus. They used a standard script to avoid biasing results. These results were then entered into a spreadsheet. Additionally, surveys were collected from emails to entire departments, student bodies, and campus clubs. Volunteers also posted on their personal and organizational social media profiles.

The survey questions can be found in Google Forms,²⁰ and those interested in replicating the survey are welcome to make a copy of the Form for local edits and distribution.

Students from 107 campuses across 25 states participated in the survey. We prioritized getting survey responses from the three major billing types: campuses with campuswide autobilling, campuses with course-specific autobilling, and campuses with no autobilling. Beyond that, we anticipated digital responses from a wide audience.

After removing duplicates and blank submissions, 4,025 responses formed our data set.

Percentage of surveys by campus billing type



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“I find it very frustrating that textbook companies are trying to prevent us from actually owning textbooks—oftentimes it is hard to find real hardcover textbooks, which is ultimately what I desire as an engineer: to have meaningful reference material to look back at after I graduate.”

*Senior, Mechanical Engineering Major,
Oregon State University*

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