



Review of Library Cooperative Intergovernmental Agreements

April 27, 2026

Tonight's Agenda



- Background and History of Cooperative Agreements
- Getting here and timeline
- Who makes up the Cooperative and who's responsible for what
Centralized Collection Project
- Funding of the Cooperative
- Structure of the Cooperative, roles, and decision-making
- Accountability



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History of Cooperative Agreements



1976 = Cooperative created

1976 = voter funded tax measure for Libraries in Washington County

- Rolled into General Fund as part of Measures 5/50
- Strong historical commitment (although not legal commitment) to designate those funds for libraries

1977 = Tualatin joined the Cooperative

2006 = 1st local option levy passed to supplement funding

2010 = Local option levy renewed

2015 = Local option levy renewed

2020 = Local option levy renewed

2025 = Local option levy renewed

Of the 2026/27 total WCCLS budget of \$51,620,626 (Year 1 of the IGA), approximately 45% is made up of the County General Fund transfer; 55% is the Local Option Levy



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History of Cooperative Agreements



1. Washington County Cooperative Library Services Agreement
 - perpetual agreement between the member libraries and Washington County
 - Current agreement approved and in place since January 2006 with two amendments (2007, adding North Plains & 2016, adding Aloha)
 - Set up governance structure, roles, and process
 - Governing Body
 - Executive Board
 - Policy Group

2. Public Library Network, Services, and Funding Intergovernmental Agreement
 - 5-year funding agreement (term of the levy)
 - Term: July 1, 2022 – June 20, 2026
 - Outlined operational terms
 - Minimum operating requirements
 - Ownership & management of the Information Network
 - Services and support provided by WCCLS
 - Services provided by member libraries
 - Funding (allocation, distribution, adjustments, reporting)



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How did we get here



- WCCLS Funding & Governance project started January 2024
Library Director and City Manager directly engaged & involved
- October 2025
Funding allocation methodology and service boundaries approved
- November 2025
5-year local option levy approved by Washington County voters (58% yes)
- January 2026 - present
Governance and IGA drafting work with all members

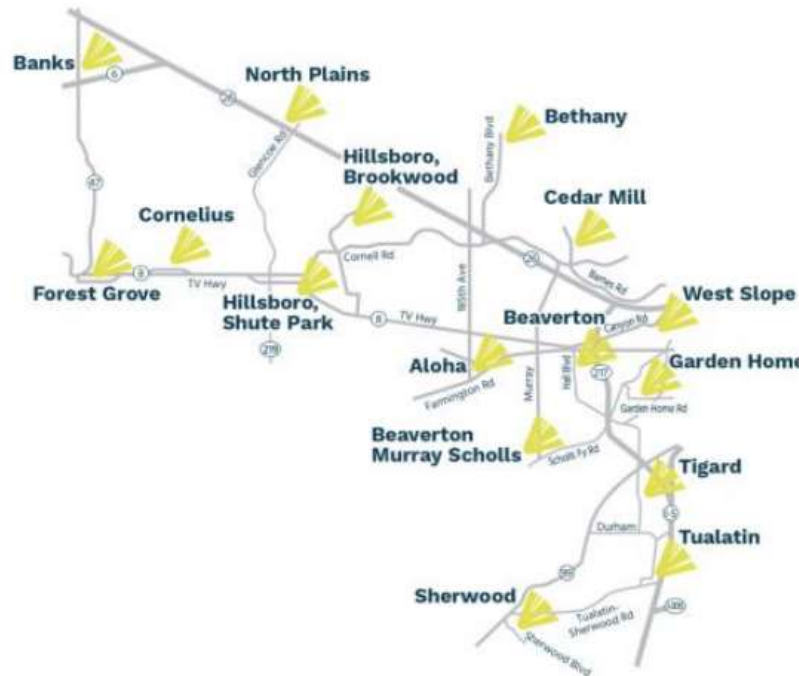


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Who makes up the Cooperative?



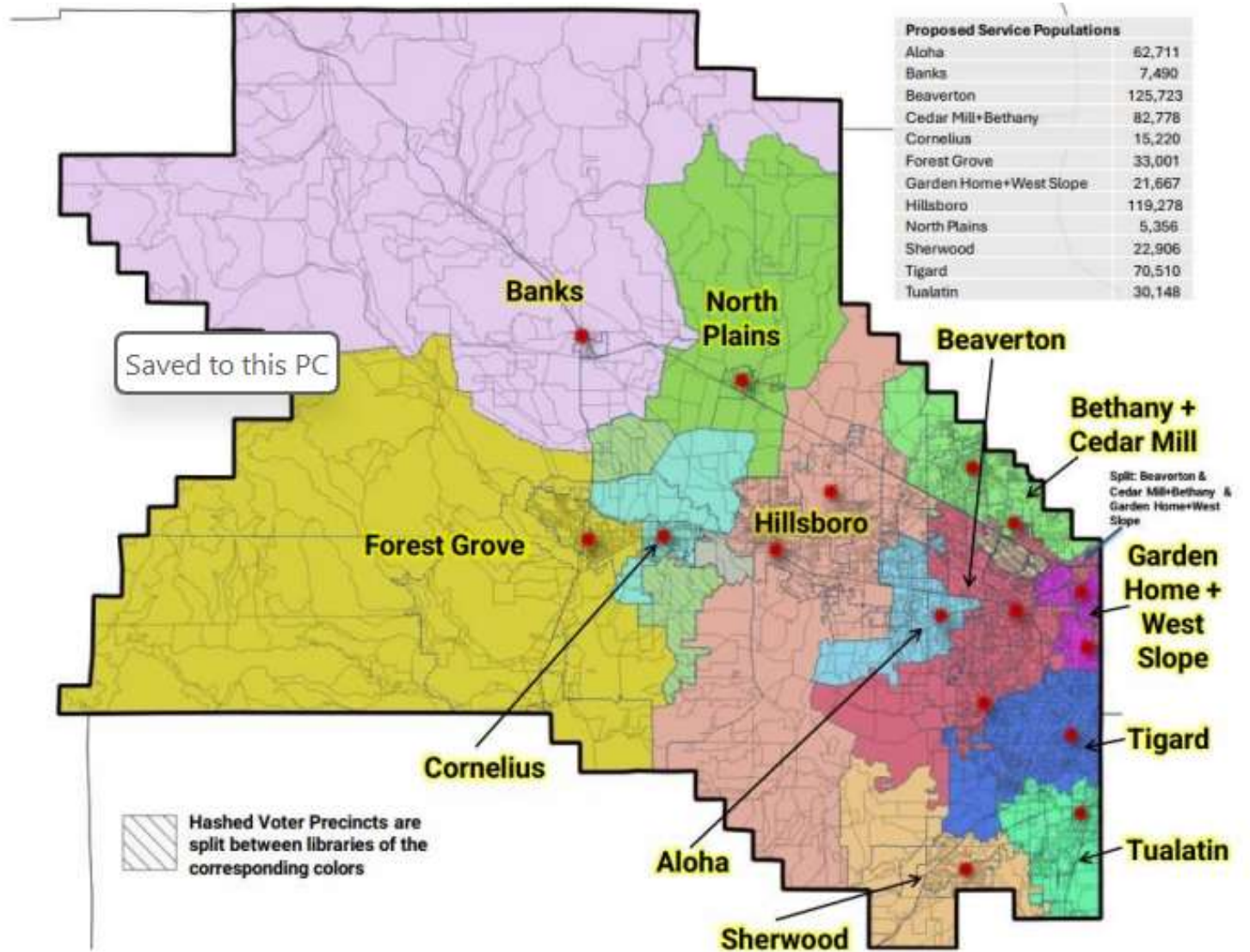
- Washington County
 - WCCLS is a department of the County
 - Governed by the Board of County Commissioners
 - Provides critical infrastructure and support services that connect the independently operated libraries into one countywide system
- Member Libraries / Contractors
 - 9 cities: Banks, Beaverton, Cornelius, Forest Grove, Hillsboro, North Plains, Sherwood, Tigard, Tualatin
 - 3 non-profit libraries: Aloha, Cedar Mill, Garden Home
 - Each with distinct service boundaries and service populations
 - SECTION 14 of the **OPERATING IGA** (Service Boundaries and Service Populations)



Partner service population is based on service boundaries and rounded down to the nearest 2,500.

Service Population

Tualatin Library's Service Population:
30,148



Who's responsible for what: Member Libraries / Contractors

- SECTION 12 of the **OPERATING IGA** (Base Service Levels to be Provided by the Contractors)
 - 12.1 Collections and materials. Provide and maintain:
 - Local collection comprising physical books, media, and other materials (at minimum, through June 30, 2027).
 - Access to community-focused collections comprising physical books and media in priority languages to meet local patron needs provided by WCCLS (after June 30, 2027).
 - 12.2 Community outreach and engagement. Provide and maintain:
 - Website
 - Link to wccls.org
 - 12.3 Personnel. Provide and maintain:
 - Staffing sufficient to support 45 open hours/week
 - At least one full-time exempt employee
 - Schedules to ensure paid staff are available during open hours
 - 12.4 Programs and services. Provide and maintain:
 - In-person services for people of all ages
 - Regular and consistent programming based on community demand



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Who's responsible for what: Member Libraries / Contractors, cont.

- SECTION 12 of the **OPERATING** IGA (Base Service Levels to be Provided by the Contractors)
 - 12.5 Technology. Provide and maintain:
 - Staff computers, scanners, and printers.
 - Circulation technology to support operations
 - Free public access computers with internet access.
 - 12.6 Public spaces. Provide and maintain:
 - Access to buildings and the services
 - Minimum of 45 open hours every week
 - 12.7 Operations. Provide and maintain:
 - Basic policies in place and accessible
 - Annual statistical report required under ORS
- SECTION 8 of the **OPERATING** IGA (Duties and Responsibilities of Contractors for the Network)
- SECTION 15.1 of the **OPERATING** IGA (Compliance with Title VI of the Civil Rights Act)



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Who's responsible for what: WCCLS

- SECTION 10 of the **OPERATING** IGA (Base Service Levels to be Provided by WCCLS)
 - 10.1 Collections and materials. Provide and maintain:
 - Community-focused collections comprising physical books and media in priority languages to meet local patron needs provided by WCCLS (beginning July 2027).
 - Access to interlibrary loan services
 - Mail service
 - Digital collection
 - Digital learning tools and databases
 - 10.2 Community outreach and engagement. Provide and maintain:
 - Website
 - Countywide engagement and partnerships



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Who's responsible for what: WCCLS, cont.

- SECTION 10 of the **OPERATING** IGA (Base Service Levels to be Provided by WCCLS)
 - 10.3 Technology. Provide and maintain:
 - Free public wireless internet access (wi-fi)
 - Online catalog accessible 24/7
 - Events calendar interface
 - Integrated Library System
 - Inventory tags, security tags, library cards
 - Circulation technology
 - The Information Network (as outlined in Section 7)
 - 10.4 Operations. Provide and maintain:
 - Basic policies in place and accessible
 - Annual statistical report required under ORS
 - Courier pick-up and delivery
 - Facilitation of reciprocal borrowing agreements
- SECTION 3 of the **OPERATING** IGA (Ownership and Management of the Information Network)
- SECTION 7 of the **OPERATING** IGA (Duties and Responsibilities of WCCLS for the Network)
- SECTION 15.2 of the **OPERATING** IGA (Compliance with Title VI of the Civil Rights Act)



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Centralized Collection Project



- Multi-year effort to transition from a decentralized model of collection management to a centralized approach; identified in the funding & governance project
- Currently all member libraries manage their own physical collection (the digital collection is already centralized with WCCLS) including all aspects of the process from acquisition to disposition.
- In Tualatin:
 - Responsibility for collection development and management is spread across multiple staff
 - \$210,000 budgeted in FY 25/26 for collection development
- Primary drivers for this effort:
 - Efficiencies across the Cooperative (duplication of effort; lack of consistency in policy and practice)
 - Financial savings realized as a result of efficiencies
- Timeline for this project:
 - February – June 2026 = Discovery & Readiness (launch, data collection, site visits, current state assessment)
 - July – December 2026 = Design & Co-Creation (policy and procedure framework, technical specs, site profiles, implementation roadmap)
 - July 2026 – June 2027 = Implementation & Change Management
 - July – December 2027 = Evaluation, Refinement & Knowledge Transfer



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Centralized Collection Project



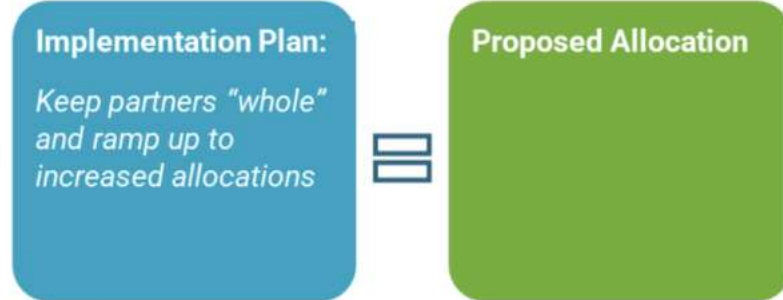
- 2024 survey conducted by WCCLS: respondents indicated that selection of materials was the second highest factor (behind location convenience) in choosing which library to visit.
- The local collection is highly valued by users.
- We are advocating for:
 - Timeline adjustments and flexibility as needed
 - Phased roll-out as appropriate
 - A system that allows for some local collection ownership
 - A community-focused collection (as informed by our staff and patrons)
 - Involvement in what is spent on collections at member libraries and input into how that money is broadly allocated among collection areas



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Funding

- SECTION 16 (Funding Allocations) and Exhibit C of the **OPERATING IGA**
- Presented information to Council in September 2025:



Tualatin Library's service population = 30,000

Tualatin Library's Base Services Allocation = \$1,920,000

Tualatin Library's FTE Units = 15

Implementation Plan Addition = \$57,850

\$ / Unit = \$128K

Tualatin Library's Base Services Allocation = \$1,920,000

Tualatin Library's Proposed Allocation FY26-27 = \$2,009,850

- Documented in SECTION 16.3.1 (Library Funding Allocation)



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Funding



- SECTION 16 (Funding Allocations) and Exhibit C of the **OPERATING** IGA
 - 16.1, Purpose of Funds
 - Provision of library services
 - Allowable costs = overhead or administrative charges, routine building maintenance, furniture, fixtures, and equipment
 - Cannot be used for capital improvements
 - 16.2, Fund Balance (WCCLS will maintain 3 months)
 - 16.3, Funding Distribution
 - 16.3.1, Library funding allocation
 - 16.3.2, Revenue based escalation or reduction

Available Revenues	Proposed Distribution	Example
General Fund + Levy = + %	Allocations increased by same percentage	GF+L = 5% growth = 5% allocation increases to all
General Fund + Levy = flat	Allocations are held flat	GF+L = 0% growth = no increase or decrease to allocation
General Fund + Levy = - %	Allocations are decreased by same percentage	GF+L = 2% decrease = 2% allocation decreases to all



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Funding



- 16.3.2.1, Total Projected Revenue:
 - Projected local option levy revenue, plus
 - Projected delinquent local option levy taxes, plus
 - Projected County General Fund Transfer, equals
 - Total Revenue

“Projected County General Fund Transfers are determined through the County’s annual budget process.”
- 16.3.3, Revenue from User Fees
 - Retained by party who collects the fees
- 16.3.4, Adjustments in Distributions
 - No increase if a contractor opens an additional branch
 - No decrease if a contractor closes a branch (must maintain one service outlet)
- 16.3.5, Distribution Schedule (quarterly)



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Governance: Structure

- Governing Body = Washington County Board of County Commissioners
 - SECTION 3 of the **GOVERNANCE** IGA (Governing Body)
- WCCLS Executive Board (SECTION 4 of the **GOVERNANCE** IGA)
 - 12 voting members representing the 12 contractors
 - City manager or designee
 - Non-voting members (Washington County Administration, WCCLS Manager, Chair/Vice-Chair of the Library Leadership Group)
- WCCLS Library Leadership Group (SECTION 5 of the **GOVERNANCE** IGA)
 - 12 voting members representing the 12 contractors
 - Library Director/Manager or designee
 - Non-voting members (WCCLS Manager)
- Washington County Cooperative Library Services-WCCLS (SECTION 6 of the **GOVERNANCE** IGA)



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Governance: Roles & Responsibilities: Executive Board

- 4.5.1, Strategic Leadership, Oversight, and Accountability for the Cooperative
- 4.5.2, Liaisons to Local Organizations and Governing Bodies
- 4.5.3, Advisory to the Board of County Commissioners, County Administrator, and WCCLS Manager
- Other items addressed:
 - 4.6, Schedule of meetings
 - Meet as needed, not fewer than 4 times per year
 - 4.7, Election of officers
 - 4.8, Quorum
 - 4.9, Voting
 - One vote per member of the Executive Board
 - 4.10, Adding or subtracting members



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Governance: Roles & Responsibilities: *Library Leadership Group*

- 5.4.1, Operational Leadership and Subject Matter Expertise for the Cooperative
- 5.4.2, Liaisons to Local Staff, Community Members, and Advisory Groups
- 4.5.3, Advisory to the Executive Board and WCCLS Manager
- Other items addressed:
 - 5.5, Schedule of meetings
 - Meet monthly or as needed
 - 4.7, Election of officers
 - 4.8, Quorum
 - 4.9, Voting
 - One vote per member of the Leadership Group
 - 4.10, Adding or subtracting members



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Governance: Roles & Responsibilities: WCCLS

- 6.2.1, Funding, infrastructure, leadership, collaboration, coordination, and subject matter expertise in providing infrastructure and Cooperative-wide library services
- 6.2.2, Steward of WCCLS resources and services that link all Partner libraries
- 6.2.3, Liaison between the Board of County Commissioners, County Administrator, Executive Board, and Library Leadership Group



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Governance: Decision-Making

SECTION 7 of the **GOVERNANCE** IGA (Collective Decision-Making)

- 7.1, Collective Decision = “*actions or recommendations that materially affect Cooperative governance, funding, and services.*”
- 7.2, Decision-making structure
- 7.3, Voting mechanism for collective decisions
 - Require 2/3 majority vote
- 7.4, Failure to achieve 2/3 majority vote

Attachment A “Decision-Making Matrix”

- Collective Decisions (governance, funding, service)
- Local Decisions (governance, funding, service)
- WCCLS Decisions (funding, service)



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Accountability



SECTION 17 of the *OPERATING* IGA (Shared Accountability Commitments)

- 17.1, Purpose
- 17.2, Shared reporting commitments
 - Requirement to demonstrate compliance with agreements related to the use of library funds and delivery of base service levels
- 17.3, Ongoing communication
- 17.4, Cooperative process for addressing issues
 - 17.4.1, initial dialogue
 - 17.4.2, collaborative review
 - 17.4.3, escalation only when needed
 - 17.4.4, documentation



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What's next

- May 1 = our feedback and comments due to the County
 - ✓ City Attorney review
 - ✓ Information Services review
 - ✓ Risk Management review
 - ✓ Subject Matter Expert review (Library)
 - City Council comments
- *May 11 or May 25: additional opportunities to discuss with Council in work session, if needed*
- May 12 = County Board of Commissioners work session to discuss member's feedback
- May 26 = County Board of Commissions action to adopt member recommendations and move forward with signature process
- *June 8 or 22: Agreements on Council agenda for adoption*
- June 30 = current levy expires



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Asks of Council



- Advocate for sustained commitment from the County General Fund to WCCLS
 - Section 16.3.2.1, Total Projected Revenue: “*Projected County General Fund Transfers are determined through the County’s annual budget process*”
- Advocate that:
 1. Washington County commit to maintaining community-focused local library collections.
 2. Washington County commit to involving member library leaders in annually determining the amount to be spent on collections at the member library and input into how that money is broadly allocated among collection areas.
- Reinforce the need for and importance of strong communication and ongoing collaboration throughout the Cooperative.



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