

## COOPERATIVE GOVERNANCE AGREEMENT

This Cooperative Governance Agreement is made by and between Washington County, a home rule subdivision of the State of Oregon hereinafter referred to as “County,” on behalf of Washington County Cooperative Library Services, hereinafter referred to as “WCCLS,” and the cities of Banks, Beaverton, Cornelius, Forest Grove, Hillsboro, North Plains, Sherwood, Tigard, and Tualatin, and the Aloha Community Library Association, Cedar Mill Community Library Association and the Garden Home Community Library Association, hereinafter referred to as “Contractor(s).”

### WITNESSETH

WHEREAS, Washington County has approved funding for county-wide library services including non-fee access by County residents to public libraries operated by Contractors; and

WHEREAS, a Cooperative Operating Agreement exists to define the method for distribution of those funds and the rights and responsibilities of WCCLS and Contractors in the provision of county-wide library services; and

WHEREAS, the Parties to this Agreement are either units of local government empowered by ORS 190.010 to enter into an intergovernmental agreement or are private non-profit agencies operating public libraries; and

WHEREAS, all Parties are desirous of providing residents of Washington County with access to public library services and Contractors are capable of providing such access and services; and

WHEREAS the participating jurisdictions now desire to enter into this Agreement to provide, among other things, an Executive Board and Library Leadership Group among the participating jurisdictions and assigning responsibilities thereto in order to serve as advisors to the County regarding the provision of county-wide library service;

NOW THEREFORE, in consideration of the mutual covenants contained herein, the Parties agree as follows:

1. DEFINITIONS. The following definitions shall be used in constructing the following phrases, terms and abbreviations in this Agreement:

1.1. Collective Decisions – Actions or recommendations that materially affect Cooperative governance, funding, or services.

1.2. Cooperative – The collective of WCCLS, participating Contractors, and governance bodies established under this agreement to provide county-wide library services.

1.3. Cooperative-wide – Refers to matters that affect the governance, operations, or coordination of the Cooperative and its participating library service providers, including WCCLS and Contractors.

1.4. County-wide – Refers to matters that affect or are intended to serve the entire population or geographic area of Washington County.

1.5. WCCLS (Washington County Cooperative Library Services) – A department of county government which exists to coordinate, contract for, and/or provide a full range of library and information services to all residents of the county.

1.6. WCCLS Executive Board – the Board established to advise the Board of County Commissioners and the WCCLS Manager on matters pertaining to the funding for Cooperative-wide library services, distribution of financial resources by WCCLS for the provision of Cooperative-wide public library services, and long-term governance and funding strategies.

1.7. WCCLS Information Network – The system that includes: the shared integrated library system software (circulation, public access catalog, cataloging, serials control and acquisitions software); the wccls.org website and its resources; other databases and e-content provided by WCCLS for member library staff or public access; wireless Internet access for the public; central site hardware and software; software, hardware, or peripheral products provided to member libraries and supported by WCCLS; and the telecommunications network linking Contractors to the system and for Internet access.

1.8. WCCLS Library Leadership Group – the group (formerly Policy Group) established to provide technical and professional support and advice to the WCCLS Executive Board, to develop and implement policies and procedures for delivery of Cooperative-wide public library services, and to advise the WCCLS Manager.

2. TERM OF AGREEMENT. This Agreement shall be in effect from July 1, 2026, and shall remain in effect perpetually thereafter, until such time as this Agreement is wholly or partially terminated pursuant to Section 11 herein.

3. GOVERNING BODY. WCCLS shall continue to be governed by the Washington County Board of County Commissioners. A WCCLS Executive Board, described below, shall be involved by the Board of County Commissioners and the Cooperative Library Services Manager in matters pertaining to the funding for cooperative-wide library services, distribution

of financial resources by WCCLS for the provision of cooperative-wide public library services, and long-term governance and funding strategies.

A WCCLS Library Leadership Group, also described below, shall provide technical and professional support and advice to the WCCLS Executive Board, to develop and implement policies and procedures for delivery of cooperative-wide public library services, and to advise the WCCLS Manager.

#### 4. WCCLS EXECUTIVE BOARD

4.1. MEMBERSHIP. The Executive Board shall consist of twelve (12) voting Board Members (“Members”) representing the twelve current Contracting library service providers. For the cities of Banks, Beaverton, Cornelius, Forest Grove, Hillsboro, North Plains, Sherwood, Tigard, and Tualatin, the Members shall be the City Manager of those jurisdictions or their designees. For the Aloha Community Library Association, the Cedar Mill Community Library Association, and the Garden Home Community Library Association, the Members shall be representatives designated by the Contractors’ governing boards.

4.2. NON-VOTING MEMBERS. The Washington County Administrator (or designee) and WCCLS Manager shall represent county-wide services and serve as Members of the Executive Board as non-voting members who participate in discussion. The Chair and Vice-Chair of the WCCLS Library Leadership Group shall also serve as Members of the Executive Board as non-voting members who participate in discussion. Non-voting members do not count towards quorum.

4.3. APPOINTMENTS TO THE WCCLS EXECUTIVE BOARD. Except as otherwise specified herein, appointments for all Contractors and the County are continuous, and Members shall serve at the pleasure of their appointing authorities.

4.4. ROLE OF THE EXECUTIVE BOARD. The Executive Board shall provide strategic leadership, oversight, and accountability for the Cooperative. Executive Board members serve as liaisons between the Cooperative and their individual organizations and governing bodies, ensuring individual accountability to the Intergovernmental Agreements (IGAs) and communicating key information about Cooperative matters to local leadership and governing bodies. The Executive Board advises and makes recommendations to the Board of County Commissioners, the County Administrator, and the WCCLS Manager on issues pertaining to Cooperative-wide funding, governance, and service delivery.

#### 4.5. RESPONSIBILITIES OF THE EXECUTIVE BOARD.

4.5.1. Strategic Leadership, Oversight, and Accountability for the Cooperative.  
Executive Board members will:

4.5.1.1. Provide collective leadership for the Cooperative by developing and maintaining shared vision and priorities and providing recommendations in alignment with these shared vision and priorities.

4.5.1.2. Demonstrate accountability to requirements outlined in the IGA by reporting out on their individual organization's fulfillment of performance requirements.

4.5.1.3. Maintain oversight over Cooperative's performance by reviewing and monitoring performance reporting from all member organizations.

4.5.2. Liaisons to Local Organizations and Governing Bodies. Executive Board members will, in a timely manner:

4.5.2.1. Communicate relevant Cooperative information to local leadership and governing bodies.

4.5.2.2. Represent local priorities, perspectives, and concerns back to the full Executive Board for consideration.

4.5.3. Advisory to the Board of County Commissioners, County Administrator, and WCCLS Manager. Executive Board members will:

4.5.3.1. Review, discuss, and provide recommendations on policy considerations pertaining to Cooperative-wide funding, governance, and service delivery.

4.5.3.2. Provide input and recommendations on funding strategies for the Cooperative, including local option levy proposals or proposals for other funding alternatives.

4.5.3.3. Provide input and recommendations on long-term governance changes, such as amendments to the Cooperative Governance Agreement or proposals for alternative governance strategies.

4.6. SCHEDULE OF MEETINGS. The Executive Board within the first quarter of the term of the Cooperative Operating Agreement or as soon thereafter as reasonable, shall adopt rules governing its procedures, which shall include at a minimum: 1) time and place of regular meetings; 2) the method and manner of calling special meetings; 3) the method, term, and manner of establishing committees or sub-committees; and 4) Executive Board by-laws and rules of procedure. The Executive Board shall meet as needed to adequately execute its duties and responsibilities but not fewer than four times per year. The first organizational meeting shall be a joint meeting with the WCCLS Library Leadership Group and thereafter a joint meeting shall be held as needed, to be determined by the Executive Board. All meetings of the Executive Board shall be held in accordance with Oregon Public Meeting Laws, ORS 192.610 to 192.710.

4.7. ELECTION OF OFFICERS. The Executive Board at its first organizational meeting or as soon thereafter as reasonable, shall elect a Chair and Vice Chair/Chair Elect. The term of each position shall be two years, with elections held at the Executive Board's first meeting of the calendar year in which terms have concluded. The Chair, or the

Vice Chair/Chair Elect in their absence, shall preside over all meetings of the Executive Board. The WCCLS Manager (or designee) shall serve as Clerk of the Board and be responsible for providing notices of meetings and keeping minutes, as required by Oregon Public Meeting Laws.

4.8. QUORUM. A majority of the Members of the Executive Board shall constitute a quorum. All decisions of the Executive Board, unless otherwise provided herein, shall require the presence of a quorum and a vote of those representatives in attendance in accordance with the decision-making structure defined within this agreement.

4.9. VOTING. Each voting Member of the Executive Board shall have one vote. In the event that a Member is unable to attend a meeting in which a vote is scheduled to take place, the Member may appoint a designee to attend and vote in their place.

4.10. ADDING OR SUBTRACTING MEMBERS. Members shall be added to the Executive Board, as needed, to represent new library service providers admitted to the Cooperative through the Cooperative Operating Agreement. Members shall be subtracted from the Executive Board at such time as a library service provider withdraws from membership in the Cooperative and ceases to be a Party to the Cooperative Operating Agreement, or when a city assumes management and fiscal responsibilities for operating a community library, or when two or more library service providers merge into one administrative entity. A library that changes its governance (EX: a city library becomes a community library, or a city or community library establishes a library district) retains its membership rights in WCCLS including membership on the Executive Board and authority to receive funds through the Cooperative Operating Agreement.

## 5. WCCLS LIBRARY LEADERSHIP GROUP

5.1. MEMBERSHIP. The WCCLS Library Leadership Group (“Library Leadership Group”) shall consist of twelve (12) voting Members representing the twelve (12) current contracting library service providers. These twelve Members shall be the Library Director/Manager or their designee.

5.2. NON-VOTING MEMBERS. The WCCLS Manager shall represent county-wide services and serve as a Member of the Library Leadership as a non-voting member who participates in discussion.

5.3. ROLE OF THE LIBRARY LEADERSHIP GROUP. The Library Leadership Group shall provide operational leadership and subject matter expertise for the Cooperative. Library Leadership Group members serve as liaisons between the Cooperative and their individual organization’s library staff, advisory committees, and community members, ensuring alignment with the Intergovernmental Agreements (IGAs) and Cooperative-wide policies, and communicating key information about Cooperative matters to local staff and community members. The Library Leadership Group advises

and provides recommendations to the Executive Board and the WCCLS Manager on issues pertaining to Cooperative-wide service delivery, including operational impacts, community needs, and emerging issues.

#### 5.4. RESPONSIBILITIES OF THE LIBRARY LEADERSHIP GROUP.

5.4.1. Operational Leadership and Subject Matter Expertise for the Cooperative. The Library Leadership Group members will:

5.4.1.1. Provide leadership for the Cooperative by identifying and addressing local and Cooperative-wide needs and challenges, and by discussing, elevating, and recommending actions to address emerging trends and issues related to providing library services.

5.4.1.2. Provide operational leadership over their individual libraries, ensuring alignment with the operational requirements outlined in the IGA and supporting Cooperative-wide strategies, policies, and procedures.

5.4.1.3. Serve as subject-matter experts on the local delivery of library services in line with local priorities, strategies, and service impacts.

5.4.1.4. Develop, approve, and implement Cooperative-wide policies and procedures for the delivery of public library services.

5.4.2. Liaisons to Local Staff, Community Members, and Advisory Groups. The Library Leadership Group members will:

5.4.2.1. Communicate relevant Cooperative information to local staff, community members, and local advisory groups and library support groups.

5.4.2.2. Identify and communicate local challenges and opportunities related to day-to-day operational realities of their libraries while participating in Cooperative-wide decisions regarding service delivery.

5.4.2.3. Identify and elevate community needs and challenges while participating in Cooperative-wide decisions regarding service delivery.

5.4.3. Advisory to the Executive Board and WCCLS Manager. The Library Leadership Group will:

5.4.3.1. Review, discuss, and make recommendations for the development and implementation of shared policies and procedures for the delivery of public library services.

5.4.3.2. Collaborate with Executive Board and WCCLS in strategic planning efforts and advance agreed-upon goals and objectives.

5.4.3.3. Partner with WCCLS Manager to develop recommendations on strategies and alternatives for identifying and addressing trends, risks, emerging issues, and funding strategies for providing long-term library services.

5.5. SCHEDULE OF MEETINGS. The Library Leadership Group within the first quarter of the term of the Cooperative Operating Agreement or as soon thereafter as reasonable, shall adopt rules governing its procedures, and include at a minimum: 1) time and place of regular meetings; 2) method and manner of calling special meetings; 3) method of establishing committees or sub-committees; and 4) Library Leadership Group by-laws and rules of procedure. The Library Leadership Group shall meet monthly or as needed to execute its duties and responsibilities. The first organizational meeting shall be a joint meeting with the WCCLS Executive Board and thereafter joint meetings shall be held as needed, to be determined by the Executive Board.

5.6. ELECTION OF OFFICERS. The Library Leadership Group at its first organizational meeting or as soon thereafter as reasonable, shall elect a Chair and Vice Chair/Chair Elect. The term of the officers shall be for one year, with elections held at the Library Leadership Group's first meeting of each calendar year. The Chair, or the Vice Chair/Chair Elect in their absence, shall preside over all meetings of the Library Leadership Group.

5.7. QUORUM. A majority of the Members of the Library Leadership Group shall constitute a quorum. All decisions of the Group, unless otherwise provided herein, shall require the presence of a quorum and a vote of those representatives in attendance in accordance with the decision-making structure defined within this agreement.

5.8. VOTING. Each voting Member of the Library Leadership Group shall have one vote. Under circumstances when a Member cannot attend, they may, prior to the meeting, submit a vote to the Chair on a specific issue under signature in writing or by email that clearly identifies the sender.

5.9. ADDING OR SUBTRACTING MEMBERS. Member representatives shall be added to the Library Leadership Group, as needed, to represent new library service providers admitted to the Cooperative through the Cooperative Operating Agreement. Member representatives shall be subtracted from the Library Leadership Group at such time as a library service provider withdraws from membership in the Cooperative and ceases to be a Party to the Cooperative Operating Agreement, or when a city assumes management and fiscal responsibilities for operating a community library, or when two or more library service providers merge into one administrative entity. A library that changes its governance (EX: a city library becomes a community library, or a city or community library establishes a library district) retains its membership on the Library Leadership Group.

6. WASHINGTON COUNTY COOPERATIVE LIBRARY SERVICES (WCCLS)

6.1. ROLE OF WCCLS. WCCLS, a department of Washington County, shall distribute funding as approved by the Washington County Board of County Commissioners and provide infrastructure, subject matter expertise, leadership, and coordination in providing county-wide library services. WCCLS serves as steward of WCCLS resources, services, and infrastructure that link all Partner libraries into one Cooperative. The WCCLS Manager serves as a liaison between the Board of County Commissioners, County Administrator, Executive Board, and Library Leadership Group.

6.2. RESPONSIBILITIES OF WCCLS.

6.2.1. Funding, infrastructure, leadership, collaboration, coordination, and subject matter expertise in providing infrastructure and Cooperative-wide library services. WCCLS will:

6.2.1.1. Through the County's annual budget process, distribute funding as approved by the Board of County Commissioners to support the infrastructure and centralized services that link all libraries and support Cooperative libraries in accordance with the provisions of the Cooperative Operating Agreement.

6.2.1.2. Coordinate the transition to centralized collections management through a collaborative process with Cooperative Partners; continue to manage centralized collections.

6.2.1.3. Acquire and maintain the County-operated physical sites and equipment, obtain and manage contracts, and hire and retain staff to support infrastructure and Cooperative-wide library services.

6.2.1.4. Provide subject-matter expertise on county funding and the delivery of Cooperative-wide services.

6.2.1.5. Retain and protect personally identifiable information (PII) and other data in accordance with Washington County policy and applicable laws.

6.2.2. Steward of WCCLS resources and services that link all Partner libraries. WCCLS will:

6.2.2.1. Provide leadership, oversight, and accountability for WCCLS resources and services intended to serve the entire Cooperative.

6.2.2.2. Lead and coordinate, with input and feedback from the Executive Board and Library Leadership Group, efforts to build support for Cooperative-wide library services.

6.2.2.3. Lead and coordinate, with input and feedback from the Executive Board and Library Leadership Group, efforts to identify and pursue funding strategies to support Cooperative services, including levy proposals or proposals for other funding alternatives for Board of County Commissioners consideration.

6.2.2.4. Lead and coordinate, with input and feedback from the Executive Board and Library Leadership Group, efforts to identify and pursue long-term governance changes, such as amendments to the Cooperative Governance Agreement or proposals for alternative governance strategies for Board of County Commissioners consideration.

6.2.3. Liaison between the Board of County Commissioners, County Administrator, Executive Board, and Library Leadership Group. The WCCLS Manager will:

6.2.3.1. Communicate key information about policy proposals from the Executive Board for Board of County Commissioners' consideration.

6.2.3.2. Communicate relevant Cooperative information to the Board of County Commissioners, County Administrator, Executive Board, and Library Leadership Group.

6.2.3.3. Communicate key information about relevant Board of County Commissioners policy priorities and relevant County Administration priorities back to the Cooperative.

6.2.3.4. Collaborate with Partners to identify and address operational, policy, contractual, and fiscal challenges and opportunities related to delivery of infrastructure and services for informing Cooperative-wide decisions regarding service delivery.

6.2.3.5. Collaborate with Partners to identify and elevate county-wide community needs and challenges for informing Cooperative-wide decisions regarding service delivery.

## 7. COLLECTIVE DECISION-MAKING

7.1. PURPOSE AND SCOPE OF COLLECTIVE DECISION-MAKING. The Parties acknowledge that certain matters affecting the Cooperative as a whole are best considered and resolved through a coordinated and consistent decision-making process. For purposes of this Agreement, “Collective Decisions” are actions or recommendations that materially affect Cooperative governance, funding, and services. The categories of decisions considered Collective Decisions are further detailed in Attachment A “Decision-Making Matrix,” which shall be used to guide the Parties in determining the appropriate decision-making pathway.

Matters that are primarily local in nature shall remain under the authority of the individual Contractor or governing body, except where otherwise specified herein or in the Cooperative Operating Agreement. Collective Decisions shall be made using the governance structure established by this Agreement, including the WCCLS Executive Board, the WCCLS Library Leadership Group, WCCLS, and the Washington County Board of County Commissioners (BCC), each acting within the scope of its defined responsibilities.

7.2. DECISION-MAKING STRUCTURE. The Parties shall utilize the Cooperative’s established governance framework to review, consider, and make recommendations concerning Collective Decisions. This structure, comprised of the WCCLS Executive Board, the WCCLS Library Leadership Group, WCCLS, and the BCC, shall remain the basis for Cooperative decision-making for the duration of this Agreement.

7.3. VOTING MECHANISM FOR COLLECTIVE DECISIONS. Except as otherwise provided in this Agreement, Collective Decisions requiring action or recommendation by the Cooperative shall satisfy a two-thirds majority vote. Decisions requiring formal action by the BCC shall proceed as recommendations through the Cooperative's governance structure and shall be considered by the BCC in accordance with applicable laws and County procedures.

7.4. FAILURE TO ACHIEVE TWO-THIRDS MAJORITY. If the Cooperative fails to achieve the required two-thirds majority vote on a Collective Decision requiring Board of County Commissioners action, WCCLS will transmit a summary of the decision-making process, including the final vote and options considered, to the BCC.

8. AMENDMENTS. All changes, modifications, or amendments to this Agreement shall only be considered upon approval of three fourths (3/4) of the Member representatives of the Executive Board. Following a recommendation from the Executive Board, this Agreement may be changed, modified, or amended only in writing executed by three fourths (3/4) of the Parties to this Agreement.

9. SEVERABILITY. If any section, subsection, sentence, clause, phrase or portion of this Agreement is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remaining portions of this Agreement unless the result of the holding is a failure of consideration of any Party.

10. INTERPRETATION. The terms and conditions of this Agreement shall be liberally construed in accordance with the general purposes of this Agreement. This Agreement has been negotiated and prepared by the Parties with their counsel. Any ambiguities with respect to any provision of this Agreement will be construed fairly as to all Parties and not in favor nor against any Party.

11. TERMINATION. This Agreement may be terminated only pursuant to the following:

11.1. This Agreement shall terminate as to any individual Party upon that Party ceasing to be a Party to the Cooperative Operating Agreement.

11.2. This Agreement shall terminate in its entirety, as to all Parties, upon execution of a declaration signed by three-fourths (3/4) of all Parties to this Agreement terminating its effectiveness.

12. COMPLIANCE WITH LAWS. The Parties shall comply with all federal, state and local laws and ordinances applicable to the work performed under the contract including, but not limited to the following, as applicable: Title VI of the Civil Rights Act of 1964, Section V of the

Rehabilitation Act of 1973, the Americans with Disabilities Act of 1990 (Pub L No. 101-336), ORS 659A.142 and all regulations and administrative rules established pursuant to those law, and all other applicable requirements of federal and state civil rights and rehabilitation statutes, rules and regulations.

13. LIABILITY AND INDEMNIFICATION. Each party agrees to hold harmless, defend, and indemnify each other, including its officers, agents, and employees, against all claims, demands, actions and suits (including all attorney fees and costs at trial and on appeal) arising from the indemnitor's performance of this Agreement where the loss or claim is attributable to the negligent acts or omissions of that party. If the indemnifying party is a unit of local government, such indemnification shall be subject to the limitations of liability for public bodies set forth in the Oregon Tort Claims Act, ORS 30.260 to 30.302, and the Oregon Constitution. The parties agree to promptly notify the other in writing of any such claim or demand to indemnify and agree to cooperation with each other in a reasonable manner to facility the defense of any such claim or demand.

14. NO BENEFITS. No Party or its employees is entitled to participate in a pension plan, insurance, bonus, or similar benefits provided by any other Party.

15. NOTICE. Any Contractor shall give immediate written notice to the County of any action or suit filed or any claim made against that Party that may result in litigation and is directly related to this Agreement.

16. INSURANCE. Each Party agrees to maintain insurance or self-insurance, as applicable, in accordance with ORS 30.282. The specific types and minimum levels of insurance required of the Parties shall be as set forth in the then-current operating agreement between the parties governing the provision of library services ("Cooperative Operating Agreement").

Each Party agrees to comply with the insurance requirements established in the Cooperative Operating Agreement for so long as the Cooperative Operating Agreement remains in effect. Nonprofit Contractors shall provide certification of insurance upon request, in accordance with the Cooperative Operating Agreement.

In the event no Operating Agreement is in effect, each Party shall maintain insurance or self-insurance at levels sufficient to comply with the Oregon Tort Claims Act, including ORS 30.270 and ORS 30.282, until such time as a successor operating agreement becomes effective.

17. COUNTERPARTS. This Agreement may be executed in several counterparts, each of which shall be an original, all of which shall constitute but one and the same instrument.

18. CAPTIONS. Captions and headings used in this Agreement are for convenience only and shall not be construed or interpreted so as to enlarge or diminish the rights or obligations of the Parties hereto.

FOR THE CONTRACTOR:

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Signature

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Title

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Date

FOR WASHINGTON COUNTY:

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Signature

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Title

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Washington County

APPROVED AS TO FORM:

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Sr. Assistant County Counsel

**ATTACHMENT A: DECISION-MAKING MATRIX**

The following table provides an overview of the categories of decisions referenced in this Agreement and identifies whether they are subject to Collective Decision-Making, local decision-making, or WCCLS decision-making. This attachment is intended to guide the Parties in determining the appropriate decision-making pathway.

	<b>Governance Decisions</b>	<b>Funding Decisions</b>	<b>Service Decisions</b>
<b>Collective Decisions</b>	Changes to governance structure IGA revisions	Levy renewal/replacement proposals Funding allocation methodology adjustments Cooperative-wide funding strategies	Develop and maintain shared vision and priorities Service strategies and plans to address operational needs and emerging issues Cooperative-wide policies affecting patron experience and staff workflows Contracts for Cooperative-wide service Base service levels Cooperative-wide communications and outreach Cooperative-wide programs and initiatives
<b>Local Decisions</b>	Local board policies and advisory group roles/responsibilities	Local budgeting and resource allocation Local facility or equipment maintenance and operations	Local service delivery strategies and priorities Local communications and outreach Local programs and initiatives
<b>WCCLS Decisions</b>		WCCLS budgeting and resource allocation Central facility equipment or maintenance and operations	Operate and maintain county-wide infrastructure Operate and maintain county-wide services