WASHOE COUNTY
SOLE SOURCE PURCHASE REQUEST FORM

This form is required for sole source approval of any of the following:

Non-grant funds:

- **Equipment or supplies exceeding $50,000**
- **Professional Services exceeding $50,000**

Grant funds:

- **Equipment or supplies exceeding $50,000**
- **Professional Services* exceeding $50,000**
  ***Note:** Noncompetitive awards to professionals or consultants that are on retainer contracts are restrictive of competition and not allowable under OMB guidelines.

DEPARTMENT Library

REQUESTOR'S NAME Debi Stears PHONE # 775-327-8349

REQUISITION NUMBER 3000053183 DATE 11/03/2026

RECOMMENDED SOLE SOURCE SUPPLIER OverDrive

ESTIMATED DOLLAR VALUE OF PROCUREMENT (ANNUALLY) $ 850,000

Description of good or service requested:
see attached report

Unique features/qualifications required that are not available from another supplier:

Were other options sought?

- If yes, why were they unacceptable? If no, why were alternatives not reviewed?

What efforts were made to determine there was no competition for the service or good and how was it determined the price for the purchase is fair and reasonable?

I have read and understand the Policies and Procedures of the Board of County Commissioners including the Washoe County Grants Manual (if applicable) with regard to sole source procurements. I understand that competition is the preeminent consideration in the expenditure of County and grant funds, and I acknowledge the County's commitment to the principle of fairness to any vendor who would like to do business with the County. After observing these principles and considerations, I hereby submit that the goods, services, and/or supplier specified fit the County's sole source criteria for the following reasons:

Please provide sufficient detail to clearly identify the reason(s) for this sole source procurement request. Select all of the following applicable to the requested purchase. Attach additional information if necessary.

Note: Grant-funded purchases must fall under either 6, 7 or 8 below.

☑ 1. The product is unique in design and/or features that are required for a specific application. List the unique features and explain why they are needed for the application the product will be used for.

☐ 2. The product being purchased must be compatible with existing equipment. Identify the existing equipment.

☐ 3. The product requested is one which the user has had specialized training for. Identify who the user of this product will be and provide a description of the previous training.

☐ 4. Consultants/Subcontractors: The individual/company is the most suitable to provide the service requested and the selection process is based on the following:

- ☐ There is evidence that the assistance to be provided is essential and cannot be provided by persons receiving salary support within Washoe County.
- ☐ A selection process was utilized to select the most qualified person.
- ☐ The consulting charges are appropriate considering the qualifications of the consultant or company based on past experience and the nature of the work to be performed.

☐ 5. The product or service is available only from the manufacturer or their authorized representative. Identify the manufacturer or authorized representative, and provide telephone number and address information.

☑ 6. The product or service is available only from a single source.

☐ 7. The awarding agency or pass-through entity expressly authorizes noncompetitive proposals in response to a written request from the grantee department. (Attach sponsor authorization)

☐ 8. After solicitation of a number of sources, competition is determined inadequate.

☑ 9. Other. Please explain the specific circumstances and/or requirements that warrant the goods or services request to be procured from a sole source.

The following provides justification as to reasonableness of price: (i.e.; aligns with market pricing, government discount applied, cost analysis was conducted, aligns with historical pricing, etc.)

I understand that I may be required to justify this sole source procurement before the appropriate authority, including the Board of County Commissioners, and that my signing this document knowing any of it to be false may subject me to administrative action.

Debi Stears

Signature of Requestor

Signature
Department Head Approval

Debi Stears

Print Name

Print Name

For completion by the Purchasing Division:

( ) Sole source justification is adequate and exempt from competitive bidding requirements per NRS 332.115.

(✓) Sole source justification is adequate to justify exemption from competitive bidding requirements per NRS 332. 115.1.(k)

( ) Sole source justification is adequate and exempt from competitive procurement requirements Uniform Guidance 2 CFR Pt. 200.320.

( ) Sole source justification is inadequate and request is returned to department for additional justification, instructions on whether to seek competitive bids for the goods or services requested, or to withdraw the request.

Mark Stewart Digitally signed by Mark Stewart
Date: 2026.11.05 09:40:48 -08'00'

Signature
Purchasing and Contracts Manager
(or authorized representative)

Print Name

Date

OVERDRIVE JUSTIFICATION – SOLE SOURCE

Description of goods or services requested

Annual access to the OverDrive digital-library platform and Libby application, including licensing and delivery of eBooks, digital audiobooks and digital magazines; Kindle-compatible public-library eBook delivery; management of the Library's existing digital collection; patron authentication; circulation and holds management; collection-development tools; usage reporting; and related technical support.

Unique features or qualifications

OverDrive is the exclusive provider of Kindle-compatible eBooks to public libraries in the United States. Kindle compatibility is an essential requirement for Washoe County Library System because Library circulation data demonstrate that approximately 39% of digital eBook checkouts, representing 167,854 annual checkouts are delivered to or read through Kindle devices.

OverDrive also provides the Library's eBooks, digital audiobooks and digital magazines through the established Libby application, allowing patrons to use a single account and interface for searching, borrowing, placing holds and accessing these materials. Alternative platforms reviewed by the Library do not provide Kindle-compatible public-library eBook delivery and do not provide the same combination of required digital formats and continuity with the Library's existing OverDrive collection.

These capabilities are necessary to maintain access for existing patrons, preserve continuity of digital-library service and avoid excluding a substantial portion of Library users who rely on Kindle devices.

Were other options sought?

Yes. The Library reviewed cloudLibrary, Hoopla, PressReader and EBSCOhost eBooks. cloudLibrary provides eBooks and digital audiobooks but does not support delivery of public-library eBooks to Kindle devices and does not provide the Library's required digital-magazine service. Hoopla provides certain eBooks, audiobooks and other streaming materials through a primarily pay-per-circulation model, but does not support Kindle delivery and does not offer a title catalog and licensing model equivalent to the Library's existing OverDrive collection. EBSCOhost eBooks content is largely geared toward academic and research libraries and does not provide the popular content that OverDrive does.

Although these platforms may provide useful supplemental services, none of the alternatives reviewed can provide the Library's essential requirement for Kindle-compatible

public-library eBooks or fully replace the existing OverDrive/Libby service without materially reducing access for current patrons.

What efforts were made to determine there was no competition for the service or good and how was itdetermined the price for the purchase is fair and reasonable?

The Library conducted market research by reviewing available public-library digital-lending platforms and participating in demonstrations or discussions with OCLC (CloudLibrary), Midwest Tape (Hoopla), and Ebsco (EBSCOhost). The evaluation considered Kindle compatibility, eBook and audiobook title availability, digital magazines, licensing models, patron authentication, holds management, existing-content continuity, accessibility, reporting, technical support and compatibility with the Library's current operations.

The review determined that competing platforms can provide portions of the requested service but cannot provide Kindle-compatible public-library eBook delivery. OverDrive has confirmed that it is the exclusive provider of this capability to public libraries in the United States. Because approximately 39% of the Library's digital eBook usage depends on Kindle delivery, a platform without this capability would materially reduce patron access and would not satisfy the Library's essential operational requirements.

Supporting documentation, including the vendor comparison, demonstration notes, circulation statistics and documentation of OverDrive's Kindle exclusivity, is attached.

The Library evaluated price reasonableness through a review of historical expenditures, current licensing terms, publisher-established content prices, platform or service charges, annual circulation and cost per circulation.

The proposed FY27 amount of $850,000 consists of approximately ***$818,000 for digital-content licensing, $17,500*** for digital magazines and ***$14,000 for platform or service charges.*** This represents a change of approximately ***-20% from FY26 expenditures of $1,060,580.*** Despite continued growth in digital circulation and ongoing pressure from publisher pricing, the Library is reducing expenditures on OverDrive content in order to maintain adequate funding for print materials, which continue to experience strong patron demand. To remain within budget, the Library will employ a more selective purchasing strategy and will not purchase as broadly across titles and formats as in previous years.

Based on approximately **1,230,000** ***projected annual circulations, the estimated FY27 cost is $0.69*** per circulation, compared with **$0.89** in FY26. The Library also reviewed **current OverDrive Marketplace pricing, publisher licensing costs, alternative digital content platforms, historical circulation and expenditure data, projected patron**

demand, and comparable investments made by peer public libraries. Based on this analysis, the Library has determined that the proposed pricing is fair and reasonable for the required services and anticipated level of patron use.

BOX 1-

The unique required feature is delivery of borrowed public-library eBooks to Amazon Kindle devices. OverDrive is the exclusive provider of Kindle-compatible public-library eBooks in the United States. This feature is essential because approximately **39% *of the Library's digital eBook circulation, totaling approximately 170,000*** uses Kindle delivery. Eliminating this capability would disrupt service to approximately13,430 patrons and materially reduce access to the Library's digital collection.

Although other vendors offer digital-library platforms and electronic content, OverDrive is the only source that provides the Library's essential requirement for Kindle-compatible public-library eBook delivery in the United States. Alternative platforms may supplement the Library's digital services but cannot replace this required OverDrive capability.

BOX 9

Washoe County Library System has an established OverDrive digital collection consisting of **approximately 71, 156 licensed titles/copies acquired at a historical cost of approximately $6,400,000. *The system also contains approximately 125,418 a*ctive patron holds, 36,557 active users** and established circulation, authentication, collection-management and reporting workflows.

Transitioning to a different platform would require the Library to determine whether existing licenses can be transferred, replaced or made available through the replacement platform. It would also require migration or reconciliation of patron holds, circulation settings, catalog records, authentication, reporting and staff workflows. The Library has determined that these impacts would include loss of existing collection investments, disruption to patron access and holds, migration of over 1.2 million annual circulations to a new platform, potential loss of Kindle compatibility for 13,430 users, significant staff implementation time, and patron retraining costs.

This continuity consideration is not presented solely as convenience or avoidance of change. It is relevant because competing platforms do not provide the required Kindle functionality, and a transition would both disrupt the existing service and eliminate a documented method of access relied upon by County patrons.

Publishing Updates & Digital Trends

WASHOE COUNTY
LIBRARY SYSTEM

Publishing Trends: Pain Points Hurting Budgets

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Today’s Digital Consumer

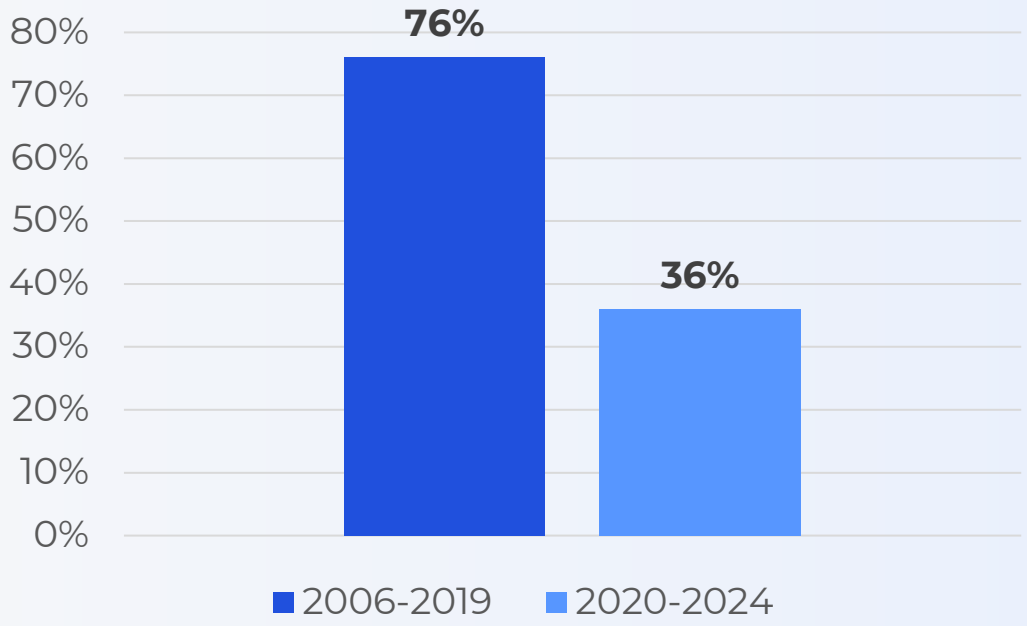
- Prioritizes convenience
- Expects services tailored to their needs
- Appreciates a seamless experience
- Looks for instant gratification



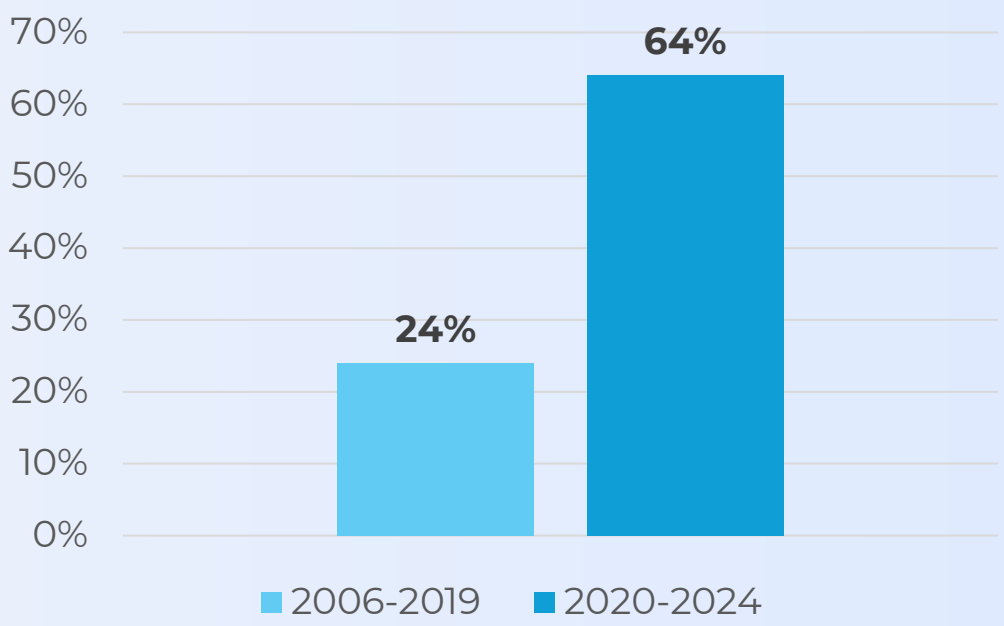
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Shifting License Landscape

% of Purchased Perpetual Licenses Decreasing



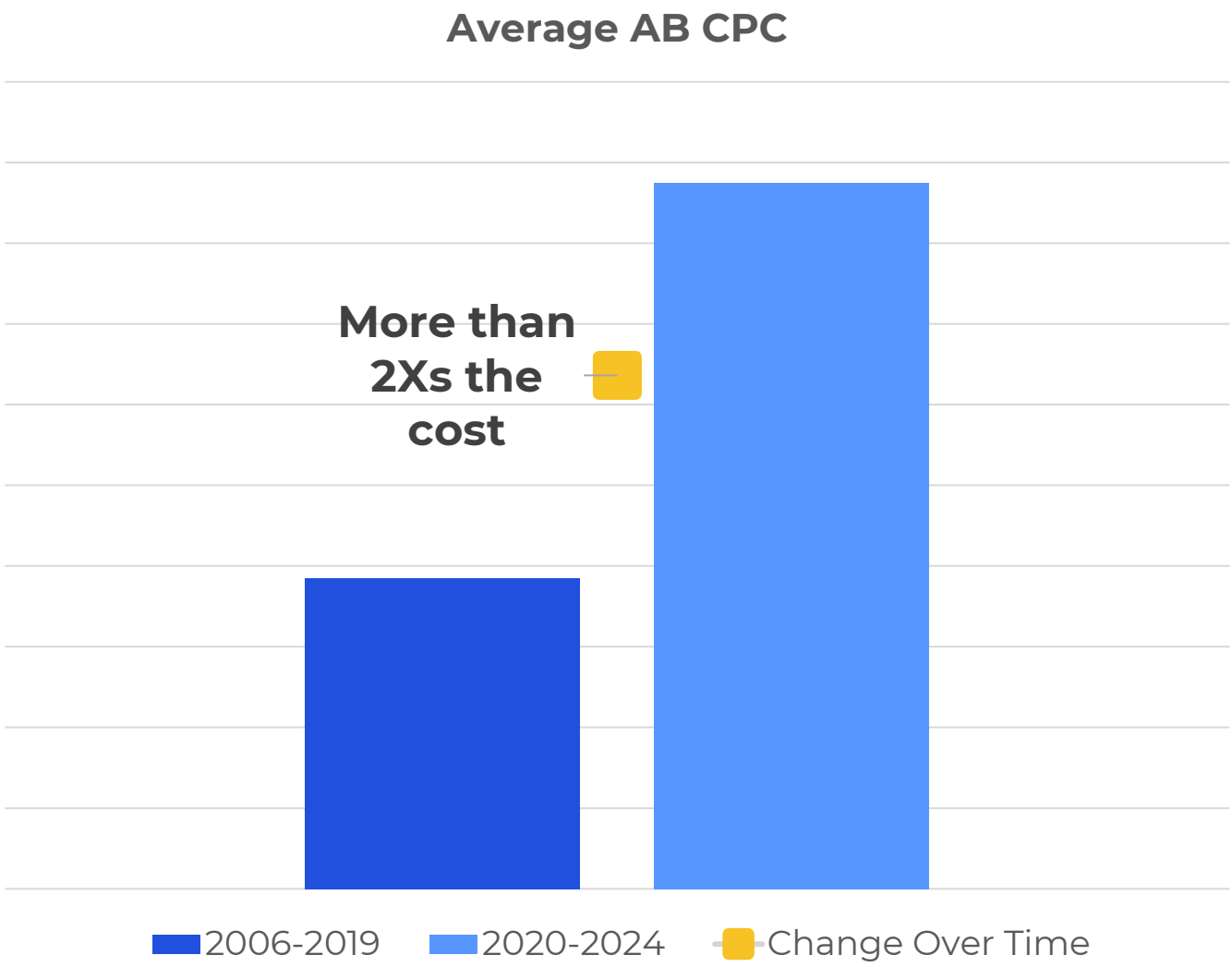
% of Purchased Metered Licenses Increasing



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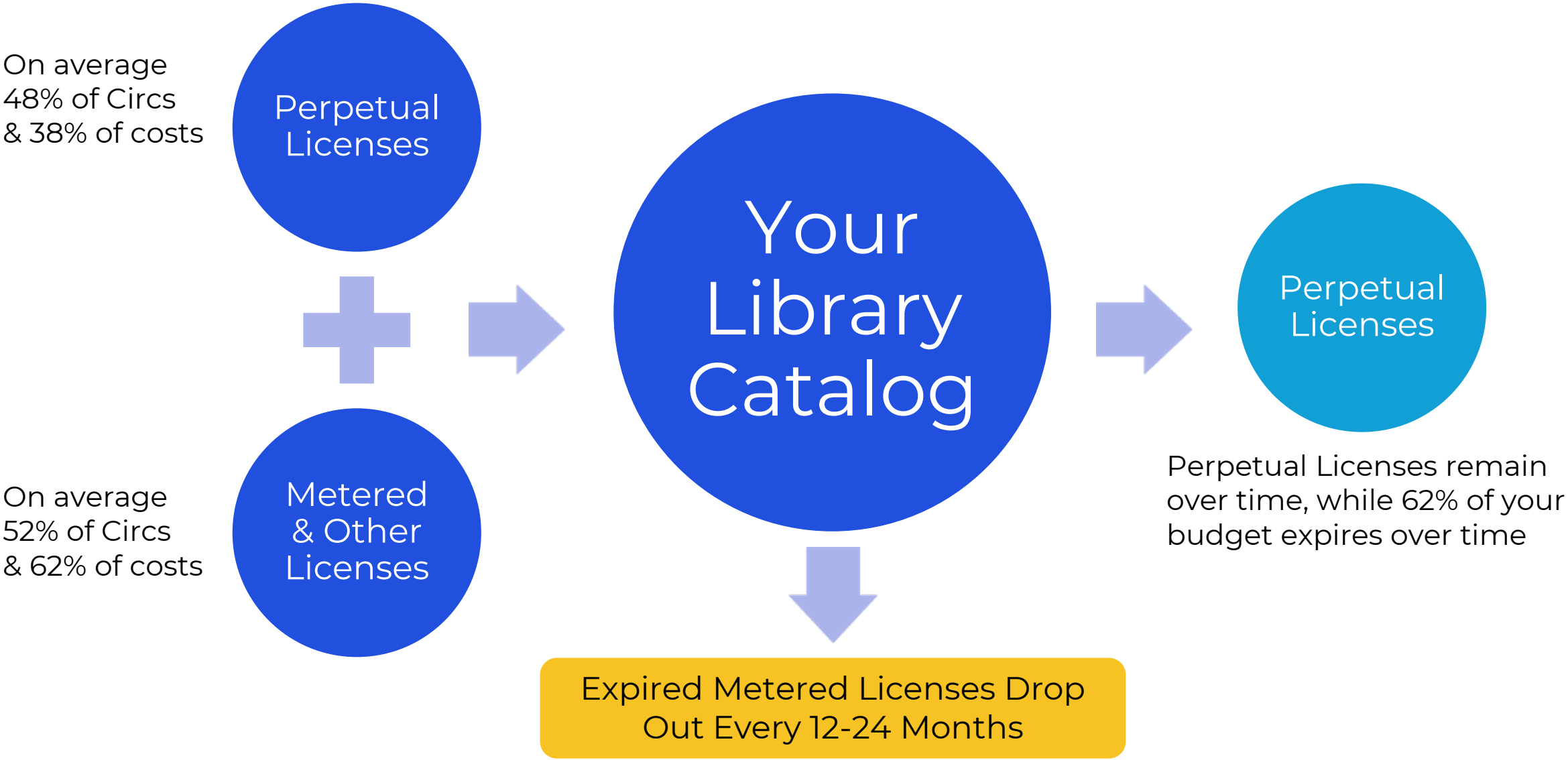
AB Average Cost Per Circ Trend Over time

- AB Costs per Circ have more than doubled since Covid with an average increase of 127%
- All of the Big 5 Publishers have had 100+% increases in cost since 2020



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Library Catalogs are Shrinking **3-4%** Every Year



Long Term Solutions

What does your patron behavior and these publishing trends mean?

- Patrons will hop around looking for the most readily available titles.
- Publishers continue to increase license costs, and thus their cost-per-circ increases. Conversely, hoopla has not increased circulation costs since launch.
- Focusing on multiple platforms with overlap, especially as those costs increase, results in a duplication or false demand as patrons look for the same titles in multiple places.
- Budgets are then allocated to repeated sources, increased license costs, etc.

What do we do?

- Consolidate content (such as transferring Cloud licenses – this would allow those licenses to work together in one place with our Instant collection).
- Focus on what your patrons are asking for.
- Use vendor-provided tools to help with publishing cost increases, such as embargoes and Holds Relief.

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What is Hoopla holds relief?

- A title is offered both in Instant and Flex
- Your library has purchased the Flex One User/One Copy license (likely before an embargo period ends, allowing the title to go to Instant)
- Holds relief is enabled for Hoopla
- Hoopla utilizes the Instant license in the background to fill patron demand when holds exceed the library holds ratio
- Minimizes patron wait time
- Ensures you don’t purchase more One User/One Copy licenses than needed to meet patron demand

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Flex + Instant + Holds Relief of 5:1 - Example

Title Availability



- Single One Copy/One User license is purchased
- Title is also available in Instant

Patron Holds



- Seven patron holds are currently on the title

Holds Relief



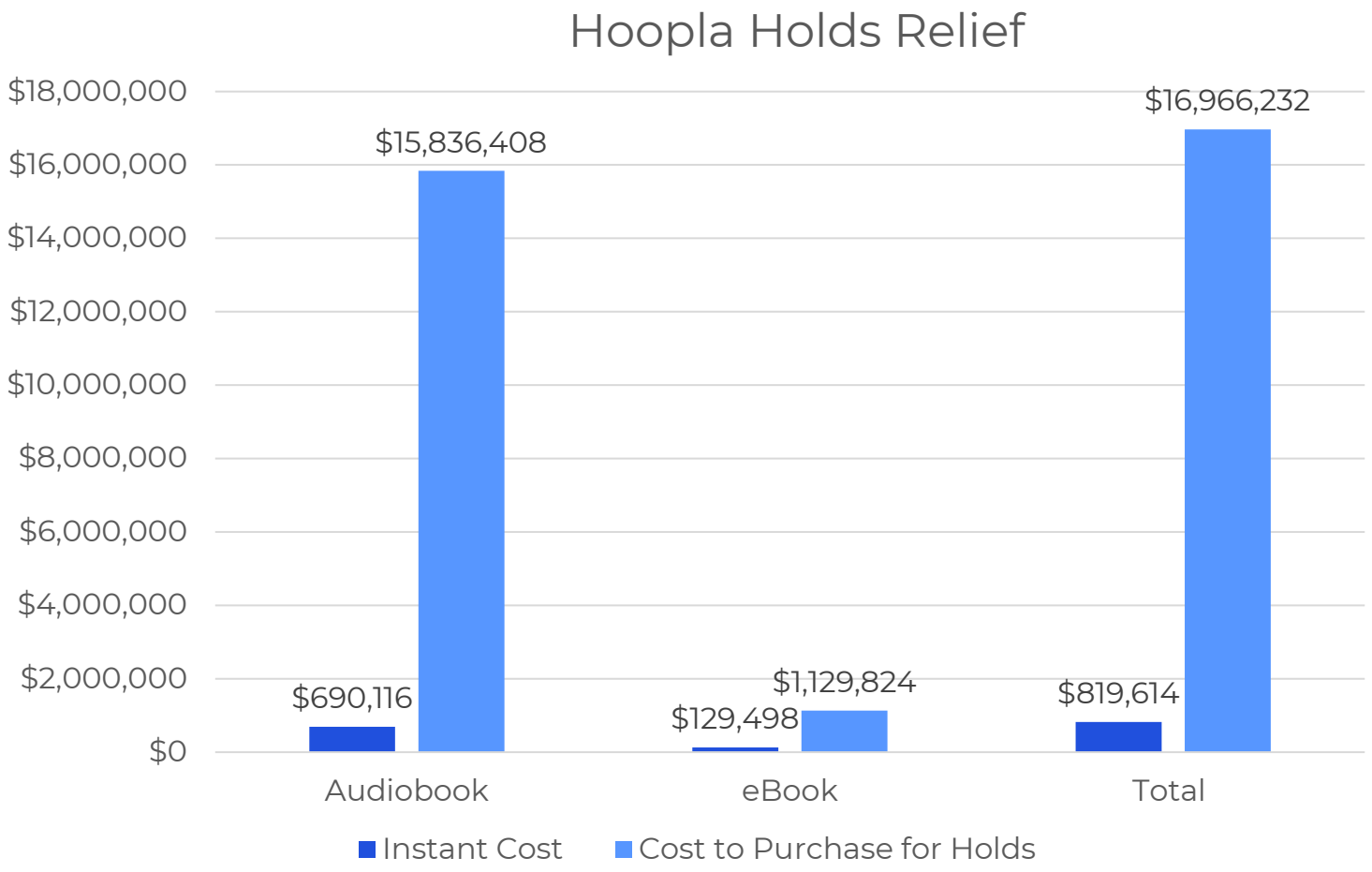
- 5 Patrons will be served by the One Copy/One User Model
- 2 Patrons served by Instant

Holds Relief is not apparent to Patrons –
it will appear as if they received a Flex Borrow

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2025 YTD Hoopla Flex Partner Holds Relief Savings Summary

Over $16M in savings!



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Hoopla Flex Patron Behavior

- Currently on Hoopla, **less than 50%** of patrons are placing holds on Flex titles
- Of those patrons placing holds, on average **62%** borrowed another title

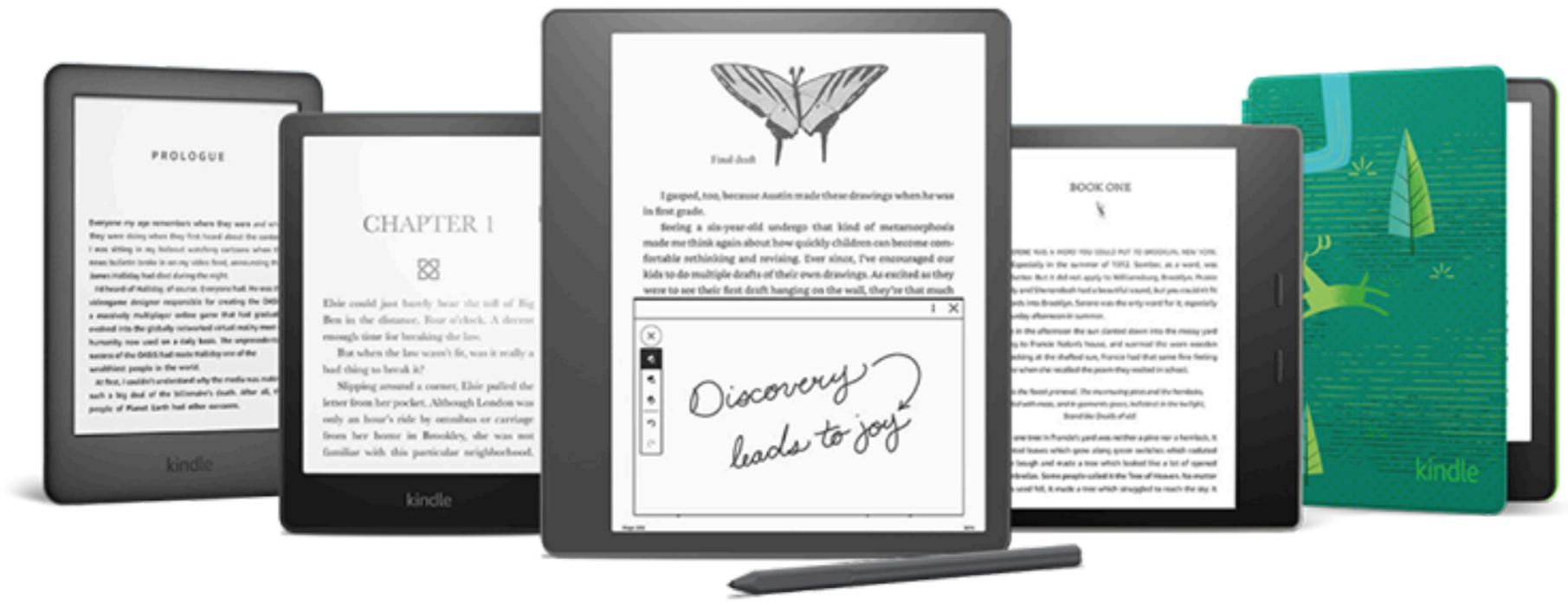


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PUBLIC LIBRARIES

Kindle ereaders & Amazon Fire tablets





Kindle ereaders

borrow Kindle Books through the Libby app or your library's OverDrive website. With a few easy steps, patrons can enjoy borrowed ebooks on their favorite Kindle ereader.

In the Libby app, patrons can use filters to easily find Kindle Books.



1. Tap ☰ to show all filters.
2. Scroll to Read With... filter.
3. Tap kindle.
4. Then tap Show Titles.

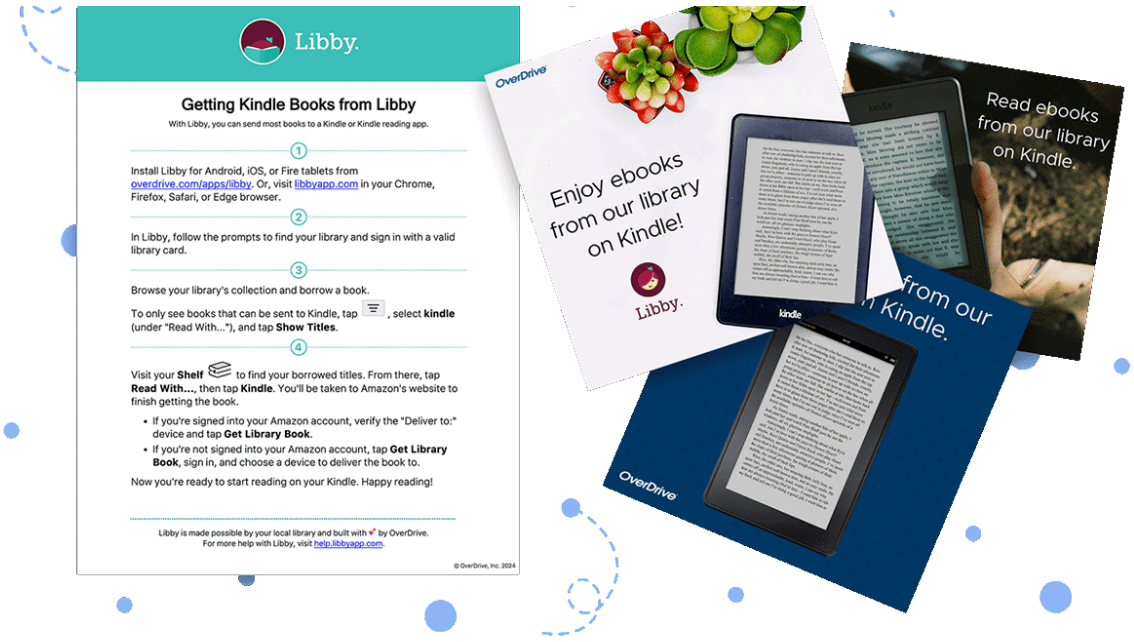
They can also **set their reading preference** to "Kindle" to streamline the process of **sending borrowed ebooks to Kindle**.



Amazon Fire tablets

Patrons with Fire tablets can install Libby from the Amazon Appstore on compatible Fire tablets. Libby is compatible with Fire tablets from 2020 or later, plus some earlier models.

Learn more about using Libby with an Amazon Fire tablet.



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COMPANY

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