

Memorandum

Date: December 30, 2020

To: Honorable Mayor and Members of City Council

From: Bob Harrison, City Manager
Scott Schafer, Public Works Director
Sara Watkins, Senior Assistant City Attorney
Ken Wilkinson, Parks & Recreation Division Manager

Subject: Analysis Report on Washington Fruit Community Center

At the December 8, 2020 City Council meeting, City Council directed the City Manager to conduct an analysis of the Washington Fruit Community Center (WFCC) and identify community programming needs and options as to how to meet those needs in a report to City Council for the January 5, 2021 meeting. The report is to also include numerical data on the level of previous participation with YPAL programs and some community input (Appendix B).

In recent years, there have been concerns regarding the total amount of programming and activities being conducted at the WFCC in addition to the boxing program and how they benefit the community, in particular usage by the neighborhood. The City has chosen to operate the WFCC under a contractual relationship with a direct service provider, Yakima Police Activities League (YPAL). The Operating Agreement is discussed below. The original goals and objectives of YPAL were to bring youth and volunteers together to interact in a positive manner as an alternative to gangs and drugs. This had been accomplished through many offered activities such as youth leadership programs, tutoring, computer labs, wrestling and boxing.

YPAL reported to City staff earlier this year, pre-COVID, that they had 49 kids enrolled in their boxing program but were having difficulty offering other services due to the lack of volunteers. After a review of YPAL's insurance, it was discovered that YPAL did not have coverage for traumatic brain injuries (it was excluded) that would provide coverage to the City in the event of a claim. In a February 28, 2020 letter, the City notified YPAL that their boxing program must cease and desist until proper insurance was obtained. That issue is still being worked through. Lastly, YPAL has had difficulty, due to a variety of factors, retaining an Executive Director and is currently without one.

The purpose of this report is not to criticize YPAL. They have tried to be good partners with the City of Yakima and have been able to provide good service in the limited programming they have been able to offer. A primary question we do want to address in this report, are the neighborhood and the broader community getting programming options in a way that best meets the community and neighborhood needs.

Operating Agreement:

The City of Yakima contracts the operation and maintenance of the WFCC to YPAL under an agreement entered into on March 12, 2019. Pursuant to the agreement:

YPAL shall manage, operate and maintain WFCC consistent with City policies and with the general concepts of community centers in order to meet the needs of the residents, including, but not limited to, the poor and disadvantaged, particularly in the areas of health, education, employment, welfare, recreation, youth programming, and other such areas.... consistent with the general uses of a non-profit neighborhood facility.

The contract required that "at a minimum" YPAL be open Monday through Friday from 3:00pm to 7:00pm. Under the Agreement YPAL is responsible to find tenants, service providers and partners as it deems appropriate to fulfill the terms of the agreement.

The Agreement's term is for five (5) years, through December 31, 2023, with an option to extend the Agreement for two additional five-year terms. The Agreement may be terminated by the City at any time by providing sixty (60) days written notice to YPAL that the Agreement will be terminated. The Agreement can also be terminated by mutual agreement of the parties.

Capital Improvements:

KDA Architecture is currently under contract with the City in developing a Master Plan for potential future use and investment in the facility. One significant component of the Master Plan is obtaining public input from the surrounding neighborhood to determine the desired programming and activities. An Open House was originally planned at WFCC to provide the neighborhood an opportunity to learn of the potential plans and to provide valuable feedback. COVID-19 unfortunately delayed this outreach and project. The City Council also provided direction and a funding commitment to upgrade the aging ventilation system at the facility to improve the air quality by reducing or even eliminating airborne contaminants such as COVID-19. This upgrade for the HVAC is planned for 2022 utilizing Community Development Block Grant COVID-19 funding.

WFCC Operating Options:

Option 1: Continue with the current contract with YPAL and better define expectations for programming and service.

Option 2: The City takes over direct management of the facility and City staff program the facility. Appendix A has a description of some of the ideas that City recreation staff have in potentially programming the facility.

Option 3: The City takes over direct management of the facility and leases the facility to third party program providers.

Funding:

The Parks & Rec Division has already budgeted the funds necessary for the Beyond the Bell program and Summer Day Camp for 2021 (as outlined in Appendix A). No additional funds would be needed unless it was decided to conduct a second Summer Day Camp at Miller Park. In addition, the City could also utilize Community Development Block Grant (CDBG) funding to initially develop and implement other programs that eventually could be managed by other organizations (CDBG Quarterly Beneficiary report included as Appendix C).

Miller Park:

Miller Park is one of only a few "green spaces" within the northeast section of the City. Yakima Transit Route 6 serves this park with a stop every 30 minutes. This would allow residents without transportation, the ability to attend the various programs and activities at the WFCC.

Additionally, recreation can be a critical component in fighting neighborhood crime and providing social capital for a neighborhood. Building community connections and having a place to support our youth in the neighborhood with healthy and safe options will have an impact on enhancing the stability in the neighborhood in the long term.

The City is actively trying to secure funding and fund-raise for a make-over for Miller Park. Much of the existing improvements at the Park are in need of repair or replacement. With the improvements, Miller Park, along with the WFCC could be a major catalyst in helping to improve the safety and societal outcomes in that neighborhood.

Conclusion:

The City can proactively make a difference by enhancing the WFCC as a community asset. The primary question is whether the City would like to continue under its contract with YPAL as the agent for managing, marketing, and programming the facility. If yes, then it would be fair to set certain benchmarks for YPAL to meet in providing these services. If no, there are several options that the City could pursue to meet City policy objectives.

APPENDIX A: City Staff Programming

Youth Programming & Activities:

- **“Beyond the Bell” After School Program.** The City’s “Beyond the Bell” program is a safe, supervised, after school program for kids to participate in a variety of fun, educational, recreational and cultural activities after school. The program has been extremely popular with working parents. The City has an agreement with the Yakima School District to serve up to 100 students in the gymnasium at Roosevelt Elementary located at 120 N. 16th Ave. between the hours of 3:15 to 6:00 pm Monday through Friday. Students are provided:

- Homework Assistance
- Arts & Crafts
- Sports & Games
- Teamwork Building
- Snacks

The cost is \$15.00 per week per child. The fee does not cover the full cost of the program materials or staffing. The program costs approximately \$124,000 per year with revenue of about \$52,000 collected. The remaining balance of nearly \$72,000 is budgeted yearly from the General Fund.

Currently, Parks & Rec is subjected to the availability of the gymnasium and are frequently “bumped” in favor of school activities and events such as concerts, sport events, etc. The proposal would be for the City to move its current Beyond the Bell program from Roosevelt Elementary to WFCC. As this would be a City owned facility managed by City staff so there would no longer be the concern for cancelling the program for school events and could possibly offer more programs to serve more students.

- **Summer Day Camp.** The City’s Summer Day Camp provides children between the ages 5-11 years with programs and activities from mid-June to mid-August at Kissel Park (32nd Ave & Mead) Monday through Friday from 9:00 am – 4:00 pm. Programs and activities consist of:

- Weekly Franklin Pool Trips
- Recreation Activities
- Arts & Crafts
- Park Beautification – Litter Clean Up
- Dental Care
- Teambuilding Games
- Social Skills
- Lunch/Snacks

The cost is \$60.00 per child for the entire summer program. The fee does not cover the full cost of the program materials or staffing. The Summer Day Camp at Kissel Park costs approximately \$60,000 per year to provide programs and activities to 130 kids. Revenue collected totals just under \$8,000. The remaining balance of nearly \$52,000 is budgeted yearly from the General Fund.

If it is determined that Parks & Rec staff is to manage out of the WFCC, staff is proposing to retain Kissel Park as the location for the Summer Day Camp, but to possibly add another Summer Day Camp at Miller Park in order to better serve the eastside of Yakima. This would require additional City funds.

- **Homework Assistance.** Homework assistance could be done after school. Volunteers could be used, but a paid person would need to oversee the activity.
- **Recreation & Sports Program.** Gymnastics Plus, Dance Studios have partnered with Parks & Rec in the past to provide these types of programs. These programs are typically a break even or 80/20 split program. The WFCC could be used as a check-in location for sport programs in Miller Park. Simple basketball and soccer programs could be created at low cost to cover the required supervision and supplies. As such, no additional funding from the City to provide the programs.
- **Story Time.** Having volunteers and/or the Yakima Library provide a story time at no cost.
- **Drop-In Time.** Staff could be available for minimal supervision of kids and guide them to activities. A proposed \$30 per month drop-in fee could be charged. The afterschool drop-in time slot of 3:00 pm to 7:00 pm could be available.

Senior Programming & Activities:

The following Senior programs and activities currently held at the Harman Center could also be established at WFCC:

- **Free blood pressure checks, blood sugar checks and hearing screening.** Testing is performed by retired nurses at no cost to the City.
- **Card Games.** Cribbage, Pinochle, Skip – Bo and Hand and Foot are a few of the card games that could be provided at WFCC. The cost of the activities would be the initial outlay of funds to purchase cards and board games. A drop-in fee of \$1.00 would be required for all participants.
- **Senior Nutrition lunches.** Currently, the City works with People for People (PFP) to provide lunches for seniors at the Harman Center. The Parks & Recreation Division provides the space, tables, chairs and the commercial kitchen. PFP prepares the food and utilizes volunteers to serve with a fee charged. The WFCC has a commercial kitchen and PFP could be approached to provide senior nutrition lunches at this site.
- **Computer classes.** Our understanding is that there are computers in the WFCC. These computers could be utilized for classes on basic computer uses and programs like Facebook.
- **Coloring Group.** This activity could be enjoyed at very little cost. Materials only at \$1.00 per day fee.

- **Holiday Seasonal Craft.** Like the Harman Center, staff could provide a Holiday craft at WFCC. The cost is \$5.00 and it covers the cost of the materials only.
- **Exercise Class.** Simple movement and maintenance of range of motion is extremely important for seniors to remain healthy. The program could consist of three classes per week at a cost of \$15 per month. The fee would cover the cost of the instructor.

Rentals:

Rental of the various rooms at WFCC could be advertised for weekend and evening events such as birthday parties, wedding receptions, quinceaneras, etc.

APPENDIX B – Information submitted by YPAL

Bob Harrison
Yakima City Manager
12/28/2020

Explanation of enclosures:

YPAL CM review 12 – 20

This is a review of sports physicals required to participate in boxing, wrestling and tae kwon do. The names have been removed and only the initials are provided to maintain confidentiality. Before we talk to family, medical providers, volunteers or coaches, we secure permission to contact the various individuals involved at YPAL. The physicals provide information that is important to the overall health and well-being of our participants. Coordination with medical/mental health providers establishes a building block that encourages our families to maintain contact and establish a long term relationship with these providers.

YPAL CM 11 – 18 template

This template was developed to document case management efforts and can be used for every YPAL participant. It is also designed to collect data that is capable of being mined to determine outcomes from our various programs and specific referral sources.

YPAL City Summary 09 – 16

This is just an example of reports submitted and the various services offered by staff and volunteers. Although it is dated, it supports our various outreach activities that were ongoing before the Covid – 19 shut down. YPAL utilizes a program called kid – tracks that features a check-in at the main desk and provides tracking for each YPAL participant's program involvement. Kid – tracks is capable of monitoring multiple programs that the YPAL kids may be participants.

Objective 1: maintain a minimum of two full – time equivalent staff or volunteer positions to deliver Targeted and General Outreach as described in Objectives, 2 3 and 4 of this description of services.

YPAL has maintained two full-time staff members and developed a corps of volunteers to assist and augment services appropriate to the growth of the neighborhood and community.

Objective 2; Conduct general outreach services to 250 to 500 youth at risk of or involved in gangs by December 31, 2016.

YPAL and its general outreach has had contact with over 478 juveniles along with many of their parents. This raw number fails to illustrate all of the effort at developing a system, within the community, to bring resources and appropriately manage resources to benefit children at risk. Numerous meetings and phone calls have been made to counselors and staff of Comprehensive, Farmworkers Behavioral Health, Washington middle school, Wilson middle school and Lewis and Clark middle school and Eisenhower high school. YPAL has provided status updates, requested and received information as needed, as well as to advocate to facilitate services for the children. This has promoted assisting three youth with middle school re-entries, referrals to mental health for major mental illness concerns as well as anger management and behavioral counseling. To illustrate, during the month of February, we had over 1090 visits for programs serving youth and families. We keep very accurate records of attendance and involvement in programs through a software program called kid tracks. All this information is available upon request, at any time.

Objective 3: Conduct a minimum of 4 to 8 gang awareness seminars targeting each middle school by December 31, 2016.

YPAL's Youth Services Coordinator was invited to speak at two family nights as a guest speaker at McClure elementary and Roosevelt elementary to inform families of how to prevent gang membership. This seminar was also offered in Spanish. Staff also attended a "college night" at Washington middle school to distribute information about our programs and services at YPAL designed to prevent gang involvement. No membership list was collected. Also the youth services coordinator was invited to attend the migrant family fare as a guest speaker at McKinley elementary to inform families on how to prevent gang membership. She also attended a family resource fair at Martin Luther King elementary to distribute information about our programs and services at YPAL as well as career day at Franklin middle school where she was successful in speaking with 69 families about our programs and activities at YPAL. Depending on discussions regarding future directions, YPAL staff may consider other avenues of education for the families and children of the neighborhood.

Objective 4: Use the Washington Assessment of Risks and Needs of Students (WARNS) to screen and refer a minimum of 50 youth at risk of or involved in gangs and prepare appropriate referral based on the results by December 31,

2016

YPAL has completed over 100 WARNS testing and made appropriate referrals to a very vibrant network of volunteers, school personnel, mental health workers and juvenile justice professionals. Designing the network was an important step in making appropriate and focused referrals and having relationships with the various staff or volunteers allows for adjustments to referrals or follow up to gauge progress.



YPAL

A member of National Police Activities League

Date:

Case #

Case Manager:

Referral Source:

- ☐ 1. Family
- ☐ 2. School
- ☐ 3. Staff
- ☐ 4. Volunteer
- ☐ 5. Coach
- ☐ 6. Juvenile Justice
- ☐ 7. Court
- ☐ 8. Police
- ☐ 9. Alcohol/Drugs/MH
- ☐ 10. Other

Referral Concerns

- ☐ 1. Drop in grades.
- ☐ 2. Expulsion/Suspension
- ☐ 3. Suspect drugs/MH
- ☐ 4. Bully/being bullied
- ☐ 5. Suspected criminal acts
- ☐ 6. Unacceptable challenging
- ☐ 7. At risk of joining gangs
- ☐ 8. Parenting issues
- ☐ 9. Sexual abuse
- ☐ 10. Runaway
- ☐ 11. Other

Individualized Service Plan

Description of problem behavior

Goals and objectives

Expected outcomes

Follow-up dates, coordinate with:

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Follow-up notes with date

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ADDENDUM # 1

YAKIMA POLICE ATHLETIC LEAGUE Description of Services

PROGRAMMING OBJECTIVES: POSITIVE USED DEVELOPMENT, GENERAL OUTREACH AND TARGETED OUTREACH

YPAL Life Skills program provides targeted youth with immediate help in the areas of health and wellness; anger, time, and money management; and educational tutoring for the express purpose of mentoring the youth into responsible, positive citizens.

Objective 1: Provide life skills programming to 120 youths at risk of gang involvement annually during non— school hours. Non— school hours is defined as three hours following dismissal, typically 3 PM to 6 PM during the regular school year and 8 AM to 6 PM on weekends, and Monday through Saturday 8 AM to 6 PM during the summer break.

Life skills is defined as "learning skills that are necessary or desirable for full participation in every day life."

Formal life skills series of classes; total referred – 15, total graduated – 15

Direct assistance tutoring and helping with assignments – 63

Formal mentoring program by DSHS – 10

Mentoring provided by staff, coaches and volunteers
with family involvement – 224

Total as of August 2016 –312

(Grossman, Jean Baldwin, and Eileen M. Garry. 1997. Mentoring-A Proven Delinquency Prevention Strategy. Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.

<http://www.ncjrs.gov/pdffiles/164834.pdf>

YPAL Targeted Outreach services will build ongoing and pro— social relationship with youth and families while linking them to appropriate services. Outreach activities such as recreation and arts will be carefully integrated with existing and new prevention services not to become a primary focus, but rather as a means to build relationships with clients and provide access to essential resources and services.

**APPENDIX C – CDBG Public Services Grant Quarterly Beneficiary
Report 2019**

**CDBG PUBLIC SERVICES GRANT
QUARTERLY BENEFICIARY REPORT
2019**

This report is due Apr. 30 (for 1st Qtr.), July 31st (for 2nd Qtr.), Oct. 31st (for 3rd Qtr.), Jan 31st (for 4th Qtr.)

Grantee Name: Yakima Police Athletic League	Submission Date: January 9, 2020
Subrecipient Name:	CDBG Contract No.:2019-096
Reporting Period: <input type="checkbox"/> 1 st Qtr. (Jan-Mar.) <input type="checkbox"/> 2 nd Qtr. (Apr-June) <input type="checkbox"/> 3 rd Qtr. (July-Sept) <input type="checkbox"/> 4 th Qtr. (Oct.-Dec)	

Total Number of:	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter	Cumulative
Persons Assisted		248	252	256	756

OF THE TOTAL NUMBER OF PERSONS ASSISTED, THE NUMBER OF PERSONS WITH:					
New or Continuing access to service/benefit		248	252	256	756
Improved access to service/benefit					
Receiving a service/benefit that is no longer substandard					

RACE/ETHNICITY OF BENEFICIARIES	1 st Qtr.		2 nd Qtr.		3 rd Qtr.		4 th Qtr.		Cumulative	
	#	# of Hispanic	#	# of Hispanic	#	# of Hispanic	#	# of Hispanic	#	# of Hispanic
White			238	208	242	209	246	210	726	627
Black/African American			4		4		4		12	
Asian										
American Indian/Alaska Native										
Native Hawaiian/ other Pacific Islander										
American Indian/ Alaska Native and White			6		6		6		18	
Asian and White										
Black/African American and White										
American Indian/ Alaska Native and Black/African American										
Other Multi-racial										
Totals			248	208	252	209	256	210	756	627

HISPANIC* = Hispanic is an ethnic group and not a racial group. For example: a person can be both Hispanic and White or Hispanic and Black/African American, but cannot be designated only as Hispanic.

BENEFICIARY INCOME DATA					
% OF HUD ADJUSTED MEDIAN FAMILY INCOME	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter	Cumulative
0-30% (Very low income)		45	50	46	141
31-50% (Low income)		112	100	128	340
51-80% (Moderate income)		86	97	77	260
81% and above		5	5	5	15
Totals		248	252	256	756

Briefly describe the quarter's public service accomplishments below (i.e. 150 meals provided to senior citizens, drug counseling provided to 25 people, youth programming provided to 50 children, etc.)

The programs YPAL provides for their members are as follows;

Boxing- Yakima PAL has a state of the art boxing facility and trained boxing coaches. Participants must be at least 8 years old and self-motivated. We develop fundamentals until athlete is prepared to spar on a team, or advance to travel/tournament.

Kids in the Kitchen- This program is to empower youth to make healthy lifestyle choices and help reverse the growth of childhood obesity and its associated health issues. By teaching cooking basics and skills that become a foundation for independent living skills for later on in life.

Cheer-leading- The squad consists of enthusiastic, dynamic, fun and hardworking girls ages 7-15. They primarily represent the Thunder Grid Kid football team locally and with some n state travel. They also attend and perform in parades, as well as at National Night Out in both Yakima and Toppenish.

Bricks for Kids- is an after school program that builds on the universal popularity of Lego's bricks to deliver high quality educational play. Every class is a fun, enriching experience for the child using classic bricks build hands on projects that are specially designed models, play games, explore the world of engineering, architecture, and robotics. Ages 5-18.

Urban Kitchen- is a program that is open to kids ages 10-18, runs 90 days. Over the course of the 3 months, students will learn culinary skills, explore their creativity, and develop business skills as they envision, plan and carry out a 3 night pop-up restaurant at the Yakima Valley museum.

Summer Drop-In Camp

Summer Drop-in Camp and the decision to run the program was made after evaluating last year's summer activities. We determined that YPAL needed to be as available to the community through the summer as well as the after school program. When it comes to being a resource to families in our community, there are so few options that are affordable and offer safe enrichment for kids.

STEM Program- This program focuses on teaching STEM (science, technology, engineering, and mathematics) related knowledge in a fun, safe hands-on curriculum. The kids are able to observe the demonstrations while participating in discussions with the instructor, create visual demonstrations of their own to take home, and play games on the computer that are STEM related. Future plans include possible trips to the Pacific Science Center, YVC Tech and other local sites that would incorporate what the kids have learned and sparking that interest to continue their education in these areas for future careers possibilities.

Tae Kwon Do- Tae kwon Do focuses on teaching the basics of this martial art to kids ages 5-18. It is held on Tuesdays and Fridays.

Tutoring- Tutoring is available to youth ages 8-18 and is done by a certified teacher who volunteers her time while not on duty in the schools. Youth also have access to age appropriate books in a in house library and computers in the computer lab to complete work through the Yakima School District.

Wrestling- Yakima PAL has a fully outfitted wrestling facility and trained/certified wrestling coaches. Participants must be at least 8 years old and self-motivated

Get Fit- Get fit is held on Saturday mornings where Zumba is taught to youth and parents.

By signing this document I certify that all CDBG funds expended for personnel and other costs, are directly attributed to CDBG activities.
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