

This document is an extract of a larger publication.

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MADERA COUNTY GRAND JURY

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Leadership Gaps Amid A Homelessness Crisis

05/01/2025

2425-07

Prepared by the

2024-2025 Madera County Grand Jury

SUMMARY

This report highlights the homelessness situation and the absence of a unified leadership in Madera County's role to drive solutions within various departments currently operating independently. While the Sheriff's Department and Madera City Police Department receive praise for their partnerships, overall collaboration is insufficient. There are transparency issues, restricted access to services, and community complaints about the Board of Supervisors' (BOS) conduct and the reluctance to see the situation first hand.

Despite \$35 million in grants, hundreds remain unsheltered due to housing limitations, ineffective ordinance enforcement, and poor outreach strategies. Homelessness is complicated by mental health challenges, drug addiction, and the unannounced relocation of individuals from other areas.

The Grand Jury recommends creating a centralized leadership role, such as a 'Director of Human Rights Assessment and Strategy,' and establishing an accountable, coordinated Navigator Program Team. This team would provide outreach and engagement by proactively connecting with homeless individuals in various living conditions to offer support and resources. The report emphasizes the need for decisive action from the BOS to improve oversight, accountability, and public trust.

Key findings include a lack of centralized leadership, grant administration gaps, homelessness and social responsibility concerns, and community and employee concerns. The report provides commendations for the Madera County Sheriff's Department and Madera City Police Department.

The document concludes with recommendations for a suggested Director of Human Rights Assessment and Strategy Services and requests responses from the Madera County Board of Supervisors.

GLOSSARY

BH - Behavioral Health

BOS - Board of Supervisors

CAPMC - Community Action Partnership of Madera County

CDBG - Community Development Block Grant DSS – Department of Social Services

EHD - Environmental Health Division
FMCoC – Fresno Madera Continuum of Care

MC - Madera County
MCGJ - Madera County Grand Jury
MCSO - Madera County Sheriff's Office
MPD – Madera Police Department
PC - Penal Code

BACKGROUND

The "BACKGROUND" section of the report provides context and rationale for the MCGJ's investigation into homelessness. It highlights the following key points:

Purpose of Investigation: As citizen complaints regarding the homeless were initiated to the MCGJ, the investigation began evaluating services available for the homeless population but uncovered a lack of a coordinated entry system and collaborative efforts.

- **Need for Strong Leadership:** Madera County faces increasing concerns from residents, tourists and employees regarding infrastructure, public rights and laws, particularly concerning homelessness.
- **Rising Security Concerns:** Personal security concerns are growing, compounded by limited resources and insufficient safety measures in public spaces, leading some residents to avoid certain areas where homeless congregate.
- **Societal Divides:** This trend threatens to widen societal divides and undermine community unity, making it harder to ensure the universal right to safety.
- **Uncoordinated Funding:** While state and federal grants have been secured, the use and distribution of these funds have been uncoordinated and costly.
- **Importance of Effective Leadership:** The MCGJ recognizes the significant role of effective leadership in addressing homelessness, budget constraints and support for individuals in crisis.

- **Broader Context:** The MCGJ examined homelessness within the context of social responsibility identifying root causes such as mental illnesses, alcohol and substance abuse and the weakened social structures.
- **Board of Supervisors' Role:** The document states that while the Board of Supervisors has shown strong leadership in other areas, it is now time for them to take decisive action on homelessness.
- **Long-Term Approach:** The MCGJ advocates for a long-term approach that emphasizes support systems, community empowerment and individual accountability over short-term solutions.

METHODOLOGY

The methods that were used throughout the homelessness funding and leadership investigation:

This report details the methodology of the investigation, including interviews, reviews of prior reports, complaint forms, arrest records, grant data, employee surveys and government publications. It also includes discussions on employee survey results, California's healthcare funding for homelessness and the challenges faced by law enforcement.

- Interviews were conducted under admonition regarding discussions and disclosures remain secret until report publication for the following entities:
 - CAO's Office
 - Casa Grande Tour
 - CAPMC
 - County Administration
 - Complaint - Madera County Grand Jury Citizen Complaint
 - County Controller/Auditors Office
 - Department of Behavioral Health Services
 - Department of Social Services
 - Environmental Health Division
 - Madera County Sheriff's Department
 - Madera Police Department
 - Madera County Jail

- Madera Housing Authority
- Madera Rescue Mission
- Shunnamite House Tour
- Reviewed prior [MCGJ reports](#) relative to County Department execution and BOS execution of MCGJ recommendations.
- Reviewed submitted Citizen Complaint Forms relating to homelessness.
- Reviewed MCSO arrest records.
- Reviewed departmental homeless related grants data received and expense tables reviewed by multiple departments.
- Reviewed Auditor Controller office expenditures and execution.
- Reviewed and analyzed the Madera County [2023 Employee Satisfaction Survey](#)
- Toured the Shunnamite Place in an unannounced visit.

DISCUSSION

The MCGJ investigated public agencies and found serious problems, including poor management of millions of dollars in state and federal grants. MCGJ discovered a troubling lack of coordination between departments and evidence of unethical practices, such as large salary increases tied to grant funding labeled as administrative and operational costs of about 10+% despite no change in the homeless population. Community complaints about the BOS led the Grand Jury to expand its investigation, which revealed issues like limited transparency, weak leadership ethics and breaches of confidentiality concerns. These systemic problems have damaged public trust and reduced the effectiveness of county services.

California is scheduled to receive \$98.5 billion in federal healthcare funding for the 2024-2025 fiscal year through Medi-Cal, the state's publicly funded healthcare system. A new waiver permits the state to use part of this funding for up to six months of rent assistance in certain cases, as well as permanent rental subsidies and housing for individuals with significant behavioral health needs. California [Representative Kevin Kiley](#), appearing before Congress, has expressed doubt about the effectiveness of this strategy, criticizing the state's history of homelessness spending. He pointed to an independent audit that revealed the California state administration can not account for over \$24 billion allocated to homelessness efforts, even as the homeless population grew. *"If past trends continue, any money spent on homelessness by the Governor's administration will either disappear or worsen the problem,"* the source said, noting that California now accounts for half of the nation's unsheltered homeless population.

A survey by the [California Policy Lab](#) found that among unsheltered homeless individuals in 15 states, 84% reported physical health issues, 78% had mental health conditions, 75% struggled with substance abuse and 50% experienced all three at some point in their lives.

The MCGJ findings also highlighted major gaps in addressing homelessness and coordinating community outreach. A key issue is the lack of leadership to unite agencies under a single, effective strategy. For example, the Behavioral Health department is under-resourced and does not have an effective Intake Navigator or a team to provide direct outreach to people in crisis. While some agencies, like the Sheriff's Office and Madera City Police Department, are recognized for their compassionate efforts. Behavioral Health and Social Services are not working together efficiently as was explained over many MCGJ interviews, leaving many individuals without proper care or shelter.

Homelessness continues to be a serious issue in Madera County, despite receiving millions of dollars in grant funding. Hundreds of people remain unsheltered, and laws addressing vagrancy and loitering are rarely enforced. Outreach workers often struggle to connect individuals with needed services, leaving many without help. Barriers such as a lack of housing, or shelters that allow pets, prevent some people from seeking assistance. Untreated mental health and substance abuse issues further complicate the situation. Slow intake processes and weak enforcement of laws contribute to a cycle where people remain on the streets, under bridges and behind retail businesses, creating safety concerns for both the public and the homeless.

The MCGJ recommends appointing a high-level leader to oversee homelessness programs and ensure better accountability. The MCGJ suggests creating a Navigator Program to connect individuals in crisis with essential services and to manage grant funding more effectively. Prioritizing mental health, addiction services and increasing transparency are critical steps to rebuilding public trust. The MCGJ strongly urges the BOS to act quickly, warning that failure to address these issues will lead to continued inefficiencies and missed opportunities to resolve the homelessness crisis.

Key challenges:

Departments such as Behavioral Health, Environmental Health, Department of Social Services, and CAPMC suffer from gaps in coordination. A focused and collaborative effort is needed to align their operations and enhance overall effectiveness.

Despite some positive efforts, the MCGJ highlighted significant systemic issues. Hundreds of individuals remain unsheltered and find it challenging to gain access to services.

Ordinances addressing trespassing, vagrancy and loitering often go unenforced and there is insufficient housing to accommodate the total number of individuals in need. While Behavioral Health and Social Service professionals manage their offices, compassionate accountability techniques are underutilized at the street level. This shortfall prevents effective engagement with those unable to make quality-of-life decisions, leaving many individuals outside the reach of outreach centers. Consequently, these individuals often remain on the streets without achieving the realization that such a lifestyle is not only detrimental to their health but also instills fear and helplessness in the general public. A proposed Crisis Stabilization Unit and Sobering Center is approximately three years away from being built per the Behavioral Health Department.

The lack of enforcement and coordinated strategies creates a protective void, leaving community members uncertain about how to assist those in crisis while seeking a sense of safety for them. This gap in public understanding and action is compounded by limited awareness of the underlying causes, such as drug addiction and mental health challenges, which require tailored interventions. Furthermore, no department in Madera County has published a creative or innovative solution to effectively address these complex challenges.

The BOS must rise to the occasion, providing decisive leadership and strategic planning to forge a successful path forward. By doing so, they can set a precedent for other counties in California to tackle this pressing crisis.

Key observations from field visits, interviews and analysis of hundreds of documents revealed:

- Interviews with the offices of the MCSO, MPD, CAPMC, Environmental Health (EH), Behavioral Health (BH), the Madera Rescue Mission, Office of the CAO, the Controller/Auditor's office, homeless citizens, members of the general public and others reveal a lack of interdepartmental communication and coordination among these entities. Each organization appears to be performing similar tasks under different job titles, resulting in inefficiencies and a waste of taxpayer money. This approach has produced little tangible impact, aside from an increase in administrative positions within the County.
- Missed Opportunities: A focus on short-term goals risks wasting resources and underutilizing available funding to address critical issues like housing, healthcare and public safety. The intake process may take up to two weeks or longer in certain cases, even when the individual is willing to participate.
- Diminished Public Trust: Madera County Fiscal Year 2022-23 [DMC Compliance Review Results](#) and Required Action. (Drug Medi-Cal Monitoring). Enclosed are the results of Madera County's Fiscal Year (FY) 2022-23 Drug Medi-Cal (DMC) compliance review. Madera County is required to submit a Corrective Action Plan (CAP) to address each identified compliance deficiency (CD). *“Please submit the CAP to the Medi-Cal Behavioral Health Oversight and Monitoring Division (MCBH-OMD), County/Provider Operations and Monitoring Branch (CPOMB) Liaison no later than May 16, 2023.”*

Interviews with both the Madera City Police Department and the Madera County Sheriff Office provided valuable insights into the challenges and complexities of addressing homelessness in the region:

“The issue of homelessness in Madera City & County is compounded by multiple challenges, including reports of homeless individuals being relocated to the area from other cities without any resources. Law enforcement leaders emphasize that the county’s resources should prioritize local community members while also developing a dedicated plan to address the crisis abandonment of individuals introduced from outside counties. These relocated individuals often lack support from their original communities, further straining local services.”

“The Madera Police Department and County Sheriff's Office face significant challenges in addressing homelessness. These departments, often working

under difficult conditions, are unsung heroes, consistently providing extraordinary assistance to those in crisis. However, they have limited authority over Behavioral Health, which falls under the oversight of the CAO and the Board of Supervisors. Many homeless encampments, initially formed during the COVID-19 pandemic, have evolved into long-term communities, creating unique difficulties. For example, areas like the riverbed behind Home Depot and Wal-Mart have become hubs for homeless individuals who use discarded materials to construct makeshift shelters. Efforts to address these encampments are further complicated by uncooperative property owners and the limited enforcement power of code violations compared to criminal codes. Law enforcement mentioned that most complaints they receive from homeless individuals revolve around rehabilitation programs being religious-based. Many express reluctance to attend church or participate in religious activities as a condition for receiving assistance. However, much of the available help comes from organizations like the Rescue Mission, which often integrate faith-based components into their services.”

“When clean-ups are conducted, notices must be posted in advance, allowing individuals to gather their belongings and leave behind debris. However, the transient nature of homelessness often results in individuals relocating to another area rather than finding long-term solutions. Common challenges within the homeless population include mental health issues, addiction, and general dysfunction, which require targeted interventions. Access to services is often delayed because identification is a prerequisite for most programs, although emergency food and shelter vouchers are available.”

Arresting individuals for vagrancy, trespassing, or loitering is not a sustainable solution. The absence of a sobering center in the area means that individuals seeking help often change their minds after sobering up, leading to their release without receiving services. Despite the availability of funding, a lack of coordination among agencies—each operating independently—reduces the overall effectiveness of support systems.

Barriers to seeking shelter include resistance to faith-based programs and the inability to accommodate pets, which are often viewed as family members. The separation from pets causes additional distress, and the lack of solutions to address this issue leaves some individuals unwilling to seek services. Crime and predatory behavior within homeless communities mirror problems in

broader society, but these issues are often unreported, and assistance is rarely sought.

Plans for a sobering center are in progress but require action from the Behavioral Health director to become operational. Law enforcement also points to state laws and the closure of prisons as significant barriers to addressing homelessness effectively. Prisons provide necessary beds, and reopening closed facilities is nearly impossible. Additionally, the Madera City Police Department lacks its own jail or holding cells, relying instead on the county jail, which is adequate but highlights the need for more localized infrastructure. Efforts to establish "tent cities" face strict federal and state regulations, which require minimum standards comparable to hospitals. Past examples, such as a tent city in Santa Cruz, demonstrated how quickly such initiatives can be overtaken by criminal elements, necessitating their dismantling due to the absence of law enforcement within the camps. Businesses are also restricted by laws that require equal treatment for panhandlers and solicitors, complicating public and private sector responses.

Law enforcement advocates for Behavioral Health to adopt a more proactive, field-based approach, emphasizing the importance of "meeting people where they are." Services should be more visible and accessible in the field rather than confined to office settings. Although funding is sufficient, a lack of coordination and communication between agencies often hampers progress, with HIPAA regulations cited as a barrier to interagency collaboration. Effective outreach requires more service providers working directly with the homeless population, offering support that is both immediate and practical."

The MCGJ conducted many departmental interviews, revealing that only a limited number of people—beyond external investigative agencies (State) and the general public—were aware of any comprehensive plan for homeless programs and initiatives currently in place. This lack of centralized knowledge highlights the need for a single management source to oversee these significant financial and operational resources effectively.

Without immediate and focused action, the report warns of stagnation, inefficiencies and overlapping resource allocation, despite more than \$35,000,000 in related homelessness supportive grants awarded from 2021, 2022, 2023, and year-to-date 2024. It also highlights a growing divide within the work community, as the

MCGJ's efforts remain narrowly focused on human services to address homelessness and crisis intervention. The MCGJ strongly urges the BOS to adopt its recommendations and tackle the root causes of homelessness through a comprehensive, multifaceted strategy. Additionally, the MCGJ's Continuity Committee will review the final report during the next term and continue monitoring any unresolved issues. As new opportunities arise from grants the BOS must be prepared to effectively and efficiently execute.

Homelessness Grant Programs – Consolidated by Department and Type:

Funding for programs to serve the homeless population for various agencies as listed below.

CAPMC

- HCFC Homeless Housing, Assistance, and Prevention (HHAP-2) Grant Program
- HCD FY21 CDBG-CV 2&3 Allocation - Rapid Rehousing Application
- CallCH Homeless Housing Assistance and Prevention Program Round 3 (HHAP-3) Initial Disbursement
- CallCH Homeless Housing Assistance and Prevention Program Round 3 (HHAP-3) - Remainder Disbursement
- CallCH Homeless Housing Assistance and Prevention Program Round 4 (HHAP-4)
- HCD FY21 CDBG-CV 2&3 Allocation - Rapid Rehousing Application - FY24 Additional Funds Request & Amendment

Sheriff's Office

- SAMHSA FY 2021 Mental Health Awareness Training Grants (MHAT)
- SAMHSA Mental Health Awareness Training Grant (MHAT) - FY22 Continuation Application
- SAMHSA Mental Health Awareness Training Grant (MHAT) FY 2024-25 Year 4 Continuation Application
- BJA FY24 Collaborative Crisis Response and Intervention Training (CRIT) Program
- Health Resources & Services Administration (HRSA) FY 2024 Community Project Funding/Congressionally Directed Spending (CPF/CDS): Facilities and/or Equipment Projects

Behavioral Health Services

- DHCS Crisis Care Mobile Units Program RFA 2021-22
- DHCS Behavioral Health Continuum Infrastructure Program (BHCIP): Round 3 Launch Ready Grant 2022
- California Department of Health Care Services (DHCS) Behavioral Health Continuum Infrastructure (BHCIP) Program Round 5: Crisis and Behavioral Health Continuum

Administration / Community & Economic Development (CED)

- HCD FY21 CDBG-CV 2&3 Allocation - Subsistence Payments Application • Health Resources & Services Administration (HRSA) FY 2024 Community Project Funding/Congressionally Directed Spending (CPF/CDS): Facilities and/or Equipment Projects

Probation Department

- BJA FY21 Adult Drug Court and Veterans Treatment Court Discretionary Grant Program

Administration / General Services / CED/ CAPMC

- HCD FY21 CDBG-CV 2&3 Allocation - Rapid Rehousing Application - FY24 Additional Funds Request & Amendment.

Homeless Related Grant Dollar Breakout:

The Data Table Below is derived from the Madera County Auditor’s Office of State Grants as of 01/11/25:

COUNTY DEPARTMENT	2021	2022	2023	2024	Grand Total
Administration / Community & Economic Development	\$200,000				\$200,000
Administration/ General Services/ CED/ CAPMC				\$597,547	\$597,547
Behavioral Health Services	\$3,000,000	\$2,035,512	\$24,989,161		\$30,024,673
CAPMC	\$1,031,679	\$526,636	\$346,709		\$1,905,024
District Attorney				\$305,383	\$305,383
Probation Department	\$550,000				\$550,000
Sheriff’s Office	\$125,000	\$125,000		\$375,000	\$625,000
Sheriff’s Office / Administration				\$930,090	\$930,090
Grand Total	\$4,906,679	\$2,687,148	\$25,335,870	\$2,208,020	\$35,137,717

Total Homeless People Counts Derived from the last Available FMCoC Report:

	Unsheltered	Sheltered	Total
Madera City	205	336	541
Madera County	140	-0-	140
Total FMCoC	345	336	681
Total Madera	345	336	681
	Unsheltered	Sheltered	Total
Madera City	73	150	223
Madera County	55	-0-	55
Total	128	150	278
Total Madera	128	150	278
	Unsheltered	Sheltered	Total
Madera City	250	95	345
Madera County	45	-0-	45

Total	295	95	390
Total Madera	295	95	390
	Unsheltered	Sheltered	Total
Madera City	260	96	356
Madera County	21	-0-	21
Total	281	96	377
Total Madera	281	96	377

**Sheltered - refers to unhoused staying at an emergency shelter or transitional housing during the night of the PIT count*

***Unsheltered - refers to unhoused staying in places not meant for habitation, such as streets, parks, vehicles, during the night of the PIT count*

The MCGJ is committed to fulfilling its responsibilities with diligence and conscientious citizenship. However, based on prior panel recommendations, it often appears as an uphill battle when past recommendations to improve processes are ignored or dismissed, leaving critical solutions mired in government red tape and administrative inefficiency. See and review many of the Madera Grand Jury history of final reports and recommendations. [Grand Jury Reports Archive | Madera County](#)

Key Discoveries:

Law Enforcement Challenges

Inconsistent enforcement of laws like trespassing and loitering, combined with a lack of homeless outreach liaisons, undermines public safety and trust.

1. Grant Administration Gaps

Since 2018, throughout all departments (not only homelessness), over \$117 million in state grants have faced challenges in effective management. Factors such as fragmented grant-writing processes, as there are multiple grant management processes in various departments. Overlapping efforts and misaligned goals have contributed to underutilized funds. Addressing these

issues presents an opportunity to streamline grant administration, enhance coordination and maximize the impact of available resources.

2. Homelessness and Social Responsibility

Despite significant funding, many remain unsheltered due to untreated mental illness, addiction, a lack of temporary housing and poor coordination among agencies.

3. Community and Employee Concerns

Public dissatisfaction with safety and the county's homelessness response is mirrored by employee complaints of favoritism, inconsistent evaluations and inadequate training.

Strategic Leadership Gaps:

1. A Lack of Centralized Leadership

Create a Director of Human Rights Assessment and Strategy Services and consolidate grant-writing to improve efficiency and accountability.

2. A Need to Improve Enforcement and Outreach

Enforce ordinances consistently and enhance Behavioral Health's field-based outreach through a "Navigator Program" for crisis intervention.

3. A Must for Community Engagement and Transparency

Build public trust with transparent performance metrics and better collaboration between agencies, businesses and law enforcement.

4. A Requirement to Address Root Causes

Expand mental health and addiction services and ensure shelters meet diverse needs, like accommodating pets and trauma victims.

Commendations:

- **Sheriff's Office:** Praised for delivering water, clean-ups, and crisis transportation without hesitation and many other acts of compassion, going above and beyond the call of duty.

- **Madera City Police:** Recognized for transporting individuals in crisis to intake points without hesitation and many other acts of compassion.

Conclusion:

In summary, the lack of coordinated action by County Administration, including the CAO's office, Behavioral Health, Social Services department and CAPMC, has resulted in insufficient enforcement and data collection of existing state and county laws regarding trespassing, loitering and vagrancy citations. This has also resulted in a need for additional Sheriff's Office deputies dedicated to addressing homelessness and individuals in crisis.

Consistent and sustained enforcement is critical to support outreach interventions and provide meaningful assistance to those in crisis or experiencing homelessness. This gap in visibility and response raises serious concerns. All citizens have the right to feel safe and secure. This inaction highlights **missed, ignored and avoided** opportunities for all agencies to collaborate with outreach programs and effectively utilize health equity initiatives and legal tools to address these pressing issues.

Until departmental coordination, the Crisis Stabilization Unit and the Sobering Center are completed, the County must identify and implement regional housing solutions for individuals experiencing homelessness.

FINDINGS

F1. The MCGJ acknowledges and commends the exceptional dedication and efforts of the Sheriff's Office, the Madera Police Department and many employees within Behavioral Health, the Department of Social Services, county employees, and private citizens who have demonstrated humanity and professionalism in serving the community.

Despite these commendable efforts, leadership gaps are evident in the findings detailed below. **(a) Lack of Centralized Leadership:**

Interviews conducted with various departments and stakeholders—including Behavioral Health (BH), the Chief Administrative Office (CAO), CAPMC, the Sheriff's Office,

Madera Police Department, Environmental Health (EH), Human Resources (HR), the Housing Authority, county grant writers, citizens and homeless clients—consistently revealed a critical gap: Madera County lacks a centralized lead agency responsible for overseeing continuity of care for individuals in crisis or experiencing homelessness.

This absence includes a failure of leadership to validate the use of public funding and grant allocations. To address this gap, the establishment of a **stand-alone lead agency**, such as a *Director of Human Rights Assessment and Strategy*, is strongly recommended. This position could be tasked with:

- Analyzing homelessness and crisis-related issues within the county
- Evaluating effective models from other counties and adapting best practices
- Publishing evidence-based recommendations
- Reporting regularly on outcomes, progress, and areas of concern
- Eliminating redundant efforts and clarifying responsibilities
- Enhancing continuity of care for unhoused individuals
- Serving as a single point of contact for coordination and accountability

Public data estimates that over **800 individuals in Madera County are currently unhoused**. In light of these findings, the MCGJ invites the BOS and office of the CAO to formally respond to this recommendation.

(b) Key Challenges:

1. Limited Inter-Departmental Communication:

Departments often operate in isolation—completing tasks and passing them along without follow-up or verification. This creates a disjointed system with unclear outcomes and accountability.

2. Lack of Coordination:

Overlapping responsibilities and insufficient communication among agencies lead to leadership voids, confusion, and mission drift.

3. High Staff Turnover:

The 2023 Employee Survey cited inefficiencies and frustration as major contributors to employee attrition, calling for improved communication, accountability, and leadership.

(c) Organizational Silos:

Interviews revealed several systemic issues commonly described as "organizational" or "management silos." These include:

- **Span of Control Issues:** Too many managerial layers hinder top leadership's ability to stay informed and engaged with frontline operations.
- **Information Asymmetry:** Critical information is not shared effectively across departments or levels.
- **Fragmented Management Structure:** Dispersed decision-making leads to confusion and lack of direction.
- **Buffered Hierarchy:** Current structures shield leadership from day-to-day realities, further compounding inefficiencies.

RECOMMENDATIONS

R1. MCGJ recommends the placement of a, e.g. - Director of Human Rights Assessment and Strategy Services:

The MCGJ recommends the establishment of a dedicated local lead agency, such as a Director of Human Rights Assessment and Strategy at the top hierarchy level within the office of the Chief Administrator (CAO), to address homelessness with better operational and grant expenditure, in coordination with strategic oversight. Currently, homelessness response efforts are fragmented across multiple entities—counties, cities, and Fresno-Madera Continuums of Care—with varying roles and responsibilities. This lack of coordination creates confusion and limits the effectiveness of initiatives.

REQUEST FOR RESPONSES

The following responses are required pursuant to Penal Code sections [933](#) and [933.05](#):

Section 933: This section empowers grand juries to investigate and report on the operations of local government entities. By granting this authority, the section promotes

oversight, helping to uncover inefficiencies, misconduct, or areas needing improvement. It ensures that public officials and agencies are subject to scrutiny, fostering better governance.

Section 933.05: This section mandates formal responses to grand jury findings and recommendations. By requiring clear and detailed replies, it ensures that public agencies engage with the grand jury's work meaningfully. This back-and-forth exchange fosters accountability, as agencies must explain their actions or justify inaction regarding the jury's recommendations.

Required governing body responses within 90 days of this publication:

Madera County Board of Supervisors
200 W 4th Street Ste 4
Madera, CA 93637

Invited responses within 60 days of this publication:

CAPMC
1225 Gill Ave
Madera, CA 93637

Madera County Behavioral Health
209 East 7th Street
Madera, CA 93637

The Madera County Chief Administrative Office
200 W 4th Street Ste 4
Madera, CA 93637

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury. The California State Legislature has stated that it intends the provisions of Penal Code Section 929 prohibiting disclosure of witness identities to encourage full candor in testimony in Grand Jury investigations by protecting the privacy and confidentiality of those who participate in any Civil Grand Jury investigation.

* Note: This report was prepared using current information available on the websites listed.

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[Madera behavioral health announces nearly \\$30M in grant funding - The Business Journal](#)
- **California Homeless Accountability - Madera County**
<https://www.accountability.ca.gov/county/madera/housing/>
- **Community Action Plan Madera County**
<https://maderacap.org/wp-content/uploads/2024/07/2023-CAPMC-Audited-Financial-Statements-Locked.pdf>
- **“California fails to track its homelessness”**
<https://calmatters.org/housing/homelessness/2024/04/california-homeless-spending/>
- **Joint Legislative Audit Committee**
https://information.auditor.ca.gov/reports/2023-102.1/index.html#section_1
- **“Governor Newsom awards \$131 Million”**
<https://www.gov.ca.gov/2024/10/04/governor-newsom-awards-131-million-to-clear-homeless-encampments-with-stricter-accountability-measures/>
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https://www.thecentersquare.com/california/article_3fa8b338-bd6e-11ef-b7d6-47508758741f.html
- **“500 volunteers begin homelessness count”**
<https://www.yourcentralvalley.com/news/local-news/500-volunteers-begin-homelessness-count-and-survey-across-fresno-and-madera/amp/>
- California Penal Code § 647(e)(f)(g)(h)(i) - [California Code, PEN 647.](#)

- [Code of Ordinances | Madera County, CA | Municode Library](#) ○ [§ 9.48.010. Prohibition on loitering within designated areas., Chapter 9.48. LOITERING, III. - OFFENSES AGAINST PUBLIC SAFETY, Title 9. PEACE, SAFETY AND MORALS, Code of Ordinances, Madera County](#)
- [Executive Order N-1-24](#)
- [Governor Newsom Announces Homeless Funding, Calls for Greater Accountability](#)
- <https://www.maderacounty.com/home/showpublisheddocument/35405/638271008122970000>
- https://www.hcd.ca.gov/sites/default/files/docs/grants-and-funding/calich/hap_round4/counties/madera.pdf
- **Proposition 1 the mental healthcare act.** [Resources](#)
- **SB-1395 Shelter crisis: Low Barrier Navigation Center -** https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=202320240SB1395
- **Who's Responsible for Addressing Homelessness?** <https://www.counties.org/csac-bulletin-article/whos-responsible-addressing-homelessness-californias-counties-testify-support>
- **California Lost Track of \$24 Billion** [Audit: California Lost Track of \\$24 Billion Spent to Combat Homelessness](#)

Attachment 1
2023 Employee Satisfaction Survey Provided a Critical Baseline for Understanding the County's Organizational Climate and Identifying Areas in Need of Urgent Reform

The [2023 Employee Satisfaction Survey](#) was reviewed and analyzed by the MCGJ to assess employee opinions and management effectiveness. This is the most recent comprehensive survey available.

- a. [2023 Employee Satisfaction Survey provided a critical baseline for understanding the county's organizational climate and identifying areas in need of urgent reform.](#)
- b. 2023 Survey Agreement Levels:
 - o Strongly agree and agree = 54%
 - o Somewhat agree or Neither agree or disagree or Somewhat disagree = 33%
 - o Disagree to strongly disagree = 13%
- c. Madera county Employee Survey comments reviewed:
 - o *"Staff evaluations are not consistent and sometimes very late".* o *"Behavioral Health Department, which has an open-door policy but turns away homeless people. Several departments interviewed all stated the same thing, so they use CAPMC."*
 - o *"CAPMC and BH both have different computer systems that can't talk to each or use each other's info. This has a detrimental effect to both since they have mostly the same info (lacks efficiency and raises costs) but can't access information so we have to do the same work over and over again till the individual becomes someone we recognize".*
 - o *"I believe there are several issues within the organization that need to be reviewed. Unnecessary expenditures, for example. Staff evaluations are not consistent and sometimes very late. Supervisor accountability needs improvement. Communication with HR needs to improve, and there's inconsistency in processes like promotions. More opportunities for flexible schedules and telework would be beneficial".*

- *“Overworked, underappreciated, and underpaid. The lack of leadership and funding creates trust issues and low morale. Turnover is high due to poor compensation”.*
- *“Promotion is impossible unless you know someone. The department doesn’t value experience, creating a hostile work environment”.*
- *“There is a lot of bullying and favoritism. Supervisors are not held accountable, officers are not treated well at all”*
- *“Our office needs more money to be able to hire more staff in every category. Leaders do not qualify for their position, which reflects in the quality of management”.*
- *“Nepotism and favoritism are major issues. Morale is at an all-time low. Employees feel undervalued and unsupported. Training and consistent application of policies are needed”.*
- *“If there were no homeless people on the streets, would some of us still have a job?”*

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