

Fremont Housing Navigation Center Five Year – Fiscal Year End Report

OCTOBER 2020 – JUNE 2025

Executive Summary

The City of Fremont’s Housing Navigation Center (HNC) opened in September 2020, and is a primary strategy to further the City’s commitment to address homelessness through compassionate, data-driven solutions.

The HNC’s low-barrier, service-rich model provides interim housing, intensive case management, and ongoing support once someone has been housed.

Operated by Bay Area Community Services (BACS), the HNC served 293 individuals from Fremont, Newark, and Union City over its first 5 years. Despite initial capacity limitations due to the COVID-19 pandemic, the HNC reached full capacity in Fiscal Year 2022–23 (July 1, 2022 – June 30, 2023) and has since maintained its 45-resident capacity.

Nearly 90% of residents entered the program earning less than 30% of the area’s median income and qualified for permanent supportive housing during their stays. The average length of stay was 5 months.

Of the 258 residents who exited the program, 65% have moved to stable housing from temporary shelter arrangements, which is well above the national average of 32.4% cited in the Department of Housing and Urban Development’s (HUD) FY 2023 National Summary of Homeless System Performance report. The HNC’s success rate is also higher than the Alameda County average of 31% cited by Alameda County Health, Housing, and Homelessness Services data for FY 2022.

Operational costs over these 5 years totaled \$8.4 million, which was \$4.49 million below projections, thanks to strategic funding and pandemic-related adjustments. The City successfully leveraged state, county, and federal funds to fully cover expenses, preserving local resources for future use.

The HNC continues to evolve as a vital component of the City’s broader homelessness response, with funding secured through Fiscal Year 2026–27 (July 1, 2026 – June 30, 2027). However, the HNC faces future budget shortfalls in the next two years. Due to the uncertainty of county, state, and federal funding sources, efforts are underway to seek new opportunities for funding and to extend support through Fiscal Year 2029–30 (July 1, 2029 – June 30, 2030).

Fremont Housing Navigation Center

Five Year – Fiscal Year End Report

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Report Overview

The Fremont Housing Navigation Center (HNC) provides safe, temporary housing and supportive services to individuals in Fremont experiencing homelessness.

As part of the City of Fremont’s commitment to transparency about its continued efforts to oversee the HNC and address homelessness, this report reflects the first 5 fiscal years of program operations through the end of the fiscal year on June 30, 2025. It includes program outcomes and information about HNC residents, as well as funding and cost savings information.

Report Summary

In total, the Housing Navigation Center served 293 residents its first five years in operation, and of those who exited the program, 65% transitioned into stable housing.

All of the residents served came from Fremont, Newark, or Union City and were referred to the HNC by a variety of sources, and about 65% of residents served, experienced homelessness for at least one year before transitioning into the HNC.

Nearly 90% of residents entered the program earning less than 30% of the area’s median income, and each resident stayed for an average of 5 months, highlighting the need for housing and support services. Detailed demographic information about residents is available below.

During this period, the staff and HNC supporting partners worked to expand the Center’s support services and adapt to the needs of the community. In addition to providing stable interim housing, the HNC’s services include transitional and intensive case management, employment and housing opportunities, and wellness services.

Currently, the HNC costs an average of \$2.5 million a year to operate.

To date, HNC funding has been fully fulfilled by state and county resources, and after five years of successful funding, the next goal is to fund HNC through fiscal year 2029/2030.

With two years of secured funding (fiscal years 2025/26–2026/27), the City recently executed a new two-year operating agreement and a two-year lease agreement with BACS. At the time of approval, the City Council authorized the City Manager an option to extend both agreements for up to three additional one-year terms, subject to future funding availability. City staff will continue to seek new funding opportunities for subsequent years, especially given the uncertainty of county, state, and federal funding sources.

Housing Navigation Center History

In September 2019, the Fremont City Council authorized the construction of a Housing Navigation Center (HNC) that would house 45 residents experiencing homelessness. The HNC was funded through state, county, and City sources to cover construction and operating costs for those first two years.

After a competitive RFP process, the City Council chose Bay Area Community Services (BACS) to operate the HNC for two years, with the option to extend the agreement for an additional three years.

Because of their demonstrated success, BACS operated the HNC for the entire five-year period, and after a second RFP process, the City once again contracted with BACS to provide two additional years of operation of the HNC, taking the program through the 2026-2027 fiscal year.

The HNC officially opened in September 2020 at the height of the COVID pandemic. Given this, the HNC initially operated at partial capacity but expanded to its full capacity of 45 residents in fiscal year 2022-23 and has continued at that capacity since.

Located adjacent to Fremont City Hall, the HNC provides its residents with interim housing services (including one meal a day) as well as intensive case management to link them to benefits, employment, and housing placements.

This is accomplished through a low-barrier model that provides a nurturing environment, consisting of plants, trees, and murals, as well as washers and dryers, bathrooms with showers, and a common room to support residents in developing and maintaining their independence.

Residents are allowed to come and go, while engaging in opportunities to obtain employment and housing, along with wellness services.

When an HNC resident finds more permanent housing and exits the program, they are provided with up to six months of transitional case management, which includes:

- Reviewing key elements of a rental agreement and expectations to ensure residents' understanding.
- Establishing utilities for the housing unit/applying for low-income assistance utility programs.
- Working with residents to ensure rent is paid on time.
- Developing a housing crisis response plan outlining plans if challenges arise that may jeopardize housing stability.
- Planning for self-sufficiency after assistance ends.

These services help set the individual up for long-term success in their new home.

Five-Year Resident Outlook

At the end of June 2025, the HNC had served a total of 293 individuals over the five-year period, all of whom were living in Fremont, Newark, or Union City prior to moving into the HNC.

Program referrals came from a variety of sources, including the Fremont Winter Relief Program, City of Fremont Human Services Department, Police Department’s Mobile Evaluation Team (MET), the BACS Wellness Center, BACS Outreach Team, and Abode Services street outreach teams.

Of the 293 served, 258 individuals have exited the program, and 199 of those residents (77%) transitioned to stable housing or an appropriate program or facility.

Additionally, 167 residents started renting on their own or co-living with family and friends—achieving a stable rehousing rate of 60%—and 32 residents (12%) entered a temporary supportive program such as transitional housing or a substance use facility.

EXIT STATUS

118	58%	Stable Housing – Rental by Client
45	38%	Stable Housing - Reconnected with family
4	4%	Transitional Housing
167	64.7%	Subtotal of Housing Outcomes
15	50%	Emergency Shelter, including hotel/motel, Host home
13	37.5%	Treatment facility or detox center
1	3.12%	Psychiatric hospital or other psychiatric facility
3	9.37%	Jail/prison detention facility
32	17.48%	Subtotal of Exits to Community Programs
6	13.72%	Resident left without providing destination
3	3.92%	Deceased
48	78.43%	Place not meant for habitation
1	1.96%	Hotel (paid for themselves)
1	1.96%	Safe Haven
59	27.86%	Subtotal of Other Exits
TOTAL # EXITS: 258		

Residents who have left the program stayed for an average of 5 months. This includes residents who qualify for Permanent Supporting Housing (PSH) units due to chronic homelessness and often remain longer while waiting for one of these limited, affordable units to become available.

AVERAGE STAY PER CLIENT

0-30 days	43 clients	14.7%
31-60 days	47 clients	16.1%
61-90 days	38 clients	13.1%
91-180 days	70 clients	23.9%
181 - 365 days	67 clients	22.9%
1-2 years	27 clients	9.3%

Residents who enter the program with an income of 50% or less of the area median income often need more time and support to find affordable housing. Through the program, many can boost their income through accessing benefits or by securing a livable wage.

Many who exit the program are eligible for a short-term rental subsidy, known as Rapid Rehousing (RRH), which provides some financial support to individuals with the transition.

CLIENT INCOME INFORMATION

266	90.7%	ELI: 0% - 30% AMI	AMI: Area Median Income ELI: Extremely Low Income Low: Low Income Mod: Moderate Income
26	9%	Low: 31% - 50% AMI	
1	0.3%	Mod: 51% - 80% AMI	

In partnership with the City of Fremont and other service providers, the BACS team works to provide tailored transitional case management services to address the residents' unique needs. Doing so helps stabilize the residents and develop routines to maintain their housing beyond the period of support.

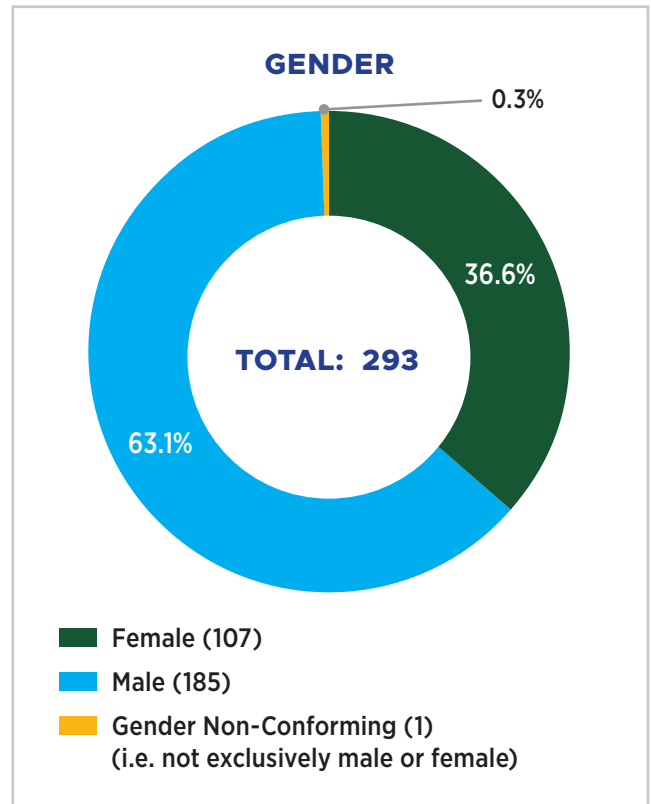
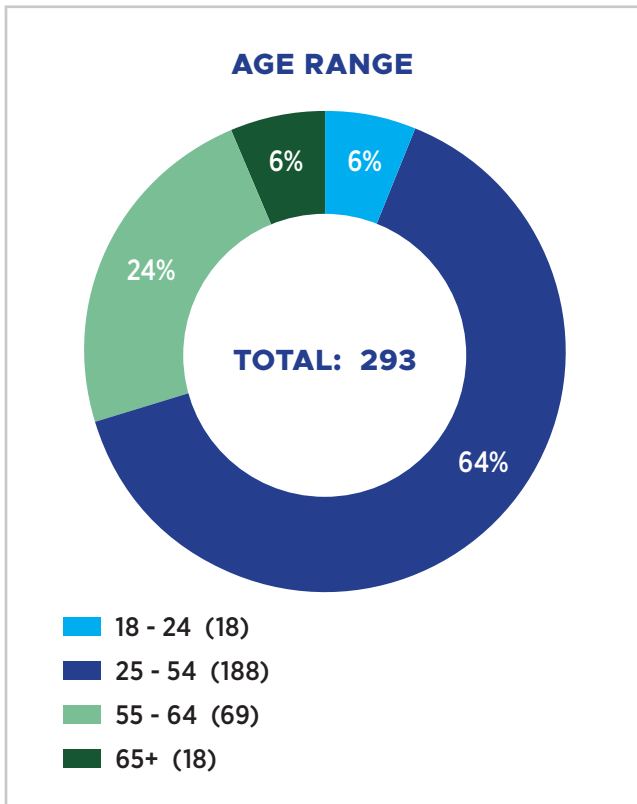
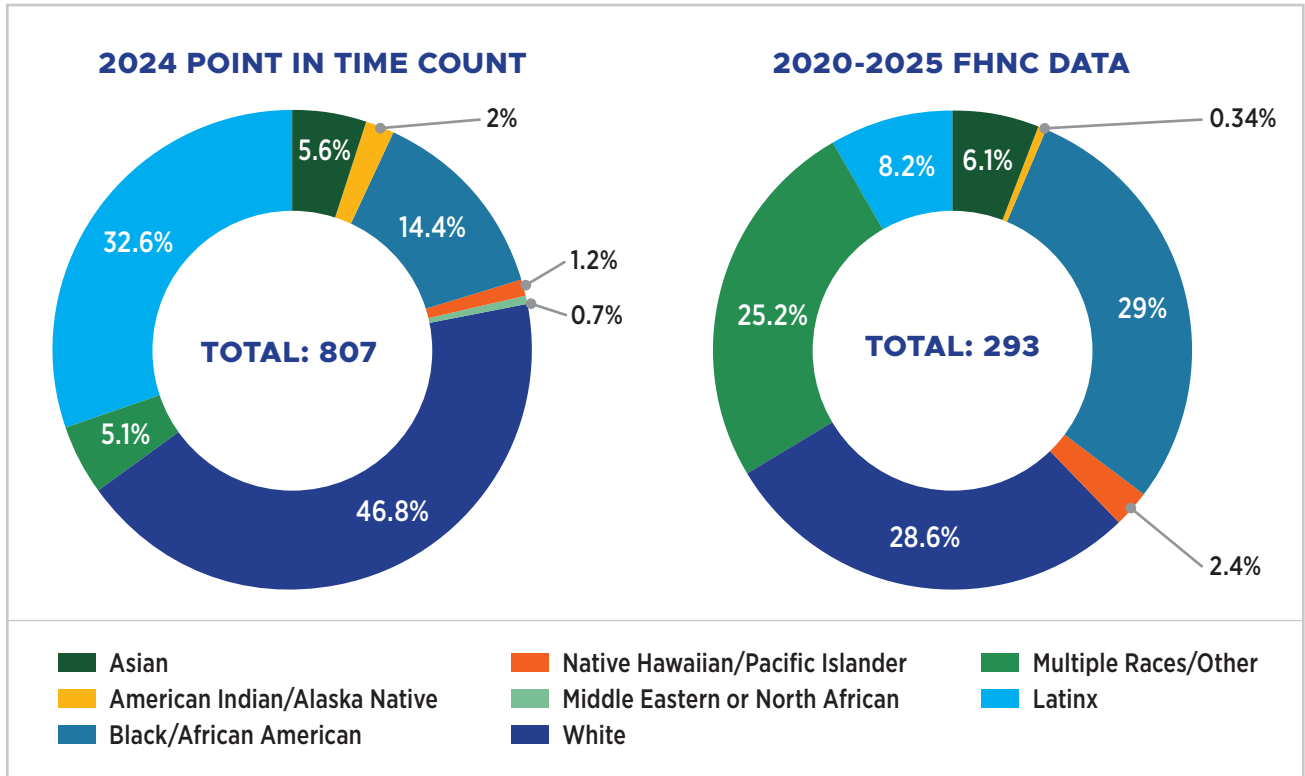
Resident Demographics

Demographic information of all 293 HNC participants can be found below.

RESIDENT DEMOGRAPHICS

18	6.1%	Senior Household served (65 or older)
103	35%	Female Head of Household
216	73.7%	Residents with Mental or Physical Health Condition
14	4.7%	Veteran Status
24	4.7%	Latinx/Hispanic Residents served
191	65.2%	Experienced Homelessness for 1 year or more prior to FHNC

Below is a comparison of the 2024 PIT Data and the FHNC 2020-2025 data:



Operations & Funding

Currently, the HNC costs an average of \$2.5 million a year to operate.

To date, the City successfully leveraged several state and county funding sources to cover 100% of the operating and flex fund costs. These funding sources include:

- State Homeless Housing, Assistance and Prevention (HHAP)
- State Permanent Local Housing Allocation (PLHA)
- Federal Department of Housing and Urban Development (HUD)
- State Housing and Community Development General Fund (CA HCD)
- Alameda County Social Service Agency Funding (ACSSA)

The City originally estimated the first 5 years of HNC operating and flex fund costs to be approximately \$12.8 million. However, after 5 years, HNC expenses are projected to total \$8.4 million. This cost savings of \$4.4 million was primarily due to Public Health's (ACPH) COVID-19 mandated capacity reductions.

The City also successfully lobbied elected representatives and received \$1.5 million in one-time State and Federal awards, which has allowed the City to save the use of City affordable housing and homeless service dollars for future years.

Operating costs include staff specializing in housing case management, supportive service staff, meals for participants, facility costs, and overhead expenses, whereas flex funds are used to provide first and last month rental deposits, security deposits, titrated rental assistance, and/or move-in assistance. Almost every year, the HNC has increased its spending in flex funds, from \$186,388 in FY 2020/21 to \$312,263 in FY 2024/25.

CUMULATIVE PROJECTED FIVE YEAR HNC OPERATING AND FLEX FUND COSTS: \$8.4M

Use	Amount
Operating Expenses	7,450,248
Flex Fund Expenses	977,070
Total	8,427,318

CUMULATIVE FIVE YEAR FHNC REVENUE: \$8.4M

	FY20	FY21	FY22	FY23	FY24	Total
AC SSA	420,000	330,000	330,000			1,080,000
CA HHAP		397,903	419,916	1,314,713	604,933	2,737,465
CA PLHA	424,117	435,569	370,490	234,794	789,961	2,254,931
CA HCD			500,000	500,000		1,000,000
Fed HUD				250,000	250,000	500,000
CoF					844,435	844,435
Donations					10,487	10,487
Totals	844,117	1,163,472	1,620,406	2,299,507	2,499,816	8,427,318

AC SSA: Alameda County Social Service Agency Funding

CA HHAP: State Homeless Housing, Assistance and Prevention

CA PLHA: State Permanent Local Housing Allocation

CA HCD: State Housing and Community Development General Fund

Fed HUD: U.S. Department of Housing and Urban Development

CoF: City of Fremont Human Services Department, City of Fremont Affordable Housing Fund

Staff continue to explore county, state, and federal funding opportunities for subsequent years to the uncertainty of county, state, and federal funding sources.

Resident Stories

RB: A TESTAMENT TO DETERMINATION

RB came to the Fremont Navigation Center seeking support with housing. Having recently moved from San Francisco County, she was unfamiliar with Alameda County and the many resources available to help people in need. RB had experienced homelessness, and while enrolling in the program, she felt a deep sense of shame, embarrassment, and frustration about her situation.

Despite these feelings, RB's determination never wavered. She consistently applied herself to work, seeking additional job opportunities to increase her income and support herself. Her hard work and persistence eventually prepared her for the next step: securing stable housing.

A quiet and soft-spoken woman, RB often kept to herself, spending most of her time focused on work, rest, and self-care. Even so, she remained communicative and engaged, attending all meetings with her care coordinator and actively participating in the program whenever needed.

After months of effort and resilience RB achieved her goal: she was successfully housed in August. Today, she continues to work diligently, maintain her independence, and quietly navigate life on her own terms. RB's story is a testament to perseverance, determination, and the quiet strength it takes to overcome challenges.

JS: A JOURNEY TO STABILITY AND COMMUNITY CONNECTION

JS's story is one of resilience, determination, and heart. After experiencing homelessness for several years and struggling with substance abuse, JS took a brave step by enrolling in the Fremont Navigation Center to get the support she needed.

During her time in the program, JS actively participated in support groups, showing a willingness to engage, learn, and grow. Her dedication and positive spirit did not go unnoticed; she quickly became a beloved member of the community, earning the respect and admiration of many local partners.

JS is a devoted mother, a hardworking individual, and someone who finds joy in the simple pleasures of life, like cooking for her family. Her commitment to her family and community helped motivate her through challenges and reinforced her desire for a stable, safe home.

After several months of hard work, persistence, and support from the Fremont Navigation Center, JS achieved a major milestone: she was successfully housed in her own studio apartment.

Today, she continues to thrive, maintaining strong community connections, working at the mosque, and enjoying time with her loved ones.

JS's journey is a powerful reminder that with support, determination, and community, overcoming obstacles and building a brighter future is possible.

Looking Ahead

After 5 years of successful funding, the next goal is to fund HNC through fiscal year 2029/2030.

Funding for the Housing Navigations Center's next two years of operations has been secured through the City's Affordable Housing and Homeless Services fund balance as well as the City's State Permanent Local Housing Allocation.

However, the HNC is facing future budget shortfalls in the next two years; this leaves long-term funding undetermined due to the uncertainty of county, state, and federal funding sources.

City staff will continue to seek funding and will look for new opportunities may arise from other sources. The City will also continue to dedicate resources to mitigate and prevent homelessness through a variety of programs through the City's Human Services Department and in partnership with local non-profits, including the Housing Navigation Center.

Contact info

For more information visit our website at city.fremont.gov/hnc.

If you have questions, please contact BACS by email at bacs@bayareacs.org or call 510-613-0330.