



coalition  
for the  
homeless

June 2026

# STATE OF THE HOMELESS 2026

A Crisis Inherited, A Choice Ahead



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## STATE OF THE HOMELESS 2026

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# EXECUTIVE SUMMARY

*State of the Homeless 2026: A Crisis Inherited, A Choice Ahead* focuses on the four years of Mayor Eric Adams' administration, which saw an overall increase in homelessness in New York City. This is reflected most starkly in the historically high number of people sleeping each night in the municipal shelter system – even accounting for the number of asylum seekers and other “new arrivals.”<sup>1</sup> The number of “longer-term New Yorkers” (that is, all those other than new arrivals) sleeping in shelters each night in fact grew by 27 percent from January 2022 through December 2025.

In the midst of rapidly increasing homelessness during the last administration, the Department of Social Services (“DSS”) made some encouraging progress by increasing the number of people exiting shelters into permanent housing with subsidies or support. Despite this progress, the number of people falling into homelessness and entering shelters has continued to outpace the overall number of shelter exits. Concerningly, some of the tools that have been most effective to achieve the increased volume of subsidized exits over the past several years were short-term mechanisms that will not be available moving forward.

The scale of mass homelessness, and the lack of progress in reducing the number of people in shelters, is a reflection of a city where housing costs have risen without abatement. More than 50 percent of New York City residents are rent-burdened, paying more than 30 percent of their income on rent. The crushing cost of housing and living in New York City is inarguably what propelled Mayor Mamdani into office, as his message of affordability clearly resonated with voters. However, the issue of affordability, including housing affordability, has consistently been framed by Mayor Mamdani as one impacting “working-class New Yorkers,” with little public attention being given to the hundreds of thousands of New Yorkers without homes.

While running for office and in the week following his election, Mayor Mamdani promised to end some of the more harmful actions and policies of the previous administration, including Mayor Adams' refusal to implement laws expanding eligibility for the City's largest rental assistance program (CityFHEPS), and litigating against the duly-enacted laws. He also promised to reverse course on Mayor Adams' punitive policies against homeless people sleeping unsheltered in public spaces, like encampment sweeps, the expanded use of involuntary hospitalizations, and the criminalization of homelessness. Unfortunately, in the first five months of his new administration, Mayor Mamdani backtracked on some of these key campaign promises – continuing encampment sweeps and continuing the litigation against expansion of CityFHEPS.

Certainly, the new administration inherited a difficult fiscal situation – grappling with a deficit left by Mayor Adams amidst decreasing federal funding. But the opportunity remains for Mayor Mamdani to boldly and affirmatively include homeless New Yorkers in his broader affordability agenda. With nearly 100,000 people sleeping in shelters each night – including disabled people and those who are working but still cannot afford sky-high rents – as well as thousands sleeping unsheltered on the streets and roughly a quarter million people sleeping doubled-up in the homes of others, Mayor Mamdani cannot afford to ignore the New Yorkers who have been hardest hit by the housing affordability crisis and by four years of failed policies from the prior administration.

Mayor Adams and Governor Hochul squandered a unique opportunity to build on the City's and State's past success of effectively eliminating chronic homelessness among veterans. Instead of

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<sup>1</sup> The term “new arrivals” refers specifically to those who came to NYC from other countries after March 2022, seeking opportunity and safety in the United States.

utilizing that same, proven, model of providing permanent supportive housing and mental health care services for the thousands of unsheltered individuals currently in need of such, they simply doubled-down on approaches aimed at simply removing people in need from public sight. And so the revolving door between shelters, hospitals, jails, and the streets sadly continues.

The data show that Mayor Adams and Governor Hochul have failed to achieve the outcomes that New Yorkers want. And unfortunately, the current political reality and threats to Federal funding and critical programs and services mean that homeless, formerly homeless, and ELI New Yorkers are now at even greater risk. It is therefore even more imperative that Mayor Mamdani and Governor Hochul abandon the rhetoric and failed policies that have contributed to *increases without meaningful improvements* and instead invest in increasing housing affordable for ELI and homeless households and ensuring that unsheltered individuals with mental health needs have access to permanent supportive housing and voluntary mental health care and other services.

### Key Findings Include:

- In 2025, 194,531 unique individuals utilized the NYC Department of Homeless Services (“DHS”) shelter system over the course of that single year – the most in the history of the shelter system.
- The number of longer-term New Yorkers sleeping each night in NYC DHS shelters increased by 27 percent – or by 12,442 people – during the four years of the Adams administration.
- The number of NYC schoolchildren living doubled-up increased by 29 percent from 2022 through 2025.
- Eviction filings in NYC increased from a pandemic low of 42,110 in 2021 to 114,832 in 2025,<sup>2</sup> resulting in 17,821 marshal-executed evictions in calendar year 2025 alone – surpassing the 17,036 marshal-executed evictions in the pre-pandemic year of 2019.<sup>3</sup>
- The acceptance rate for One-Shot Deal applications for rent arrears dropped from 35 percent in 2022 to 26 percent in 2025.
- The share of tenants with eviction cases receiving full representation in Housing Court declined from a high of 65.8 percent during the week of January 23, 2022 to a low of 27.8 percent during the week of December 21, 2025.
- The number of subsidized exits from the shelter system increased by 82 percent over the four years of the Adams administration – from 9,804 in 2022 to 17,870 in 2025.
- Much of the surge in shelter exits with federal rent vouchers during the Adams administration was a result of the temporary and one-time availability of HUD-funded Emergency Housing Vouchers (“EHV”) – the defunding of which will likely result in increased returns to the shelter system.
- While the number of extremely-low income (“ELI”) households grew by over 91,000 during the Adams administration,<sup>4</sup> that period saw only about 10,000 ELI-affordable housing units financed.
- In the 18-month period from January 2024 through June 2025, there were 46,113 NYPD-aided removals of homeless individuals.<sup>5</sup>

2 New York State Unified Court System, “Statewide Eviction Information,” *Statewide Total Eviction Filings Table*, accessed May 25, 2026, <https://app.powerbigov.us/view?r=eyJrIjoiZGE3NzljYmItYTBMZC00OGI2LTiYTgtYzY5ZjI0N2U0MWYxIiwidCI6IjM0NTZmZTkxLWNiZDEtNDA-2ZC1iNWZzLTUzNjRiZWwMYTgzMyJ9>.

3 “Residential NYC Open Data,” May 25, 2026. [https://data.cityofnewyork.us/City-Government/Residential/upet-fhew/data\\_preview](https://data.cityofnewyork.us/City-Government/Residential/upet-fhew/data_preview).

4 ANHD. “2024 AMI Cheat Sheet - ANHD,” April 2, 2025. <https://anhd.org/report/2024-ami-cheat-sheet>; ANHD. “The AMI Cheat Sheet,” 2022. [https://anhd.org/sites/default/files/ami\\_cheat\\_sheet\\_2022\\_digital.pdf](https://anhd.org/sites/default/files/ami_cheat_sheet_2022_digital.pdf); Gaumer, E., “2021 New York City Housing and Vacancy Survey: Selected Initial Findings. New York, NY: New York City Department of Housing Preservation and Development,” 2022, <https://www.nyc.gov/assets/hpd/downloads/pdfs/services/2021-nychvs-selected-initial-findings.pdf>; Gaumer, E., “2023 New York City Housing and Vacancy Survey: Selected Initial Findings. New York, NY: New York City Department of Housing Preservation and Development,” 2024, <https://www.nyc.gov/assets/hpd/downloads/pdfs/about/2023-nychvs-selected-initial-findings.pdf>.

5 “Stats & Reports – DHS - Local Law 34 of 2024 Quarterly Interagency Reporting on Encampment Cleanups and Aided Removals,” n.d., <https://www.nyc.gov/site/dhs/about/stats-and-reports.page>.

- In that same period of January 2024 through June 2025 alone, the City conducted 4,142 total encampment sweeps involving 6,062 individuals, only 263 of whom entered shelter on the date of their removals.<sup>6</sup>
- While the four years of the Adams administration saw 1,103 safe haven and stabilization beds added to the system, about half of those beds were put in the pipeline by the de Blasio administration,<sup>7</sup> and in the final year of the Adams administration, only one new bed was added.

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6 "Stats & Reports - DHS."

7 Approximately 357 beds were planned and contracted by de Blasio with another 197 in the pipeline. David Brand, "Few Homeless New Yorkers Moving From Subways to Safe Havens, as Enforcement Continues - City Limits," *City Limits*, December 25, 2022, <https://citylimits.org/few-homeless-new-yorkers-moving-from-subways-to-safe-havens-as-enforcement-continues/>.



# I. INTRODUCTION

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**Image description:** A person stands outdoors in front of bushes and trees, wearing a light grey textured quarter-zip fleece and hoop earrings. Their hair is pulled back, and they look directly at the camera.

# I. INTRODUCTION

*State of the Homeless 2026: A Crisis Inherited, A Choice Ahead* summarizes how the policies and practices of Eric Adams' mayoral administration shaped New York City's ongoing housing and homeless crisis, and what the implications are for the new administration of Mayor Zohran Mamdani as it struggles to create a comprehensive and cohesive approach to addressing mass homelessness.

The report utilizes the shelter census as the primary metric for understanding the magnitude of the crisis, since the City has been compelled for more than 40 years to keep detailed data on shelter usage and such numbers provide a reliable and useful measure of the situation over time. The fact that **more than 1.5 million unique New Yorkers have utilized NYC DHS<sup>8</sup> shelters over the past 40 years<sup>9</sup>** starkly illustrates both the necessity of that system as well as the long failure of the City and State to create rational housing policies that would reduce – and eventually eliminate – such heavy reliance on emergency shelters.

Figure 1.1 below shows the total number of unique individuals utilizing the shelter system operated by NYC DHS and its precursors over the course of the year in each of the past 40 fiscal years.

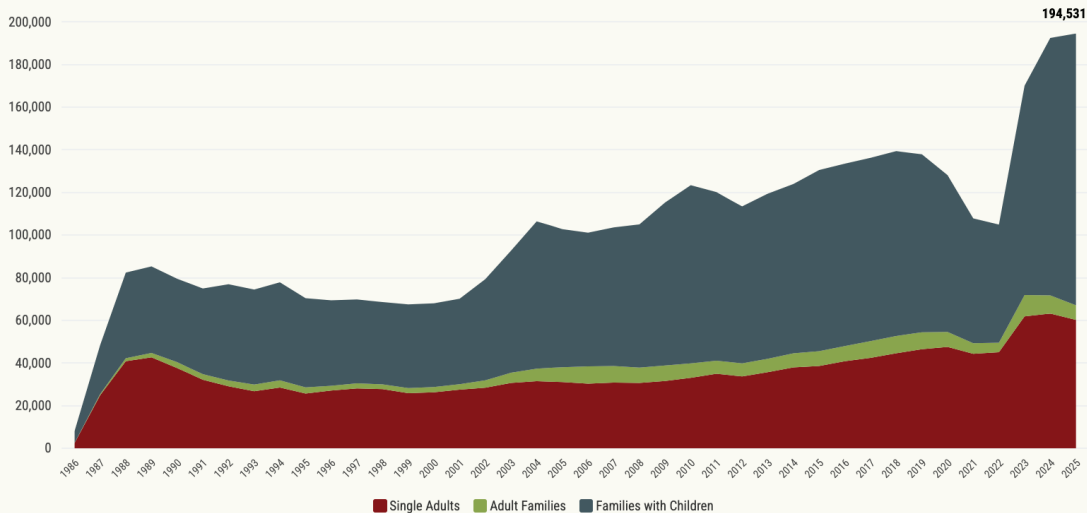
**Figure 1.1**

**Image Description:** A stacked area chart labeled, "Unique Individuals Utilizing the DHS Shelter System Within Each Year, Fiscal Years 1986 to 2025." The vertical axis lists numbers 0 to 200,000 in increments of 20,000. The horizontal axis shows a time range between 1986 and 2025 in one-year increments. The chart depicts a three-color area that breaks down the overall shelter population between single adults in dark red at the bottom, adult families in green in the middle, and families with children in dark blue on top. For all three categories there is an overall upward trend from 1986 to 2025. The total 194,531 appears above 2025.

**Figure 1.1**

Unique Individuals Utilizing the DHS Shelter System Within Each Year

Fiscal Years 1986 to 2025



Source: FOIL Request to the NYC Department of Social Services



**In 2025, 194,531 unique individuals utilized the NYC DHS shelter system over the course of the year – the most in the history of the shelter system.**

The marked decrease in shelter usage beginning in 2020 was a result of the COVID-19 pandemic, while the rapid increase in 2022 was a result of the end of pandemic-era eviction protections,

<sup>8</sup> Prior to the formation of NYC DHS as a standalone agency in 1993, the shelter system was operated by NYC Human Resources Administration's ("HRA").

<sup>9</sup> New York City Department of Social Services, "Total number of unique individual shelter users since 1983," April 1, 2026, FOIL Request #FOIL-2025-522, DSS FOIL Office.

increased homelessness more broadly, and the influx of new arrivals, as detailed in [State of the Homeless 2025](#).

While the City provides ample data on shelter usage, there is much less reliable data on the other two main categories of homelessness: those sleeping unsheltered in places not meant for human habitation (“unsheltered”), and those without homes of their own sleeping doubled- or tripled-up in the homes of others (“doubled-up”) – although over time those numbers have tended to mirror the generally upward trajectory of the shelter census.

As the number of people sleeping in the NYC DHS shelter system each night is a function of the number of people entering shelters, the number of people exiting shelters, and the average *length of stay*, this report will briefly examine some of the key drivers of those measures under the Adams administration.

It will also look at how Mayor Adams’ approach to unsheltered homelessness continued and exacerbated years of misguided and harmful policies toward the unsheltered individuals most in need of appropriate shelter, services, and housing.

The conditions within the NYC DHS shelter system itself and the City’s compliance with the laws governing that system are not covered in this report, but will be the subject of a forthcoming report from the Coalition for the Homeless.



## II. MAGNITUDE OF NEW YORK CITY'S HOUSING AND HOMELESSNESS CRISIS

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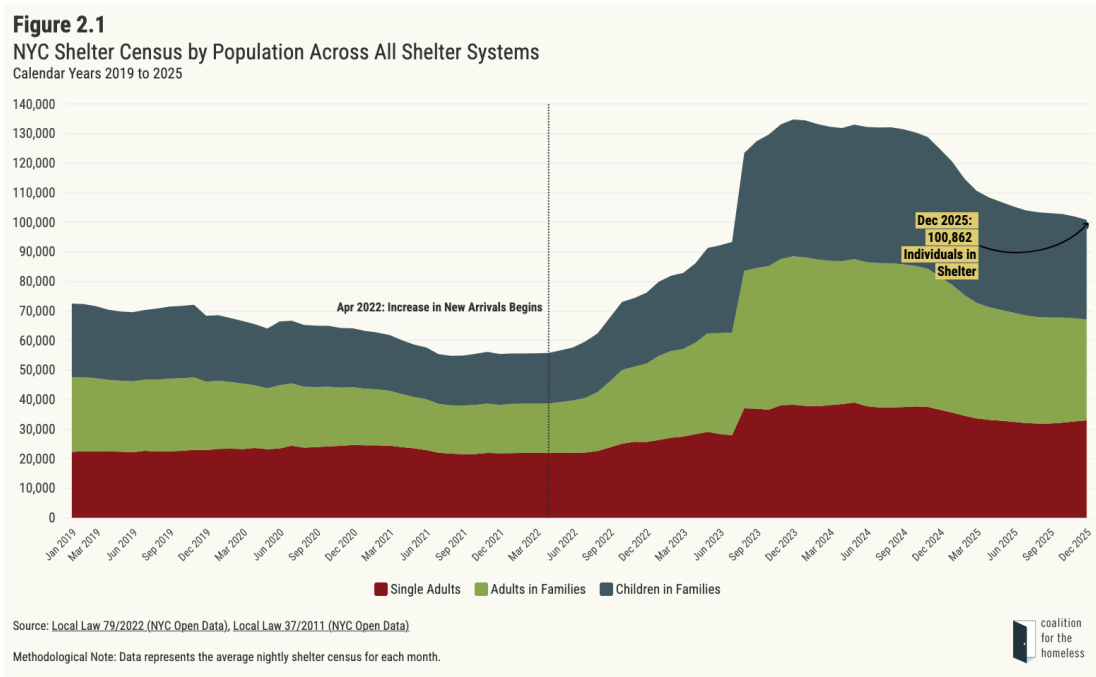
On January 1, 2026, the Mamdani administration inherited a dire situation in which more than 350,000 people in New York City were without homes,<sup>10</sup> with thousands more poised to join their ranks. Mass homelessness has continued to worsen in New York City because all levels of government have failed to address the fundamental cause of the crisis: the lack of affordable housing for those who need it most.

The result of this failure is not only ongoing mass homelessness at tremendous financial and human cost, but also an enormous build-up of impending homelessness, in that well over a half-million NYC households are estimated to be both ELI and rent burdened, paying more than 30 percent of their gross income on rent.<sup>11</sup> When those households – including the “working class” New Yorkers who have been the focus of the Mamdani administration’s affordability agenda – begin to feel the impact of the federal government’s budget cuts and eligibility restrictions to SNAP, Medicaid, and HUD programs, and more and more families have to choose between food and rent, or health care and rent, the city will likely see an increase in homelessness and shelter usage.

This will, unfortunately, be occurring on the heels of four years of housing and homelessness policies in New York City that resulted in more and more people losing their housing and sleeping in shelters. Figure 2.1 below shows the number of single adults, adults in families, and children in families (including new arrivals) sleeping each night in all New York City shelters<sup>12</sup> between March 2019 and December 2025.

**Figure 2.1**

**Image Description:** A stacked area chart labeled, “NYC Shelter Census by Population Across All Shelter Systems, Calendar Years 2019 to 2025.” The vertical axis lists numbers 0 to 140,000 in increments of 10,000. The horizontal axis shows a time range between January 2019 and December 2025 with labels beginning with January 2019 and continuing with March, June, September, December of each year through December 2025. There is also a vertical dashed line above April 2022, with a label stating “April 2022: Increase in New Arrivals Begins.” The chart depicts a three-color area that breaks down the overall shelter population between single adults in red at the bottom, adults in families in green in the middle, and children in families in dark blue on top.



10 “How Many People Are Homeless in NYC Altogether?” Coalition for the Homeless, May 5, 2026, <https://www.coalitionforthehomeless.org/how-many-total-people-are-homeless-in-nyc/>.

11 “2025 AMI Cheat Sheet: New Housing is Not Affordable to the Majority of New Yorkers” ANHD, August 20, 2025. <https://anhd.org/report/2025-ami-cheat-sheet-new-housing-is-not-affordable-to-the-majority-of-new-yorkers/>.

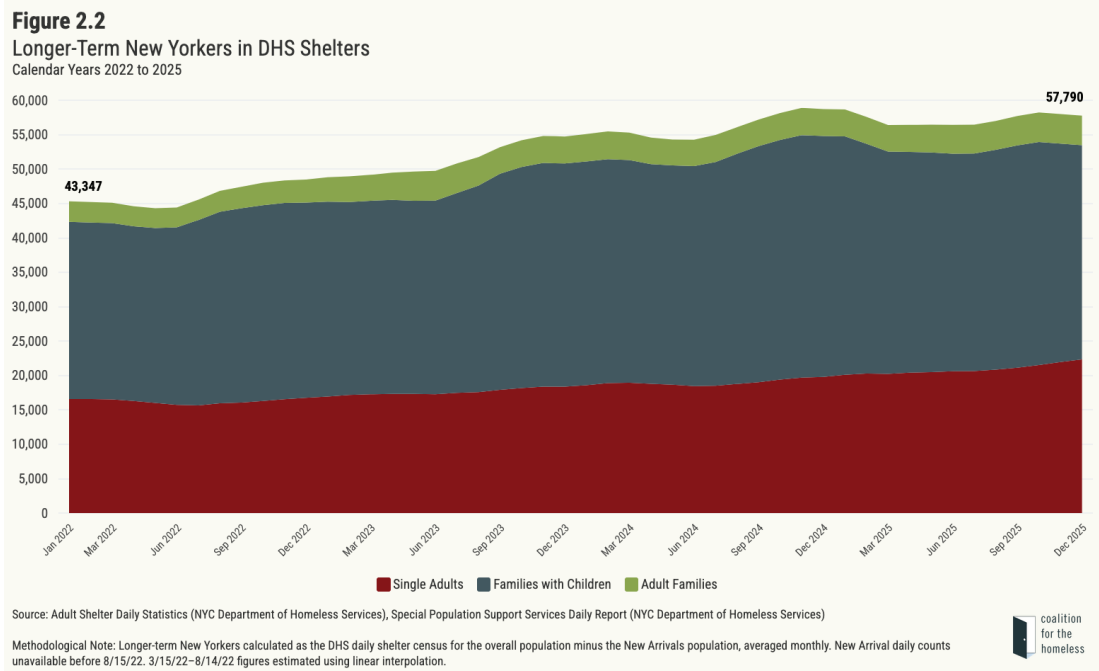
12 This includes shelters operated by NYC DHS, Department of Housing Preservation and Development, Department of Youth & Community Development, Mayor’s Office of Criminal Justice, HRA, New York City Emergency Management, NYC Health & Hospitals.

As noted above, the rapid increase in the shelter census beginning in March 2022 and the subsequent decline beginning at the end of 2024 were primarily a result of new arrivals entering the shelter system, and then exiting shelters in large numbers after the new federal administration elected in November created wide fear of mass deportation.<sup>13</sup>

While the number of new arrivals in shelters has continued to decline, **the number of longer-term New Yorkers falling into homelessness and entering the shelter system continued to increase throughout the years of the Adams administration**, as shown in Figure 2.2 below.

**Figure 2.2**

**Image Description:** A stacked area chart labeled, “Longer-Term New Yorkers in DHS Shelters, Calendar Years 2022 to 2025.” The vertical axis lists numbers from 0 to 60,000 in increments of 5,000. The horizontal axis displays calendar years 2022 to 2025, with tick marks at January, April, July, and October of each year from 2022 to 2025. Each area is divided into three color-coded segments representing Single Adults (dark red), Families with Children (dark blue), and Adult Families (green). The chart begins in January 2022 with a label stating the combined total of 43,347 individuals. The final data point at the end of 2025 is marked with a label stating the combined total of 57,790.



13 Luis Ferré-Sadurní & Jonah E. Bromwich, “N.Y. Migrants Fear Expulsion After Trump Expands Deportation Targets,” *NY Times*, January 24, 2025, <https://www.nytimes.com/2025/01/24/nyregion/nyc-migrant-shelter-deportation.html>; see also “Asylum Seeker Census,” Office of the New York City Comptroller Mark Levine, n.d. <https://comptroller.nyc.gov/services/for-the-public/accounting-for-asylum-seeker-services/asylum-seeker-census/>.

As shown above, **the number of longer-term New Yorkers sleeping each night in the NYC DHS shelter system increased by 27 percent – or by 12,442 people – during the four years of the Adams administration.** In that period, the number of single adults sleeping each night in NYC DHS shelters increased by 35 percent, or 5,752; the number of members of families with children by 21 percent, or 5,395; and the number of members of adult families by 43 percent, or 1,295.

In addition, the four years of the Adams administration saw more homeless New Yorkers living doubled-up in the homes of others, as evidenced by **the 29 percent increase in the number of NYC schoolchildren living doubled-up** – a figure tracked by the New York State Education Department and summarized annually by Advocates for Children. That number grew from 69,000 in the 2021-2022 school year (out of a total of 104,000 students who had experienced homelessness that year)<sup>14</sup> to 89,000 in the 2024-2025 school year (out of more than 154,000 students who had experienced homelessness that year).<sup>15</sup>

As living doubled-up is a common precursor to entering the NYC DHS shelter system, the increase in the number of such households suggests that the Mamdani administration is likely to see more people entering the shelter system in the years ahead.

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14 Advocates for Children and New York State Education Department, “STUDENT HOMELESSNESS IN NEW YORK CITY, 2021–22,” 2022, [https://advocatesforchildren.org/wp-content/uploads/2022/10/nyc\\_student\\_homelessness\\_21-22.pdf](https://advocatesforchildren.org/wp-content/uploads/2022/10/nyc_student_homelessness_21-22.pdf).

15 Advocates for Children of New York, “STUDENT HOMELESSNESS IN NEW YORK CITY, 2024–25,” 2025, [https://advocatesforchildren.org/wp-content/uploads/2025/student\\_homelessness\\_2024-25.pdf](https://advocatesforchildren.org/wp-content/uploads/2025/student_homelessness_2024-25.pdf).



### III. SHELTER ENTRANTS

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**Image description:** A person pushes a walker down a city sidewalk, wearing a dark puffer jacket over a tan sweater and a white knit beanie. Behind them is an urban scene with parked cars, a large blue and other buildings.

### III. SHELTER ENTRANTS

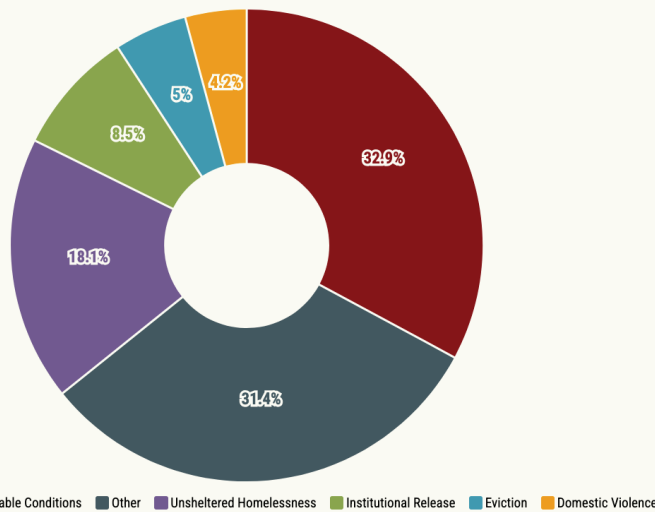
As noted above, the number of people sleeping in shelters each night is a function of the number of shelter entrants, the number of shelter exits, and the average length of stay. And while DSS under the Adams administration made some progress in increasing the number of shelter exits by better utilizing tools such as CityFHEPS rent vouchers, such efforts were overwhelmed by the growing number of people falling into homelessness and entering the shelter system.

As depicted in Figures 3.1 and 3.2 below, the top reasons for entering the shelter system, including eviction and overcrowding, are attributable primarily to the lack of availability of affordable housing.

**Figure 3.1**

**Image Description:** A donut chart labeled, “Top Reasons for Entering Shelter Among Single Adults, Fiscal Year 2025.” The chart is divided into six color-coded segments. A large dark red segment on the upper right representing “Discord, Overcrowding, or Unlivable Conditions” is labeled “32.9%.” Moving clockwise, a dark blue segment at the bottom representing “Other” is labeled “31.4%.” To the left of this, a purple segment representing “Unsheltered Homelessness” is labeled “18.1%.” Continuing clockwise, a green segment to the upper left representing “Institutional Release” is labeled “8.5%.” Next is a light blue segment representing “Eviction” labeled “5%.” Finally, at the top is a yellow segment representing “Domestic Violence” labeled “4.2%.”

**Figure 3.1**  
**Top Reasons for Entering Shelter Among Single Adults**  
 Fiscal Year 2025



Source: FOIL Data from NYC Department of Social Services

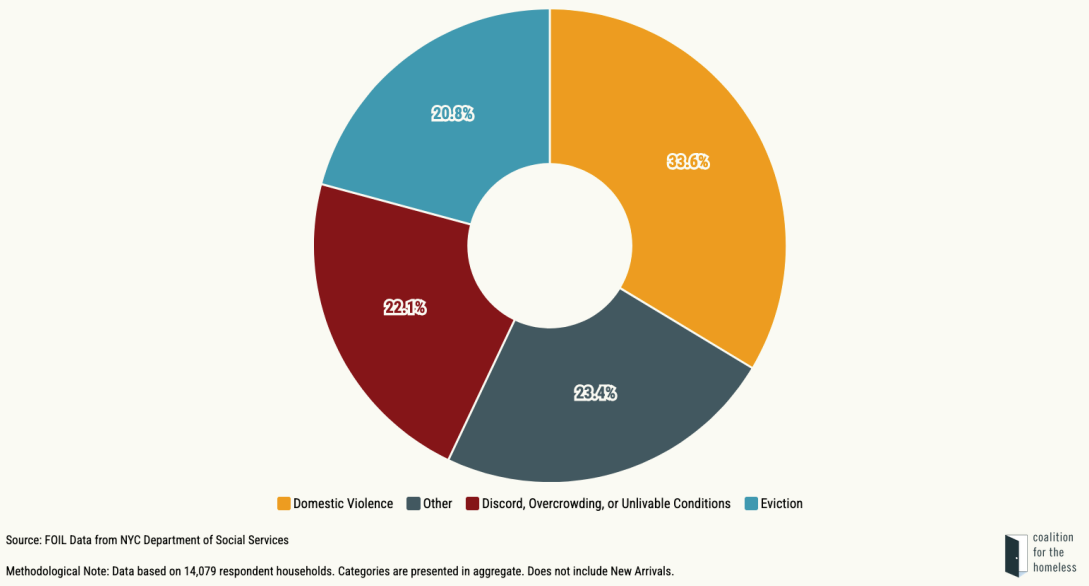
Methodological Note: Data based on 30,630 respondent households. Categories are presented in aggregate. Does not include New Arrivals.



Figure 3.2

**Image Description:** A donut chart labeled, “Top Reasons for Entering Shelter Among Families with Children, Fiscal Year 2025.” The chart is divided into four color-coded segments. A yellow segment on the upper right representing “Domestic Violence” is labeled “33.6%.” Moving clockwise, a dark blue segment on the lower right representing “Other” is labeled “23.4%.” To the lower left, a dark red segment representing “Discord, Overcrowding, or Unlivable Conditions” which is labeled “22.1%.” Finally, to the upper left is a light blue segment representing “Eviction” which is labeled “20.8%.”

**Figure 3.2**  
Top Reasons for Entering Shelter Among Families with Children  
Fiscal Year 2025

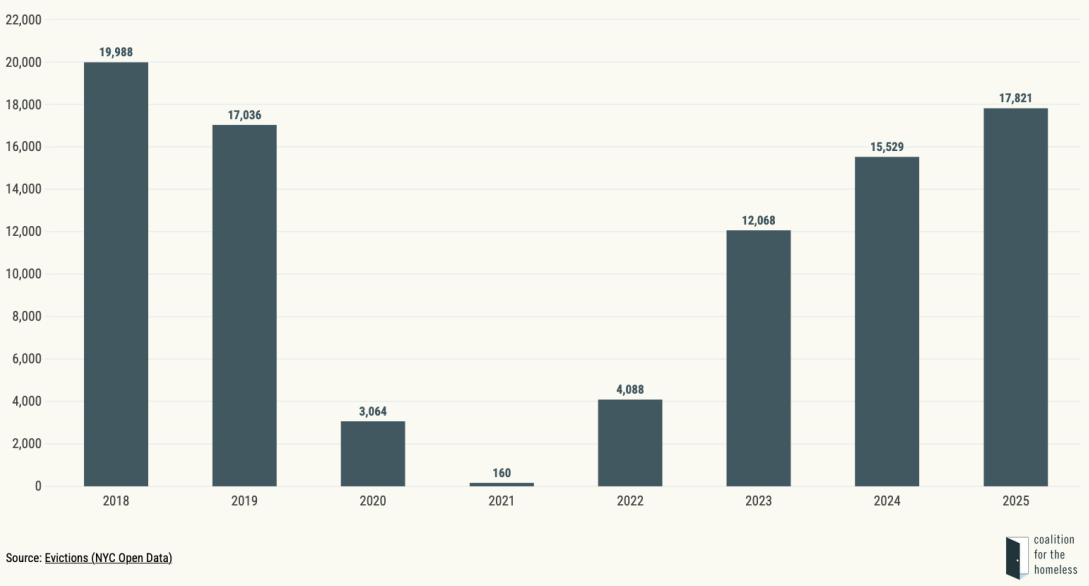


Eviction continues to be one of the primary precursors to shelter stays for families with children, and the four years of the Adams administration saw a rapid increase in the annual number of evictions, starting when the pandemic-era statewide eviction moratorium was lifted on January 15, 2022. **Eviction filings in NYC increased from a pandemic low of 42,110 in 2021 to 114,832 in 2025,<sup>16</sup> resulting in 17,821 marshal-executed evictions in calendar year 2025 alone – surpassing the 17,036 marshal-executed evictions in the pre-pandemic year of 2019.<sup>17</sup>**

Figure 3.3

**Image Description:** A vertical bar chart labeled, “Marshal-Executed Residential Evictions & Possessions, Calendar Years 2018 to 2025.” The vertical axis lists numbers from 0 to 22,000 in increments of 2,000. The horizontal axis displays calendar years from 2018 to 2025. Each year is represented by a dark blue bar. The first bar, labeled “2018,” is marked 19,988. The final bar, labeled “2025,” is marked 17,821.

**Figure 3.3**  
Marshal-Executed Residential Evictions and Possessions  
Calendar Years 2018 to 2025



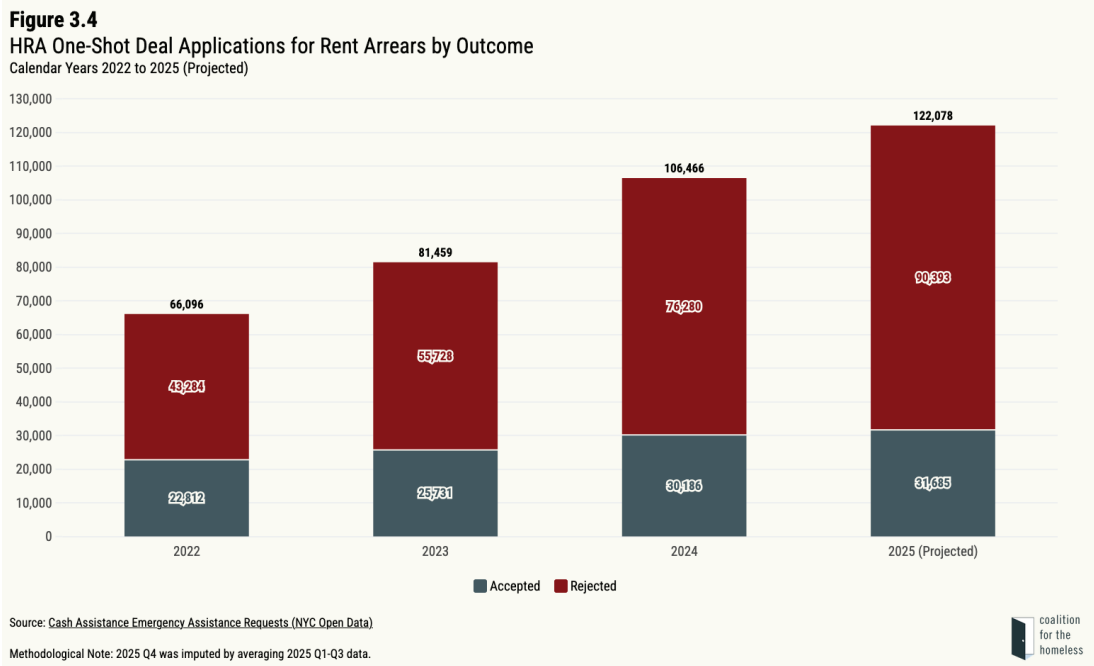
16 New York State Unified Court System, “Statewide Eviction Information,” *Statewide Total Eviction Filings Table*

17 “Residential | NYC Open Data.”

One of the most effective tools that the City has available to help those threatened with eviction to stay in their homes is HRA’s emergency assistance grant known as the One-Shot Deal (“OSD”) – a one-time grant to pay off arrears in rent and utilities. Over the four years of the Adams administration, as evictions were rapidly increasing to pre-pandemic levels, applications for OSDs to cover rent arrears increased by 85 percent, from 66,096 to 122,078 per year. But the number of OSDs actually awarded annually for rent arrears increased by only 39 percent, or by 8,873 – as shown in Figure 3.4 below. **The acceptance rate for OSD applications for rent arrears dropped from 35 percent in 2022, to 26 percent in 2025.**

Figure 3.4

**Image Description:** A stacked vertical bar chart labeled, “HRA One-Shot Deal Applications for Rent Arrears by Outcome, Calendar Years 2022 to 2025 (Projected).” The vertical axis lists numbers from 0 to 130,000 in increments of 10,000. The horizontal axis displays calendar years from 2022 to 2025 (projected). Each bar is divided into two segments, dark blue for accepted and dark red for rejected. The first bar, labeled “2022,” consists of a dark blue segment marked 22,812, a dark red segment marked 43,284, along with a label above the bar displaying the stack total of 66,096. The final bar, labeled “2025,” consists of a dark blue segment marked 31,685, a dark red segment marked 90,393, along with a label above the bar displaying the stack total of 122,078.



Many vulnerable households thus found themselves in housing court facing eviction. And while New York City has a Right to Counsel for low-income households in housing court, Mayor Adams failed to adequately fund Right to Counsel to meet the surge in demand.<sup>18</sup> As a result, the share of tenants with eviction cases receiving full representation declined from a high of 65.8 percent during the week of January 23, 2022 to a low of 27.8 percent during the week of December 21, 2025.<sup>19</sup> Accordingly, tenants were at higher risk of being evicted.<sup>20</sup>

Institutional discharges from prisons, hospitals, and nursing homes also contributed to the number of people entering shelters, though updated data on this metric was not available at the time this report was written.

18 The New York Independent Budget Office noted that right to counsel spending in 2024 only increased by 129% over 2019 whereas the number of eligible cases during that period increased by 222%. See Salant, Claire, Sarah Internicola, Richard DiSalvo, and Housing and Buildings. “The Expansion of New York City’s Right to Counsel Program,” 2025, <https://www.ibo.nyc.gov/assets/ibo/downloads/pdf/community-and-social-services/2025/2025-september-the-expansion-of-nyc-right-to-counsel-program.pdf>.

19 “NYC Crisis Monitor,” *Right to Counsel NYC Coalition*, <https://www.righttocounselnyc.org/nycrisismonitor>.

20 See generally, Salant et al., “The Expansion of New York City’s Right to Counsel Program.”



## IV. SHELTER EXITS

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**Image description:** Two people in an urban park on a sunny day. An adult in a pale yellow zip hoodie has their arm around a young person in a black zip hoodie. They're looking at each other and smiling. Behind them are bare trees, brick buildings, park benches, and pedestrians.

## IV. SHELTER EXITS

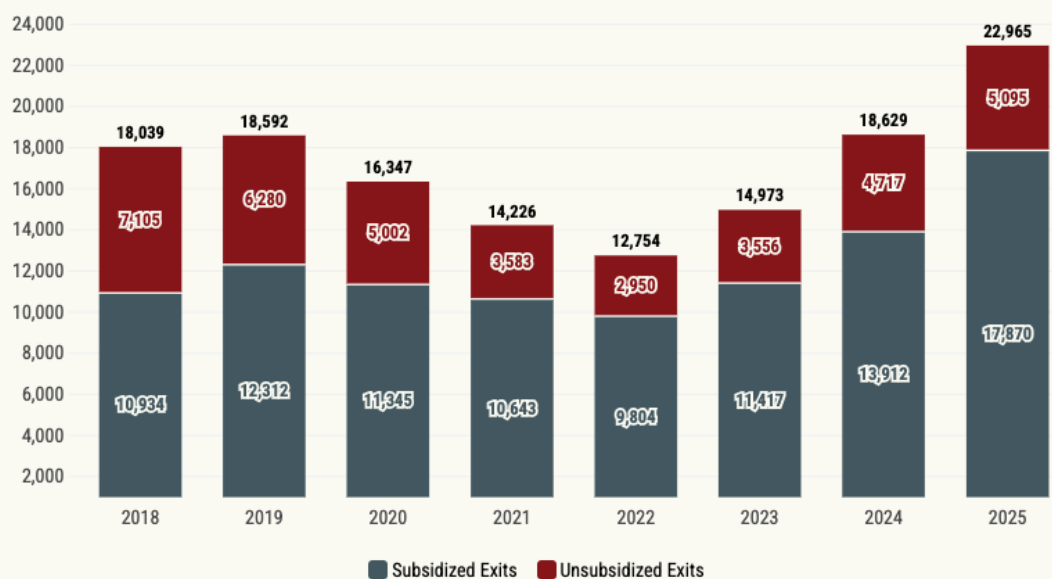
The Adams administration’s failure to address the historic lack of housing affordable to the lowest income New Yorkers<sup>21</sup> and its failure to help at-risk households avoid homelessness helped drive the shelter census up from 2022 through 2025 – even as DSS was concurrently showing some progress in increasing the number of subsidized exits from the shelter system.<sup>22</sup>

As seen in Figure 4.1 below, **the number of subsidized exits from the shelter system continued to rise over the four years of the Adams administration – increasing by 82 percent, from 9,804 in 2022 to 17,870 in 2025.** This growth was largely due to the increased use of CityFHEPS vouchers, which made up the vast majority of all subsidized exits in 2025.

Figure 4.1

**Image Description:** A stacked vertical bar chart labeled, “Households Exiting DHS Shelters to Permanent Housing, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 2,000 to 24,000 in increments of 2,000. The horizontal axis displays fiscal years from 2018 to 2025. Each year contains two bars: a dark blue bar for subsidized exits and a dark red bar for unsubsidized exits. The first group, labeled “2018,” includes a dark blue bar marked 10,934 and a dark red bar marked 7,105, along with a label above the bar displaying the stack total of 18,039. The final group, labeled “2025,” includes a dark blue bar marked 17,870 and a dark red bar marked 5,095, along with a label above the bar displaying the stack total of 22,965.

**Figure 4.1**  
Households Exiting DHS Shelters to Permanent Housing  
Fiscal Years 2018 to 2025



Source: Preliminary Mayor’s Management Report (NYC Department of Housing Preservation & Development, 2026)



It is important to note that the number of unsubsidized exits increased at a roughly steady rate, holding at between 20 – 25 percent of total exits into housing in fiscal years 2022 through 2025. The agency does not record where people who left shelter without a subsidy are going, and the category “unsubsidized exits” includes people who were “logged out” of shelter, jailed, deported, or hospitalized, as well as people who left because they thought they had found somewhere to go.

21 “Build From the Bottom up: Affordable Housing for Homeless New Yorkers - Coalition for the Homeless,” March 16, 2026, <https://www.coalitionforthehomeless.org/build-from-the-bottom-up/>.

22 A “subsidized exit” is when an individual or family leaves the shelter system either with the help of a rent voucher (such as Section 8 or CityFHEPS) or is placed into supportive housing, a NYCHA unit, or a homeless set-aside unit. Subsidized exits have far lower return rates to shelter than non-subsidized exits.

During this period, on average about 21 percent of single adults who left the shelter system as unsubsidized exits ended up back in the shelter system within one year of exiting.<sup>23</sup> This indicates that the City must do a better job of not simply increasing the number of subsidized exits, but of increasing the percentage of exits that are subsidized exits.

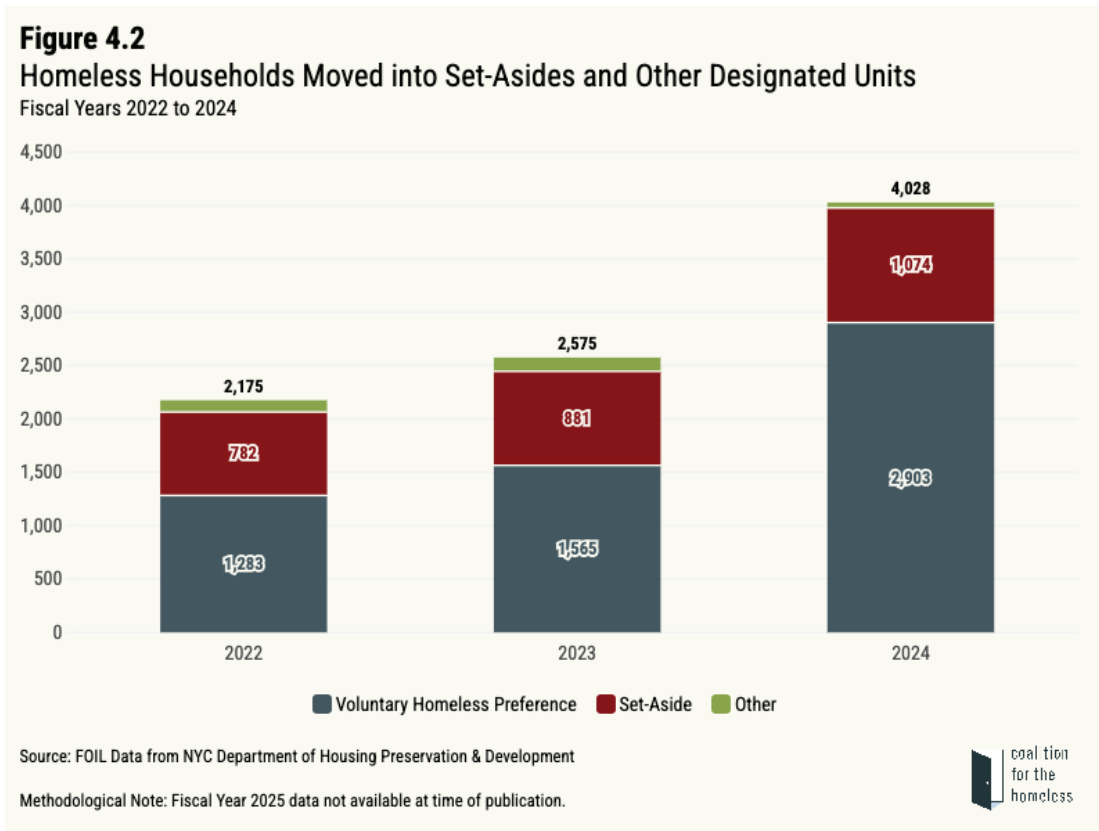
While the increase in the number of subsidized exits from the shelter system during the four years of the Adams administration may suggest some reasons for hope, real questions exist about the future ability to sustain this volume of subsidized exits beyond fiscal year 2025. This is because certain resources that were available during the Adams administration are unlikely to be available at all, or to the same degree, in the future, as will be discussed below.

### a) Homeless Set Asides and Voluntary Homeless Preference Units

Figure 4.2 below shows the number of placements from shelters into set-asides and other designated units from fiscal year 2022 through 2024.<sup>24</sup>

**Figure 4.2**

**Image Description:** A stacked vertical bar chart labeled, “Homeless Households Moved into Set-Asides and Other Designated Units, Fiscal Years 2022 to 2024.” The vertical axis lists numbers from 0 to 4,500 in increments of 500. The horizontal axis displays fiscal years 2022, 2023 and 2024. Each bar is divided into three color-coded segments representing voluntary homeless preference (dark blue), set-aside (dark red) and other (green). The first bar, labeled “2022,” consists of a dark blue segment marked 1,283, a dark red segment marked 782, and a thin unmarked green segment, along with a label above the bar displaying the stack total of 2,175. The final bar, labeled “2024,” consists of a dark blue segment marked 2,903, a dark red segment marked 1,074, and a thin unmarked green segment, along with a label above the bar displaying the stack total of 4,028.



23 Mayor’s Office of Operations, Mayor’s Management Report: Fiscal 2025, (New York, NY: 2025), 260 [https://www.nyc.gov/assets/operations/downloads/pdf/mmr2025/2025\\_mmr.pdf](https://www.nyc.gov/assets/operations/downloads/pdf/mmr2025/2025_mmr.pdf).

24 The City has yet to provide the data for fiscal year 2025, as of the publishing of this report.

As seen in the chart above, one driver of the increase in subsidized exits during the Adams administration was the number of placements into homeless set-aside units. However, a more significant number of placements were into “voluntary homeless preference units” and the administration’s use of “augmented CityFHEPS” vouchers to pay for such placements.

Voluntary homeless preference units are affordable housing units that were not originally designated as homeless set-aside units, but that the building owner voluntarily re-designates for at least a one-time preference for applicants from the shelter system, with no obligation to maintain such preference upon re-rental. Augmented CityFHEPS vouchers pay rates higher than the standard CityFHEPS rate for a unit with the same number of bedrooms. In fact, this particular form of CityFHEPS voucher enticed developers to re-designate as voluntary homeless preference those units that were originally available to households with incomes up to 130 percent of AMI.<sup>25</sup> Instead of the standard CityFHEPS payment standards, until mid-April of 2025, the City paid an additional \$900-\$1,900 per month for any tenants who received such augmented vouchers.<sup>26</sup> In 2025, the City announced a reduction in these rates to 120 percent of fair market rent.<sup>27</sup> It remains to be seen how this lower augmented payment will impact the number of units landlords choose to re-designate as voluntary homeless preference units, or how soon such impact will occur, given delays in when the rate reduction will fully take effect.<sup>28</sup>

More to the point, however, is that the City will not be continuing the use of augmented CityFHEPS<sup>29</sup> to spur the use of voluntary homeless preference units beyond fiscal year 2027, **and so the gains in subsidized exits attributable to placements in such units cannot be expected to continue.**

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25 “The Recently Released Augmented CityFHEPS Program – Reside New York,” December 8, 2020, <https://residenewyork.com/the-recently-released-augmented-cityfheps-program/>.

26 Joseph Armato, “Important Update on ‘Augmented’ CityFHEPS Rental Subsidies A significant policy change regarding ‘Augmented’ CityFHEPS rental subsidies will take effect on...,” March 14, 2025, [https://www.linkedin.com/posts/josephsarmato\\_important-update-on-augmented-cityfheps-share-7306386132693364736-SzcH/](https://www.linkedin.com/posts/josephsarmato_important-update-on-augmented-cityfheps-share-7306386132693364736-SzcH/).

27 “IMPORTANT CHANGES TO NYC CityFHEPS Rent Subsidy — Deadlines Approaching,” n.d., <https://www.rosenbergestis.com/media/blog/industry-updates/important-changes-to-nyc-cityfheps-rent-subsidy-deadlines-approaching>.

28 “NYC Extends Deadline for Augmented CityFHEPS at Historic Rent Levels,” n.d., <https://www.rosenbergestis.com/media/blog/tax-incentives-affordable-housing/nyc-extends-deadline-for-augmented-cityfheps-at-historic-rent-levels>.

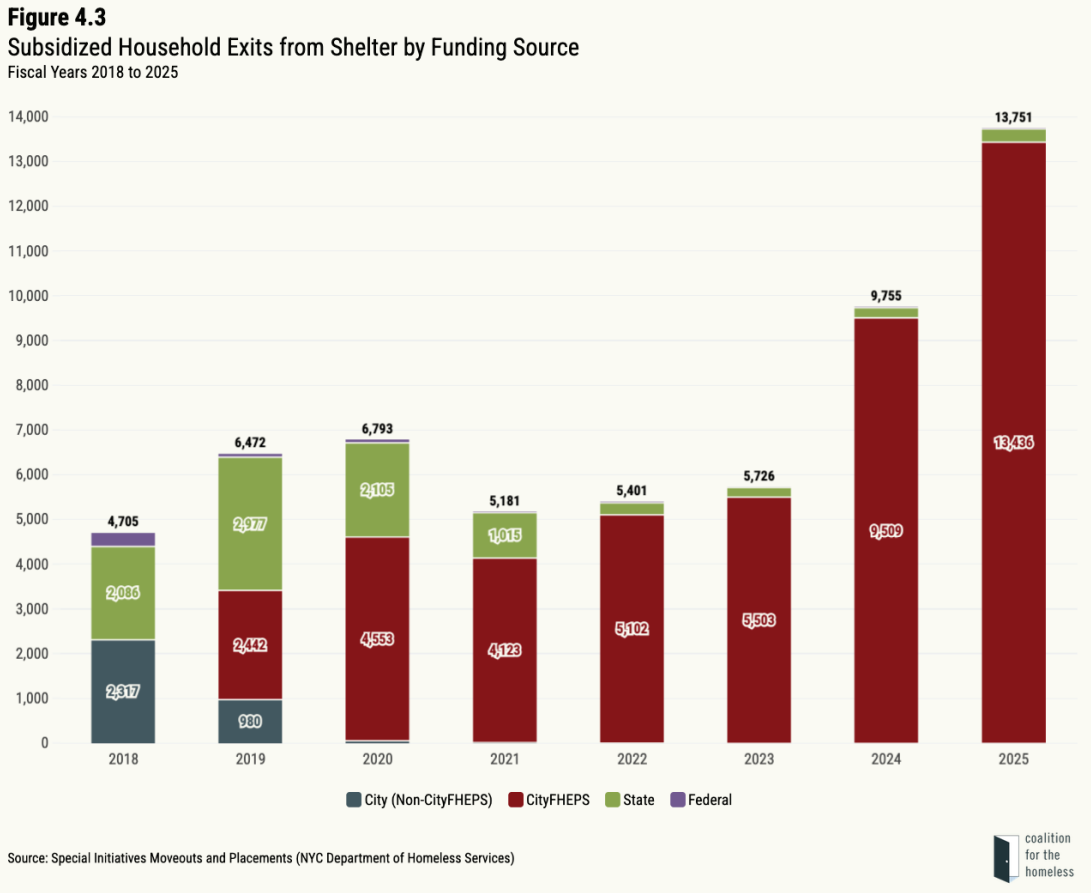
29 IMPORTANT CHANGES TO NYC CityFHEPS Rent Subsidy.

## b) Exits Using Vouchers

Figure 4.3 below shows the number of shelter exits utilizing rent vouchers (other than Section 8).

**Figure 4.3**

**Image Description:** A stacked vertical bar chart labeled, “Subsidized Household Exits from Shelter by Funding Source, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 0 to 14,000 in increments of 1,000. The horizontal axis displays years from 2018 to 2025. Each bar is divided into up to four color-coded segments representing funding sources: dark blue for City (Non-CityFHEPS), dark red for CityFHEPS, green for State, and purple for Federal. The first bar, labeled “2018,” consists of a dark blue segment marked 2,317, a smaller green segment marked 2,086, a thin purple segment, along with a label above the bar displaying the stack total of 4,705. The final bar, labeled “2025,” consists of a dark red segment marked 13,436, a thin green segment, along with a label above the bar displaying the stack total of 13,751.



The chart above clearly illustrates the effectiveness of CityFHEPS as the City’s primary and most effective tool for helping homeless households move out of shelters and into permanent housing. The four years of the Adams administration saw 33,550 shelter exits utilizing CityFHEPS – a number that would have been even higher had Mayor Adams not refused to implement the expansion of CityFHEPS passed by the City Council in 2023.

## c) Exits Using Federally Funded Resources

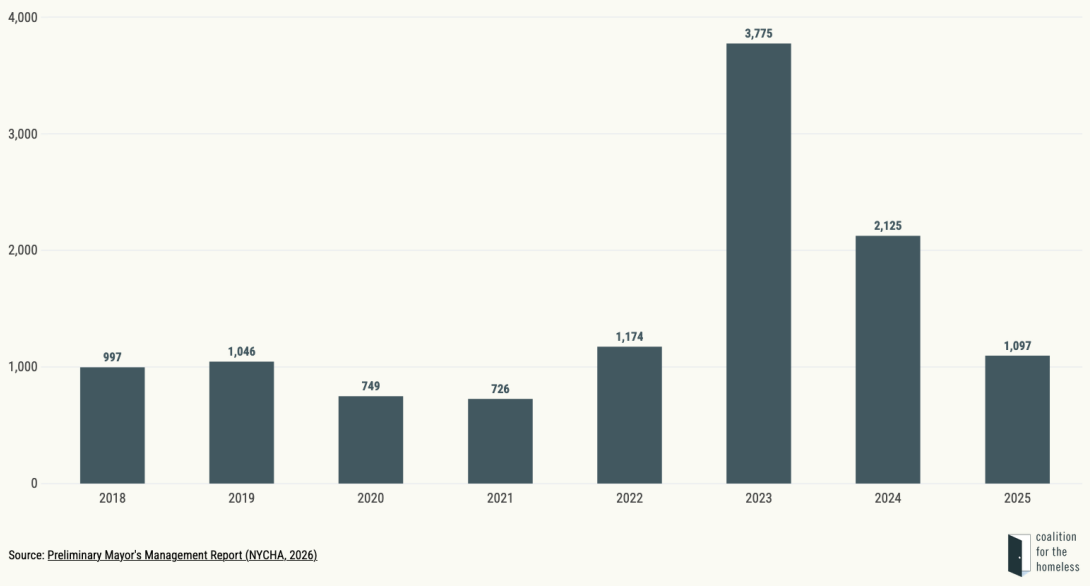
The Adams administration was able to achieve some of these subsidized exits through the use of federally-funded Section 8 rent vouchers and placements into NYCHA units.

Figure 4.4 below shows that in 2023, the City far surpassed the number of placements utilizing Section 8 vouchers in prior years. **However, this surge was a result of the temporary and one-time availability of HUD-funded EHV's**, issued during the pandemic in May of 2021, but which the City was slow to distribute.<sup>30</sup>

**Figure 4.4**

**Image Description:** A vertical bar chart labeled, "Homeless Applicants Placed in Housing with Section 8 Vouchers, Fiscal Years 2018 to 2025." The vertical axis lists numbers from 0 to 4,000 in increments of 1,000. The horizontal axis displays fiscal years from 2018 to 2025. Each year is represented by a dark blue bar. The first bar, labeled "2018," is marked 997. The final bar, labeled "2025," is marked 1,097.

**Figure 4.4**  
Homeless Applicants Placed in Housing with Section 8 Vouchers  
Fiscal Years 2018 to 2025



EHVs were created under the American Rescue Plan Act of 2021 to provide assistance to those who were homeless, at risk of homelessness, or victims of domestic violence or trafficking following the COVID-19 pandemic. HUD issued 70,000 vouchers nationwide, 7,788 of which were allocated to NYC tenants. But these resources will be unavailable in the future because the federal government decided to no longer fund them beyond 2026, leaving the City and State in the difficult position of having to replace these resources in order to avoid households losing their housing and potentially returning to shelters.<sup>31</sup> As of the publishing of this report, neither Mayor Mamdani nor Governor Hochul have presented any plan for ensuring that the approximately 5,500 NYC households with EHV vouchers administered by NYCHA will not be thrown into homelessness and enter the NYC DHS shelter system when the federal funds for the vouchers runs out at the end of the year.

Unlike the increased exits achieved with vouchers issued under the Section 8 program, the Adams administration did a poor job of utilizing NYCHA units despite the fact that NYCHA has historically provided one of the most stable sources of permanent housing for households exiting the shelter system. In January 2022, there were 2,840 vacant NYCHA units.<sup>32</sup> This number ballooned to 5,986 in fiscal year 2025<sup>33</sup> due to the significantly longer times to repair and

30 David Brand, "After Slow Start, NYC Issues Thousands of Federal Housing Vouchers" *City Limits*, July 15, 2022, <https://citylimits.org/after-slow-start-nyc-issues-thousands-of-federal-housing-vouchers/>.

31 David Brand, "NYC Still Struggling to Replace Emergency Housing Vouchers Set to Expire Under Trump," *Gothamist*, February 13, 2026, <https://gothamist.com/news/nyc-still-struggling-to-replace-emergency-housing-vouchers-set-to-expire-under-trump>.

32 Christopher Ryan and Department of Investigation, "DOI ISSUES REPORT ON THE PUBLIC SAFETY RISK INVOLVING VACANT APARTMENTS IN THE NYC PUBLIC HOUSING AUTHORITY ('NYCHA') AND FIVE RECOMMENDATIONS TO MITIGATE THESE RISKS, WHICH NYCHA HAS ACCEPTED," DOI REPORT, March 3, 2026, <https://www.nyc.gov/assets/doi/reports/pdf/2026/05NYCHAReclaim.Release.Rpt.05.03.2026.pdf>.

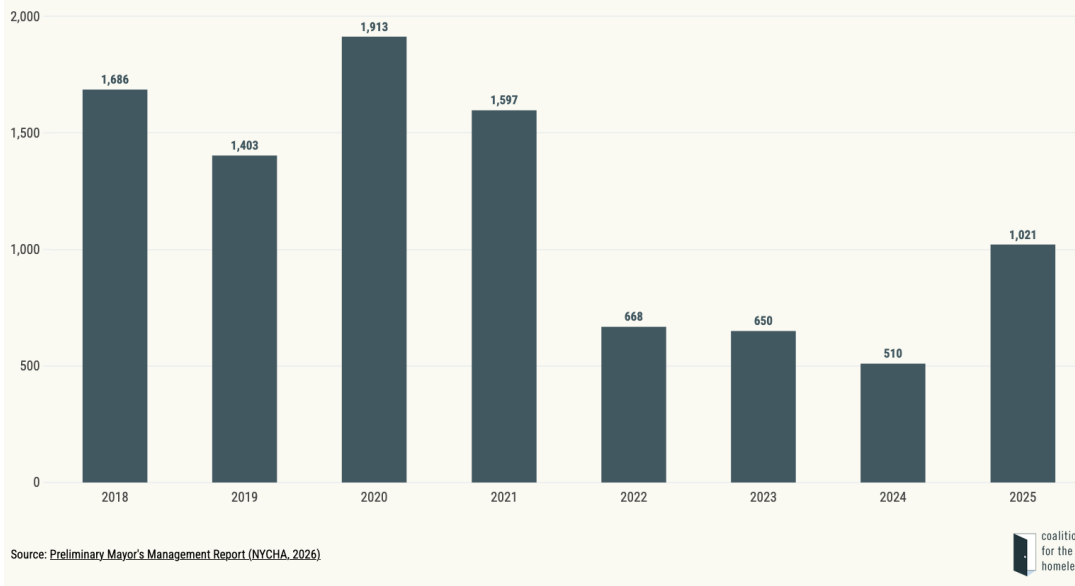
33 Mayor's Office of Operations, Mayor's Management Report: Fiscal 2025.

inspect vacated units before new tenants moved in. Such delays resulted in the lowest number of placements of homeless households into NYCHA units in the past 10 years, as illustrated in Figure 4.5 below.

**Figure 4.5**

**Image Description:** A vertical bar chart labeled, “Homeless Applicants Placed in NYCHA Housing, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 0 to 2,000 in increments of 500. The horizontal axis displays fiscal years from 2018 to 2025. Each year is represented by a dark blue bar. The first bar, labeled “2018,” is marked 1,686. The final bar, labeled “2025,” is marked 1,021.

**Figure 4.5**  
Homeless Applicants Placed in NYCHA Housing  
Fiscal Years 2018 to 2025



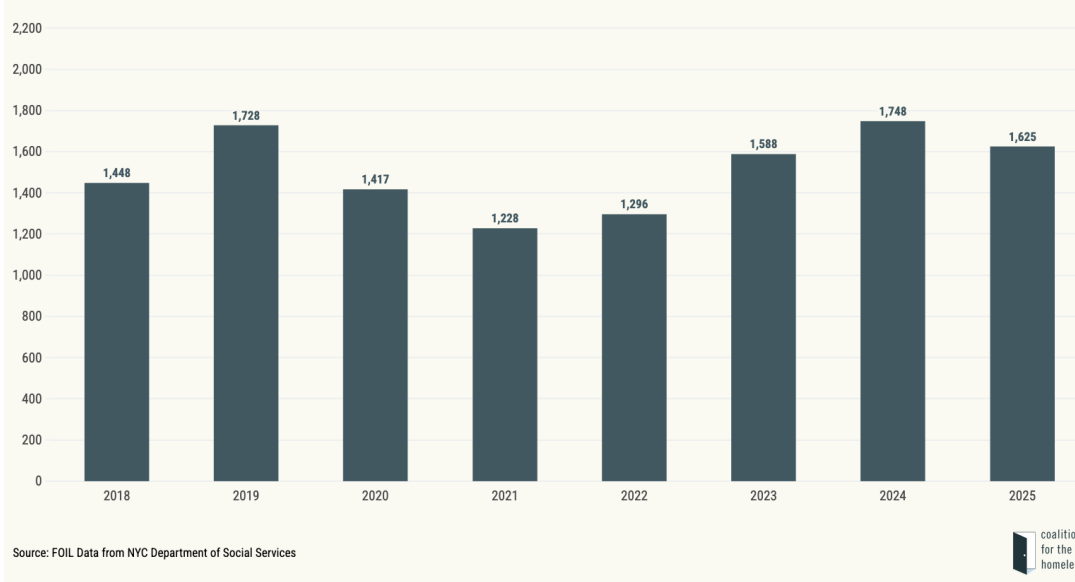
### d) Exits into Supportive Housing

As shown in Figure 4.6 below, the Adams administration increased the number of households in shelters placed into supportive housing. However, this increase directly follows a low of 1,228 placements in 2021, and remains far below the number of households that should be getting access to supportive housing, for reasons detailed in the “Access Barriers” section of [State of the Homeless 2025](#).

**Figure 4.6**

**Image Description:** A vertical bar chart labeled, “Single Adults Placed Into Supportive Housing, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 0 to 2,200 in increments of 200. The horizontal axis displays fiscal years from 2018 to 2025. Each year is represented by a dark blue bar. The first bar, labeled “2018,” is marked 1,448. The final bar, labeled “2025,” is marked 1,625.

**Figure 4.6**  
Single Adults Placed Into Supportive Housing  
Fiscal Years 2018 to 2025





# V. AFFORDABLE HOUSING PRODUCTION

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**Image description:** A person stands in an urban setting wearing a rust-orange puffer jacket over a dark blue shirt. Behind them is a construction site scaffolding in front of an ornate beige building facade. They face the camera with a steady gaze.

## V. AFFORDABLE HOUSING PRODUCTION

As a response to New York City’s housing crisis, the Adams administration created and adopted the City of Yes plan, which is estimated to create 80,000 new homes over 15 years. The plan, however, does not include any explicit requirements to create housing for homeless and ELI households, and so is unlikely to have any impact on mass homelessness or on the shelter census.

During Mayor Adams’ tenure there were year-over-year increases in the total number of completed “affordable housing” units and the highest number of “affordable housing” units financed over the last 10 years. But these units were mostly available only to those in higher income brackets, with at least two units produced for middle income households (a single individual making over \$136,080 a year or a family of four making over \$194,400 a year) for every one unit being produced for ELI households (a single individual making up to \$34,020 per year or a family of four making up to \$48,600 per year).

**As a result, even though the number of ELI households grew by over 91,000 during the Adams administration,<sup>34</sup> that period saw only about 10,000 ELI units financed.**

For a more detailed analysis of the City’s failure to calibrate affordable housing production with the actual need, see the Coalition’s January 2026 report [Build from the Bottom Up: Affordable Housing for Homeless New Yorkers](#).

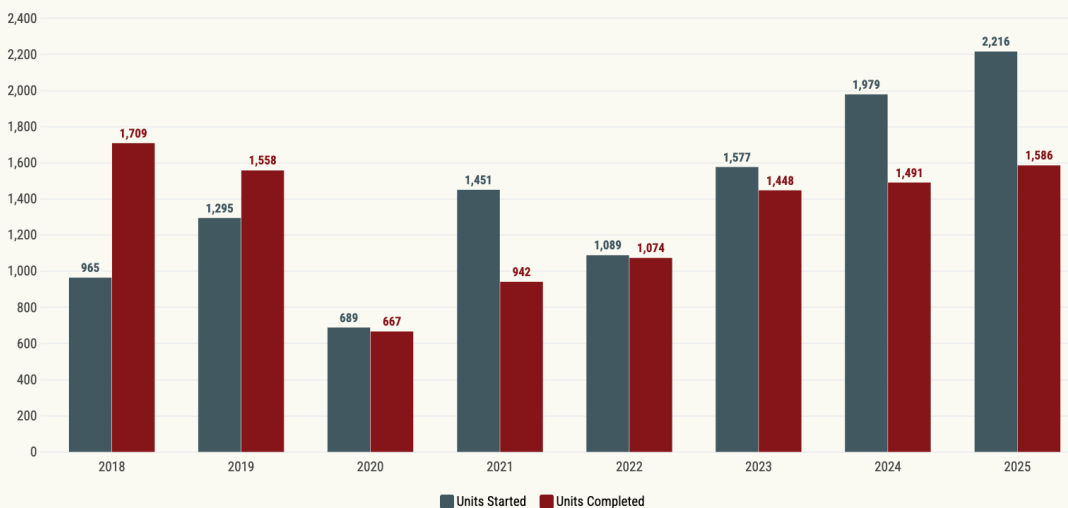
### a) Homeless Set-Aside Units

The period of 2022 through 2025 saw a welcome increase in the number of set-aside units started and completed, as shown in Figure 5.1 below.

**Figure 5.1**

**Image Description:** A grouped vertical bar chart labeled, “Housing Units Started and Completed for Homeless Households, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 0 to 2,400 in increments of 200. The horizontal axis displays fiscal years from 2018 to 2025. Each year contains two bars: a dark blue bar for units started and a dark red bar for units completed. The first group, labeled “2018,” includes a dark blue bar marked 965 and a dark red bar marked 1,709. The final group, labeled “2025,” includes a dark blue bar marked 2,216 and a dark red bar marked 1,586.

**Figure 5.1**  
Housing Units Started and Completed for Homeless Households  
Fiscal Years 2018 to 2025



Source: Preliminary Mayor’s Management Report (NYC Department of Housing Preservation & Development, 2026)

Methodological Note: Does not include supportive housing units. Figures reflect the number of HPD-financed housing units for homeless households, including set-asides, voluntary preferences, and other placements intended for people exiting homelessness.



<sup>34</sup> “2024 AMI Cheat Sheet - ANHD”; ANHD, “The AMI Cheat Sheet”; Gaumer, E., “2021 New York City Housing and Vacancy Survey”; Gaumer, E., “2023 New York City Housing and Vacancy Survey”.

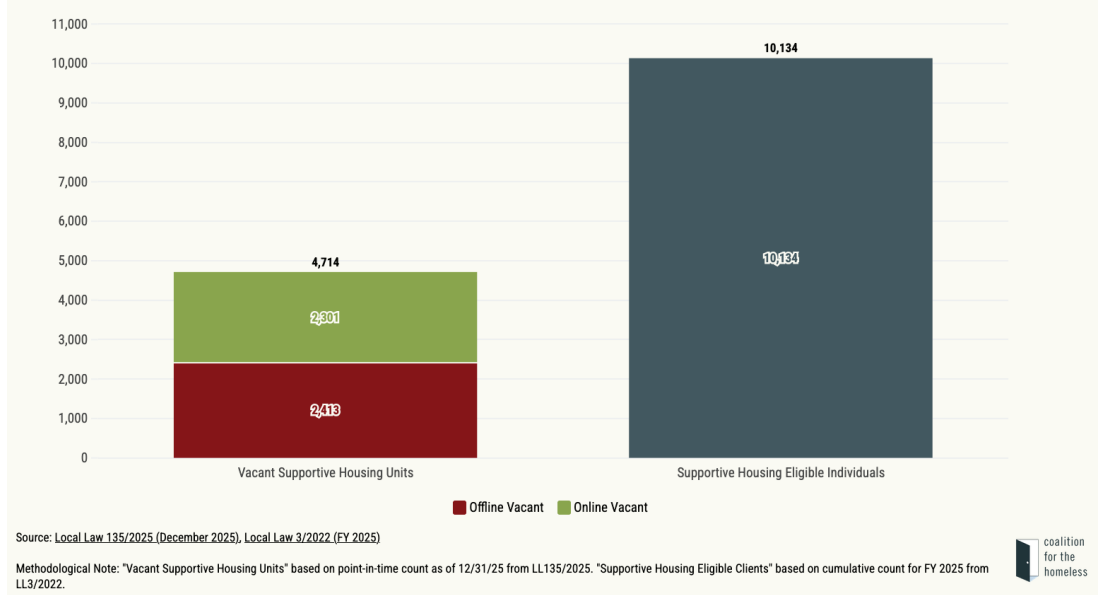
But even as the numbers of set-aside units being started and completed were generally increasing, **only about half those units were being filled each year due to inordinately long lease-up times ranging from 196 to 243 days.**<sup>35</sup> Each year the Adams administration attributed these delays to “complex qualification steps,” in part related to subsidy processing, and vowed to invest in technological improvements and better inter-agency coordination.<sup>36</sup> There is currently some optimism, however, that the Mamdani administration’s recently announced SPEED initiative will make some progress in reducing such administrative delays.<sup>37</sup>

## b) Supportive Housing Units

Upon taking office, Mayor Adams vowed to address the dysfunctional bureaucracy<sup>38</sup> that resulted in him inheriting about 2,500 vacant supportive housing units in the Coordinated Assessment and Placement System (CAPS).<sup>39</sup> Yet, the City reported that by the end of 2025, the number of vacant units was almost double, at 4,714.

During this same period, the number of New Yorkers determined eligible for supportive housing as reported by the City from data contained in CAPS also steadily grew. While the ratio of vacant supportive units improved, there still are not enough units available to address known need: **at the beginning of Adams’ term, there was one vacant supportive housing unit for every three eligible households,**<sup>40</sup> and as of the end of Adams’ tenure there was one vacant supportive housing unit for every two eligible households.

**Figure 5.2**  
Vacant Supportive Housing Units by Status vs. Individuals Deemed Eligible for Supportive Housing  
Point-in-Time from December 2025 vs. Fiscal Year 2025



**Figure 5.2**

**Image Description:** A vertical bar chart with two bars, labeled, “Vacant Supportive Housing Units by Status vs. Individuals Deemed Eligible for Supportive Housing, Point-in-Time from December 2025 vs. Fiscal Year 2025.” The vertical axis lists numbers from 0 to 11,000 in increments of 1,000. The horizontal axis displays a stacked bar for vacant supportive housing units, based on point-in-time count as of December 31, 2025, and a not-stacked bar for supportive housing eligible individuals, based on cumulative count for fiscal year 2025. The stacked bar contains two bars: a dark red bar for offline vacant units and a green bar for online vacant units. The first bar, labeled “Vacant Supportive Housing Units” includes a dark red bar marked 2,413 and a green bar marked 2,301, along with a label above the bar displaying the stack total of 4,714. The second bar, labeled “Supportive Housing Eligible Individuals” includes a dark blue bar marked 10,134.

35 Mayor’s Office of Operations, Mayor’s Management Report: Fiscal 2025. It should be noted that the lease-up times for voluntary homeless preference units were shorter during this period, ranging from 142 to 214 days.

36 See generally, Mayor’s Office of Operations, Mayor’s Management Report: Fiscal 2025, pp. 400, 411-12, 370, 362.

37 New York City Office of the Mayor, *Streamlining Procedures to Expedite Equitable Development (SPEED) Report*, May 13, 2026, [https://www.nyc.gov/content/dam/nycgov/nyc-main/pdf/2026/speed\\_report\\_051326.pdf](https://www.nyc.gov/content/dam/nycgov/nyc-main/pdf/2026/speed_report_051326.pdf).

38 Nolan Hicks and Bernadette Hogan, “Adams Vows to Fix Bureaucracy That Left 2K Apartments for Homeless Empty,” *New York Post*, March 23, 2022, <https://nypost.com/2022/03/23/this-is-a-dysfunctional-city-adams-vow-fix-after-2k-apts-for-homeless-left-empty/>.

39 Supportive Housing Network of New York, “Testimony to the New York City Council Committee on General Welfare,” *New York City Council Committee on General Welfare*, May 3, 2022, [https://shnny.org/images/uploads/Gen\\_Welf\\_Oversight\\_May\\_3\\_2022\\_FINAL.pdf](https://shnny.org/images/uploads/Gen_Welf_Oversight_May_3_2022_FINAL.pdf).

40 “NYC HRA CAS LOCAL LAW 3 REPORTING ON COORDINATED ASSESSMENT AND PLACEMENT SYSTEM (CAPS) FISCAL YEAR ENDING 6/30/2022 7/1/2022,” report, NYC HRA CAS LOCAL LAW 3 REPORTING ON COORDINATED ASSESSMENT AND PLACEMENT SYSTEM (CAPS) FISCAL YEAR ENDING 6/30/2022 7/1/2022, 2022, <https://www.nyc.gov/assets/hra/downloads/pdf/news/HRA-Local-Law-3-CFY2022-08502022.pdf>.

However, it must be noted that this two-to-one ratio does not represent the full extent of the dire need for more supportive housing, as it fails to capture the number of those who start to apply but are unable to complete the process because it is simply too complex, or the significant number of individuals who have not applied to determine their eligibility either because they are sleeping unsheltered without connection to supports, or are in one of the many shelters that have alarmingly low rates of supportive housing applications submitted by their staffs (as detailed in the “Access Barriers” section of *State of the Homeless 2025*). It is also important to note that many of the vacant units are in older OMH supportive housing projects, offering only shared apartments that are rejected by most applicants.

In addition, the number of new supportive housing units completed declined in both fiscal year 2024 and fiscal year 2025 after realizing the largest number of completions in fiscal year 2023, as shown in Figure 5.3 below.

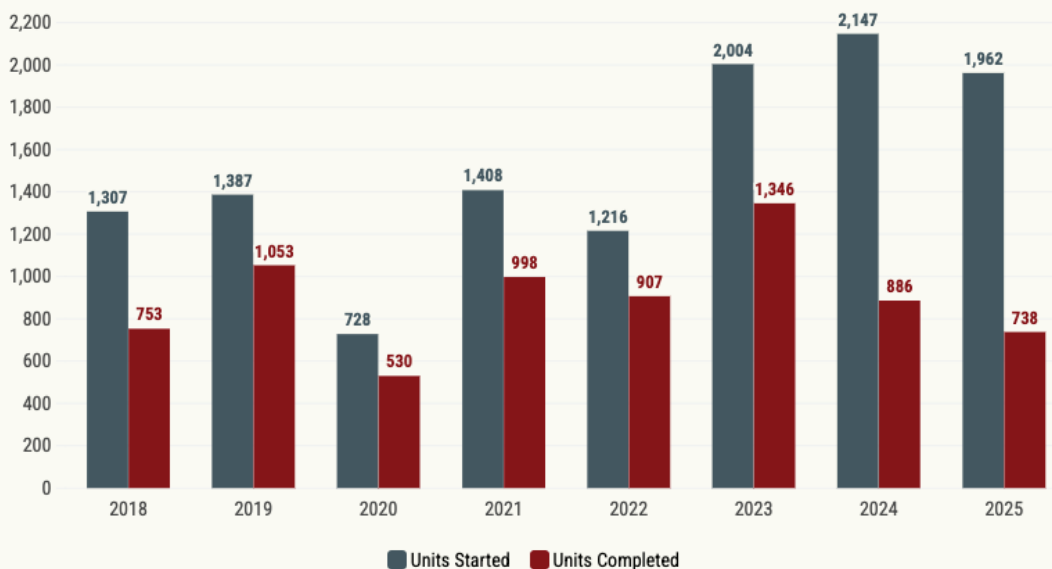
**Figure 5.3**

**Image Description:** A grouped vertical bar chart labeled, “Supportive Housing Units Started and Completed for Homeless Households, Fiscal Years 2018 to 2025.” The vertical axis lists numbers from 0 to 2,200 in increments of 200. The horizontal axis displays fiscal years from 2018 to 2025. Each year contains two bars: a dark blue bar for units started and a dark red bar for units completed. The first group, labeled “2018,” includes a dark blue bar marked 1,307 and a dark red bar marked 753. The final group, labeled “2025,” includes a dark blue bar marked 1,962 and a dark red bar marked 738.

**Figure 5.3**

### Supportive Housing Units Started and Completed for Homeless Households

Fiscal Years 2018 to 2025



Source: *Preliminary Mayor’s Management Report (NYC Department of Housing Preservation & Development, 2026)*



Such decline occurred despite an earlier commitment to advance the NY 15/15 deadline for 15,000 new supportive housing units from 2030 to 2028<sup>41</sup> – something which, as of December 2023, the City was far from achieving, with only 5,339 total open and in-construction units and only 1,994 additional units financed.<sup>42</sup>

During his last year in office, Mayor Adams reallocated 5,850 units that were originally intended to be scattered site units under the NY 15/15 program to congregate units.<sup>43</sup> The outcome of such reallocation remains to be seen. In any event, supportive housing providers prefer operating

41 “Mayor Adams Housing Blueprint,” n.d., <https://nyc.gov/housingblueprint>.

42 SUPPORTIVE HOUSING NETWORK OF NEW YORK, “Reimagining NYC 15/15: A Comprehensive Reallocation Plan to Save New York City’s Supportive Housing Initiative,” *Reimagining NYC 15/15: A Comprehensive Reallocation Plan to Save New York City’s Supportive Housing Initiative*, 2023, [https://shnny.org/images/uploads/Reimagine\\_NYC\\_1515\\_2023.pdf](https://shnny.org/images/uploads/Reimagine_NYC_1515_2023.pdf).

43 “Mayor Adams Unveils New Investments in Upcoming Mayoral Budget to Create More Homes, Connect More New Yorkers to Homes, Keep More New Yorkers in Homes,” *The Official Website of the City of New York*, 2026. <https://www.nyc.gov/mayors-office/news/2025/04/mayor-adams-new-investments-upcoming-mayoral-budget-create-more-homes-connect-more>.

congregate models – in which up to 60 percent of the apartments in a single building are designated as supportive housing units – as opposed to a scattered-site model, as the logistics of providing social services to residents are easier, especially given that supportive housing service contracts are underfunded. However, there are many homeless individuals with severe mental illness who will not agree to live in what often feels like an institutional setting in congregate supportive housing facilities, and so some of the individuals with the highest needs are often left with almost no options for accessing permanent housing.<sup>44</sup> The most effective solution, of course, is the provision of a true Housing First model which was born and developed in NYC 35 years ago, but is now almost entirely unavailable.

The four years of the Adams administration saw increases in supportive housing starts. Starts generally mark the end of the lengthy pre-development phase that is a precursor to construction<sup>45</sup> and means that there are more units in the pipeline. But these projects will take at least three additional years before being considered for occupancy and, at the rate that the need for supportive housing is growing, such units will continue to be insufficient to meet the city's needs.

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<sup>44</sup> The Coalition's Crisis Services, which help roughly 12,000 unique individuals per year, specializes in serving such clients.

<sup>45</sup> "Building Blocks of Change," *Office of the New York City Comptroller Mark Levine*, n.d., <https://comptroller.nyc.gov/reports/building-blocks-of-change>.



# VI. FAILURE TO ADDRESS NEEDS OF UNSHELTERED HOMELESS INDIVIDUALS

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**Image description:** A person walks down the street, away from camera, bundled in winter clothing on a city sidewalk, wearing a dark blue jacket, layers of scarves, and knit hat, walking a roller suitcase behind them covered in blankets. The wet pavement shows traces of slush and snow. Traffic and pedestrians move in the blurred background.

## VI. FAILURE TO ADDRESS NEEDS OF UNSHELTERED HOMELESS INDIVIDUALS

The years of the Adams administration saw both the Mayor and the Governor aggressively embracing approaches to unsheltered homelessness aimed less at providing the necessary access to supportive housing, low-barrier shelters, and mental health services than at simply removing people in need from public view.

Almost immediately upon being sworn in, Mayor Adams announced a multi-agency task force directed by NYPD to conduct increased sweeps and subway removals<sup>46</sup> – a reversal of Mayor de Blasio’s approach of removing NYPD from outreach and clean-ups.<sup>47</sup> Adams stated that this policy change was “about building trust. . . [to] eventually . . . convince [unsheltered individuals] to go inside.”<sup>48</sup> But in the 18-month period from January 2024 through June 2025 alone, there were 46,113 NYPD-aided removals of homeless individuals.<sup>49</sup> Because Local Law 34 does not require that the City provide detail on the types of removals – a lack of transparency characteristic of the Adams administrations’ approach to unsheltered homelessness – it is not possible to tell how many of those were simple “move along!” or other interactions. However, that same dataset reveals that encampment clearings and removals surged without a single connection to permanent housing. In fact, in that period **from January 2024 through June 2025, the City conducted 4,142 total encampment sweeps involving 6,062 individuals, only 263 of whom entered shelter on the date of their removals.**<sup>50</sup>

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46 “Transcript: Mayor Eric Adams Makes a Social Services Related Announcement,” *The Official Website of the City of New York*, 2026, <https://www.nyc.gov/mayors-office/news/2022/03/transcript-mayor-eric-adams-makes-social-services-related-announcement>; “Mayor Adams Releases Subway Safety Plan, Says Safe Subway Is Prerequisite for New York City’s Recovery,” *The Official Website of the City of New York*, 2026, <https://www.nyc.gov/mayors-office/news/2022/02/mayor-adams-releases-subway-safety-plan-says-safe-subway-prerequisite-new-york-city-s#/0>.

47 Mirela Iverac, “NYPD Scales Back ‘Outreach’ to Homeless in Subway System,” *Gothamist*, July 17, 2020, <https://gothamist.com/news/nypd-scales-back-outreach-homeless-subway-system>.

48 Karen Yi, “Mayor Adams’ Homeless Encampment Sweeps Reached New High Last Fall,” *Gothamist*, April 8, 2024, <https://gothamist.com/news/mayor-adams-homeless-encampment-sweeps-reached-new-high-last-fall>.

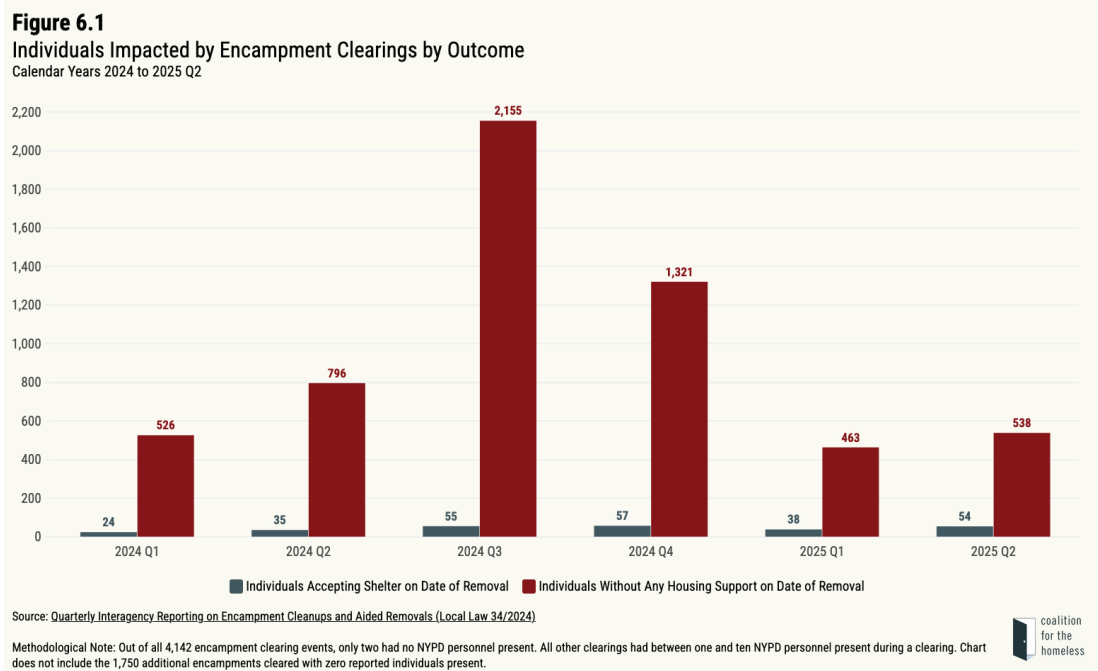
49 “Stats & Reports - DHS.”

50 “Stats & Reports - DHS.”

Figure 6.1 below shows the tiny fraction of individuals subjected to encampment sweeps who accepted placements in shelters, transitional housing, or similar outcome.

**Figure 6.1**

**Image Description:** A grouped vertical bar chart labeled, “Individuals Impacted by Encampment Clearings by Outcome, Calendar Years 2024 to 2025 Q2.” The vertical axis lists numbers from 0 to 2,200 in increments of 200. The horizontal axis displays four quarters for calendar year 2024 and two quarters for calendar year 2025. Each quarter contains two bars: a dark blue bar for individuals accepting shelter on date of removal and a dark red bar for individuals without any housing support on date of removal. The first group, labeled “2024 Q1,” includes a dark blue bar marked 24 and a dark red bar marked 526. The final group, labeled “2025 Q2,” includes a dark blue bar marked 54 and a dark red bar marked 538.



Along with relying on increased encampment sweeps, Mayor Adams and Governor Hochul broadened the criteria under which an individual could be involuntarily hospitalized, codifying an approach that allows NYPD (under MHL section 9.41) and clinicians (under MHL 9.58) to order the involuntary transport to a hospital of someone who appears unable to meet their basic needs.<sup>51</sup>

Between January 1, 2024 and December 31, 2025 (the period during which data is available), law enforcement conducted 14,356 involuntary transports. Unfortunately, the data does not identify how many removals involved unhoused individuals, the number of transports involving the same individuals, and what happened to those individuals after being taken to the hospital.<sup>52</sup> It is notable that NYPD Commissioner Tisch was quoted in *The Daily News* as saying that those involuntarily transported to hospitals by the police were just “released two hours later with a sandwich.”<sup>53</sup>

Increased use of involuntary hospitalizations may temporarily remove certain individuals from public view, but once those individuals are released from the hospital, they generally end up back on the streets, unconnected to the housing, shelter, and services they need and traumatized by the experience they have been subjected to.

As many homeless individuals sleep unsheltered in public spaces because of negative experiences they have had in the congregate shelter system, low-barrier shelter beds (safe havens and stabilization beds) have long proven to be a more effective alternative.

51 New York State Office of Mental Health, “Guidance for the Involuntary and Custodial Transportation of Individuals for Emergency Assessments and for Emergency and Involuntary Inpatient Psychiatric Admissions,” 2025, <https://omh.ny.gov/omhweb/guidance/interpretative-guidance-involuntary-emergency-admissions.pdf>.

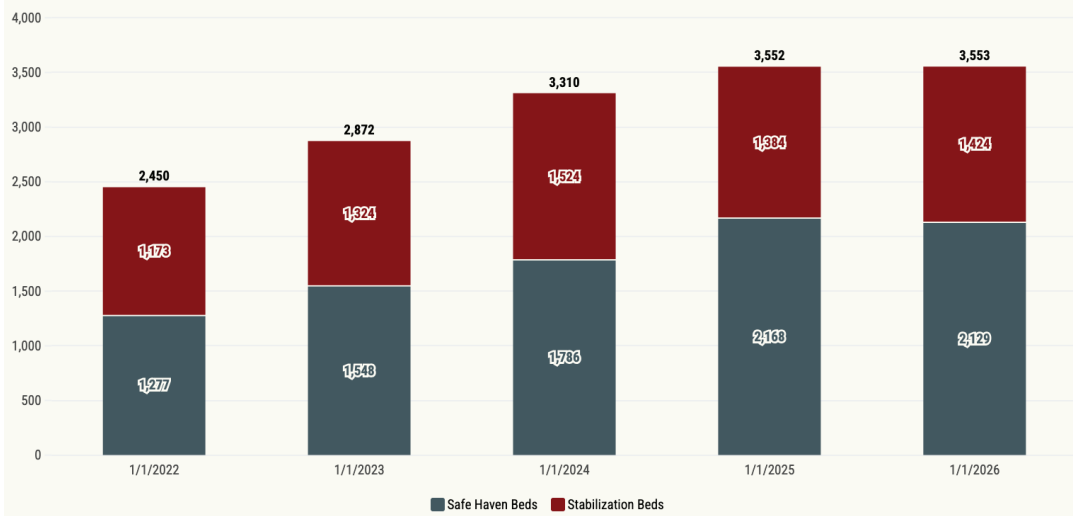
52 “Involuntary Transports Dashboard,” *Mayor’s Office of Community Mental Health*, May 21, 2026, <https://mentalhealth.cityofnewyork.us/involuntary-transport-for-psychiatric-evaluation>.

53 Thomas Tracy, “NYPD Commissioner Tisch Calls on State to Do More to Combat NYC’S Mental Health Crisis,” *New York Daily News*, August 8, 2025, <https://www.nydailynews.com/2025/08/08/nypd-commissioner-tisch-calls-on-state-to-do-more-to-combat-nycs-mental-health-crisis/>.

While the four years of the Adams administration saw 1,103 safe haven and stabilization beds added to the system shown in Figure 6.2 below, about half of those beds were put in the pipeline by the de Blasio administration, and in the final year of the Adams administration, only one bed was added.

**Figure 6.2**  
Actual Capacity Levels for Low-Barrier Shelter Beds

Point-in-Time on January 1st from 2022 to 2026



Source: Adult Shelter Daily Statistics (NYC Department of Homeless Services)



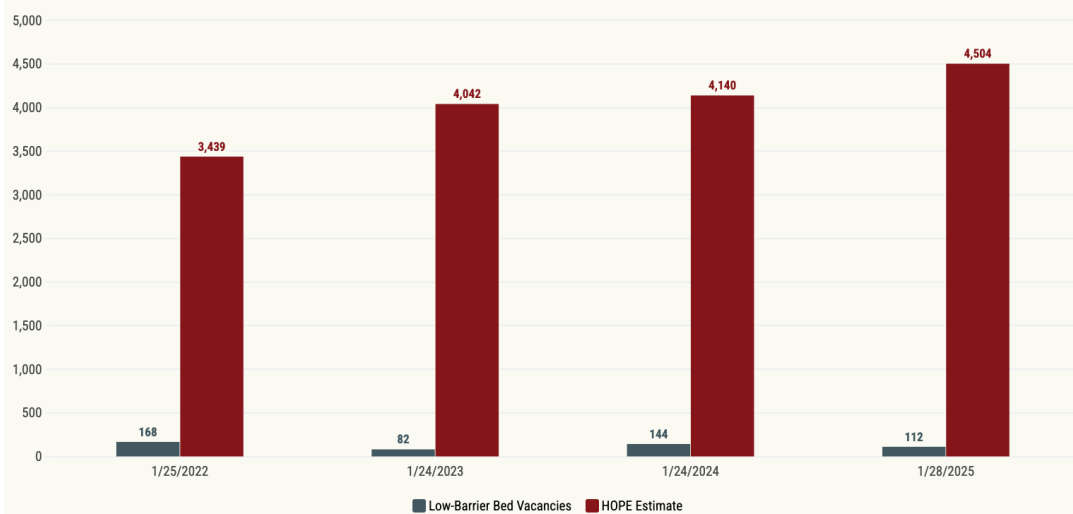
**Figure 6.2**

**Image Description:** A stacked vertical bar chart labeled, “Actual Capacity Levels for Low-Barrier Shelter Beds, Point-in-Time on January 1st From 2022 to 2026.” The vertical axis lists numbers from 0 to 4,000 in increments of 500. The horizontal axis displays five bars for the following point-in-time moments: 1/1/2022, 1/1/2023, 1/1/2024, 1/1/2025, and 1/1/2026. Each bar is divided into two color-coded segments: dark blue for Safe Haven Beds and dark red for Stabilization Beds. The first bar, labeled “1/1/2022,” includes a dark blue segment marked 1,277 and a dark red segment marked 1,173, along with a label above the bar displaying the stack total of 2,450. The final bar, labeled “1/1/2026,” includes a dark blue segment marked 2,129 and a dark red segment marked 1,424, along with a label above the bar displaying the stack total of 3,553.

As illustrated in Figure 6.3 below, even with those beds, capacity remained woefully inadequate to address the growing number of unsheltered individuals.

**Figure 6.3**  
Low-Barrier Shelter Bed Vacancies vs. Annual HOPE Estimate of Unsheltered Homeless Individuals

Point-in-Time on Date of HOPE Estimate From 2022 to 2025



Source: Stabilization Daily Statistics (NYC Department of Homeless Services), Safe Haven Daily Statistics (NYC Department of Homeless Services), Homeless Outreach Population Estimate Results (NYC Department of Homeless Services, 2025)



**Figure 6.3**

**Image Description:** A grouped vertical bar chart labeled, “Low-Barrier Shelter Bed Vacancies vs. Annual HOPE Estimate of Unsheltered Homeless Individuals, Point-in-Time on Date of HOPE Estimate From 2022 to 2025.” The vertical axis lists numbers from 0 to 5,000 in increments of 500. The horizontal axis displays four dates: 1/25/2022, 1/24/2023, 1/24/2024 and 1/28/2025. Each date contains two bars: a dark blue bar for Low-Barrier Bed Vacancies and a dark red bar for the HOPE Estimate. The first group, labeled “1/25/2022,” includes a dark blue bar marked 168 and a dark red bar marked 3,439. The final group, labeled “1/28/2025” includes a dark blue bar marked 112 and a dark red bar marked 4,504.



## VII. CONCLUSION

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**Image description:** Two people stand close together on a city sidewalk, both smiling warmly at the camera. One person wears a dark blue hoodie, while the other wears a white polo shirt and light jeans. Behind them are urban elements including a yellow truck with American flag graphics, glass-fronted buildings, and scaffolding.

## VII. CONCLUSION

As illustrated by the data in this report, the Adams administration's approach to New York City's housing and homelessness crisis resulted in a 27 percent increase in the number of longer-term New Yorkers sleeping in NYC DHS shelters each night; the continuance of failed, inhumane, and counterproductive approaches to unsheltered homelessness; and a worsening affordable housing crisis, especially for ELI and homeless households. While there was a bright spot in the increased number of subsidized exits from NYC DHS shelters, a large part of that was attributable to the impact of federal EHV's, which are now being defunded, and to the use of augmented CityFHEPS vouchers to secure Voluntary Homeless Preference units – which, also, will not continue.

While the election of Mayor Mamdani on the message of affordability has created some reason for optimism, addressing mass homelessness has not seemed an overt priority of the administration. When Mayor Mamdani speaks about affordable housing, it is generally framed in terms of meeting the needs of middle class and “working class” New Yorkers. The administration's recent launch of the SPEED reforms to help people access affordable housing more quickly was, however, very welcome and is hopefully a sign of more efforts to reduce the many administrative obstacles to housing and benefits. Additionally, the administration's quick and creative approaches to protect New Yorkers from the brutal extended cold in January and February were also commendable.

Mayor Mamdani's first 100 days in office were obviously not without major disappointments. His failure to honor his commitment to end City Hall's challenge to the expansion of CityFHEPS, and his reversal of his promise to end encampment sweeps were deeply disappointing.

The Mamdani administration is, however, well-positioned to learn from the mistakes (and from the few successes) of the previous administration in addressing New York City's five-decade housing and homelessness crisis. This challenge will be made all the more difficult by the federal government's deep cuts to housing and social services programs and compounded by the City's own budgetary constraints. Hopefully, the Mayor will heed the recommendations below and be the first mayor to create a comprehensive and cohesive approach to ending mass homelessness, instead of continuing to balance the budget on the backs of the poorest New Yorkers.



# RECOMMENDATIONS

**Image description:** A speaker addresses a crowd at an outdoor rally, wearing sunglasses and a black leather jacket. They gesture with both arms extended while surrounded by protesters holding signs blue, yellow, and pink signs, many of them reading "HOUSING IS A HUMAN RIGHT." Trees and a fence are visible in the background.

# RECOMMENDATIONS

## A) INCREASE HOUSING SUPPLY & RESOURCES TO RETAIN HOUSING

### Mayor Mamdani Must:

1. Commit to build and provide sufficient capital funding for at least 12,000 new units of deeply-subsidized affordable housing for homeless and ELI households every year for the next five years, ensuring that a portion will accommodate individuals' specific accessibility needs.
2. Accelerate placement timelines into homeless set-aside and other HPD-financed units, and ensure that households in all shelters can access those units.
3. Fulfill the promise to create the remaining supportive housing units needed within the next two years to reach the goal of 15,000 units under the New York 15/15 plan, and make sure all who need supportive housing can get it going forward.
4. Address barriers to accessing and keeping residents in supportive housing by:
  - a. Reforming HRA's Placement and Client Tracking ("PACT") unit to make the supportive housing eligibility determination process less arbitrary and burdensome, including by:
    - i. Providing notice of placement interviews and better access to information regarding the status of their applications;
    - ii. Creating an appeals process for eligibility denials by PACT; and
    - iii. Deferring to the assessments of clinicians who have met with the applicants, rather than allowing PACT staff who have not met with the individuals to override clinicians' assessments.
  - b. Requiring that shelter staff are adequately trained in completing the 2010e applications for supportive housing, assess residents' eligibility for supportive housing within 30 days of entry, and are held accountable for not submitting applications.
  - c. Removing administrative barriers in the application process to be more client-centered and less intensive, including by:
    - i. Not requiring 4-year housing history when eligibility has been established by data entered evidencing time spent outdoors or otherwise;
    - ii. Pre-populating applications with data from other systems (Department of Corrections, Street Smart, drop-in centers, etc.); and
    - iii. Ensuring applications are not rejected simply due to a client's inability to recall certain details about their housing history when the client would otherwise be factually eligible for supportive housing.
  - d. Assessing exits from supportive housing and working with the Coalition, Legal Aid and other advocates to develop a mechanism to address nonpayment of rent and resolvable lease violations to reduce the number of evictions that are filed.
5. Honor the campaign promise to expand CityFHEPS by dropping *Vincent v. Adams* and implementing the CityFHEPS expansions passed by the City Council, including providing access to CityFHEPS to households sheltered in all systems. Expedite the CityFHEPS application and lease-up process.
6. Fill vacant NYCHA units with households in shelters and people losing federal housing vouchers due to funding cuts.
  - a. Sufficiently fund the Vacant Unit Readiness Program and eliminate the long turn-around times to re-lease NYCHA units after the prior tenant vacates.
7. Combat source of income discrimination by increasing funding and staffing for the City Commission on Human Rights.
8. Increase funds for Right to Counsel to ensure that all low-income households (instead of only 40 percent of eligible households) have lawyers in housing court.

## Governor Hochul Must:

1. Increase funding for HAVP to \$250 million and make the program permanent.
2. Expand access to State FHEPS as an entitlement.
3. Increase temporary assistance to individuals and families living in poverty, including:
  - a. Raising the amount of the cash assistance basic needs allowance that helps people pay for transportation, utilities, cleaning and personal care products, and clothing. Currently it is only \$183 per month for a single adult. (A.106/S.1127)
  - b. Increasing the shelter allowance, which is used to pay for housing costs, and has not been increased for households without children since 1988 (currently \$215 for a single adult in New York City) and for families with children since 2003 (currently \$400 for a family of three, for example). (A.108/S.113)
4. Remove all State budget appropriation restrictions on New York City's authority to claim reimbursement for all rent subsidy, rent supplement, public assistance, or other rental assistance programs.
5. Accelerate the pace of production of the 20,000 units of supportive housing pledged by former Governor Cuomo in 2016 by fully funding the construction and operation of the remaining units.

## Mayor Mamdani and Governor Hochul should together:

1. Expand access to supportive housing and other permanent housing for adult families – a population with disproportionately high levels of disability and complex needs.
2. Ensure effective reentry planning for individuals being released from court supervision, prisons, and jails.
3. Create a comprehensive plan to ensure that the 5,500 households with NYCHA EHV vouchers do not re-enter shelter and remain stably housed.

## B) ADDRESS NEEDS OF UNSHELTERED INDIVIDUALS, PARTICULARLY THOSE WITH SERIOUS MENTAL ILLNESS (“SMI”)

### Mayor Mamdani Must:

1. Implement a true “Housing First” approach and utilize a portion of the approximately 5,000 vacant supportive housing units to quickly connect 2,000 unsheltered people with SMI from the transit system and other public spaces into permanent, supportive housing that meets their needs.
2. Allocate \$98 million to add 2,000 new single-occupancy safe haven beds for unsheltered New Yorkers.
3. Invest \$22 million in baselined funds to create additional IMT teams. This additional funding would bring the total to \$64 million and help address the critical shortage of services.
4. Remove NYPD and Department of Sanitation from homeless outreach and end “Quality of Life” enforcement against homeless individuals. Calls to 311 regarding homeless individuals should dispatch only trained outreach workers, potentially including peer specialists.
5. Improve data tracking and evaluation of existing outreach programs to inform both future funding and necessary modifications to make these services more effective in achieving their intended goals.
6. Expand the network of public bathrooms as required by Local Law 58 of 2025.

## **Governor Hochul Must:**

1. Require that local social services agencies ensure that any homeless person who is involuntarily transported to a hospital by police or outreach teams be connected to housing upon discharge, utilizing the proven Housing First approach that resulted in the functional elimination of veterans' homelessness.
  - a. Work together with New York City to identify chronically vacant supportive housing beds, identify the reasons for the vacancies, then perform the work needed to ensure that these units meet the needs of people with psychiatric disabilities. This includes renovation of units, elimination of shared units, as well as modifications to program requirements to make these units more desirable and to ensure they meet the individuals' needs.
2. Increase funding for Assertive Community Treatment teams to decrease wait time for people seeking immediate mental health services.

## **Mayor Mamdani and Governor Hochul should together:**

1. Except in cases where an individual is having a psychiatric emergency as identified by the individual, an appropriately trained medical professional, or an advocate, friend, or family member with knowledge of the individual's situation, prohibit involuntary transport for any person who is on a waiting list for voluntary services, and immediately connect that person with voluntary services.



coalition  
for the  
homeless

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