Department of Veterans Affairs

Greater Los Angeles Campus

Draft Master Plan

January 28, 2016

VA GREATER LOS ANGELES HEALTHCARE SYSTEM
A Division of VA Desert Pacific Healthcare Network

VA HEALTH CARE | Defining EXCELLENCE in the 21st Century

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Preface

On behalf of the U.S. Department of Veterans Affairs (VA), I take great pride in releasing this framework Draft Master Plan for the VA's Greater Los Angeles Campus. Getting here was not easy. The pathway to reaching this milestone involved VA ending a 5-year lawsuit *(Valentini v. McDonald).* The lawsuit Plaintiffs comprised of several Veterans, the Vietnam Veterans of America, and Carolina Barrie (a descendant of relatives that donated the GLA campus to the United States in 1888). The plaintiffs were represented by a number of lawyers and law firms to include the ACLU foundation of Southern California. The lawsuit was filed against the VA Secretary and VA as an agency. It involved serious allegations that VA was mismanaging the GLA campus, by allowing commercial uses of land versus using the land to support and care for our nation's Veterans.

Notwithstanding the challenges involved, ending the lawsuit was a historic moment for VA, Veterans, and taxpayers. It paved the way for VA to increase its engagement and bolster strategic partnerships with Veterans Service Organizations, Veterans, the local community, charitable and philanthropic entities, the former Plaintiffs in the lawsuit, legislators, Federal, State and local authorities, and many other stakeholders. Such efforts have resulted in significant strides to revitalize the campus, improve the underlying care and services to Veterans, and help end Veterans homelessness in Los Angeles. This plan is a true reflection of the power of a community coming together to do what is right for Veterans.

A critical element to this plan is the Veteran's voice. VA published the Preliminary Draft Master Plan in the Federal Register and solicited comments from the public. During the 45-day public comment period, VA received a record setting 1,002 submissions. These comments were carefully reviewed and considered in this revised framework Draft Master Plan.

We at VA want Veterans to be at the center of everything we do, and are working hard every day to gain trust, one Veteran at a time. Our goal is to provide Veterans with the best care, services, benefits, and customer service possible, while exhibiting VA's I-CARE Values of integrity, commitment, advocacy, respect, and excellence. I am confident that by continuing to work together, we can provide our nation's heroes with the respect, care, and focus that they have earned and deserve, through their selfless sacrifices for this great country.

Thank you to all who contributed to this plan, and those who continue to support VA. We cannot do this alone. This land was deeded for the benefit of Veterans in 1888 to serve as a home for our nation's heroes. This plan brings us one step closer to getting the land back to its intended purpose as an inviting, welcoming, community for Veterans and their families. By working together, this campus will serve as a 21st century model of success for other VA facilities nationwide.

Respectfully,

Robert A. McDonald
Secretary, Department of Veterans Affairs

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Executive Summary

I. Introduction to the Plan

Introduction

The framework Draft Master Plan for the Greater Los Angeles (GLA) Campus is a framework that will assist VA determine and implement the most effective use of the campus for Veterans, particularly for homeless Veterans, including underserved populations such as female Veterans, aging Veterans, and those who are severely physically or mentally disabled. The primary considerations include: (a) the provision of appropriate levels of permanent supportive housing on the campus, in renovated existing buildings or newly constructed facilities, while taking into account the parties' assessment of available housing units in the Greater Los Angeles community; (b) respect for individual Veteran choices on whether to seek housing at the GLA campus or in the local community; (c) parameters of applicable law, including but not limited to the appropriate integration of persons with disabilities into the community, and applicable environmental and historic preservation laws, regulations, and consultation requirements; (d) need for appropriate levels of bridge and emergency/housing along with short-term treatment services on campus, to provide state-of-the-art primary care, mental health, and addiction services to Veterans, particularly those that are chronically homeless.

VA is now enthusiastic about the progress made to date and the future opportunities that lie ahead; to improve Veteran outreach and coordination with all stakeholders sharing in the common goal of improving the overall well-being of Veterans and their families, on and off the campus; to help end Veteran homelessness; to assist Veterans with the transition and reintegration back into community after service to our country, and to be a leader in environmental sustainability. VA cannot solve these problems alone and appreciates the shared commitment of the key stakeholders involved, including the former Plaintiffs in the *Valentini* litigation, Federal, State, and local authorities, Veterans, Veteran Service Organizations, legislators, faith-based organizations, community partners, philanthropic organizations, and the local community.

This updated Draft Master Plan is based on Veteran and community feedback during the Preliminary Draft Master Plan Public Comment period. This is the culmination of a process that began in June, 2015 and represents unprecedented input and response to VA and the Secretary's team with over 100 meetings and over 1,000 responses in the Federal Registry. The comments and data collected during this period were carefully reviewed by VA and incorporated to reflect and address Veteran and stakeholder participation in the planning process.

Background

In March 1888, the United States received a donation of the land now comprising the GLA campus from John P. Jones, Arcadia B. DeBaker, and John Wolfskills, with the understanding and intent for the site to be used to establish a Pacific Branch of the National Home for Disabled Volunteer Soldiers. Shortly after the Korean War, nearly 5,000 Veterans called the campus home. In fact, the Federal government maintained this purpose for the property with fidelity until the 1970's, but over years it transitioned into a condensed healthcare and research campus leaving land, housing and amenities unused and in disrepair.

Today, the property, comprised of approximately three hundred eighty-eight (388) acres located in the heart of Los Angeles, currently supports one of the largest medical center campuses in the VA system. In this capacity, it provides Veterans with access to a full continuum of

healthcare services in a range of treatment environments including hospital, residential, long-term and various outpatient settings. However, at present the campus itself is not authorized to offer resources beyond medical care, such as housing with support, as it had been for many decades prior in accord with its original charter as a home for disabled Veterans.

Master Plan Input, Goals, and Vision

Key to the creation of a successful master plan, and stipulated in the Partnership Agreement, was the need to solicit input from a full range of stakeholders in determining how best to use the campus in a Veteran-centric manner so that Veterans living on or visiting the campus will be able to experience superior care, support, convenience, and customer service. The results of this outreach, which included input from thousands of Veterans in working sessions throughout LA county, a public comment period that collected a record number of entries (1,002) on the federal register and several surveys led to the goals below which have been used drive the Plan.

1. Use the planning process to create a 21st Century model for Veterans' care that honors those who have served our nation and serves as a symbol of national pride and innovative change.

2. Revitalize the site to its intended purpose as a home; a vibrant community that includes the development of high quality housing tailored to priority Veteran subpopulations with robust supports that promote wellbeing and holistic, strength based services to augment existing structure of healthcare services.

3. Ensure transparency and accountability in land use and partnering decisions by engaging Veterans in the process that underlies the site's revitalization.

4. Make certain that all on-site programs, activities, resources and initiatives are offered in a culture that prioritizes the needs and wants of Veterans from every service era, and their families.

5. Develop a variety of high quality permanent supportive housing that is tailored to the needs of vulnerable veteran sub-populations populations (e.g., chronically homeless, severely disabled, aging veterans with disabilities, females with dependents and other Veterans suffering from significant trauma and addictions disorders that have experienced housing instability) who have been prioritized to live on-site.

6. Offer user-friendly access to a holistic set of resources provided on-site for the benefit of Veterans and their families whether living on campus or residing elsewhere in the greater Los Angeles community.

7. Interconnect campus operations in real time with available off-site resources including VA facilities, state, county, city, neighborhood systems, Veteran Service Organizations and non-profit organizations.

8. Create opportunities on campus for all Veterans to interface safely and network constructively with the community at large and in the process facilitate their successful reintegration into civilian society.

9. Optimize the site by maintaining its legacy as a home wherever possible through restoration of original structures, thoroughfares, open space, trees and natural terrain while developing

new facilities that are compatible with the home's scale and character.

10. Create a safe, secure sustainable campus that is not fully reliant on VA funds for development and operations of housing and services while ensuring future land use activities beyond the providing of healthcare, benefits, and memorial services, directly benefit Veterans and their families, and help foster a culture where Veterans are welcome and free to engage with each other, their families, VA personnel, and other stakeholders, to help improve their lives and overall well-being.

With the adoption of this framework Draft Master Plan, VA confirms its intent to create a 21st Century campus by renovating and protecting the property's historic features and functions as a home, expanding its resource offerings to meet current demands, enhancing its open spaces and natural features, improving its internal navigability and circulation, and optimizing its connection to the greater community, all in the interest of supporting LA's Veteran community in the broadest sense. As such, the framework Draft Master Plan commits VA to developing and operating the campus as a safe, welcoming, vibrant and sustainable community where Veterans, including women, disabled, and elderly in particular, will feel comfortable and proud accessing the resources they have earned.

II. Housing and Services Needs

Types of Housing

Veterans, including homeless Veterans, are competing for housing in an increasingly tight market in GLA where rental vacancy rates are less than 3%. Housing is at a premium in Los Angeles. There is a significant need for more affordable housing in this market and that the GLA Draft Master Plan is a critical component of the larger community's plan to end homelessness among Veterans.

The type of housing that a Veteran pursues in the GLA market depends on his or her unique needs and preferences. These housing types include, but are not limited to the following:

- **Private rental housing** is community-based housing unaffiliated with any social program.
- **Permanent supportive housing** is long-term, community-based housing with supportive services for people experiencing or at risk of homelessness, including those with disabilities.
- **Transitional/bridge housing** is time-limited housing that aims to facilitate the movement of homeless individuals and families to permanent housing within a reasonable amount of time (usually 24 months). Veterans typically do not sign leases for transitional housing units.
- **Domiciliary** is a VA-operated residential short-term treatment program for Veterans with multiple and severe medical, mental health, addiction or other conditions.
- **Assisted living** is housing with services for the frail elderly and people with disabilities who can live independently but need assistance with activities of daily living.
- **Nursing homes** are residential care facilities for people who cannot live independently and require 24-hour care.

Housing First Approach and Permanent Supportive Housing

Like other federal and community agencies, VA emphasizes a Housing First model, where the goal is to move a Veteran into a home as quickly as possible, with as few preconditions as possible. Housing First includes not only housing, but also individualized service support. Once housed, the Veteran is much more likely to access and engage in healthcare and other

services. This policy is based on evidence showing that homeless persons housed in restricted shelter and/or transitional housing programs achieve long-term housing stability at a much lower rate than those housed under a Housing First approach in permanent supportive housing. Further, as shown in a recent study, communities that added relatively more permanent supportive housing units over a six-year time period showed more significant decreases in chronic homelessness over time. Studies also indicate that Housing First is cost-effective and saves communities resources, by reducing use of costly emergency room services, unscheduled hospitalizations, involvement with justice systems and other crisis services. There is substantial research documenting the effectiveness of Housing First. The program is endorsed by the United Sates Interagency Council on the Homeless (USICH), and is listed in the Substance Abuse and Mental Health Administration's *National Registry of Evidence Based Programs.* Additionally, the model has received recognition and numerous awards including the American Psychiatric Association's Gold Award for excellence in community mental health.

Target Populations

A key purpose of the Draft Master Plan is to set out the effective use of the GLA campus for Veterans, particularly for homeless Veterans with a focus on the following three high need subpopulations: severely physically or mentally disabled Veterans, including chronically homeless Veterans; aging Veterans; and female Veterans. The prevalence of chronic homelessness is high in these groups of Veterans. These populations were identified as deserving particular but not exclusive focus for housing on the GLA campus in the aforementioned *Principles for Partnership.*

1) Severely Disabled Veterans, including Chronically Homeless Veterans

Homelessness, especially homelessness among Veterans, is associated with (and sometimes caused by) serious illness, both physical and mental. A national sample of Veteran users of Health Care for the Homeless clinics revealed the following prevalence rates, often in combination: heart disease (39.7%), depression (73%), PTSD (66.7%), anxiety disorders (73%), traumatic brain injury (17.5%), co-occurring mental illness and alcohol/substance abuse (55.6%), Hepatitis C (28.6%) and HIV/AIDS (12.7%). Depending on the acuity of these conditions, the stress associated with traveling to the GLA campus for treatment and therapy may be an insurmountable barrier.

2) Aging Veterans

Of those assessed and receiving care through the GLA Medical Center homeless programs, the average age was 54. The homeless Veteran population has been aging over time, in part because of the high rate of poverty among older Veterans and the aging of the Veteran population overall. Nationally, the poverty rate among Veterans ages 55-64 is 43.2%, rising to 48% for those Veterans over 65. In national samples, older (over 60) Veterans who are homeless have higher mortality rates and die 2.5 years earlier than non-homeless Veterans. Their suicide risk is double that of non-homeless Veterans. In the 2015 Los Angeles PIT count, 25% of homeless Veterans (approximately 1,000 Veterans) were 60 or older.

3) Female Veterans with and without Dependents

In the 2015 PIT data, 8.6% of homeless Veterans were female, effectively the same as the national percentage of 9% noted by VA data. One of the most significant risk factors for homelessness among women is trauma, including Military Sexual Trauma (MST) associated with a sexual assault during military service. A sample of homeless women Veterans in Los Angeles found that MST survivors were 4.4 times as likely to be homeless, compared to a matched sample of housed women Veterans. MST is not limited to women Veterans; however, men are much less likely to report it. Thirteen percent (13%) of respondents to a Department of

Defense survey of MST survivors were men.

Permanent Supportive Housing Unit Projection

Based on all the foregoing, we believe it is reasonable to include in the current framework Draft Master Plan approximately 1,200 units of permanent supportive housing on the GLA campus. Approximately 1,200 new permanent supportive housing units on the GLA campus will significantly increase the supply of permanent supportive housing units in the GLA market. The homeless Veteran and chronically homeless Veteran populations in GLA as of 2015 were 4,366 and approximately 1,300 respectively. Given the limited turnover and vacancy in the existing permanent supportive housing stock, which includes the 4,364 units identified by the GLA CoC and the 5,800 HUD-VASH vouchers in circulation, the infusion of roughly 1,200 new permanent supportive housing units has the potential to make a big impact. This planning analysis will be refreshed at least every three years utilizing the most current community and VA data available to establish current housing needs and supply targets.

Proposed Services' Enhancements

As VA revitalizes and reinvigorates the physical plan for the GLA campus, it must also add to the service plan both on the campus and in the community. The goal is to create a vibrant, welcoming, Veteran-focused, outcomes-driven model for Veterans and their families. The services must be strength-based, holistic, and aimed at helping the Veteran and the Veteran's family beyond the traditional medical models. Practically speaking, it means "how", "when" and "where" services are delivered must conform to the needs of the Veteran. This is particularly relevant for Veterans who are aging, disadvantaged, and suffering from chronic debilitating illnesses like schizophrenia and other psychotic disorders, Post-Traumatic Stress Disorder (PTSD), addictions and/or other medical complications that compromise the Veteran's quality of life. It is particularly relevant for female Veterans who need designated space and services to address their unique healthcare and preventative healthcare needs. The campus must also have capacity to address the wellbeing and preventative care concerns of younger veterans transitioning back to civilian life by addressing their employment, educational, familial and other reintegration issues.

Services must also be delivered in partnership with VA's academic affiliates, including UCLA, and other VA partners who have expertise in caring for homeless and other vulnerable Veteran populations. As part of the service enhancements, it will be critical to create improved access processes through not only more effective staff and volunteer efforts, but also through a resource center and the use of Veteran peer supports (concierges) that should improve the ease with which various parts of the campus can be navigated. The following service enhancements are proposed in the Draft Master Plan:

- Permanent Supportive Housing and Associated Services
- Veteran Family Well-Being Center
- Expanded Mental Health and Addiction Services
- Legal services
- Veterans' Education and Enterprise Center
- Additional Educational, Socialization, Recreational, Cultural / Arts and Spiritual Components

III. Stakeholder Engagement

Initial Outcome in Metrics

On October 16, 2015, VA met the deadline outlined in the Principles Agreement by submitting a Preliminary Draft Master Plan to the Secretary for review. The plan was informed by the data collected from stakeholder outreach over the four month period leading up to the 16th. The following list includes outreach activities and associated metrics during the Preliminary Draft Master Plan outreach period (June 23, 2015 through October 16, 2015).

- The team and its partners disseminated the surveys by online, print and telephone to accumulate over 1,200 responses
- Stakeholders were encouraged at events and via the website to provide feedback on the master planning effort (720 comments received)
- Build and maintain website with online calendar, blog, outreach toolkit, fact sheet, presentations and other resources - 12,085 page views to date
- Build and maintain Facebook page, Twitter account, information hotline and email address
  - Followers: 1,852 total Facebook page likes to date
  - Engagement: Through our 25 wall posts and content shared, we received a total of 14,094 clicks, likes, comments, and shares on our Facebook posts.
  - Total Reach: 145,827 (the number of people who were served any activity from the Facebook page including our posts, posts to our Facebook page by other people, Facebook page like ads, mentions and check-ins)
- Calls and emails to 332 Veterans Service Organizations to provide information and encourage information sharing with their networks
- Build database with 2,165 email or mailing addresses
- Conducted briefings with 37 elected officials, neighborhood groups, and Veterans organizations
- Hosted 6 Design Open Houses, 4 Town Hall Meetings, and 6 Pop-Up Workshops
- Sent 15 email updates to database

Public Comment Period

Following the Secretary's review of the Preliminary Draft Master Plan, VA chose to provide additional opportunities for Veterans and other stakeholders to review the Preliminary Draft, follow up on initial feedback provided, and continue to participate in the planning efforts for the GLA campus. The Preliminary Draft Master Plan was published onto the Federal Register for 45 days, beginning on October 22, 2015. VA provided online links to the plan as well as hard copies at local libraries throughout the Greater Los Angeles area in an effort to encourage Veterans, members of the public and other interested parties to review and comment on the plan. VA also continued to engage the public through a series of over 20 presentations and focus groups with Veterans, elected officials and other community stakeholders.

Federal Register Comments

In a notice published on October 22, 2015, VA presented its Preliminary Draft Master Plan for the GLA campus and solicited public comment on the plan for a period of 45 days. Following the completion of the 45 day public comment period on December 8, 2015, VA had received a record 1,002 comments in the Federal Register.

The majority of comments included one or more of the following topics: Arts, Recreation & Entertainment; Campus Circulation; Clinical; Connectivity; Housing & Campus Restoration;

Land Use Agreements; Parking; Transparency & Accountability; and Veteran Access. Approximately 60% of the 1,002 total comments fell within the scope of a master plan, while the remaining 40% addressed topics that are outside the scope of a master plan. VA addressed all comments, both within and outside the scope of a master plan, in the Federal Register Response Document. For additional information on the Federal Register process, comment categories and responses please refer to the Federal Register Response Document.

MyVA Communities and Continued Stakeholder Engagement

To improve transparency and accountability, GLA leadership will continue to hold Veteran Service Organization (VSO), and congressional briefings, and Town Halls to provide stakeholder updates. A community consensus meeting will be targeted to be held within 90 days after the VA Secretary adopts the Draft Master Plan. GLA and VISN 22 leadership will also collaborate with community partners in conjunction with the MyVA Communities model. MyVA Communities are a collaborative network of Veterans, advocates, resources, and other stakeholders who organize through Community Veteran Engagement Boards, to improve outcomes for Veterans, and their communities. The MyVA Communities model enables Veteran advocates, service providers, Veterans, and stakeholders to have a voice in providing input and feedback to VA, and identifying their goals and ways to engage and improve service delivery for Veterans and their families.

IV. Existing Conditions and Site Analysis

The GLA campus exists in a natural and built environment that offers both opportunities and constraints to development. The site's natural features (topography, plant materials, microclimate) and built features (historic districts, historic buildings and landscapes, existing roads) all influence the design decisions that are intended to enhance human comfort and conserve energy and resources while providing housing and services for Veterans.

The Draft Master Plan aims to revitalize the site by integrating the GLA Campus into its context, breaking down the institutional qualities, and making the campus a part of the larger community. The campus will support recovery while improving connections to the broader community of Veterans and non-Veterans.

Assets

Historical Significance

- The historic setting helps build a character for the North campus.
- Preserving the site's historic structures and using them as building blocks for a new community and to establish the appropriate scale of new development, can enhance Veteran pride of ownership, anchor the campus in its prominent place in VA history, and bridge the needs of Veterans and the community at large.

Existing Space/Infrastructure/Buildings

- Mature landscape providing established stable landscape character.
- Topography provides excellent views and a vista from which to view downtown Los Angeles.
- A natural topography that can help define neighborhoods.
- There are a number of active recreation facilities on campus, primed for Veteran use.
- The climate conditions permit for year round use of outdoor space.

Campus Circulation

- Accessible by a number of public transportation routes and proximate to a major downtown.

- The climate conditions permit for year round use of bicycle and pedestrian transportation.

Surrounding Neighborhoods and Connectivity

- Urban proximity to neighboring retail, educational opportunities, and work training provides a high level of opportunities for residents as they bridge and reintegrate into civilian life as well as make the campus a dignified permanent home.
- Neighboring context is walkable - West Los Angeles is both very walkable and bikeable, with efficient transit access. Most errands can be accomplished on foot.

Challenges

Historical Significance

- Campus has a very low building density, some of which can be attributed to historic development patterns. Many of the buildings are currently underutilized or even vacant.
- Cost of restoration / renovation could be more expensive than new construction.

Existing Space/Infrastructure/Buildings

- Lack of high-quality and well-designed outdoor spaces.
- Though the campus has an abundance of open space, it has not been designed in a way that is usable as space for relaxation, socializing, or recreation.
- The combination of functions on campus is ambiguous and more reflective of the medical center's history and growth patterns than a cohesive set of program relationships.
- Topography and limited access points isolate the campus from the rest of Los Angeles.

Campus Circulation

- On-campus way-finding is complicated by a lack of a clear signage system and well-landscaped gateways.
- Topography of the campus slopes downward from north to south, and at the north end of campus the elevation drops considerably, which needs to be considered for pedestrian circulation as well as bicycle and vehicular circulation.
- A large average "block" size on campus results in an inefficient transportation system for pedestrians, transit users, and vehicle drivers.
- The large amount of paved parking areas contributes to an unpleasant walking experience, a lack of mobility, an emphasis on personal vehicles over other methods of transportation, and isolates parts of campus from one another.
- The considerable distance between buildings contributes to perceptions of poor walkability and concern for personal safety. The need to drive to multiple destinations and the resulting parking requirements results in an atmosphere that does not support a cohesive neighborhood feeling.
- The current scattered and auto-dependent nature of the campus does not support Veteran health, wellness, healing, and recovery.
- Contributing site plans, axis and building to open space may come in conflict with a plan for high density building to facilitate non-vehicular transportation and neighborhood activities.

Opportunities

Property Size

- The campus is a 388 acre property located within a vibrant urban context, which provides an opportunity to become a regional hub for veteran services.

Existing Connectivity

- The “West side” has existing networks of public transportation including Santa Monica’s Big Blue Bus, one of the most inclusive and efficient networks in the region.
- The campus has the opportunity to work with the existing Metro systems to establish efficient transportation to and around the campus for campus residents, visitors and staff.

Purple Line Extension

- The Purple Line extension is planned to terminate at the VA Hospital Metro Station.
- The Metro line would be a direct route from Downtown Los Angeles’s Union Station to the GLA campus, enhancing campus connectivity to the rest of Los Angeles and beyond.
- The master planning should account for and take advantage of the increased accessibility and traffic as well as anticipate neighboring developments due to the line extension.
- The proposed Purple Line Extension will have a station stop where Veteran, employees and visitors can exit on both the south and north sides of the campus easily accessing medical and services.

Public Interface Opportunities

- The stakeholder engagement process demonstrated the desire from Veterans and the local community to integrate the campus into the surrounding communities.
- The surrounding urban context can be an asset in reintegration of veterans into civilian life.

Roads

- The existing roads on campus have no clear plan or direction; however, the groundwork for former roads and road systems allow for flexibility in designing a new road system.

Registered Historic Buildings

- The two registered historic buildings on the GLA campus can serve as distinguished symbols, orienting markers and utilized spaces for the campus.
- Following restoration, the structures can be used to tell the history of the campus.

South Campus Redevelopment Opportunity Area

- The South campus has a significant amount of under-utilized land.
- It is the center of the medical services for the campus and has potential to become a world-class medical facility and treatment center.

Industrial District Redevelopment Opportunity Area

- This area has direct access from Constitution Ave off of Sepulveda.
- With the development of Purple Line station, its natural separation from the residential areas of campus and its direct access make the area prime for public interface.

Various Infill Opportunity Areas

- This area has a number of historically contributing areas that give the campus character as well as beautiful and useful open spaces.
- It is possible to densify the area and add coordinated care program and services while maintaining important historical contributions.

Recreation and Housing Opportunity Areas

- The northern area of the campus is already full of recreation and open space.
- It is home to the Japanese Garden, the Golf Course, soccer fields and the Brentwood School recreational facilities.

- This area boasts expansive lawns, matured and some historically relevant trees and great views of the ocean, Century City and Downtown Los Angeles.
- There is great opportunity to use this open space to serve the therapeutic, recreational and outdoor needs of the Veteran community.
- The northern boundary of the campus borders a small village center as well as residential neighborhoods.
- It is important to consider green space but also to consider the potential expanding need for housing and more diverse types of housing including Veteran supportive housing.

V. Master Plan Development

Master Plan Framework

The framework Draft Master Plan is one of a series of steps toward revitalization of the GLA Campus for Veterans' use, and represents a commitment to restore and improve the site to play the role for which it was historically established. It states the guidelines and principles for development, and regeneration, offers in broad concepts recommendations for improvement and advancement, and identifies a variety of projects contemplated for implementation.

The Draft Master Plan recommends alternative uses for several areas of the GLA Campus. Throughout the implementation process, there will also need to be due diligence and planning for various elements of the campus, and for specific site areas within it. As each individual project is undertaken, there will need for further due diligence, such as for example, more detailed site plans, refined development strategies, architectural designs, and utility, environmental, and historic preservation due diligence.

The road to a revitalized GLA Campus takes true shape with the Draft Master Plan presented here. It is grounded in the Veterans' housing and services requirements presented in Section II, supplemented here with consideration of the site and its characteristics, context, and capacities. The basic rules of land management, roads and circulation, land use, and sustainability are established within the Draft Master Plan. It also presents a recommended approach for phasing.

Zones of Development

The Draft Master Plan builds on existing natural features of the site and integrates new and re-purposed development with existing built resources. The plan uses natural features including the two arroyos and the sloped plateau they form running north to south along the center of the GLA Campus. The plan acknowledges and connects the major open space resources that frame the site, primarily north of Wilshire but extending as well into the Wadsworth Park area of the site. With these elements as guidance, the campus plan can be considered to include five distinct areas, or "zones."

The descriptions of the zones below are conceptual, and the boundaries of each zone are not absolute. In many cases certain characteristics of one zone apply to multiple zones.

Zone 1: Health Care

This zone includes the main hospital buildings, acute care, ambulatory outpatient care and clinics, research facilities, hospitality for visitors and patients, potential housing for aging Veterans or Veterans with specialized needs, and other uses that support or are compatible with the health care programs as a newly organized health care neighborhood. Zone 1 would include a 450,000 gross sq. ft. New Bed Care Tower (Replacement Hospital) tentatively scheduled for completion in 2020, with 200 inpatient beds, diagnostic and treatment facilities, clinical support

and services in a modern state-of-the-art healing environment. Additional building improvements to Zone 1 should focus on providing a collaborative integration of healthcare, food service, comprehensive translational research in support of Veterans, and meeting VA and California seismic mandates for medical center operations.

Zone 2: Care Coordination

This zone should contain an array of services and facilities that streamline access to benefits and services. Zone 2 should contain a welcome and orientation hub for the campus to help direct Veterans to appropriate resources on site as well as in the community at large. It should include needs assessment services and facilities for placement in temporary housing. It should also house a central facility for the Veterans Benefits Administration, as well as offices for overall campus administration. Other resources should include specialized services for homeless and disadvantaged Veterans that focus on trauma, mental health, traumatic brain injury, and the full array of addiction services.

Zone 3: Veteran Housing

This zone includes primarily permanent supportive housing consistent with VA's Housing First strategy. Such housing conceptually can consist of studios, one, and two bedroom apartments for Veterans, some tailored for families with children. The housing should be organized into smaller neighborhoods, each with its own points of access that provide various levels of seclusion or privacy. Such levels should range from an exclusive neighborhood of housing and services for the more vulnerable Veteran groups on the "high ground" of the site, to others that provide more open and independent living conditions. All should be supported by basic and specialized services for their respective resident base.

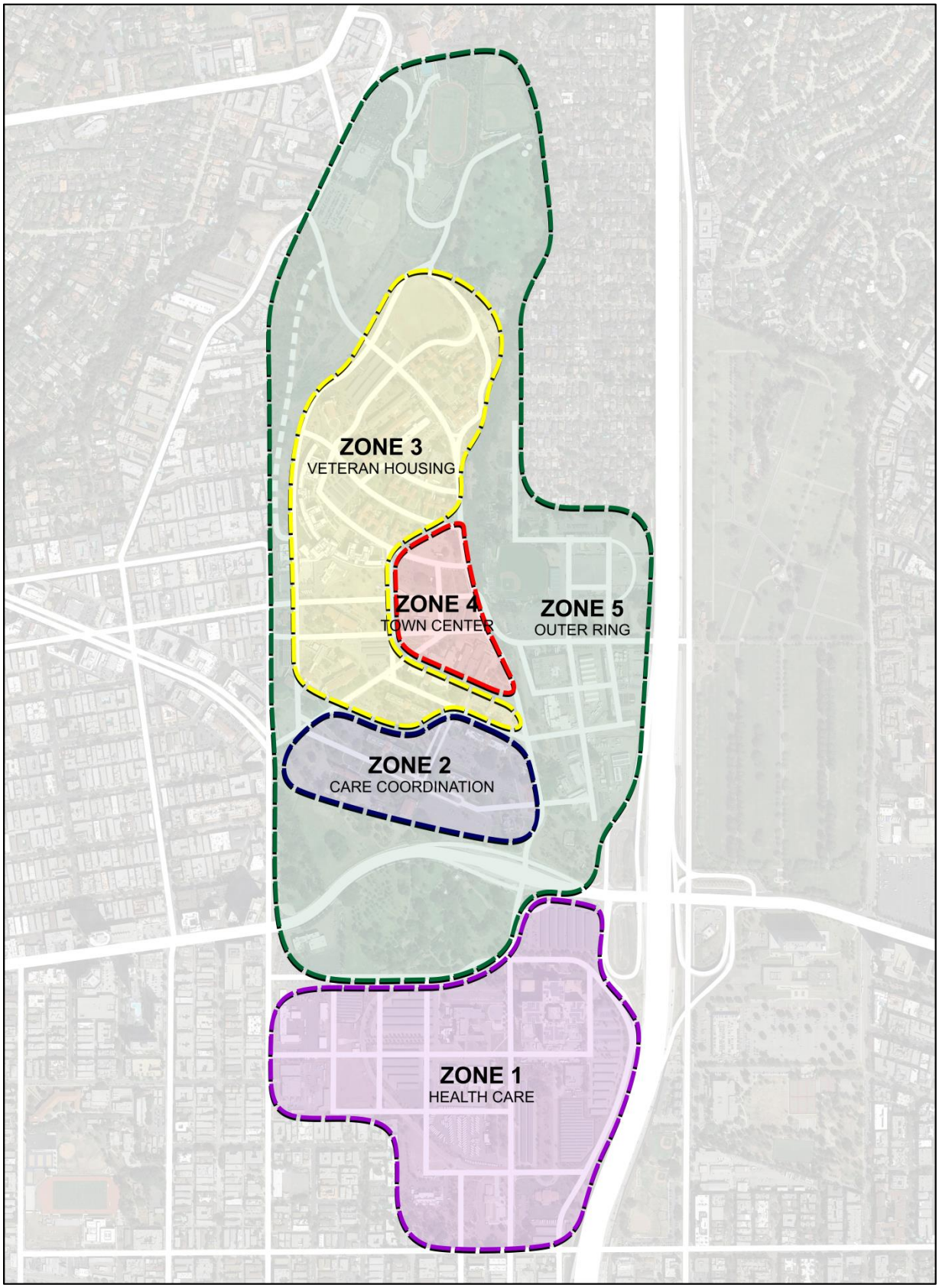
Zone 4: Town Center

This zone, at the center of the north campus, is an area of focus for resident and non-resident Veterans from across the campus and the region. It connects with each of the principal neighborhoods and functions as a "downtown" for the site, where Veterans can socialize at a fitness center or café, participate in events in a public square, attend outdoor concerts, coordinate a volunteer effort, develop employment opportunities, visit a library, grab a bike to ride around the property or make plans for going to a movie at one of the campus theaters.

Zone 5: Outer Ring

Surrounding most of the site, this zone is the most permeable area of the campus, where Veterans have direct access to the surrounding community, and where re-integration becomes manifest in Veteran employment opportunities. A Veterans Vocational Enterprise and Cultural Center occupies the lower-lying land at the southeast corner of the north campus, accessed from Sepulveda Boulevard. Zone 5 also encompasses the major open spaces of the campus, including the Grand Lawn, Wadsworth Park, all three arroyos, and open recreation fields to the north. The outer ring connects the chapel to other peaceful spaces and outdoor environments for reflection, relaxation, and appropriate Veteran focused events.

Planning Zones



Supportive Housing on the Campus

The Draft Master Plan provides for significant supportive housing on the campus. This includes not only new permanent supportive housing, but also the existing short–term or limited stay housing that includes Bridge Housing, Community Living Care, Domiciliary, and Transitional Housing.

The table below summarizes the housing on the site and shows the proposed housing on a parcel-by-parcel basis. Additional details about the phasing can be found in Section VI.

Time Limited and Short-Term Treatment Housing (Includes short-term or limited stay housing such as Bridge Housing, Community Living Center (CLC), Domiciliary, and Transitional Housing)	739 Beds
Permanent Supportive housing To Meet Current Demand– (Long-term, community-based housing with supportive services for people experiencing or at risk of homelessness, including those with disabilities)	1,200 Units
Permanent Supportive Housing To Meet Potential Additional Future Needs– (Long-term, community-based housing with supportive services for people experiencing or at risk of homelessness, including those with disabilities)	900 Units

Actual VA EUL Permanent Supportive Housing Facility

The following page displays a graphic that illustrates the potential long term build-out of the GLA campus.

Illustrated Vision, Aerial View

VI. Phasing and Next Steps

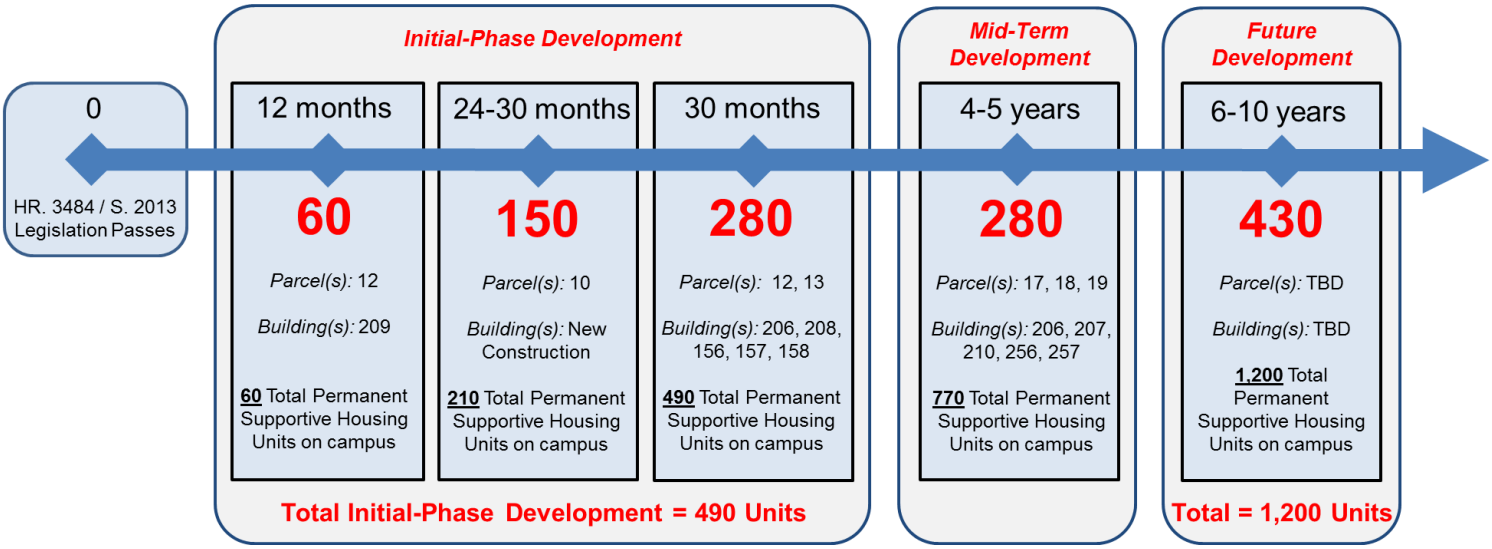
The phasing timeline begins when legislation, as described below, is passed to allow for the Veteran-focused development of permanent supportive housing units on the GLA Campus. Upon passage of legislation, the process of incorporating permanent supportive housing on the GLA Campus—with the required infrastructure, parking, and community amenities—would become part of the site plan over an extended timeline.

Legislative Overlay

Section 224 of Public Law 110-161 (enacted in December 2007) prohibits VA from taking any action to exchange, trade, auction, transfer, or otherwise dispose of, or reduce the acreage of the 388 acre GLA Campus. In support of VA's efforts to revitalize the GLA Campus and make it more Veteran-focused, Senator Dianne Feinstein and Congressman Ted Lieu recently introduced a bill titled the "Los Angeles Homeless Veterans Leasing Act of 2015." If enacted, it will enable VA to enter into certain Veteran-focused lease agreements with housing providers, local governments, community partners, and non-profits, to provide additional supportive housing and services for Veterans and their families. Notable emphasis will be on providing such housing and services for homeless, severely disabled, aging, and female Veterans, and homeless Veterans. The bill would not authorize VA to permanently dispose or transfer parcels on the GLA Campus to third party entities. It also contains specific protections to ensure that any such VA leases are Veteran-focused, and comply with applicable law.

A key authority that will be pertinent to VA providing the supportive housing on the campus will be VA's Enhanced-Use Lease Authority, contained at 38 U.S.C. 8161-8169. Established in 1991, the authority allows VA to outlease selected sites under VA's jurisdiction and control to selected Developers, to finance, develop, operate, and maintain "supportive housing" as defined in 38 U.S.C. § 8161(3). Such housing includes transitional housing, single-room occupancy, permanent housing, congregate living housing, independent living housing, assisted living housing, and other modalities of housing.

Potential Phasing Timeline



Note that the above proposed timeline will involve pertinent future due diligence to address utility infrastructure issues, environmental and historic preservation analysis, and involve timing issues regarding the selected housing developers to obtain non-VA monetary capital needs

from various housing-related funding sources (e.g., equity, construction & conventional loans, tax credits, grants, operational subsidies like HUD-VASH vouchers, etc.), and local zoning & permit processes.

Draft Master Plan Next Steps

While the Draft Master Plan is a guiding framework for the revitalization of the GLA campus, there are next steps that VA will undertake to realize and implements this plan. The following next steps will help to ensure that the GLA campus becomes a Veteran home and a 21st century healthcare facility, which can be a model for other VA facilities.

- Continue analysis on traffic study roads and utility capacity.
- Further environmental, historical preservation, and other due diligence.
- Establish MyVA Community Veteran Engagement Board to improve coordination, collaboration and partnership with Veteran community.
- Advance clinical and service enhancements, especially those for traumatic brain injury, addictions, mental health, legal services, family wellbeing, and Veteran peer service inclusive of customer service concierge approach to navigate the GLA campus.
- Continue to work with Congress regarding legislation needed support the master planning effort, and to implement the contemplated new / additional permanent supportive housing and services on the GLA campus.
- Advance the co-location of VA services by consolidating VHA, VBA, and cemetery services on the GLA campus.
- Include the objectives and goals of the framework master planning process into VA's annual Strategic Capital Investment Plan (SCIP) 10 year planning process. This process includes a financial analysis of each project to ensure the most cost effective delivery.
- Continue to grow partnership with UCLA, other academic affiliates, and community partners to be more Veteran-focused.
- Continue to pursue exit strategies for agreements that do not meet VA's criteria for Veteran-focused land uses.
- Pursue the restoration of the chapel and other historic buildings through partnership with the 1887 Fund community philanthropy.
- Begin process for beautification of the campus.
- Coordinate with VA's Office of Asset Enterprise Management regarding the planned permanent supportive housing Enhanced-Use Lease projects for the GLA campus, relative to key congressional legislation pending enactment (S. 2013, HR 3484, S. 2422, and HR 4334).
- Fully Implement new GLA administrative organizational structure to improve transparency and accountability for services, administrative and fiscal matters

Veteran Focus for Future Land Use Activities

Going forward, VA's efforts to revitalize the campus will only include 'Veteran focused' agreements, or agreements that result in additional healthcare, benefits, services, or resources being provided directly to Veterans and/or their families on the GLA campus. Monetary proceeds paid to VA alone will not constitute an acceptable agreement. Neither will agreements that only benefit the public at large, versus Veterans and their families. This concept will be a key consideration in terms of how existing and any future land use agreements are evaluated for approval, rejection, or termination.

VA's review of any proposed third party land use agreements will entail a linear, multilayered process, to ensure adequate due diligence occurs. At a minimum, each agreement will be

receive input from the following VA personnel:

(1) West LA Chief of Outreach
(2) VAMC Director
(3) VISN 22 Director
(4) SAO West Land Use Contracting Officer
(5) The San Francisco Regional Counsel Office (now known as the Pacific District (North))
(6) OGC's Real Property Deputy Chief Counsel in VA Headquarters

This Veteran focused intent for all land use agreements at GLA going forward is absolutely appropriate and warranted, particularly given the lessons learned from the August 2013 District Court for Central District of California decision in the *Valentini v. McDonald* case, which held that nine of the existing land use agreements were illegal as they did not constitute a valid sharing of "health-care resources" under VA's Enhanced-Sharing Authority. Given those two clear principles, and as part of the "Principles for Partnership Agreement" that settled the *Valentini* lawsuit in January 2015, VA Secretary Robert McDonald commissioned an extensive review of the land use agreements at GLA, including those nine voided agreements. The nine agreements voided under the Court decision were as follows:

1. Brentwood School
2. Sodexho Marriott Laundry Services
3. UCLA Regents (Baseball Stadium)
4. 20th Century Fox TV
5. Veterans Park Conservancy
6. Westside Breakers Soccer Club
7. Westside Services Parking
8. TCM Farmer's Market
9. Filming Agreement ESAs

All land use agreements at the GLA campus, including the above nine agreements, have or are being reviewed, to determine whether they are or can be made sufficiently Veteran focused (thru fair market value rent to VA and services directly benefitting Veterans and their families), and fit within the overall needs and vision for a revitalized campus. To date, the terminated agreements include Richmark Entertainment; various filming agreements; Sodexo laundry agreement; 20th Century Fox; Westside Breakers; TCM Farmer's Market; and Veterans Garden (Rancho Santa Ana). VA is also in negotiations with certain of the existing land use arrangements (e.g., Brentwood School, UCLA, and Veterans Park Conservancy), to leverage the significant Veteran focused potential of those relationships, through a combination of fair market rents to VA (that will be strictly used to help revitalize the campus if S. 2013 and H.R. 3484 are enacted), and Veteran focused consideration (such as in-kind consideration and use of existing and future facilities under those arrangements for purposes tied to recreation, rehabilitation, therapy, mental health support, legal and addiction services). The potential future of those agreements depends on VA and the underlying parties achieving adequate Veteran focus. Veteran focus means consideration that results in additional healthcare, benefits, services, or resources being provided directly to Veterans and/or their families on the GLA campus.

Draft Master Plan Periodic Updates

In collaboration with Veteran groups, community partners and other stakeholders, VA will periodically review and reevaluate the Draft Master Plan every three years, to ensure the plan continues to meet the evolving needs of Veterans.

The feedback process will be continued as VA selects new leadership for the GLA Campus (i.e., three senior executives – specifically the new Medical Center Director; the Director of Land Use Agreement & Community Engagement and Reintegration Services; and Director of Community Based Care, including the Sepulveda campus and Community Based Outpatient Clinics). In addition to the three year reviews of the plan, the new VA leadership team will continue to engage the Veteran voice through Town Halls, meetings with VSOs and elected officials, and the implementation of a MyVA Community Veteran Engagement Board. The MyVA Community Veteran Engagement Board empowers Veteran advocates, service providers, Veterans, and stakeholders to have a voice and a "seat at the table" in providing input and feedback to VA, and identifying their goals and ways to engage and improve service delivery for Veterans and their families. The Board will carry the visions of the framework Draft Master Plan forward. Building and sustaining these avenues for continued Veteran feedback is a critical component of maintaining the Draft Master Plan, as a guiding resource for revitalizing and enhancing the GLA campus. All of this will be done to ensure appropriate oversight and Veteran collaboration while increasing transparency and accountability.