

National Center for Warrior Independence

Action Plan



September 5, 2025

I. Executive Summary

The Department of Veterans Affairs (VA) presents this 120-day Action Plan in response to the President’s Executive Order (EO) to establish the National Center for Warrior Independence (NCWI) at the West Los Angeles VA campus. This initiative represents a transformative commitment to addressing veteran homelessness through expanded access to care, housing, and services designed to restore veterans’ independence and dignity.

The plan details a phased redevelopment of the West LA campus—revitalizing historically veteran-dedicated land—and reimagining it as a national hub for recovery, societal reintegration, and long-term support. Through strong Federal interagency coordination, with Housing and Urban Development (HUD), and Health and Human Services (HHS), VA will implement nationwide referral pathways, repurpose existing campus infrastructure, redirect federal resources, and build comprehensive programming focused on wellness, job training, addiction recovery, and housing stability.

Veterans will be prioritized based on need, with targeted services for aging populations, women, those with complex mental health and substance use challenges, and those preparing for workforce reentry. To enhance safety and care outcomes, VA will align facility laydown by population-specific needs, enabling semi-segmentation that supports both treatment compliance and secure living environments. Additionally, layered campus security measures and community policing will help foster a safe and orderly community.

VA’s current housing development includes 571 fully operational units, 196 under construction, and 298 more scheduled to begin construction by Q4 2025. This phase is expected to be completed by February 2028, adding 1,065 new housing units. More than 630 additional units are now in active development.

Veterans who reach self-sufficiency will also be supported in their transition back into the LA area or into communities across the country, using VA’s existing benefits, services, and support programs.

Secretary Collins remarked, *“This Executive Order recognizes that the moral obligation we have to our nation’s veterans includes restoring dignity to those who have fallen through the cracks. Homelessness among veterans is a national disgrace. This plan represents a return to accountability, action, and honor.”*

This plan reflects President Trump’s decisive leadership and unwavering commitment for America’s veterans. It underscores our national responsibility to ensure that veterans are not only housed, but empowered with beautiful homes, world-class facilities, and the opportunity to rebuild their lives in a community of safety, dignity, and respect.

To validate planning assumptions and identify operational gaps, VA conducted a tabletop exercise on the West LA campus in August 2025. Lessons learned from this exercise have informed and strengthened this plan, which will continue to evolve through stakeholder engagement and on-the-ground feedback.

II. Governance and Leadership

- Lead Agency: Department of Veterans Affairs
- Interagency Partners: HHS, HUD, other potential relevant federal agencies

- Executive Oversight: Assistant to the President for Domestic Policy

III. Strategic Vision

The vision for NCWI is to restore the West LA campus to a thriving, veteran-centered community that promotes recovery, independence, and dignity. The Center will provide a national model to address veteran homelessness by offering comprehensive services rooted in clinical excellence, trauma-informed care, and community reintegration. As emphasized in the tabletop exercise, the success of NCWI depends on coordinated planning, service accessibility, fair rule enforcement, and physical safety. Veterans will be expected to participate actively in their journey toward self-sufficiency, and the Center will be structured to promote accountability and community through incentives, mentorship, and structured engagement.

IV. Lines of Effort

A. Infrastructure Redevelopment (Sec. 2a)

The VA has conducted a full audit of campus land use agreements, including 5 leases, 7 enhanced use leases (EULs), 5 subleases, 33 revocable licenses, and 7 easements. Three of the leases – those with Brentwood School, SafetyPark Corporation, and University of California, Los Angeles (UCLA) – and one revocable license with Bridgeland Resources, LLC – were invalidated on October 11, 2024, by Order of the District Court for the Central District of California, with a stay of the Order implemented on November 25, 2024, by the Ninth Circuit Court of Appeals. On June 30, 2025, the Ninth Circuit issued an Order clarifying that UCLA is permitted to access its baseball fields while the appeal remains pending. Leases also exist for Chapel renovation and for transitional and permanent housing for veterans.

In September 2025, VA will be adding a new full-time program manager who will serve as the overall lead to oversee the infrastructure development. VA added more contracts for on-site support to focus on coordination and site safety for on-going construction.

Development will proceed in phases and will include a mix of permanent supportive housing, sober living facilities, and transitional housing, including accessible and trauma-informed spaces for women veterans and veterans with high-acuity needs. Building 13 is prioritized as a central facility for clinical, recovery, and peer support programming. The plan integrates co-location of services and housing to promote ease of access to care. The principal developers are engaged to ensure clinical support, safety standards, and community engagement expectations are embedded into current and future operations.

All newly constructed or converted housing units should incorporate trauma-informed design features such as natural light, security measures, women-specific accommodations, and soundproofing. Furthermore, VA recommends the integration of hygiene facilities, accessible laundry areas, and on-site peer support rooms within housing units to promote safety and dignity.

To further support clinical alignment and community stability, the campus laydown of facilities will be guided by population-specific needs. Veterans will be semi-segmented based on clinical acuity, treatment compliance requirements, and recovery stage. For instance, those with substance use disorders or in early-stage treatment will be housed in

proximity to intensive case management and behavioral health services, while veterans preparing for workforce reentry will reside in areas focused on independence and peer accountability. This strategy supports adherence to care plans, enhances safety, and fosters a therapeutic environment tailored to the diverse needs of the campus population.

The infrastructure redevelopment strategy consists of three construction phases. Phase I is scheduled for completion in February 2028 and will deliver 1,065 supportive housing units. Infrastructure evaluations are underway to ensure proper alignment with build-out requirements, including utility expansion assessments. Currently there are 32 acres that are being used for the EULs to support homeless veterans. However, there is the potential to utilize up to 32 more acres of federal property on campus to support this project.

B. Housing Development Status

VA has made significant progress in the development of supportive housing at the West LA Campus. The following summarizes the current and upcoming construction phases:

- **Fully Operational Housing Units:** Multiple buildings are now fully operational, providing a total 571 housing units for veterans.
- **Under Construction:** Several additional buildings are currently under active construction, which will deliver 196 new housing units upon completion.
- **Upcoming Construction:**
 - One building is scheduled to begin construction this month, expected to add 43 housing units.
 - Three additional buildings are scheduled to break ground in Q4 of 2025, contributing to another 255 housing units.

This phased development is on track to be completed by February 2028, bringing the total number of new housing units to 1,065. In addition, there are over 630 more units slated for future development as part of the existing campus Master Plan.

These milestones support the larger objective of expanding veteran housing on-site and represent a tangible step toward restoring the land's historic intent to provide housing to homeless veterans.

C. Veteran Access Across the Nation (Sec. 2b)

Veterans experiencing homelessness outside of the Los Angeles region will be referred to NCWI based on clear eligibility criteria. Referrals will focus on veterans with complex needs who would benefit from the robust, wraparound services uniquely available at NCWI. Eligibility considerations include documented chronic homelessness, history of high service utilization, geographic and psychosocial suitability, and commitment to recovery-based programming. Case conferencing with referring VA facilities will be essential, along with the integration of HUD-VASH. The plan establishes transportation logistics, pre-admission assessments, and mechanisms for local Veteran Integrated Service Network (VISN) alignment.

VA is in the process of developing a national referral process for veterans experiencing homelessness to be relocated to the West Los Angeles VA Medical Center (VAMC) campus.

This process will be implemented following the completion of Phase I of campus redevelopment – or earlier, if VA determines that existing capacity can meet demand.

Criteria for referral in the process being considered includes:

- The veteran meets HUD criteria¹ for homelessness
- The referring community or VAMC lacks adequate housing capacity.
- The veteran has a family residing in the greater Los Angeles area, enabling reconnection with familial support.
- The veteran presents to the Center with needs that can be effectively addressed by the services offered at the West LA Campus.
- The veteran is willing to participate and consents to the transfer.

It is anticipated that referrals would be initiated by VA medical facilities to ensure standardized tracking and appropriate clinical screening. The outreach strategy is expected to include internal VA facility communications and well as external public announcements to ensure broad awareness of the Center’s mission and capabilities.

In addition to supporting veterans traveling to the NCWI, VA will also leverage existing national programs, housing navigation tools, and employment support to help veterans who achieve self-sufficiency transition back into communities across the country, including by assisting them in location housing and employment opportunities in the greater LA area or other locations that align with their goals. VA is committed to ensuring that veterans have access to the resources and guidance needed to return to independent living and long-term stability, wherever they choose to live.

D. Community Safety and Campus Security

As part of its commitment to fostering a safe, structured, and healing-centered environment, VA will expand its security and safety infrastructure across the West LA Campus. Plans include increasing VA Police presence and visibility, implementing design strategies (e.g., lighting, emergency call boxes, clear sightlines), strengthening coordination with community law enforcement, and embedding supportive behavioral teams to assist in crisis prevention and response. A key goal is to establish a secure and orderly community that allows residents to focus on wellness, recovery, and independence while maintaining a dignified, low-barrier housing environment.

E. HUD-VASH

On July 16, 2025, HUD released the 2025 Registration of Interest for HUD-VASH Vouchers. This notice makes \$34 million in new HUD-VASH vouchers available for public housing agencies (PHA) to apply for. The application window closes on September 10, 2025 – HUD will make the awards later in the calendar year. Through this notice, selected PHAs have been contacted and solicited to apply for new HUD-VASH vouchers. Of the 15 additional HUD-VASH PHAs currently partnered with the GLA VA, 3 have registered their interest as of September 2, 2025 – the County of Santa Barbara (CA021), the City of Santa

¹ 42 U.S.C. § 1437f(o)(19) and 24 CFR 982/983

Barbara (CA076), and Santa Monica (CA111). HUD has not yet received confirmation that the Los Angeles County Development Authority (LACDA) (CA002) will be coming in for additional vouchers – HUD has been in near-daily contact with LACDA and GLA VA on this. The fiscal year 2025 Appropriations Act makes an additional \$10 million available for HUD-VASH administrative fees. HUD anticipates publishing this notice in the next month and making awards later this calendar year. The method through which HUD will allocate these funds will result in relatively high funding for HACLA and LACDA (if they come in) given their number of awarded HUD-VASH vouchers – these funds will help Los Angeles-area PHAs improve HUD-VASH voucher utilization rates.

F. Budget and Resource Realignment (Sec. 2c)

The VA will partner with the Office of Management and Budget (OMB) on funding requests, if needed, as the final construction, security, and wrap-around services plans are established based on assumed operational cost to support the NCWI. The EO notes the Administration’s intent to reallocation resources previously used to support housing and services for illegal aliens, the VA stand ready to partner with OMB on any resource transfers for this project. Current housing and service programs are being supported through VA appropriations, existing HUD-VASH project-based and tenant-based vouchers.

As the full action plan is finalized and project scope solidifies, VA will develop a detailed cost estimate by November 30, 2025, to support ongoing development, operations, and service delivery at NCWI. This estimate will serve as the foundation for future budget submissions, interagency coordination on shared funding streams, and Congressional engagement. Cost modeling will include facility construction and renovation, staffing, programming, transportation, infrastructure upgrades, and governance infrastructure. It will also assess costs for clinical integration, IT support, emergency preparedness, and service contracts across the multi-year implementation horizon.

VA recognizes that sustained funding will be essential to achieving the President’s vision for NCWI and is committed to ensuring fiscal transparency, cost effectiveness, and alignment with veteran outcomes.

VA will continue to work closely with the OMB to on resourcing needs and to coordinate with HUD and HHS on any applicable discretionary funding envisioned to be available legally and effectively under the EO for redirected to support this initiative.

G. Self-Sufficiency and Warrior Ethos Programs (Sec. 2d)

NCWI will provide programming designed to help veterans rebuild discipline, purpose, and community. Housing will be accompanied by a phased reintegration model that includes access to clinical care, substance use recovery services, peer mentorship, vocational training, legal assistance, spiritual support, and structured community activities. Residents will agree to shared responsibilities and community norms that promote order and growth. A “continuum of responsibility” framework will provide veterans with pathways to increased autonomy based on sustained engagement and accountability. There will be a need for community governance models, consistent enforcement of program expectations, and alternatives for residents who decline to participate.

The Center’s programming will focus on six primary homeless veteran populations:

1. **Sober Living** – Veterans in recovery requiring substance-free environment.
2. **Mental Health Focus** – Veterans with mental health challenges needing specialized support.
3. **Substance Recovery** – Veterans in active addiction treatment and recovery services.
4. **Low Income/Working Poor** – Veterans employed needing affordable housing; students attending local colleges and universities part-time.
5. **Elderly Homeless/Multi-Morbid** – Senior veterans requiring age-appropriate care, limited mobility and capacity for self-care and accessibility.
6. **Pre-Treatment Homeless** – Veterans currently living in tiny houses and low-demand GPD and HCHV housing where active substance use, potentially illegal activity may be more common.

A comprehensive slate of services is planned. Workforce development offerings will include job-specific vocational training, apprenticeships with local employers, dedicated job placement offices, resume support, and career counseling with individualized plans. Addiction treatment will be expanded through detoxification services, Medication-Assisted Treatment (MAT) programs, and both residential and outpatient treatment options, all integrated with peer support groups and relapse prevention strategies.

VA will invest in housing navigation services, including assistance with buying or renting their own home and transitional housing options. Veterans with severe mental illness will receive intensive case management, inpatient and outpatient care, and access to 24/7 crisis services. Aging veterans will benefit from geriatric care planning, home-based primary care, and hospice services when needed. Integrated care teams and peer support specialists will round out the continuum of support services.

Anticipated metrics will include the reduction in veteran homelessness, improved housing retention, increased access to permanent housing, employment and income outcomes, and engagement in mental health and substance use treatment. VA will use its national Homeless Programs performance framework to monitor and report on veteran independence, progress, and overall system effectiveness.

V. Stakeholder Engagement Plan

In addition to Federal partners, VA's partnerships span city, country, and state government entities, including the LA County Departments of Military and Veterans Affairs, Health Services, Mental Health, Public Social Services, Veteran Service Organizations, non-profits, and the Los Angeles Homeless Services Authority (LAHSA). The City of Los Angeles, its housing agency (HCIDLA), LAPD, LAFD are also key partners. At the state level, CalVet, California HCD, CHHS, and Employment Development contribute essential services and resources to this mission.

VI. Potential Risks and Mitigation Strategies

Risk	Impact	Mitigation Strategy
Leaseholder legal disputes.	Potential limitation on housing development.	In litigation.
Crime or criminal activity on campus.	Threats to residents/employee safety, disruption of treatment environments, reduced public trust, harm to morale.	VA will improve campus safety through increased VA Police presence, surveillance, access controls, and housing layouts that promote order and reduce conflict.
Utility or Infrastructure shortfalls.	Increased construction scope and/or delayed construction.	Perform an updated campuswide infrastructure analysis to include all VA owned property.
Budgetary limitations.	Insufficient financing for scope of programs.	Engage with OMB.
Coordination and Project delays.	Program launch bottlenecks.	Standing weekly interagency working sessions.
Landfill closure.	Schedule delay.	Ongoing engagement with LA regulators.

VII. Timeline and Milestones

Milestone	Target Date
Leaseholder resolution and campus audit complete	FY25 Q4
Phase I construction mobilized	FY25 Q3
Referral protocols and transportation strategy finalized	FY26 Q2
Initial NCWI self-sufficiency programs launched	FY26 Q3
1065 housing units operational	FY28 Q1

VIII. Conclusion

The National Center for Warrior Independence will be a lasting testament to the Nation's promise to those who served. This Action Plan lays the foundation for a campus that not only honors the original intent of the land but delivers on President Trump's vision for reform, accountability and restored dignity for our homeless veterans. It represents a renewed era of results-driven leadership and reflects the President's unwavering support for the men and women who wore the uniform, insisting they be treated as heroes not only in rhetoric, but in outcomes.

This initiative is not merely a commitment to restore infrastructure – it is a generational opportunity to fundamentally reform how we serve homeless veterans. Through the establishment

of this Center, VA will provide not just housing, but a structured path to recovery, reintegration, and renewed purpose.

Through enhanced access to care, co-located services, safety-centered housing, and modernized infrastructure, VA will foster a community where veterans can regain their health, stability, and purpose. The layout of facilities will ensure that specific populations, such as women veterans, veterans in recovery, and those with high-acuity needs are thoughtfully served in settings designed to support their progress and adherence to treatment programs.

By leveraging interagency coordination, redeveloping underutilized federal property, and building a scalable national model centered on dignity and independence, VA will set a new standard. We are determined to ensure that no eligible veteran seeking support from the West LA campus will be turned away for lack of space, services, or vision.

The President's bold Executive Order sets a clear direction: VA must lead with urgency and integrity to solve veteran homelessness. As Secretary Collins affirmed, "*We are answering that call with urgency, discipline, and resolve.*" With this plan, VA is acting decisively to transform lives, restore a sense of safety and belonging, and ensure that America's veterans are never left behind.

IX. Appendix

- Appendix 1: Maps of WLA campus and proposed development zones

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Current Site Map



