



STATE OF VERMONT  
AGENCY OF HUMAN SERVICES

**MEMORANDUM**

**TO:** Representative Alyssa Black, Chair, House Committee on Health Care  
Representative Theresa Wood, Chair, House Committee on Human Services  
Representative Robin Scheu, House Committee on Appropriations  
Representative Alice Emmons, Chair, House Committee on Institutions  
Senator Virginia Lyons, Chair, Senate Committee on Health and Welfare  
Senator Andrew Perchlik, Chair, Senate Committee on Appropriations

**FROM:** Kristin McClure, Deputy Secretary, Agency of Human Services

**SUBJECT:** High End System of Care

**DATE:** April 10, 2026

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Thank you for your continued engagement on the development of Vermont's High End System of Care (HESOC) for youth and clearly outlining the information you have been seeking. While the Agency of Human Services (AHS) and the Department for Children and Families (DCF) have provided elements of this information over time, we have not presented it in a single, integrated, and accessible way that fully meets the Legislature's expectations for transparency and long-term planning. We are committed to doing so going forward.

In response to your requests, we have assembled a comprehensive, agency wide view of the system, including:

- Estimated annual operating costs by program type: secure stabilization and treatment, psychiatric residential treatment, and crisis stabilization, and including per-bed costs
- A five-year projection of system capacity and operating costs across AHS
- Identification of expected reductions in out-of-state placements and associated cost offsets

This analysis reflects implementation of the two strategic plans previously provided to the Legislature: the DCF High-End System of Care Plan under Act 160 and the Facility Planning Strategic Plan under Act 78, which together outlined a four-part system encompassing secure stabilization, secure treatment, crisis stabilization, and psychiatric residential treatment. Consistent with the Strategic Plan submitted January 15, 2024, the youth secure facility is intended to be operated by an outside entity which is reflected in the program design and development costs below.

At full implementation, the system is projected to cost approximately \$25 million annually, offset by more than \$21 million in reduced out-of-state placements. These estimates reflect current program design and active contract negotiations and will be refined as those agreements are finalized.

We also wish to clarify several specific points raised:

- Green Mountain Youth Campus (GMYC) is designed to provide 14 secure beds (8 stabilization, 6 treatment) and is currently in active contract negotiations with an external operator, with an estimated annual operating and staffing cost of approximately \$8–9 million.
- Red Clover and West River Haven are intentionally temporary, small-scale programs addressing urgent need; their higher per-bed costs reflect that limited scale. Red Clover is expected to close once GMYC is operational, and the need for West River Haven will be reassessed at that time.
- The Psychiatric Residential Treatment Facility (PRTF) at the Brattleboro Retreat and the Inpatient Psychiatric Hospital that will serve youth are anticipated to be cost-neutral relative to current out-of-state placements while improving outcomes by keeping youth in Vermont.

We share the Legislature's commitment to transparency and long-term fiscal clarity, and we believe the materials now provided directly respond to your requests.

Accordingly, we respectfully request reconsideration of the recently added language in the Capital and Appropriations bills that would condition the State's ability to proceed with the Green Mountain Youth Campus on additional approvals. While we understand the intent, this provision risks delaying a critical initiative that is already underway, urgently needed, and now more fully defined.

Compared to 2019, Vermont remains significantly constrained in lower-level residential and crisis capacity. DCF currently operates approximately 59 percent fewer treatment beds at these levels of care. Since that time, some new programs have been established, including Red Clover, the Intensive Clinical Assessment Program, New England School for Girls, Capitol Meadows, SkyView, and Highland, while others have closed, including Woodside, Mountainside, Onion River, Evergreen, Skyline, and Odin. Overall, most remaining programs are operating below their pre-pandemic capacity, and only six are currently at pre-pandemic levels.

Strengthening this part of the continuum is essential to ensuring that children and youth can access care in the least restrictive, clinically appropriate setting and to reducing the likelihood that needs escalate to higher levels of care. Additional investment could help restore capacity, but funding alone will not resolve the problem. Workforce shortages and insurance coverage challenges also continue to limit providers' ability to staff, sustain, and fully utilize available services.

We believe the attached analysis, combined with our commitment to continued transparency and ongoing committee engagement, provides a strong foundation for moving forward together. We welcome the opportunity to review this information with you and committee staff.

Thank you for your partnership in this critical work.

CC:

Representative Anne Donahue

Representative James Gregoire

Enclosures: Table 1

Type of Program	Program Name	SFY27 Planned # Beds	SFY27 Est Operating Costs	SFY28 Planned # Beds	SFY28 Est Operating Costs	SFY29 Planned # Beds	SFY29 Est Operating Costs	SFY30 Planned # Beds	SFY30 Est Operating Costs	SFY31 Planned # Beds	SFY31 Est Operating Costs	Estimated Annual Cost / Bed
Secure Programming	Red Clover	4	\$4,124,076	4	\$3,780,403							\$1,031,019
Secure Programming	Green Mountain Youth Campus			14	\$750,000	14	\$9,000,000	14	\$9,000,000	14	\$9,000,000	\$642,857
Psychiatric Residential Treatment Facility	Psychiatric Residential Treatment Facility (PRTF)	15	\$8,000,000	15	\$8,000,000	15	\$8,000,000	15	\$8,000,000	15	\$8,000,000	\$533,333
Crisis Stabilization	West River Haven	3	\$4,300,000	3	\$4,300,000							\$1,433,333
Inpatient Psychiatric Hospital Beds	Southern Vermont Medical Center			11	\$8,030,000	11	\$8,030,000	11	\$8,030,000	11	\$8,030,000	\$730,000
<b>Total</b>		<b>22</b>	<b>\$16,424,076</b>	<b>47</b>	<b>\$24,860,403</b>	<b>40</b>	<b>\$25,030,000</b>	<b>40</b>	<b>\$25,030,000</b>	<b>40</b>	<b>\$25,030,000</b>	<b>\$625,750</b>
<b>Projected Reductions in Out of State Placements</b>												
Secure Programming						6	\$2,797,938	6	\$2,797,938	6	\$2,797,938	
Psychiatric Residential Treatment Facility		15	\$10,950,000	15	\$10,950,000	15	\$10,950,000	15	\$10,950,000	15	\$10,950,000	
Inpatient Psychiatric Hospital Beds				11	\$8,030,000	11	\$8,030,000	11	\$8,030,000	11	\$8,030,000	
<b>Total</b>		<b>15</b>	<b>\$10,950,000</b>	<b>26</b>	<b>\$18,980,000</b>	<b>32</b>	<b>\$21,777,938</b>	<b>32</b>	<b>\$21,777,938</b>	<b>32</b>	<b>\$21,777,938</b>	