

Agenda Item 7

		THE HEALTH SCRUTINY COMMITTEE FOR LINCOLNSHIRE	
Boston Borough Council	East Lindsey District Council	City of Lincoln Council	Lincolnshire County Council
North Kesteven District Council	South Holland District Council	South Kesteven District Council	West Lindsey District Council

Open Report on behalf of NHS England, Central Midlands

Report to	Health Scrutiny Committee for Lincolnshire
Date:	17 January 2018
Subject:	NHS Dental Services Overview for Lincolnshire

Summary:

This report will provide an overview of the NHS dental services commissioned in Lincolnshire, brief on and update on the current challenges and commissioning intentions to improve NHS dental services and oral health across Lincolnshire.

Actions Required:

The Health Scrutiny Committee for Lincolnshire is:

- i) requested to note the contents of the report; and
- ii) invited to consider and comment on the report.

1. Background

National Context

NHS England is responsible for commissioning primary and secondary care dental services since April 2013.

The government has made a commitment to oral health and dentistry with a drive to:

- Improve the oral health of the population, particularly children
- Introduce a new NHS primary dental care contract
- Increase access to primary care dental services.

NHS England's clinical aim for each dental practice is to deliver high quality NHS clinical services defined as:

“patient-centred and value for money primary care dental services, delivered in a safe and effective manner, through a learning environment, which includes the continuing professional development of dentists and other dental professionals”

NHS England's over-arching aims for primary dental service provision are:

- To improve oral health and to reduce inequalities in health and wellbeing
- To improve access to NHS dental services and to improve the experience of all service users
- To develop excellent integrated and more localised services
- To ensure that key evidence based, preventive, consistent messages and interventions are communicated and delivered by all
- To ensure access to unscheduled and elective dental care is available to all
- To provide evidence informed care according to identified need
- To promote choice by services users, by ongoing consultation and engagement.

Local Context

Central Midlands Local Office is responsible for commissioning NHS primary, community and secondary care dental services. The Central Midlands Local Office has two locality teams that manage dental and optometry commissioning. Lincolnshire is part of the North Locality, which covers Leicestershire, Rutland and Lincolnshire.

In Lincolnshire there are 72 contracts providing NHS dental services:

- 45 providing general dental services (8 are restricted contracts, for example children under the age of 18 years, 19 years if in full time education and/or exempt patients)
- 1 pilot contract providing general dental services
- 15 providing general dental and orthodontic services
- 5 providers providing orthodontic services
- 5 providers providing minor oral surgery services
- 1 Special Care Dentistry Service provider

One provider is piloting a new prototype dental contract, which is testing a new remuneration system that blends activity and capitation (patient registration) aligning to financial and clinical drivers with a focus on prevention and continuing care. There are five practices which provide access to urgent and routine care over extended hours, for example 8am to 8pm Monday to Friday, and extended access cover over weekends and Bank Holidays excluding Christmas Day, New Year's Day and Easter Sunday.

Secondary dental care services providing specialist services, for example orthodontics and maxillofacial services for Lincolnshire is delivered by United Lincolnshire Hospitals NHS Trust (ULHT).

NHS Dental Contract

In April 2006, NHS dental providers were transferred over to the new NHS dental contract. The new dental contracts are activity based and providers are required to deliver an activity target each financial year. General dental services contracts are monitored against delivery of their unit of dental activity (UDA) target and orthodontic contracts are monitored against delivery of their unit of orthodontic activity (UOA) target. Specialist services delivered in primary care, such as minor oral surgery are commissioned on a cost per case basis.

Since April 2006, patients are no longer registered to a dental practice and are only attached to a dental practice when they are in an active course of treatment. However, practices usually hold a notional list to assist managing their capacity to provide dental services to regular patients/new patients seeking routine or urgent care. Practices' capacity to take on new patients can vary and is dependent on a number of factors. Patients can choose any geographical area to access services in NHS England and there are no restrictions on where patients can access NHS dental services.

Patients will be advised by the dental practitioner on their recall interval based on The National Institute for Health and Clinical Excellence (NICE) Clinical Guidance 19 Dental Recall, October 2004. Dental recalls are determined by the patient's oral health and other factors for example age, diet, oral hygiene, fluoride use, tobacco and alcohol. Recall rates for children up to age of 18 years can be every 3/6/9 or 12 months and adult recall intervals can be every 3/6/9/12/15/18 months to 2 years. It is important that young children (up to 2 years) attend a dentist for their first examination to commence monitoring their oral health.

Patient charges were changed with the introduction of the new contract and these were simplified into three treatment bands. NHS dental charges apply if a patient does not meet the exemption criteria. Patients will be charged for one completed course of treatment and the charge is determined by the treatment provided. The patient charges are:

Treatment Band	Type of Treatment	Patient Charge £
Band 1	This covers examinations, diagnosis (including radiographs), advice on how to prevent future problems, scale and polish if clinically necessary, and preventative care (e.g. applications of fluoride varnish or fissure sealant). This band also covers urgent dental care in a primary care dental practice such as pain relief or a temporary filling.	20.60
Band 2	This covers everything listed in Band 1, plus any further treatment such as fillings, root canal work or if your dentist needs to take out one or more of your teeth.	56.30
Band 3	This covers everything listed in Bands 1 and 2, plus crowns, dentures, bridges and other laboratory work.	244.30

Oral Health Needs Assessment

Public Health England has developed, in conjunction with NHS England Central Midlands Local Office, an Oral Health Needs Assessment (OHNA) for the North Locality covering Leicestershire, Rutland and Lincolnshire in consultation with the

Local Authorities and Clinical Commissioning Groups. The OHNA is based on a point in time, is based on NHS dental activity delivered in 2013/14 and relates to patients resident in an area.

The OHNA reviews the demographics of the resident population, provision of services, and access to NHS dental services and makes recommendations for the commissioners to consider when developing the dental commissioning intentions to improve service provision. An access measure is used to determine the number of patients seen as a proportion of the resident population and access rates can be affected and influenced by many different factors, for example deprivation or prosperity of the resident population, lifestyle choices etc. It is important to note that a low access rate may not necessarily be solely due to a lack of provision as this can be affected by patient choice of accessing services outside the area or opting for private dental treatment. The OHNA identifies access rates for children under the age of 18 years and adults by Local Authority (LA).

The OHNA identified that the following LA areas access rate is similar to or above the NHS England and the Leicestershire and Lincolnshire averages:

- West Lindsey for children and adults
- North Kesteven for children
- South Kesteven for children and adults
- East Lindsey for children and adults

The following LA areas access rate is below the NHS England and the Leicestershire and Lincolnshire average:

- Boston for children and adults
- Lincoln for children and adults
- South Holland for children and adults
- North Kesteven for adults

The Local Office reviewed the outcomes of the OHNA along with other intelligence, which includes patient engagement and consultation feedback to develop the dental commissioning intentions. It was agreed to commission new contracts as part of the dental procurement programme to improve access to general dental services in priority areas identified within the resource envelope available:

- Boston
- Lincoln
- Sleaford (North Kesteven)
- Spalding (South Holland)

Any new contract has to be awarded via a procurement process to comply with dental contract regulations, competition and procurement law requirements.

Dental Foundation Training

All newly qualified dentists are required to complete a one year dental foundation training following completion of their dental degree. The Foundation Training process is managed by Health Education England. Foundation dentists are

assigned to accredited dental practices and have an identified mentor to support them through their foundation training process. Funding is provided to cover the costs of the Foundation Dentist and funding to support the accredited mentor. Three out of the 26 training places across Leicestershire and Lincolnshire were secured within Lincolnshire practices.

Dental Commissioning Guides

The Dental Commissioning Guides provide a standardised framework for the local commissioning of dental specialties. They provide guidance to Local Offices on improving access to care, based on needs that are criterion referenced, with demonstrable high value health outcomes experienced by patients.

Local Offices will work closely with the Managed Clinical Networks (MCN), the Regional Dental Public Health Consultants and Local Dental Network (LDN). The aim is to deliver the best patient journey possible, supported by mandatory specialist advice and/or access to care, that meets the needs of the local patient population whilst achieving the nationally expected standards of care provision within existing resources.

The Dental Commissioning Guides have been developed nationally involving the dental profession and commissioners overseen by the Chief Dental Officer in England. The Dental Commissioning Guides published are:

- Special Care Dentistry (Adults)
- Orthodontics
- Oral Surgery and Oral Medicine

Commissioning Guides for Restorative Services and Paediatrics are in development and publication has been delayed.

Local Dental Network (LDN)

The Local Dental Network for Leicestershire and Lincolnshire was established in 2013. The main aims and objectives of the Dental LDN are to:

- Provide robust and quality clinical input to the Local Office
- Improve clinical outcomes
- Address health inequalities
- Putting the patient in the centre of everything that we do
- Engage with the Dental profession across the entire pathway.

The Dental LDN Steering Group develops work priorities each financial year and progress is monitored by NHS England Central Midlands. The Steering Group has good engagement from the Oral and Dental health community, Health Education England, Public Health and Local Authorities, however, Clinical Commissioning Groups engagement has been a challenge with little interest.

The Dental LDN has been recognised nationally for the work on older patients oral health in Lincolnshire linked into the Oral Health Promotion Strategy.

Work is ongoing to improve general practice implementation of the Delivering Better Oral Health guidance. Training has been provided to dental care professionals to apply fluoride varnish to children at risk of dental caries.

The LDN has secured non-recurrent funding to pilot improved access to interpretation services across the whole of the Leicestershire and Lincolnshire area from NHS England.

There are a number of challenges that the LDN has identified within their work priorities and these relate to:

- Improved access to Restorative Services.
- Gerodontology Managed Care Network to focus on older people, older people with dementia and mental health issues oral health.
- Delivering prevention to families who have experienced extraction with General Anaesthetic for tooth decay.
- Encourage the increase in foundation training practices in Lincolnshire.
- Increasing the level of oral health promotion activities in Lincolnshire in partnership with Lincolnshire County Council.
- Implementation of Healthy gums do matter toolkit and increase the knowledge of the General Dental practitioner of the relevance of oral health on general health and potentially positively impacting on diabetes.
- Improvement of the pathway for specialist dental care and supporting referral management systems.
- Work in conjunction with Health Education England to develop the workforce

The LDN has established Managed Clinical Networks for Special Care Dentistry, Orthodontics, Minor Oral Surgery and Gerodontology to support delivering the work priorities, review commissioning guidance to improve patient pathways and patient outcomes.

Joint Working with the Lincolnshire County Council on Oral Health Promotion

Lincolnshire County Council became responsible for improving health and reducing inequalities for its local population from 1 April 2013. Local Authorities are responsible for commissioning oral health promotion programmes and epidemiology surveys. Lincolnshire County Council commissions oral health promotion and epidemiology through NHS England's Special Care Dentistry Service contract, which offers synergies in provision and added value in joint working.

An Oral Health Alliance Group for Lincolnshire has been set up to facilitate joint working across the health community. The group has developed a joint Strategic Action Plan for Oral Health Promotion in Lincolnshire. The aim of the strategic action plan is to improve oral health promotion of the Lincolnshire population and target identified priority patient groups, including children at high risk of dental caries, those who have already required extractions under general anaesthetic for dental decay and older persons at higher risk of poor oral health. Initiatives include the evidence based distribution of toothbrush and paste packs alongside advice to targeted families, a tooth brushing in schools programme where there are higher rates of decay and guidance and training for oral health for care settings for adults and older people. Future priorities include ensuring that all children referred for

dental extractions follow an optimal pathway with prevention of further decay at the forefront of its aims.

Chief Dental Officer Smile for Life Initiative

As part of supporting the Chief Dental Officer Smile for Life initiative, the Local Office has launched the Starting Well programme in Leicester and Luton. Part of the programme is for dental practices participating in the programme to provide dental check-ups for children aged 1 year. The learning from the Starting Well programme will be fed into Lincolnshire area.

Dental Procurement

The Local Office agreed to procure new services in Lincoln, Sleaford and Spalding to provide general dental services between 8am to 8pm, every day of the year and in Boston to provide general dental services within extended opening hours. The new contracts have a contracting term of 7 years with the option to extend for a further 3 years.

NHS England commenced the procurement process on 31 January 2017 to commission the new contracts for Boston, Lincoln and Sleaford areas and the process has now concluded.

The procurement process did not identify a preferred bidder for Boston, Lincoln or Sleaford, as the tender submissions did not meet the evaluation criteria due to incomplete submissions or financial sustainability/quality requirements.

The new 8 to 8 dental contract for Spalding was awarded to Roderick's Dental Limited in June 2017, so the new service could commence in December 2017. NHS England Central Midlands were disappointed to be informed by Roderick's Dental Limited that they had withdrawn from the contract, delaying our plans to ensure people in Spalding had more access to NHS dental services. As the commissioner, we appreciate that patients and stakeholders are similarly disappointed and would like to provide assurance that we are making every effort to overcome this set back to our commissioning plans. We will work with local stakeholders including the Local Dental Network and Lincolnshire Healthwatch, to increase access to NHS dental services in the area as quickly as possible.

Closure of Dental Practice in Spalding

On 31 August 2017 the 1A Dental practice based in the Johnson Community Hospital in Spalding closed as their contract agreement expired. The practice provided urgent and routine NHS dental services and operated extended opening hours. To minimise the impact on patients, the Local Office undertook a caretaking procurement process in early August 2017 to enable services to be maintained for 12 to 18 months whilst longer term solutions were considered. Unfortunately, the procurement process was unsuccessful in identifying a suitable provider as bids did not meet the criteria that enable NHS England to award a contract. In these circumstances, there was no alternative but to close the practice following the end of the 1A Dental contract. As a result, it has not been possible to secure a suitable caretaker provider to provide both urgent and routine dental care services. However, urgent care arrangements have been secured as an interim measure to enable

patients in Spalding and surrounding areas to access urgent dental care. Community Dental Services CIC are providing two urgent care dental sessions a week from the Johnson Community Hospital dental practice. The sessions are on a Tuesday and Saturday and will run until the end of March 2018. The Local Office will review the urgent care arrangements beyond the end of March 2018 and will continue to work with Lincolnshire Health Watch to engage with patients in the area.

Lincolnshire Special Care Dentistry Service

The Local Office undertook a procurement process in 2016 to commission the Lincolnshire Special Care Dentistry Service. The service is concerned with the provision of dental care and enabling the improvement of oral health of individuals and groups in society who have a physical, sensory, intellectual, mental, medical, emotional or social impairment or disability or, more often a combination of a number of these factors. As such care will be provided to patients who have a need beyond the skill set and facilities of a general dental practitioner.

The Special Care Dentistry Service also provides dental treatment under general anaesthesia in secondary care sites with access to critical care facilities for children who require multiple extractions, for children with complex health needs who require restorative treatment or for children when it is not possible to provide dental care using alternative treatments methods and for adults with special needs that impacts upon their ability to co-operate.

The service provides a Pain and Anxiety Management service for adults with severe anxiety or phobia and domiciliary care for house bound patients. In addition, the Lincolnshire Special Care Dentistry Service undertakes epidemiology surveys and oral health promotion for the Lincolnshire Local Authority.

The service is delivered from eight community clinics across Lincolnshire and will continue to be provided from the same clinic sites and the existing staff were transferred over to the new contracting arrangements to protect service continuity. The service transition was managed successfully between Lincolnshire Community Health Services Trust to Community Dental Services CIC.

Non-Recurrent Activity

The Local Office have offered Lincolnshire dental providers to opportunity bid for additional non-recurrent activity across to improve access to NHS dental services in 2017/2018 financial year, whilst longer term commissioning plans are considered. The Local Office received five expressions of interest in non-recurrent activity across Lincolnshire. The expressions of interests have been reviewed and approved to award non-recurrent activity equating to an additional capacity for approximately 2,000 patients in the following areas Gainsborough, Skegness, Spilsby, Lincoln and Spalding.

Commissioning Intentions to Improve Access to NHS Dentistry Services

The Local Office has reviewed the dental commissioning intentions and is planning to re-procure the NHS dental services contracts for Spalding, Sleaford, Lincoln and Boston. Plans for the re-procurement are being finalised, to commence the general dental services procurement process in February 2018. The aim is to conclude the

procurement process and award contracts by the end of August 2018 to enable the preferred bidders a realistic mobilisation period to enable new services to commence in early New Year 2019.

Dental Recruitment and Retention

All dentists delivering services as part of a NHS contract are required to be registered with the General Dental Council and need to be included onto the national performer list to ensure they are suitably qualified and trained to deliver NHS dental services.

Nationally dental recruitment and retention is becoming an increasing pressure and it has been identified as a local issue particularly across Lincolnshire. As part of the LDN work programme a survey across providers/performers in the north locality has been undertaken to understand the current position. The survey has identified that providers are experiencing difficulties in recruiting/retaining dentists and the survey results have identified that providers believe this is attributed to salary/remuneration, location and working unsociable hours.

One of challenges which may have impacted on the recruitment of dentists, was the delays experienced to be included onto the national performer list undertaken by Primary Care Support England. To improve the dental performer list inclusion process, a national working intensive expert management team was established to support with the processing of applications and to reduce the application timescales.

Health Education England and partners have been working at a national level to finalise a Performers List by Validation of Experience (PLVE) process so this can be rolled out nationally in the Winter 2017. The PLVE process is to enable non EU qualified dentists to be assessed by Health Education England to determine that they have the knowledge and experience equivalent to that of a dental practitioner who has satisfactorily completed foundation training. This will enable providers across the North locality to access a PLVE scheme to support with recruiting dentists outside the EU area.

Health Education England is officially launching the PLVE process for the East Midlands on 1 January 2018. The Local Office are accepting performer list applications from non EU dentists to manage the process to validate inclusion onto the performers list so this can be managed in parallel and currently have several applications in the process.

In addition to the PLVE process, the Local Office is exploring other ways of how to improve recruitment and retention of NHS dentists into the Lincolnshire area.

The LDN is working in partnership with Health Education England to develop training programmes to support the development of the dental workforce across the Central Midlands area.

2. Conclusion

The Health Scrutiny Committee is requested to note the contents of the report and to consider and comment on the content of the report.

3. Consultation

This is not applicable.

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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