

14 June 2011	ITEM 6
Health and Well-being Overview and Scrutiny Committee	
COMMISSIONING PROPOSAL – COMMUNITY DENTAL SERVICE (CDS)	
Report of: Ian Stidston, Director of Primary Care and Partnership Commissioning (operations)	
This report is Public	
<p>Purpose of Report: As part of the wider Turnaround programme, NHS South West Essex is currently reviewing all community service commissioning arrangements to ensure that value for money is being offered to the local population. This has included a review of the Community Dental Service (CDS) where the need to strike a balance between ensuring resources are available for high street dentistry provision yet protected for community dentistry where the need is present, has been paramount. This paper sets out the process followed to review current service provision and proposed changes required to ensure resources are spent effectively.</p>	

EXECUTIVE SUMMARY

CDS is provided by South West Essex Community Services (SWECS) with a total caseload of 3,000 of which approximately 2,000 patients are seen per annum. The Service is designed as a specialist referral service for patients who have difficulty using a NHS high street dentist for a variety of reasons e.g. patients with moderate/severe learning or physical disability and those who require treatment under general anaesthetic. The Service is also involved in oral health promotion and epidemiology programmes.

As part of the PCT Turnaround programme, an overall savings target of £300k is expected from the review and implementation of proposed changes and longer term development of the service.

Current staff structure – May 2011:

Monthly WTE Budget	Description
1.00	Head of Service (principle dentist)
3.20	Senior Dental Officer
8.00	Dental Staff (nurses)
12.20	

The service currently operates from five sites: Grays Health Centre; Tilbury Health Centre; Billericay Health Centre; Brentwood Community and Wickford Health Centre.

1. RECOMMENDATIONS:

1.1 NHS South West Essex is undergoing a full review of the current CDS and are proposing the following recommendations to support achievement of a long term £300k savings target:

- **Implementation of a revised service admissions criteria** to ensure that only those patients who genuinely fall outside the remit of General Dental Services are able to access the CDS.
- **Implementation of a revised discharge policy** – CDS is a referral service that should be discharging patients on completion of a course of treatment. Evidence suggests that in some cases, patients have not been appropriately discharged. The new policy will ensure that patients are discharged unless there are exceptional cases where it is in the patient's interest to be retained by the Service i.e. those with severe learning/physical difficulties where there is a need for specialist equipment only available from the Service e.g. hoists facility or severe need can be demonstrated.
- **Clear specification outlining the minimum activity levels to be provided by the service**
- **Reduction in sites** – to ensure the most effective use of staff time, the original proposal outlined the option to reduce from its current five sites to three appropriate venues, operating on a full-time basis. This would reduce travelling time for staff, reduce maintenance costs and reduce the use of consumables. The outcome of the public consultation indicates Brentwood Community Hospital, Billericay Health Centre and Grays Health Centre as the preferred sites to remain.

On review of the outcome of the public consultation and following discussions with Mr Roger Harris (Head of Strategic Commissioning & Resources – Thurrock Council) it is further proposed that a fourth site will be retained to provide a reduced service at Tilbury Health Centre (the level of service provision is subject to the remaining capacity within the service). This proposal is based on the fact that Tilbury has the highest level of deprivation and some level of focus should remain in this area. This site also currently holds a specialist dental chair for wheelchair users. Please refer to Appendix 1 for summary outcome of public consultation.

2. INTRODUCTION AND BACKGROUND:

2.1 CDS has a total caseload of 3,000 of which approximately 2,000 patients are seen per annum. The Service is designed as a specialist referral service for patients who have difficulty using a NHS high street dentist for a variety of reasons. The following section provides a breakdown of current annual activity:

Activity: Mandatory Services:

Table 1:

Year	Band 1	Band 2	Band 3	Band 1 Urgent	Total Patients Treated	Units of Dental Activity
2007/08	58%	35%	2%	5%	2,052	5,433
2008/09	55%	37%	3%	4%	2,232	6,161
2009/10	57%	35%	5%	3%	2,003	5,603

**Units of Dental Activity (UDAs) is the mechanism by which dentists are paid*

Key: UDAs provided in respect of banded courses of treatment:

Type of course of treatment	Unit of Dental Activity (UDA)
Band 1: clinical examination (including scale & polish)	1
Band 2: fillings, extractions	3
Band 3: crowns, bridges & dentures	12

Table 2: Advanced Mandatory Services

Year	Sedation patients treated	Domiciliary Visits patients treated
2007/08	33	138
2008/09	52	171
2009/10	95	162

Other Services:

Dental Public Health – oral health promotion programmes to groups and individuals i.e. Children’s Centres, patients with learning disabilities and their carers, staff in residential care homes.

Oral Health Screening & epidemiology - epidemiological surveys of 5 and 12 year olds and other client groups with particular special needs as part of a periodic programme of national surveys of children organised by the British Association for the Study of Community Dentistry (BASCD).

Treatment under General Anaesthesia – for children (up to the age of 12) and adults who have disabilities. This service is provided at BTUH.

Service users:

Data indicates that 47% of service users are children (5-14 years old) and the Service provides in the main, Band 1 courses of treatment (examination).

A total of 573 (19%) patients with a learning disability are seen and treated by the Service.

Patients are required to pay for treatment as per the NHS charges. The service collects on average £10,000 patient charge revenue per annum as the majority of patients seen by the service are exempt from charges.

Service costs:

The following table provides an analysis of costs involved in treating a patient in a community setting versus a primary care setting:

	Community Dental Service *block payment	High Street Dentist *suggested example set at £30 per UDA
Band 1 (1 UDA)	£550	£30
Band 2 (3 UDAs)	£550	£90
Band 3 (12 UDAs)	£550	£360

Current admissions criteria:

In brief, the existing admissions criteria for patients are:

- Adults and children with identified special needs/learning difficulties;
- Children with identified behaviour or management problems making them unsuitable for treatment within general dental practice;
- Housebound people of all ages requiring domiciliary care not available through general dental practice;
- Simple extractions for children (up to the age of 12) and adults with disabilities who require general anaesthesia (*to deal with a limited number of teeth*).

Referrals:

Referrals are accepted from a number of sources, although the majority are from local general dental practitioners (70%) and the service receives approximately 100 new referrals per month. In December 2010 the PCT took over the management of all CDS referrals to assess the standard and appropriateness of referrals into the Service. All referrals have been clinically assessed and triaged by the PCT Dental Advisor. This exercise has clearly outlined the need to define and strengthen the admissions criteria due to the number of inappropriate referrals received which would have previously been accepted by Service.

Patient Discharge:

The Service has been unable to provide discharge information. CDS is a referral service that should be discharging patients on completion of course of treatment. Evidence suggests that in some cases, patients have not been appropriately discharged.

Location:

The service is currently provided from 5 sites: Brentwood Community Hospital, Tilbury HC, Grays HC, Billericay HC and Wickford HC. Conscious sedation is provided from 2 of the sites (Tilbury and Billericay HC), and 2 sites also hold a

special dental chair for wheelchair patients (Wickford and Tilbury HC). Core dental services are provided during the following days (9am – 5pm):

As at October 2010:

	Monday	Tuesday	Wednesday	Thursday	Friday
Brentwood Community Hospital	√	√	√ Hygienist	√	√
Billericay HC	√	√	√	√	√
Wickford HC	√	√	√		
Grays HC	√	√		√	√
Tilbury HC		√	√	√	
No of clinics open per week:	4	5	4	4	3

3. ISSUES AND/OR OPTIONS:

3.1 Initial review of CDS data suggests the following:

- The service has historically accepted a number of out of area referrals
- Services for treatment under General Anaesthesia (GA) are commissioned for children up to the age of 12; however data suggests that children over the age of 12 have received treatment under GA
- The majority of patients are receiving multiple Band 1 assessments per annum with no discharge back to primary care
- The service has accepted multiple patients from the same household (i.e. siblings, parents etc) where there is no evidence to suggest that all meet the current admissions criteria.
- Minimal level of patient discharge following successful course of treatment
- The PCT undertook a patient mapping exercise which highlights that current site utilisation varies significantly. The purpose of the public consultation has been to ascertain patient views on sites they would like to retain.

It is proposed that the revised admissions and discharge criteria will support the service to provide specialist services to the appropriate cohort of patients. The PCT is currently working with the service to review status of all patients on their caseload with a view to discharge patients accordingly. Appropriate acceptance of patients against the revised admissions criteria will also ensure patients are treated in the most appropriate setting.

4. CONSULTATION (including Overview and Scrutiny, if applicable)

4.1 The focus of this exercise is to provide improved value for money whilst ensuring services are protected for those that genuinely need Community Dental Care. The proposals allow for the service to continue so that existing eligible service users are treated in the current most appropriate setting with minimal service disruption.

Public consultation:

To support the above proposals, the PCT has completed a public consultation exercise running for the period 16th March to 13th April 2011. The consultation focussed on the reduction of five clinics to three and requested patient views on how the PCT can provide the support they need to enable them to access a generic high street NHS Dental Practice.

Consultation process:

- Consultation material distributed to 30% of existing service users – please note; all patients with known learning disabilities (573) were included in this sample.
- An easy read version of the consultation material produced to ensure patients with known learning disabilities are not excluded from participating in the consultation.
- Consultation material distributed to local stakeholders e.g. high-street dentists, GPs, local voluntary groups, disability groups etc. and made available on the PCT website.
- Posters distributed to local stakeholder groups for display in waiting area
- 2 consultation drop-in session held in April inviting patients/public to attend
- Press release issued to further inform patients/public of the consultation and proposed service changes
- Head of Strategic Commissioning & Resources – Thurrock Council

Feedback/views from the Service have also been received in respect of the sites they would like to retain.

Please refer to Appendix 1 for summary outcome of public consultation.

5. IMPACT ON CORPORATE POLICIES, PRIORITIES, PERFORMANCE AND COMMUNITY IMPACT

5.1 Implementation of the recommendations will support the PCT to achieve a significant part the £300k savings target as outlined in the Turnaround programme. It is also noted that the proposed changes will have some impact on local high street dentists as they will be expected see and treat patients that have traditionally been seen in a community setting. The PCT commissions NHS dental services with 49 contract holders and impact is limited due to the relatively small number of patients currently seen by CDS.

6. CONCLUSION

6.1 The Health and Well-being Overview & Scrutiny Committee is asked to note the content of this report and the approach taken by NHS South West Essex to ensure that the service provides quality (and value for money) care to those who genuinely require access to a specialist service.

Therefore, it is recommended that the following actions are supported;

- In line with the outcome of the public consultation exercise, it is proposed that three sites (Grays Health Centre, Billericay Health Centre and Brentwood Community Hospital) will provide a full service; with limited service availability at Tilbury Health Centre (provision will reflect the reduced capacity of the service).
- The amended admissions and discharge criteria are implemented by the service.

BACKGROUND PAPERS USED IN PREPARING THIS REPORT:

- N/A

APPENDICES TO THIS REPORT:

- Appendix 1: Summary outcome of CDS consultation
- Appendix 2: Proposed CDS admissions and discharge criteria

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