

AGENDA MANAGEMENT SHEET

Name of Committee Health Overview And Scrutiny Committee

Date of Committee 19 July 2006

Report Title Final Report of the Dentistry Scrutiny Panel

Summary This report highlights the findings of the Dentistry Scrutiny Panel, which looked at the provision of, and access to, NHS dentistry in Warwickshire following the introduction of the new NHS dental contract on 1 April 2006.

For further information please contact: Victoria Cook Assistant to the Labour Group
Tel: 01926 476876
victoriacook@warwickshire.gov.uk

Louise Denton Assistant to the Liberal Democrat Group
Tel: 01926 412323
louisedenton@warwickshire.gov.uk

Would the recommended decision be contrary to the Budget and Policy Framework? No.

Background papers None

CONSULTATION ALREADY UNDERTAKEN:-

Details to be specified

- Other Committees
- Local Member(s) Cllr Sarah Boad and Cllr Raj Randev, as members of the Panel
- Other Elected Members Cllr Jerry Roodhouse
Cllr Anne Forwood
Cllr Marion Haywood
- Cabinet Member Cllr Bob Stevens
- Chief Executive
- Legal
- Finance
- Strategic Director David Carter
- District Councils

Health Authority

Police

Other Bodies/Individuals

FINAL DECISION Yes

SUGGESTED NEXT STEPS:

Details to be specified

Further consideration by
this Committee

To Council

To Cabinet

To an O & S Committee

To an Area Committee

Further Consultation

Health Overview And Scrutiny Committee – 19 July 2006.

Final Report of the Dentistry Scrutiny Panel

**Report of the Strategic Director of Performance and
Development**

Recommendations

1. That the members of the Health Overview and Scrutiny Committee note the findings of this final report of the Dentistry Scrutiny Panel.
2. That the Dentistry Scrutiny Panel reconvenes in 12 months time to reassess the provision of, and access to, NHS dentistry in Warwickshire.
3. That the implications of the relocation of Stratford Dental Clinic for special needs patients be reported to the Dentistry Scrutiny Panel in 12 months time.

1 Introduction

- 1.1 The Health Overview and Scrutiny Committee decided, at its meeting on 9 November 2005, to carry out a short scrutiny review of the provision of, and access to, NHS dentistry in Warwickshire. This was in response to a letter from Dr Ian McIntyre, Consultant in Dental Public Health for South Warwickshire Primary Care Trust (PCT), who raised a concern about the new NHS dental contract and the implications it might have on NHS dentistry in Warwickshire.
- 1.2 The Committee nominated the following County Council Members to the scrutiny panel: Councillors Sarah Boad, Anita Macaulay and Raj Randev. Councillor Sarah Boad agreed to Chair the Panel.
- 1.3 The majority of review was carried out between December 2005 and June 2006.

2 Conclusions

- 2.1 The Panel concluded that the situation in Warwickshire with regards to access to NHS dentistry is not as bad as it is in some parts of the country thanks to the hard work of Dr Ian McIntyre and the Dental Public Health Team.

- 2.2 Where dentists chose not to sign up to the new dental contract, the PCT has successfully commissioned replacement services.
- 2.3 However, there are still some concerns, particularly regarding the new NHS dental contract, and so the Panel has made the following recommendations:
- That the members of the Health Overview and Scrutiny Committee note the findings of this final report of the Dentistry Scrutiny Panel.
 - That the Dentistry Scrutiny Panel reconvenes in 12 months time to reassess the provision of, and access to, NHS dentistry in Warwickshire.
 - That the implications of the relocation of Stratford Dental Clinic for special needs patients be reported to the Dentistry Scrutiny Panel in 12 months time.

DAVID CARTER
Strategic Director of
Performance and
Development

Shire Hall
Warwick

19 July 2006

DENTISTRY SCRUTINY REVIEW

FINAL REPORT

July 2005

Contact for enquiries

Victoria Cook, Assistant to the Labour Group, Warwickshire County Council.
Tel: 01926 476876 or Email: victoriacook@warwickshire.gov.uk

Louise Denton, Assistant to the Liberal Democrat Group, Warwickshire County Council.
Tel: 01926 412323 or Email: louisedenton@warwickshire.gov.uk

PANEL FOREWORD

The Dentistry Scrutiny Panel has, as a result of a 6 month investigation, produced this report which seeks to understand: the provision of, and access to, NHS dentistry and special needs dentistry in Warwickshire; and the implications of the new NHS dental contract.

This report is the product of the health scrutiny process, which has provided local authorities with the opportunity to investigate health issues in order to make them more accountable and responsive to the needs of the local community.

In producing this report, the Panel was assisted by the co-operation and participation of key officers from the County Council and South Warwickshire PCT. Gratitude must, in particular, be expressed to the following participants who attended meetings and submitted evidence; much of which was of immense value to the Panel:

Ian McIntyre (Consultant in Dental Public Health, South Warwickshire PCT), Teresa French (Chief Executive, South Warwickshire PCT), Nick Ransford (Stratford Dental Clinic) and Dilly Wilkinson (South Warwickshire General Hospitals Trust).

Through meetings of the Panel, the participation of key officers, and an analysis of the information gathered, the Panel have produced this report. It is hoped that this report will provide a better understanding of the provision of, and access to, NHS dental services in Warwickshire.

1.0 INTRODUCTION

The Health Overview and Scrutiny Committee decided, at its meeting on 9 November 2005, to carry out a short scrutiny review of the provision of, and access to, NHS dentistry in Warwickshire.

1.1 The Panel

The Committee nominated the following County Council Members to the scrutiny panel: Councillors Sarah Boad, Anita Macaulay and Raj Randev. Councillor Sarah Boad agreed to Chair the Panel.

1.2 Background

The issue of access to NHS dentistry was first brought to the attention of Members when a letter was received from Dr Ian McIntyre, Consultant in Dental Public Health, on behalf of South Warwickshire Primary Care Trust (PCT).

The letter, which was reported to Members at the Health Overview and Scrutiny Committee on 28 September 2005, identified a dental practice in

Leamington Spa that had chosen to leave the NHS and de-register 8000 adult patients.

South Warwickshire PCT explained in the letter how they would be replacing this service, but Members remained concerned that other dentists in Warwickshire may opt to leave the NHS in 2006 due to the implementation of the new Dental Contract. The proposed contracts were causing dissatisfaction amongst both dentists and patient representatives, and had made national headlines, which suggested that access to NHS dentistry would be severely reduced due to these changes.

Concerns about access to special needs dentistry in South Warwickshire were also raised in preliminary discussions due to the forced relocation of Stratford Dental Clinic to smaller premises.

1.3 Aims and Objectives

The key aims and objectives of the scrutiny review were:

- a. To assess the provision of, and access to, NHS dental treatment in Warwickshire
- b. To consider the implications that the new NHS dental contracts may have for dental patients in Warwickshire.
- c. To evaluate the proposals to address any shortfalls in the capacity of NHS dentists in Warwickshire.
- d. To assess access to NHS dentistry for those with special needs.
- e. For the panel to make a recommendation to the Health Overview and Scrutiny Committee

2.0 METHODOLOGY

In order to achieve the aims and objectives outlined in the previous section, the Dentistry Scrutiny Panel held two meetings involving the following Health professionals:

Ian McIntyre – Consultant in Dental Public Health, South Warwickshire PCT
Teresa French – Chief Executive of South Warwickshire PCT
Dilly Wilkinson – South Warwickshire General Hospitals Trust
Nick Ransford – Stratford Dental Clinic

One meeting was held before the introduction of the NHS dental contract on 1 April 2006, with a follow up meeting held in May to allow the situation to be reviewed.

A mapping exercise was also carried out to establish a visual picture of the location of dentists across the county and which were NHS or private. To get an idea of the trend across the county, two maps were produced: the first using data from February 2004, the second from February 2006.

3.0 FINDINGS

3.1 The mapping exercise

A comparison of the two maps, Appendix 1, showed that there were fewer dentists taking on NHS patients in 2006 than in 2004. The maps also showed that access to NHS dentistry was better in the north, east and centre of the county than it was in the south. However, it is recognised that there is good access to NHS dentists across county boundaries.

North Warwickshire, and to an extent Rugby, are in particularly strong positions, with good NHS capacity – partly because the opportunity for private dentistry is a low.

3.2 The new NHS dental contracts

A new NHS dental contract was introduced on 1 April 2006. The key implications are as follows:

- a. For the first time, PCTs will have control of local budgets for dentistry. This means that if a dentist leaves the NHS, the PCT can buy in replacement NHS dental services so that patients do not lose access to NHS dentistry.
- b. Dentists will no longer have to provide an out of hours service – this is now the responsibility of the PCT.
- c. Dentists are no longer paid according to the number of NHS patients registered but by the amount of NHS activity they participate in. They are paid according to how many Units of Dental Activity (UDAs) they accumulate: for a band 1 treatment, the dentist will earn 1 UDA, for band 2, they will earn 3 UDAs and for band 3, they will earn 12 UDAs.
- d. If a patient needs a lot of dental work under band 3, regardless of the time spent on the patient, the dentist will only earn a maximum of 12 UDAs.
- e. Patients no longer need to register with an NHS dentist, which means that they can see any registered NHS dentist providing there is an available appointment. However, the dental records will not follow the patient.
- f. There is a new charging system: instead of 420 different charging categories, there will now only be 3:
- g. Band 1: £15.50 – this is the basic charge and includes an examination, diagnosis and preventive care. The charge will also take in any x-rays, scaling and polishing required as well as planning for further treatment. This will also be the fee for urgent, out of hours, work.
- h. Band 2: £42.40 – this covers all the treatments in band 1 plus additional treatment such as fillings (one or more) root canal treatment and/or extractions.

- i. Band 3: £189.00 – the highest band takes in all the treatments in the first two bands plus more complex procedures such as crowns, dentures and bridges.
- j. It is estimated that patients will be paying an average of 20% more than they did before 1 April 2006. Professionals are worried that this increased charging will change patient behaviour.
- k. Patients will be recalled depending on clinical need rather than automatically every 6 months. It is hoped that this will allow dentists to see more patients and spend more time on preventative work.
- l. This new charging mechanism will result in dentists receiving a guaranteed annual NHS income. They will agree with the PCT beforehand how much activity they plan to undertake in a year and will be paid accordingly. After expenses, the average income for a dentist is approximately £80,000 per annum.

3.3 The uptake of the new NHS dental contract in Warwickshire

A report from the Dental Public Health Team at South Warwickshire PCT highlighted that:

- a. 87% of dentists in Warwickshire signed up to the new NHS dental contract. Nationally this figure was 96%¹.
- b. 15 Warwickshire dentists chose not to sign up. This is made up of the following practices/dentists:
- c. Studley – 5 dentists
Shipston – 4 dentists
Stratford – 3 dentists
Rugby – 2 dentists
Coleshil - 1 dentist
- d. Plans are already in place to recommission the NHS provision of dentistry lost from each of these areas. See Appendix 2 for details.
- e. Dentists that did not sign up to the new contract are out of the NHS for good as their money will have been re-commissioned. Any new dentists wishing to join the NHS will not be able to do so unless money becomes available from a current NHS dentist deciding to leave.
- f. The money for NHS dentistry is cash limited. However, the PCT is able to put additional resources into dentistry if required. Warwickshire PCTs have put in extra money for dentistry this year.
- g. Warwickshire has decided to keep child only NHS dental contracts for a further three years. Losing these contracts on 1 April 2006 would have meant

1

http://www.dh.gov.uk/PublicationsAndStatistics/PressReleases/PressReleasesNotices/fs/en?CONTENT_ID=4133548&chk=Uq1vn4

finding replacement NHS provision elsewhere for many children in the county. However, these contracts will be phased out as they can encourage bad practice - some dentists have been accepting child NHS patients only on the condition that their parent or guardian agrees to sign up for private treatment.

- h. 21% of the dental contracts signed, were signed in dispute i.e. dentists registered an objection to the new contract. Nationally, this figure is 30%. Many of the contracts signed in dispute came from dentists in the North Warwickshire PCT area. The PCT is keen to resolve these disputes and many are over simple wording changes.
- i. There is a fear that some practices are using the 3-year guaranteed income period to establish themselves as a private practice. It is important to monitor how well the contract works over the next 12 months so that this can be averted.
- j. Rugby PCT has worked hard with its dentists to make the new contracts work. This is reflected in the low proportion of dentists that signed the new contract "in dispute". See Appendix 1.
- k. For those requiring out of hours dental treatment, a dental practice in north Warwickshire will provide a service for people in the northern and eastern areas of the county, and a dental practice in Stratford will provide a service for those in the south of the county. The impact of this change will also need to be monitored to ensure that demand is being met.
- l. There is a situation arising whereby dentists on the new contract are already meeting their contracted number of UDAs. As a result, dentists in this position have to ration the amount of NHS patients they see in a day, as unless another practice in the area leaves the NHS, there is no additional funding to allow them to undertake extra NHS work. This is one reason why it is likely that the Government will have to review the contracts again shortly.
- m. Dr Ian McIntyre will retire in June 2006. Teresa French reassured the Panel that Ian would be replaced so that the good work which he has done is continued.

3.4 Access to special needs dentistry in Warwickshire

Stratford Dental Clinic provides dental treatment to patients with disabilities. In June 2006, it will move to a unit within the out patients department of Stratford Hospital. This new unit will no longer have hoisting or sedation facilities. Patients that require this service will need to go to Leamington Rehab Clinic instead.

The Panel noted the following findings:

- a. Only a small number of patients (less than 20) will be affected by the changes to the special needs service in Stratford. However, these people are some of the county's most vulnerable and are likely to suffer from secondary health problems if they are put off from making the longer journey to Leamington.

- b. The PCT will not provide transport to Leamington Rehab Clinic, however those affected will be able to use Warwickshire Ambulance Service and/or the appropriate community and voluntary organisations to take them to Leamington.
- c. For those with an emergency, it is likely that a dental professional will visit them at home. This is dependent on the person's level of disability and the availability of staff.
- d. The Rehab Clinic in Leamington is a state of the art facility following recent significant capital investment. Capacity at the clinic, which provides services to people on a countywide basis, has doubled. This will mean better access to special needs dentistry in Warwickshire. Those with medical conditions can now receive their dental treatment at Leamington Rehab Clinic. Before, they would have had to go into an acute hospital setting.

4.0 CONCLUSIONS

- 4.1 The situation in Warwickshire with regards to access to NHS dentistry is not as bad as it is in some parts of the country thanks to the hard work of Dr Ian McIntyre and the Dental Public Health Team. Where dentists chose not to sign up to the new dental contract, the PCT has successfully commissioned replacement services.
- 4.2 Despite this, there continues to be a few concerns with the new NHS dental contract:
 - a. Money for dentistry is cash limited. There is no flexibility for newly qualified dentists to begin treating NHS patients unless money is available.
 - b. There is a concern that some dentists are using the three-year guaranteed income period to establish themselves as a private practice. In which case, there could be an influx of problems in three year's time.
 - c. Some dentists are already meeting their contracted UDAs. This suggests that more flexibility is required for dentists to review and adjust their contract with the PCT if necessary. NHS dentists will not be encouraged to see more NHS patients if their income is capped.
 - d. It is important to continue to monitor the new dental contracts over their duration, which is three years. In particular, the panel should reconvene in 12 months to review the situation in Warwickshire.
 - e. With regards to special needs dentistry, whilst replacement premises in Stratford have opened, the implications of not providing hoisting and sedation facilities also need to be monitored over the next 12 months.

5.0 RECOMMENDATIONS

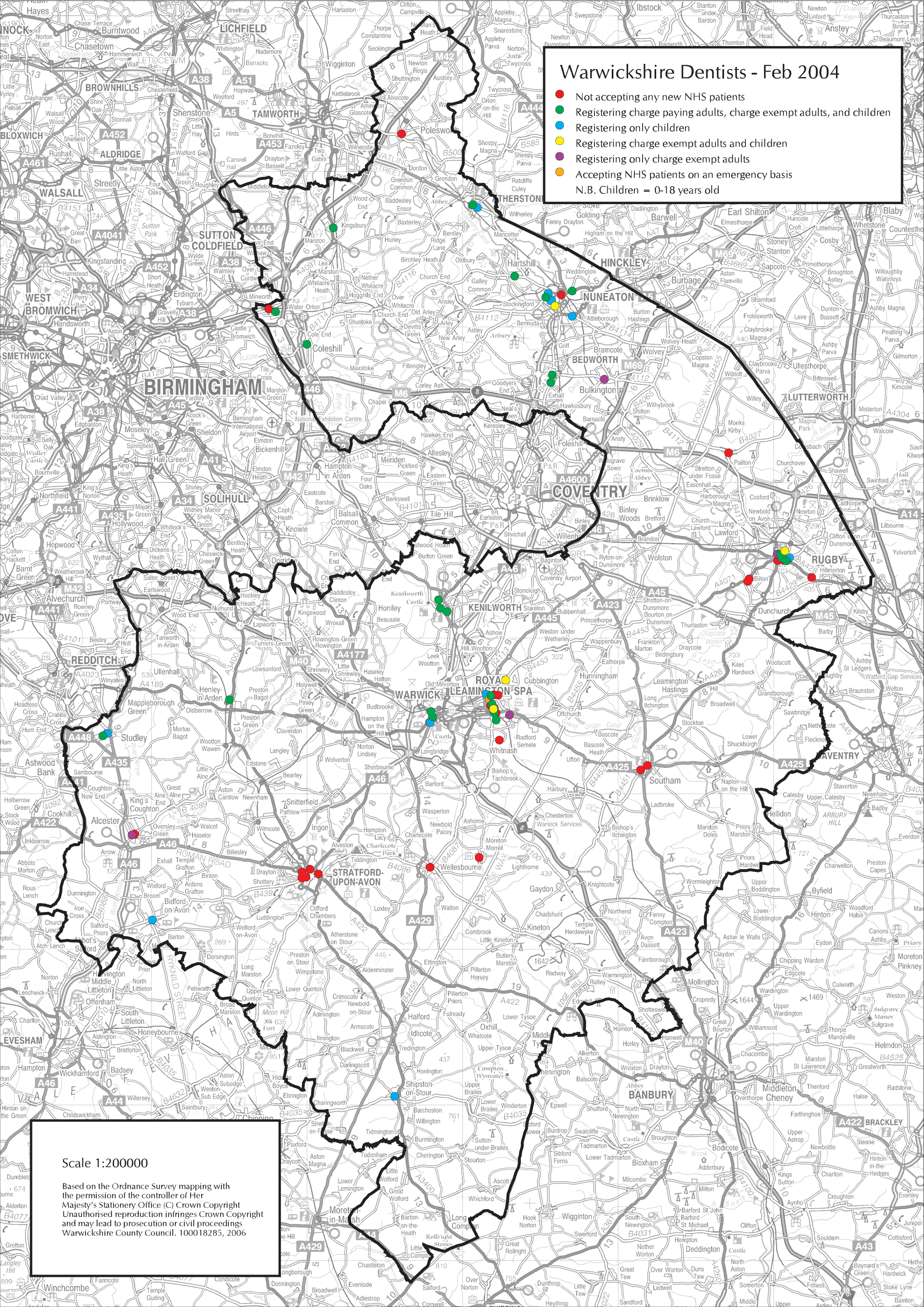
1. That the members of the Health Overview and Scrutiny Committee note the findings of this final report of the Dentistry Scrutiny Panel.
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Appendix 1 – Maps

[To be inserted separately due to the file sizes]

Warwickshire Dentists - Feb 2004

- Not accepting any new NHS patients
 - Registering charge paying adults, charge exempt adults, and children
 - Registering only children
 - Registering charge exempt adults and children
 - Registering only charge exempt adults
 - Accepting NHS patients on an emergency basis
- N.B. Children = 0-18 years old

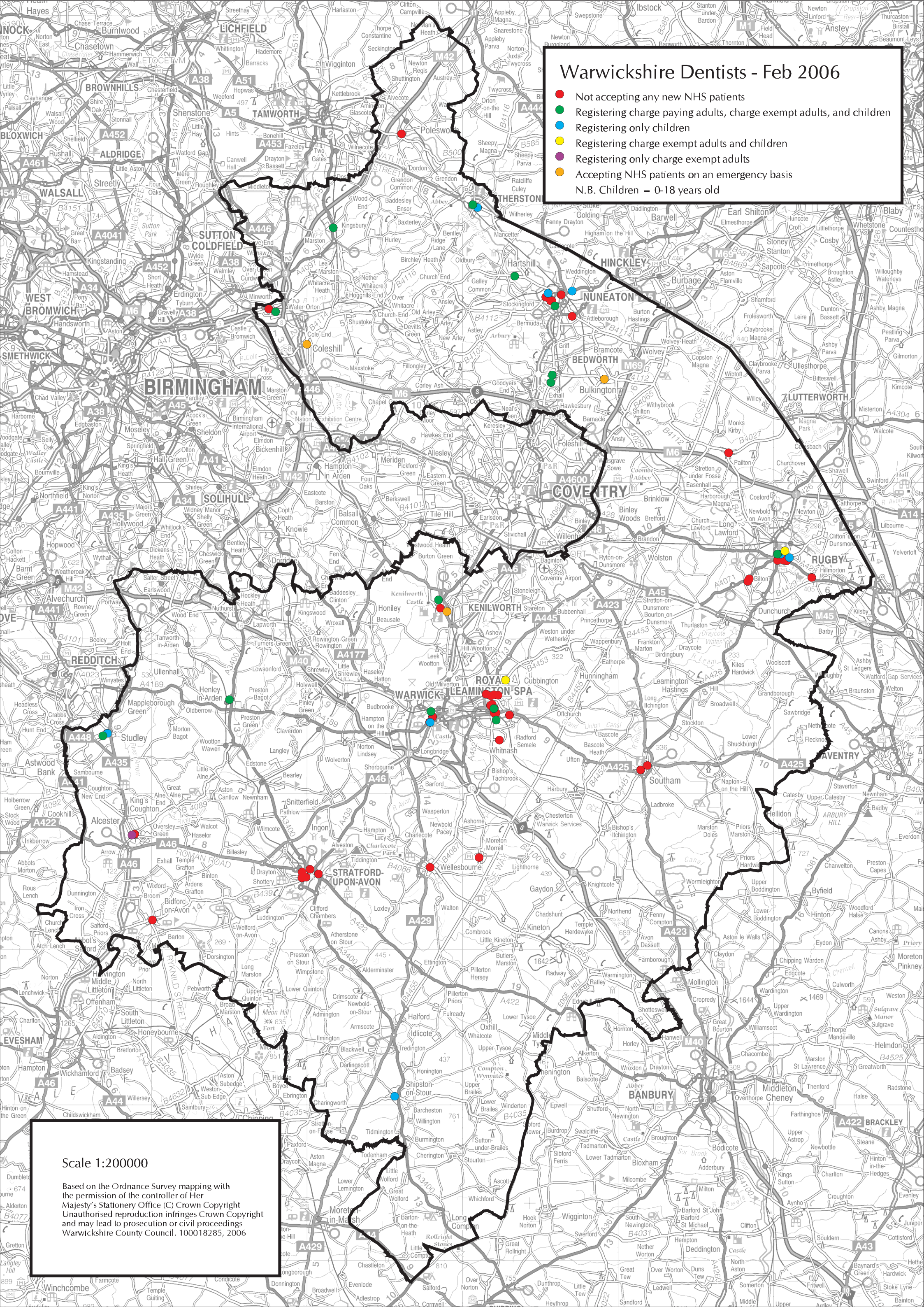


Scale 1:200000

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Appendix 2

Details of the dental contracts signed and the plan to recommission activity from those that did not sign

Table 1 – Details of the dental contracts signed, rejected and disputed in Warwickshire, correct as of 05/04/06

Primary Care Trust	Total No. of Contracts	Contracts signed		Contracts rejected		Contracts signed without dispute		Contracts signed in dispute	
		No.	%	No.	%	No.	%	No.	%
North Warwickshire	36	35	97%	1	3%	19	54	16	46
Rugby	16	14	88%	2	12%	13	93	1	7
South Warwickshire	60	48	80%	12	20%	44	92	4	8
Totals	112	97	87%	15	13%	76	78%	21	21%

SOURCE: West Midlands South Strategic Health Authority

DATA WARNING

The number of Contracts signed is a combination of individual dentist contracts and practice-based contracts. The actual number of dentists involved in the signed contracts is greater than the sum of the contracts signed. The number of Contracts rejected is all individual dentists.

Table 4 - details of those who have not signed the new contract and the plans to recommission their activity, position at 30/03/06

South Warwickshire PCT

Practice name	No. of contracts	No. of dentists	No. of patients affected	Contract value £.	Activity value (UDAs)	Plan to recommission activity
The Fold, Shipston on Stour CV36 4AE	1	4	Child 816 Adult 876	£146k	7457	Moreton Morrell Practice has identified premises in Shipston to convert to dental practice and we have agreed to reinvest and proceed along these lines subject to discussion.
Dormer House, Studley B80 7HR	1	5	Child 1195 Adult 3839	£436k	21,165	Full time associate at Henley in Arden at £190k, the practice will find a new associate
16 Church Street, Stratford on Avon, CV37 6HB	1	3	Child 355 Adult 75	£39K	2001	This practice deregistered a large number of their adult patients in April 2005. Those patients were taken on by Tiddington Road Dental Practice. The existing patients are either staying at the practice, or are seeking an alternative practice in Stratford.

North Warwickshire PCT

In North Warwickshire, only 1 dentist from a practice in Coleshill did not sign the new contract. Here, the money and the patients went back into the practice.

Rugby PCT

In Rugby, two practices chose not sign up to the new contract – one was due to retire anyway. Patients from these practices are being seen by the Polish Recruit that started in Rugby last year. Also one or two of the other practices are taking on new NHS patients to help with the fall out.

SOURCE: South Warwickshire PCT – Dental Public Health Team