



Report to the Wokingham Health Scrutiny Committee

Date: Tuesday 19th September 2023

Title: NHS Dental services in Wokingham

Author: Hugh O’Keeffe, Senior Commissioning Manager - Dental, NHS England (South-East)

1. Introduction

On 1st July 2022 the Buckinghamshire, Oxfordshire and Berkshire West (BOB) Integrated Care Board took on delegated responsibility for Dentistry, alongside Pharmacy and Optometry. Integrated Care Boards (ICBs) have an explicit purpose to improve health outcomes for their whole population and the delegation will allow the ICB to integrate services to enable decisions to be taken as close as possible to their residents. The ICB is working to ensure their residents can experience joined up care, with an increased focus on prevention, addressing inequalities and achieve better access to dental care and advice.

The ICB discharges its responsibility for dental commissioning in partnership with NHS England who provide operational leadership within ICB governance structures.

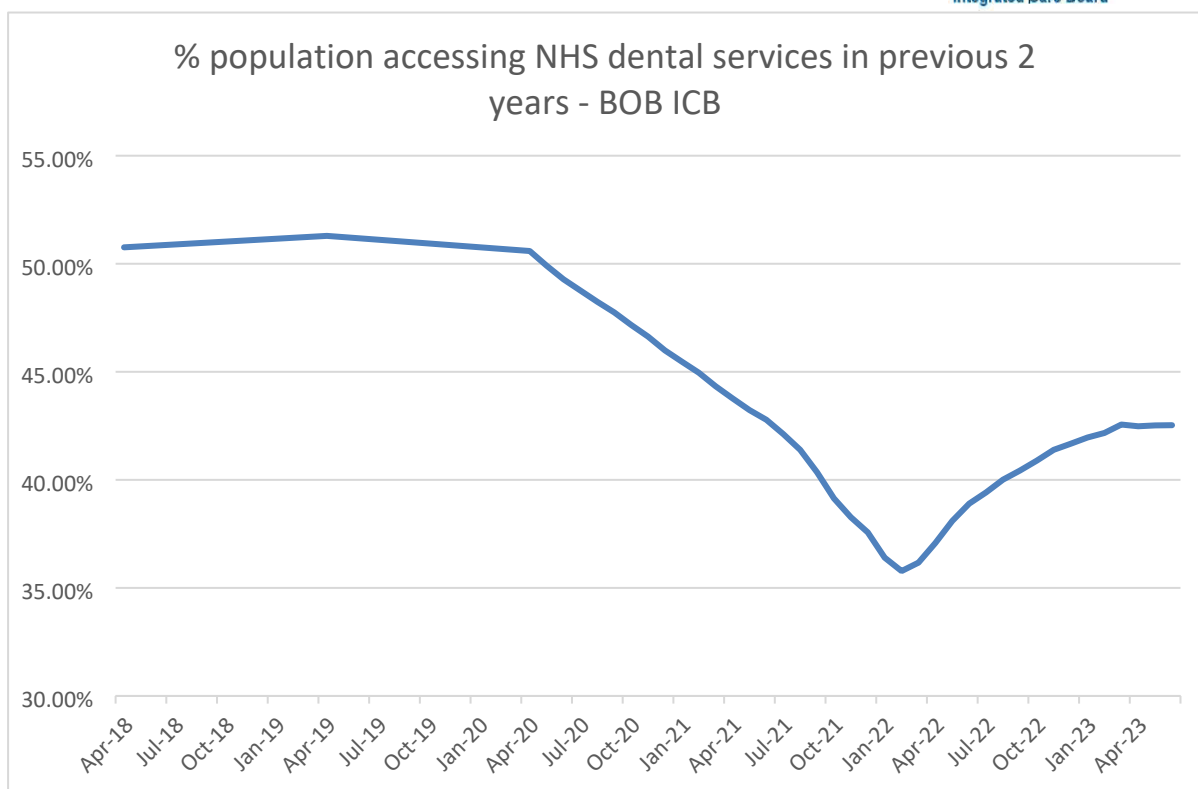
Clinical engagement is achieved via a Local Dental Network (LDN) covering the Thames Valley area. This is a clinically led group involving Dentists, Dental Public Consultants, representatives from Health Education England and the Local Dental Committees and service commissioners. Reporting to the LDN are specialist led Managed Clinical Networks for Oral Surgery, Orthodontics, Restorative Dentistry and Special Care and Paediatrics.

On 17th January 2023, officers of the BOB ICB attended the Wokingham ICB attended the HOSC to discuss key challenged facing dental services and actions being taken to address them. The report to that meeting is attached in Appendix 1.

2. Updates on dental services

2.1 Primary Care services

Access to NHS dental services has continued to improve since early 2022. In June 2023, 42.53% of the BOB ICB population (733,032 people) had attended an NHS dental practice in the previous 2 years.



The table below details the changes since February 2022 and since the information was reported to the Wokingham HOSC meeting in January 2023:

Month	Number attending dental practice	% of population	Increase since February 2022
February 2022	616,608	35.78%	
November 2022	713,306	41.39%	96,698
June 2023	733,032	42.59%	116,414

The number attending is still some way below the pre-pandemic figures of 51.29% attending pre-pandemic.

The rate of growth in the numbers attending has slowed in recent months. This is likely to be due to the increased treatment needs of patients following recall to their dental practices due to gaps in attendance because of the pandemic.

The report to the January detailed the number of commissioned Units of Dental Activity as:

Service	Number	Units of Activity	Contract value
GDS contracts	14	182,513	£5.1m
Full NHS	10	174,590	£4.9m
Child only	4	7,923	£200k

In June 2023, the figures were as follows:

Service	Number	Units of Activity	Contract value
GDS contracts	13	172,237	£5.1m
Full NHS	10	164,314	£4.9m
Child only	4	7,923	£200k

The number of UDAs commissioned fell following the contract handback by Dr Z Anwar of Bean Oak Surgery (9,276 UDAs) on 30th April 2023.

Sine 2021, 15 practices in BOB have handed back their contracts and 4 have reduced their NHS commitment. A total of 93,367 UDAs have been lost as a result of this, which is about 4% of the total. Most of the practices leaving the NHS are advising they are doing so due to difficulties of recruiting and retaining Dentists wishing to work on the NHS. This is in turn impacting on their ability to deliver their activity targets which creates financial risk for the practices concerned. To date, only one practice has handed back their contract, but it does represent a loss of 5% to the town.

This activity has been replaced on a temporary basis until 31st March 2024 with additional activity commissioned from practices in Woodley and Bracknell. The ICB has agreed the approach to replacing this activity on a permanent basis from April 2024

In terms of UDAs delivered, the table describes delivery in 2020-21 to 2022-23:

System	Delivery 20-21	Delivery 21-22	Delivery 22-23 (forecast)	Delivery 22-23 (actual)
BOB	28.88%	65.96%	70.53%	80.34%
Berks West	28.26%	65.39%	73.90%	84.92%
Wokingham				85.43%*

*85.43% of 182,513 UDAs commissioned in 2022-23

Whilst access and contract delivery have been improving over the last two years, access for patients who have not attended a dental practice in recent years has been a significant challenge. In the period January to December 2022, the NHS England Contact Centre was contacted 158 times about access to NHS dental services in Wokingham; breaking down as follows:

Ward	Number of Contact Centre queries January to December 2022
Earley	52
Winnersh, Woosehill, Emmbrook and Sindlesham	34
Woodley	31
Wokingham, Finchampstead, Barkham	30
Charvil, Hurst, Ruscombe, Twyford	11
Total	158

To address the access challenges, national changes were made to the dental contract in late 2022 with practices able to receive payment for higher levels of annual overperformance than previously; higher payments for more complex treatments and use greater skill mix in delivering services. A minimum UDA price of £23 was introduced; practices were reminded of the need to follow national guidance on recall intervals; they were asked to update information about patient acceptance status on <https://www.nhs.uk/service-search/find-a-dentist> and ICBs could unilaterally rebase contracts for persistent underperformance from 2024-25 onwards.

The South-East ICBs have arrangements in place for practices to provide Additional Access sessions for patients who struggle to access care and need urgent dental treatment, but the take up for the scheme in BOB has been low. There are 2 practices currently involved in the scheme; one in Reading and the other in Buckinghamshire. The challenge around workforce has meant that it is difficult for practices to provide additional sessions.

In terms of local actions to support patients who have faced greater challenges with access, the ICB has commissioned a Flexible Commissioning scheme. The allows dental practices to convert up to 10% of their contract value from delivering activity targets to providing access sessions for patients who have struggled to access dental care. The following patient groups have been identified in priority groups for the scheme:

- Patients who have not attended a local dental practice for more than 2 years
- Patients relocating to the area
- Looked After Children
- Asylum seekers and refugees
- Families of Armed Forces personnel
- Other groups as identified by the practice

This is a pilot scheme for the period 1st June 2023 to 31st March 2024. 30 practices in BOB are taking part with plans to deliver nearly 3,000 access sessions across the year. There are two practices taking part in the scheme from the Wokingham area:

Practice Name	Address	Planned number of sessions June 2023 to March 2024
Winnersh Dental Practice	410 Reading Road, Winnersh, Wokingham, RG41 5EP	90
Smile Dental Care Twyford	8 – 10 High Street, Twyford, RG10 9AE	58

The aim is to test this approach with the pilot practices to assess whether it should be continued beyond March 2024 and widened to other patient groups.

2.2 Community Dental Services (Special Care and Paediatric Dentistry)

This is a pivotal service for treating patients on referral and on a continuing care basis for those who are not able to access care in a primary care setting. There are 3 providers of these services in BOB, including the Berkshire Health NHS Foundation Trust

Significant backlogs of patients had built due to the reduced levels of activity between 2020 and 2022, which included patients awaiting treatment in clinic and in hospital for treatment under GA.

Restoration and Re-set monies have been invested with the Berkshire Healthcare Trust which has helped the service achieve significant improvements in waiting times.

Month	Number of pts assessed and awaiting treatment	% Pts treated <18 weeks Routine	% Pts treated <18 weeks Sedation	% Pts treated <18 weeks GA	Number of children awaiting treatment under GA
April 2021	1,556	21%	15%	1%	478
April 2023	707	93%	70%	95%	124

2.3 Tier 2 Oral Surgery services

In terms of numbers of referral to specialist services this is the highest volume specialty with about 20,000 referrals made to tier 2 (community specialist) and tier 3 (hospital) services per annum; with about 4,400 per annum in Berkshire West. The Royal Berkshire Hospital Services NHS Foundation Trust has managed to reduce the number of patients waiting more than 18 weeks from 503 in April 2022 to 42 in May 2023.

About 65% of Oral Surgery referrals go to the community-based specialist service. This service has been in receipt of Restoration and Re-set monies and in Berkshire West, has managed to reduce the number of patients waiting more than 18 weeks from 3,248 in September 2022 to 961 in July 2023.

3. Summary

Since reporting to the Wokingham HOSC meeting in January 2023, there have been significant improvements in dental services. Dental services only returned to full capacity in July 2022 and the levels of provision in primary care are now moving back towards pre-pandemic levels. More treatments are also being provided in community-based referral and hospital services. The number of patients accessing NHS dental care is increasing and the number of long waiters for specialist referral services is falling. Changes have been made to the national dental contract with the aim of increasing support to the profession and improving access for patients. More changes are due to follow. The ICB has recently implemented a Flexible Commissioning scheme to support patients who have faced challenges accessing care.

However, significant challenges remain. Practices are still working through backlogs of patients built up as a result of the pandemic which is impacting the rate of growth in access. Workforce issues continue to be a challenge with contract handbacks and reductions continuing. Whilst the overall take-up of

the Flexible Commissioning scheme has been high, only 4 out of the 30 BOB involved in the scheme are from Berkshire West.

The ICB is working with a range of local stakeholders to develop a primary care strategy, which includes dental services, with the aim of commissioning services to meet local needs in ways that are sustainable. The ICB is also working in partnership with other ICBs across the South-East Region to re-commission, particularly referral, services where there are benefits in joint commissioning programmes

It will be important to continue work collaboratively and innovatively to maintain progress.

Buckinghamshire, Oxfordshire and Berkshire West Integrated Care Board

September 2023

Appendix 1

Report to the Wokingham Health Scrutiny Committee

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Introduction:

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The ICB discharges its responsibility for dental commissioning in partnership with NHS England who provide operational leadership within ICB governance structures.

Clinical engagement is achieved via a Local Dental Network (LDN) covering the Thames Valley area. This is a clinically led group involving Dentists, Dental Public Consultants, representatives from Health Education England and the Local Dental Committees and service commissioners. Reporting to the LDN are specialist led Managed Clinical Networks for Oral Surgery, Orthodontics, Restorative Dentistry and Special Care and Paediatrics

1. Oral Health

Tooth decay remains the leading reason for hospitals admissions among 5 to 9-year-olds in England. Tooth decay and gum disease are two of the most common diseases in the world in adults. Tooth decay doesn’t occur in people who don’t consume sugar and reducing both the amount and frequency of sugar consumed reduces the risk.

Gum disease is caused by bacteria in plaque gradually destroying the gums and bones around teeth leading to tooth loss. People who smoke are far more likely to suffer from gum disease.

People who brush twice a day with a fluoride toothpaste are less likely to suffer from tooth decay or gum disease.

Oral Cancer research suggests that more than 60 out of 100 (more than 60%) of mouth and throat cancers in the UK are caused by smoking and around 30 out of 100 (30%) are caused by drinking alcohol. The combination of smoking and alcohol use increases the risk of oral cancer further, and poor diet is another risk factor.

The recommended time between dental ‘check-ups’ is between 3 months and 2 years depending on risk factors for oral disease. Dentists check for early signs of decay, gum disease, oral cancer and other abnormalities so people who don’t attend often have more severe disease.

Children who live in deprived areas are far more likely to suffer from tooth decay than children in less deprived areas. This is mainly due to differences in sugar consumption, tooth-brushing habits, and dental attendance.

In addition to pain, toothache can cause children to stop eating and sleeping, and reduces concentration and/or school attendance. All these effects can increase existing inequalities between children in the most and least deprived areas.

Tooth decay is the most common reason for hospital admission amongst children aged 0 – 19. The table below from the Royal College of Surgeons details the number of admissions in the period 2015-16 to 2021-22 with between 40,000 – 45,000 children being admitted in England per annum (*the fall in recent years is likely due to the impact of the pandemic and access to hospital treatment*).

	Age 0	Age 1-4	Age 5-9	Age 10-14	Age 15	Age 16	Age 17	Age 18	Age 19	Total
2015-16	4	8,800	25,875	7,249	968	845	790	633	664	45,828
2016-17	1	8,281	25,923	7,303	937	795	728	608	648	45,224
2017-18	2	7,666	26,111	7,060	783	715	629	549	532	44,047
2018-19	0	6,839	25,702	7,410	848	759	640	557	529	43,284
2019-20	4	6,349	23,529	7,191	831	683	549	482	486	40,104
2020-21	0	2,575	9,429	3,151	329	276	248	167	160	16,335
2021-22	2	4,276	16,959	6,356	610	525	433	349	339	29,849

Data has been collected in the BOB Oral Health profiles on the number of children aged 0 to 19 years who have had one or more primary or permanent

tooth extracted due to decay (caries) as a primary diagnosis during the 2019-2020 financial year, by age group. It provides an indication of areas where severe decay is more prevalent.

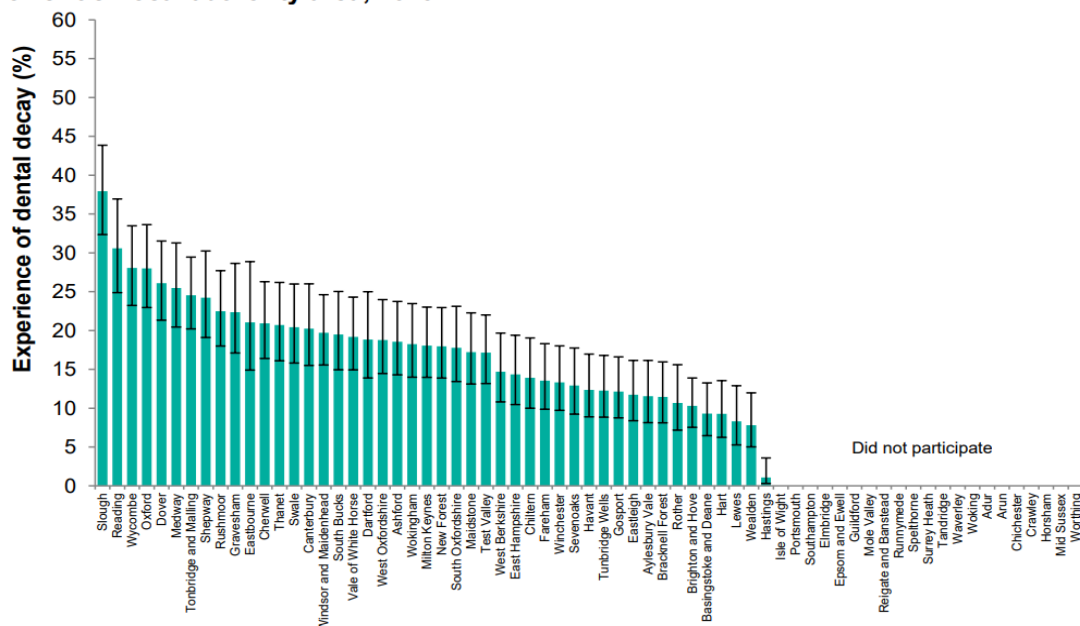
Buckinghamshire has the highest percentage (0.3%) of Finished Consultant Episodes (FCEs) with caries as primary diagnosis, as a percentage of the population for 6 - 10 year olds. This figure is lower than the England value of 0.5% for this age group.

No data was available for Wokingham.

Since 2013, Local Authorities have also commissioned epidemiological surveys as part of a national programme to monitor the oral health of the country. Not all local authorities take part in these surveys.

The latest survey data relates to information collected for children aged 5 in 2019. Of the 46 local authorities in the South-East who took part in the survey Wokingham ranked 22nd in terms of the prevalence of dental decay in 5 year olds with about 20% experiencing decay. Within Berkshire, Wokingham ranked 4th out of 6 local authorities with Slough, Reading and Windsor and Maidenhead seeing higher rates of decay with lower rates in West Berkshire and Bracknell Forest.

Figure 11: Prevalence of experience of dental decay in 5-year-olds in the South East by lower-tier local authority area, 2019.



Older people are far more likely to have lost teeth due to gum disease and dental decay. This is because gum disease increases with age, and fluoride

(which protects teeth from decay) only became widely used in the UK in the 1970's.

The oral health of people in care homes was the subject of a national Care Quality Commission (CQC) report, *Smiling matters: Oral health care in care homes*.

Older people in care homes are particularly at risk of oral pain and disease because:

- People needing residential care are often less able to brush their teeth effectively and there is variation in how well care staff provide toothbrushing.
- People in care homes often increase the frequency and amount of sugar in their diet, and tooth loss/pain can make it more difficult to eat nutritious food.
- Access to dental services for people in care homes is highly variable, and dentists are limited in the amount of dental surgery (extractions etc.) they can provide outside of CQC regulated practices.

The influence of ethnicity on oral health

People from non-White groups have poorer oral health overall than people in White groups. However, deprivation is the key factor for poor oral health and people in non-White groups are more likely to live in more deprived areas.

In contrast with most health inequalities, when the effects of deprivation are removed, people from non-White groups in England were found to have better oral health than people in White groups. The differences could be partially explained by reported differences in dietary sugar.

Other priority groups

People with Severe Mental Illness are estimated to be 2.8 times more likely to have lost all their teeth compared with the general community.

National and international research, summarised by the UK Health Security Agency, shows that people with learning disabilities have poorer oral health and more problems in accessing dental services than people in the general population. People with learning disabilities may often be unaware of dental problems and may be reliant on their carers/paid supporters for oral care and initiating dental visits. Supporters are often inadequately trained for this and may not see oral care as a priority

Evidence consistently shows that people with learning disabilities have:

- higher levels of gum disease
- greater gingival inflammation
- higher numbers of missing teeth
- increased rates of toothlessness
- higher plaque levels
- greater unmet oral health needs
- poorer access to dental services and less preventative dentistry.

People in prison are likely to have worse oral health yet have less experience of using dental services prior to sentence.

2. Dental services and current NHSE provision in Wokingham

Primary and community dental services are commissioned via contracts which fall within the NHS (General/Personal) Dental Services Regulations 2005. Some of these services provide direct patient access and others are accessed via professional referral. Secondary care (hospital) providers deliver services on referral under NHS standard contracts.

NHS Patient Charge Regulations apply to the contracts falling within the 2005 Regulations, but not to services provided under NHS standard contracts for service delivered in acute hospital settings. The patient charges relate to the bands of treatment delivered in primary care. Services are delivered under treatment Bands 1, 2 and 3. The link below provides more details:

<https://www.nhs.uk/nhs-services/dentists/dental-costs/how-much-will-i-pay-for-nhs-dental-treatment/>

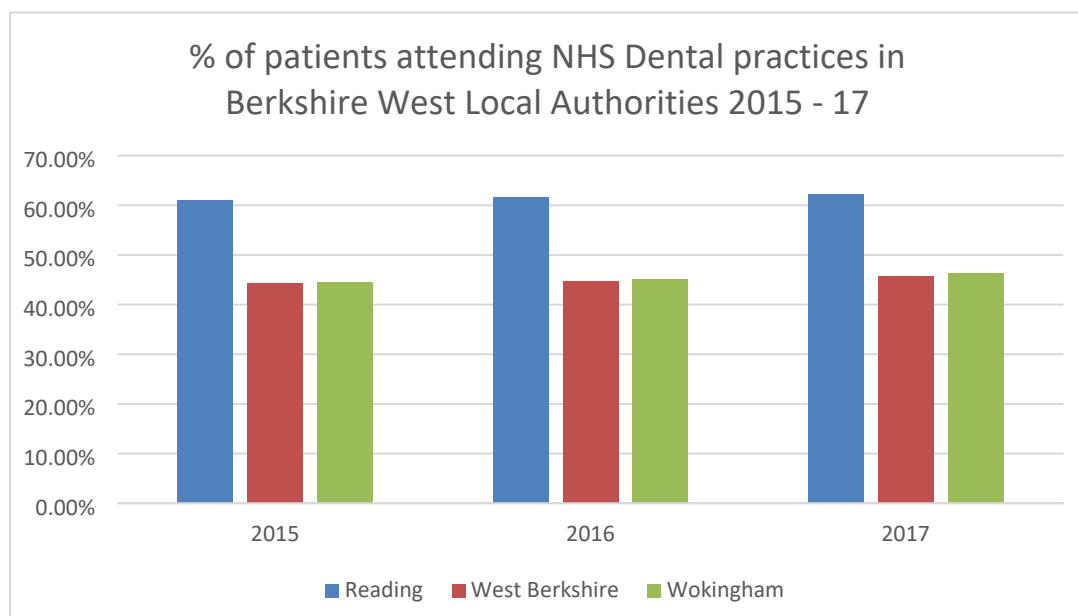
Providers of NHS primary care services are independent contractors in receipt of cash limited financial allocations from the NHS. All practices also deliver private dental care. Some provide NHS services to all groups of patients, but some are for children and charge exempt patients only. The providers are required to deliver pre agreed planned levels of activity each year, known as Units of Dental Activity (UDAs). The UDAs relate to the treatment bands delivered by the practices.

Patients are not registered with practices but are encouraged to attend at regular intervals with the regularity of attendance based upon their assessed oral health needs. In the Thames Valley area (Buckinghamshire, Oxfordshire, Berkshire East* and Berkshire West) prior to the pandemic, about 1.1m

people (52% of the population) attended an NHS Dentist on a regular basis (attendance within a 2-year period).

**Since July 2022 Berkshire East has been part of the NHS Frimley ICB*

The chart below compares access to NHS Dentistry in the Berkshire West area in the period 2015 – 17 (data since 2017 has not been available at local authority area):



The % of the population attending NHS dental services in Wokingham is similar to West Berkshire with a slight increase from 44.6% of the population attending in 2015 to 46.3% in 2017.

Details of practices providing NHS dental care can be found on:

<https://www.nhs.uk/service-search/find-a-dentist>

In addition to the services delivered in primary care there are other NHS dental services. They are:

- **Unscheduled Dental Care (UDC)** – most ‘urgent’ treatment needs are met by the local dental practices. In addition to this there are services that provide back-up in the day and on evenings, weekends and bank holidays. Urgent dental care can be accessed via the practice normally attended by a patient or via NHS 111
- **Orthodontics** - these services are based in ‘primary care’ but are specialist in nature and provide treatment on referral for children for the fitting of braces.
- **Special Care Dentistry and Paediatrics (also known as Community Dental Services)** – services for patients who have additional needs

which makes treatment in a primary care setting difficult. This includes treatment both in clinic and in hospital for extractions carried out under General Anaesthetic. This service also provides some of the unscheduled dental care.

- Hospital services – for more specialist treatment needs delivering Oral and Maxillofacial Surgery and Orthodontic services.
- Tier 2 Oral Surgery (more complex extractions) and Restorative (Root canal, treatment of gum disease and dentures) – provide more complex community-based treatments than in primary care but do not require treatment in hospital.

The tables below detail NHS Dental services available in Wokingham:

Primary Care services:

Service	Number	Units of Activity	Contract value
GDS contracts	14	182,513	£5.1m
Full NHS	10	174,590	£4.9m
Child only	4	7,923	£200k

Onward referral services:

Service	Provider	Area covered	Contract value
Orthodontics	The Reading Orthodontic Centre (Wokingham)	Wokingham	£680k
Community Dental Services	Berkshire Healthcare NHS Foundation Trust	Berkshire	£3m
Hospital services	Royal Berkshire NHS Foundation Trust	Choice applies	£2.7m
Tier 2 Oral Surgery	Rodericks	Berkshire West	£380k
Tier 2 Restorative	Dr A Rai	Berkshire West	£230k

3. Investment into NHS primary care dental services

The annual investment into primary care dental services is just over £5.1m which equates to £31.04 per head for the Wokingham population of 171,119. Levels of investment are based upon the levels of provision in each area at the point the locally managed cash limited new NHS (nGDS) contract was introduced on 1st April 2006 plus any subsequent investment after that date.

The table below compares financial investment and the amount of primary care dental activity (Units of Dental Activity) commissioned to other areas:

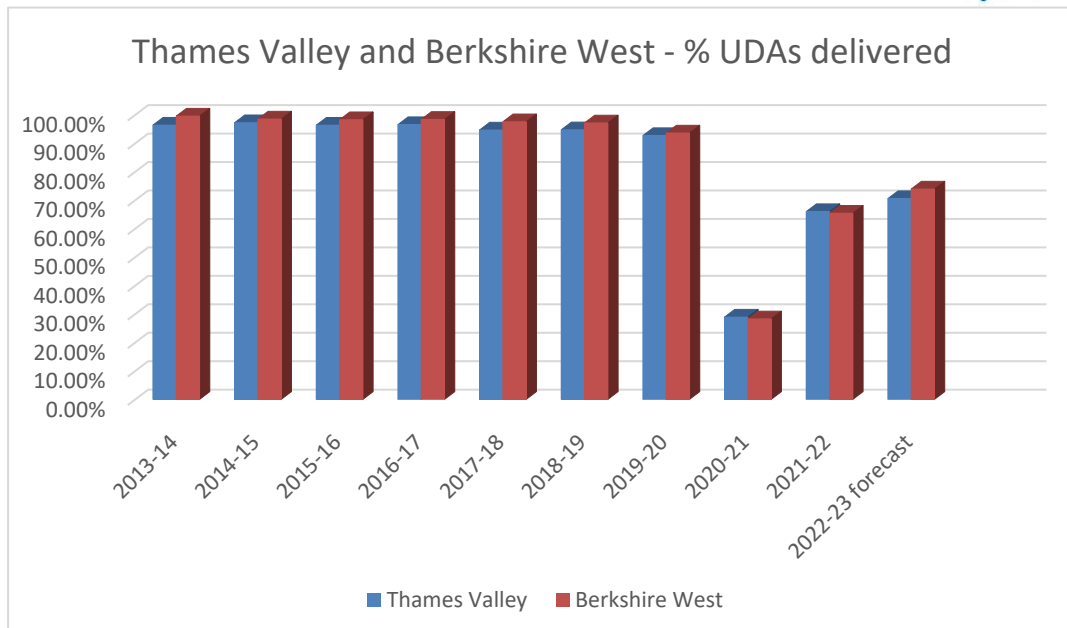
Area	NHS primary care dental funding per head	Units of Dental Activity (UDAs) per head
Wokingham	£31.04	1.07
Berkshire West	£33.83	1.21
BOB	£34.78	1.27
South-East	£37.21	1.31

Dental practices each receive a cash limited financial allocation with monthly payments, against which they are required they are required to deliver an agreed number of Units of Dental Activity (UDAs). If the practices deliver over 100% of their contracted activity, they can receive an additional payment of up to 2% or have their contracted activity reduced by up to 2% in the following financial year. If they deliver 96% to 100%, they can either repay monies or provide additional activity in the following financial year. If they deliver under 96% the practice must repay monies to the NHS in the following financial year.

The table and chart below describe contract performance in the Thames Valley (Buckinghamshire, Oxfordshire, Berkshire East and Berkshire West) area in the years since 2013-14:

% UDAs delivered

	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23 forecast
Thames Valley	96.35%	97.20%	96.33%	96.53%	94.64%	94.70%	92.68%	28.88%	65.96%	70.53%
Berkshire West	99.52%	98.50%	98.26%	98.37%	97.54%	97.12%	93.58%	28.26%	65.39%	73.90%



(2022-23 forecast based on straight line extrapolation from month 9 data, but activity is normally higher in the final quarter of the year as practices seek to deliver contracted activity)

Contract delivery has been consistent across the years with between 2,660k and 2,737k UDAs being delivered in the Thames Valley and 600k and 619k UDAs being delivered in Berkshire West. The number of people accessing NHS dental services has also increased over this time. In most of these years, additional non-recurrent funding (used from financial recoveries in the previous year) was made available to allow practices to deliver activity levels above plan which helped to support the improved access.

Levels of contract performance in the Berkshire West area slightly exceed delivery in the rest of the Thames Valley.

Overall contract performance both in the Thames Valley and Berkshire West means that financial recoveries are made each year against the total budget with about £3m (4%) being recovered in the Thames Valley and £280k in Berkshire West (1.7%). Some of these monies have been made available to practices to provide additional activity on a non-recurrent basis in the subsequent financial years with the balance used to support financial pressures in other parts of the NHS.

In terms of the level of activity delivered each year it was normally between about 95% and 99% in the Thames Valley and Berkshire West areas pre-pandemic. It fell below these levels in 2019-20 as the impact of the pandemic began to be felt. In the first three months of 2020-21 all practices were required by the NHS Chief Dental Officer to close; re-opening at 20% capacity from July 2020 and then at reduced capacity in the period to July 2022 when 100% capacity was restored. This significantly impacted the levels of activity delivered

in 2020-21, falling to about 29% with recovery to 66% in 2021-22. Forecast delivery in 2022-23 is 71% for BOB and 74% for Berkshire West, although it is expected these figures will be exceeded in the final quarter. However, the reduction in activity delivered over 2-year period has had a significant impact on patient access.

4. Access to NHS Dental services

People are not registered with an NHS Dentist and can attend a dental practice of their choice. Some patients seek to access dental practices on a regular basis on a 'continuing care' basis; some attend non-NHS private practices and others will only attend a practice when they have an issue which they think needs treatment. In the period between 2009 and 2012 there was a significant investment into NHS dental care as part of the national Dental Access Programme. Access to NHS services is measured by the number of unique patients attending practices over a 2 year period.

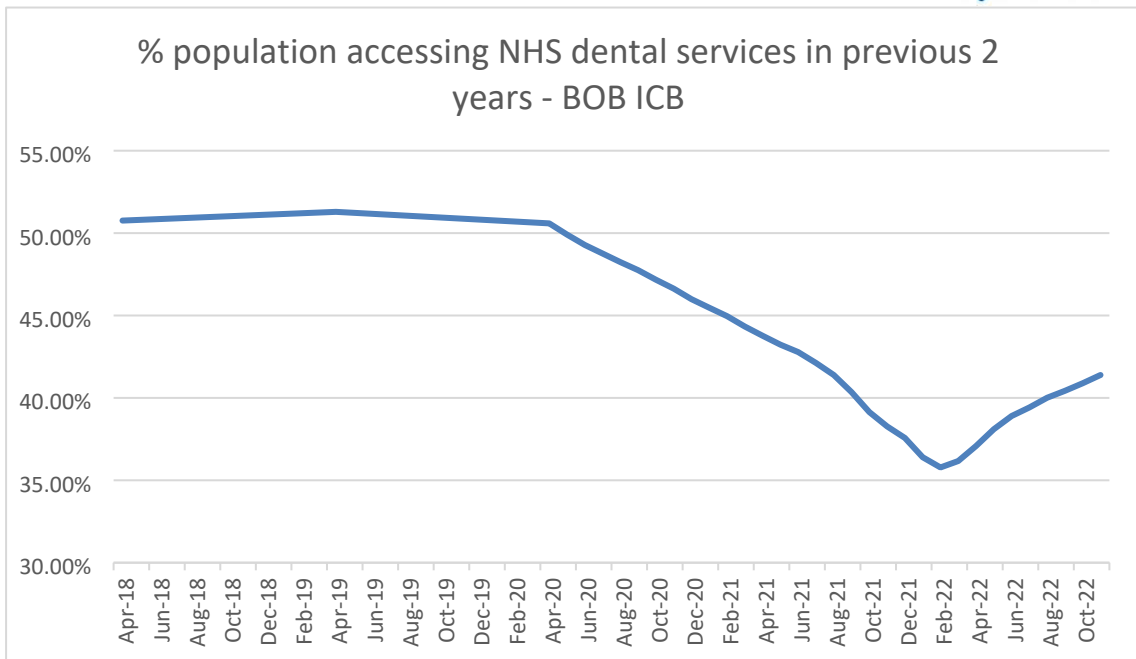
The number of patients attending a dental practice in the Thames Valley area (Buckinghamshire, Oxfordshire, Berkshire East and Berkshire West) increased by 250,000 people (30%) between 2008 and 2019. Five new dental practices were opened the Wokingham area in Winnersh, Wokingham town, Earley, Shinfield and Finchampstead. Two opened just before the new dental contract was implemented in 2006. The other 3 opened between 2010 – 12 as part of local implementation on the national dental access programme resulting in an additional 42,000 UDAs (c. 6 dental surgeries) being commissioned for the area.

In 2019, a new Orthodontic practice opened in the town.

Access to NHS Dentistry fell significantly during the coronavirus pandemic.

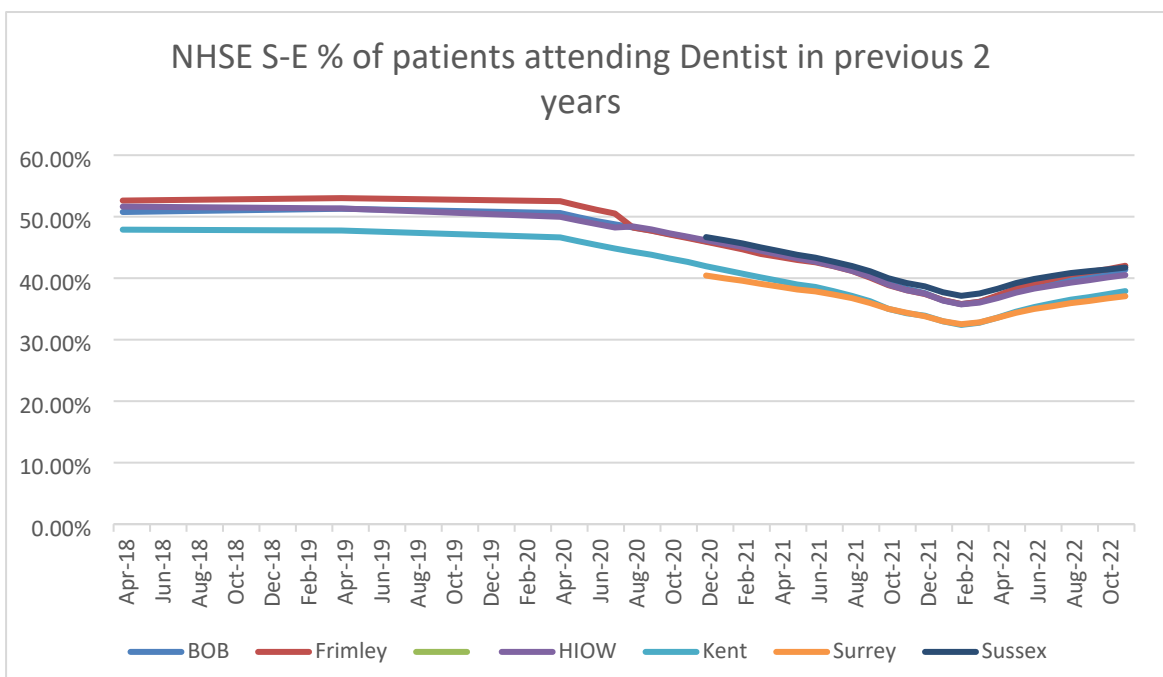
Enhanced infection control procedures, necessitated by the types of procedures carried out in dental surgeries, led to reduced dental capacity. This reduced access to services and increased waiting times for treatment. The delays in providing treatments has also meant that patients' treatment needs have increased which has meant that in many cases, treatment is taking longer to complete. Service capacity has been very gradually increased as infection rates have dropped. Primary Care services returned to 100% capacity in July 2022, but a significant backlog of treatments has built up over the 2-year period of reduced capacity.

The charts below show the impact both within the BOB ICB area and across the South-East:



Since February 2022, the number of people attending an NHS Dentist in the BOB area has increased by 96,698 (15.7%).

Access rates are similar across the South-East with each of the ICBs seeing a similar impact and recovery as result of the pandemic. Prior to the pandemic in April 2019, 51.29% of the BOB population attended an NHS Dentist in the previous 2 years; this fell to 35.78% in February 2022 and has since increased to 41.39% (November 2022).



Whilst access to primary care is improving there are on-going challenges re access to primary care services. These have been detailed within this section and the challenges are being compounded by workforce challenges in the service. Dental practices have found it difficult to maintain their workforce to deliver NHS services. Many Dentists prefer to work fewer days on the NHS and therefore deliver less activity. This would enable them to focus more of their time on private work and in some cases, Dentists are either leaving the NHS or opting not to join at the start of their career.

The Dentists and practices are citing a number of reasons for leaving the NHS. These include:

- The focus on treatment with limited focus on oral health improvement, with implications this has on time to be made available to patients
- Delays in proposed changes to the contract at national level
- The level of nationally implemented annual financial uplifts to the contracts when compared to the costs of running their services
- The limited flexibility within the contract to use greater skill mix to deliver care
- The extent of patient dissatisfaction with access to care

This has impacted on the ability of the practices to deliver their contracts, which means they may seek to reduce their NHS commitment or leave the NHS altogether. The table below details the number of UDAs handed back in 2022-23 across the South-East:

ICB	Total practices	'Full' NHS practices	UDAs handed back 2022-23
BOB	9	4	28,101
Frimley	1	1	13,782
Hampshire and the Isle of Wight	4	4	31,599
Kent and Medway	9	8	87,223
Surrey Heartlands	6	6	43,136
Sussex	11	11	49,697
Total	40	34	253,538

These figures include one of the Wokingham practices, Bean Oak Dental Surgery (providing 9,276 UDAs) which has recently advised they will be leaving the NHS at the end of March 2023. Dental Practices are required to give a minimum of three months' notice should they wish to leave the NHS.

If practices handback their contracts, then arrangements are put in place to try to find local practices to cover this loss on a temporary basis prior to a procurement exercise to find a replacement.

Nationally changes have been made to the NHS contract in late 2022 and early 2023 with the aim of addressing these challenges. The changes will increase NHS capacity by allowing payment for higher levels of performance, increasing payments for more complex treatments, issuing updated advice about recall intervals for patient check-ups, supporting the use of more skill mix and providing more information to patients about access to NHS services.

The Planning and Operational Guidance for 2023-24 states that the NHS:

Recover dental activity, improving units of dental activity (UDAs) towards pre-pandemic levels

In the BOB area, there are discussions about 'flexing' Dentists' contracts during 2023 to provide more capacity to help those patients who have struggled to achieve access. This will be done by reducing the activity targets they are required to achieve and using that capacity to provide access sessions for new patients. This will provide more time for the Dentists to meet the greater treatment needs likely to be presented. The aim is to test this approach over the year to see it meets the objective to improve access. It will also start to look at whether this model can then be applied to improve the oral health of patients more likely to have greater oral health needs.

The other issue that will begin to impact services over the next few years is the growth of new housing in the area. Some of the new practices described earlier in the report were in response to the planned growth in housing such as the dental practice occupying the same building as the Shinfield Medical Practice. It is recognised that the pressure on services will increase over the next few years and that beyond the challenge of services returning pre-pandemic levels, a response to this growth will be required.

5. Urgent Access

Most patients attend dental practices on a planned basis either to attend for check-ups or treatment. In some cases, patients need to attend on an urgent basis due to an oral health issue, likely to involve pain, swelling or bleeding. In

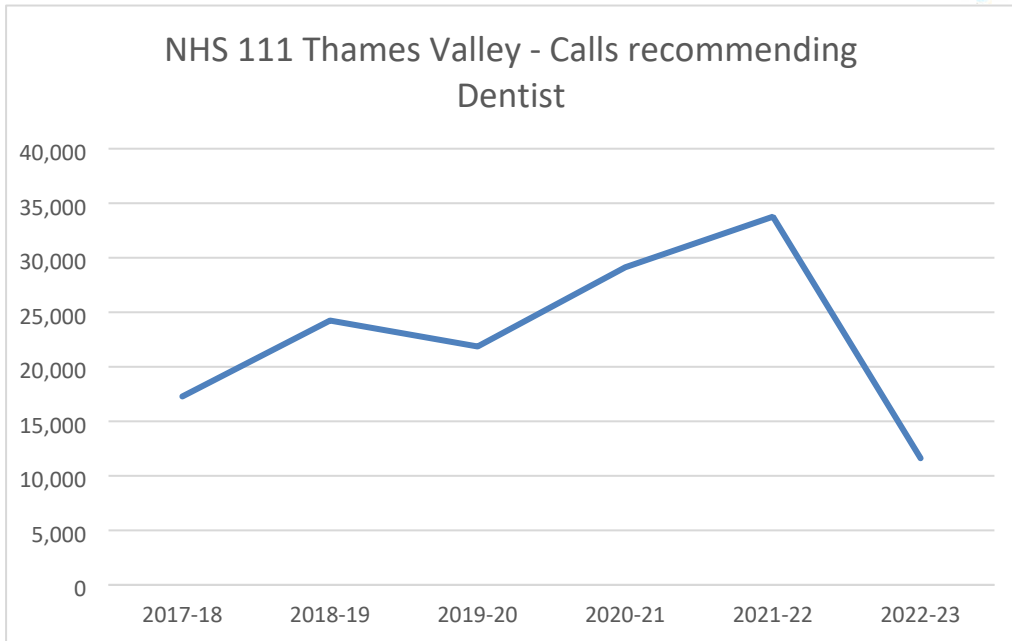
the years preceding the pandemic about 8% of the treatments provided in primary care related to urgent treatments. Most of this treatment is carried in the primary care during normal opening hours. When this was reviewed in the Thames Valley in 2015 it was found that 93% of primary care based urgent care activity was delivered during these hours. The other 7% was provided by either out of hours services or in-hours urgent access services designed to support patients unable to access a primary care dentist. The total number of courses of treatment in the Thames Valley in 2013-14, which equates to patient seen, was 144,165.

The proportion of patients receiving urgent treatment increased during the pandemic as the dentists worked within a national Standard Operating Procedure to prioritise patients with an urgent treatment need. The practices were also supported by a range of Urgent Dental Care practices specifically for the purpose of meeting urgent treatment needs. As part of the recovery from the pandemic, practices were approached to provide Additional Access sessions to support patients who have continued to face challenges accessing dental treatment. The locations of these centres in BOB is detailed below:

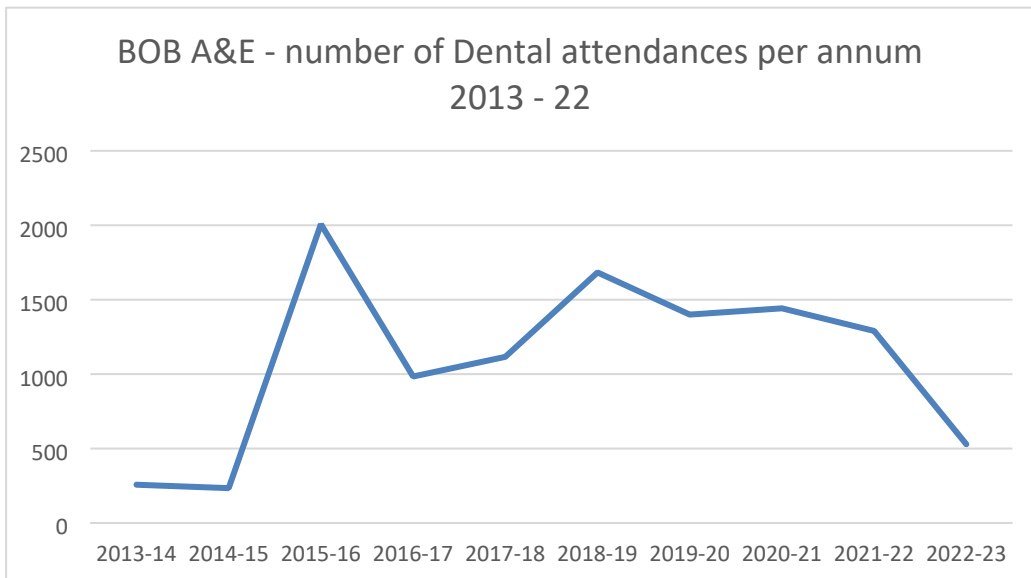
- Haddenham Dental, Haddenham, Buckinghamshire, 01844 292118
- Gentle Dental Care, Reading, Berkshire, 0118 945 2900 / 0118 945 5555
- Smile Dental Care, Twyford, Berkshire, 0118 832 1803
- Peachcroft Dental Practice, Abingdon, Oxfordshire, 01235 - 532672

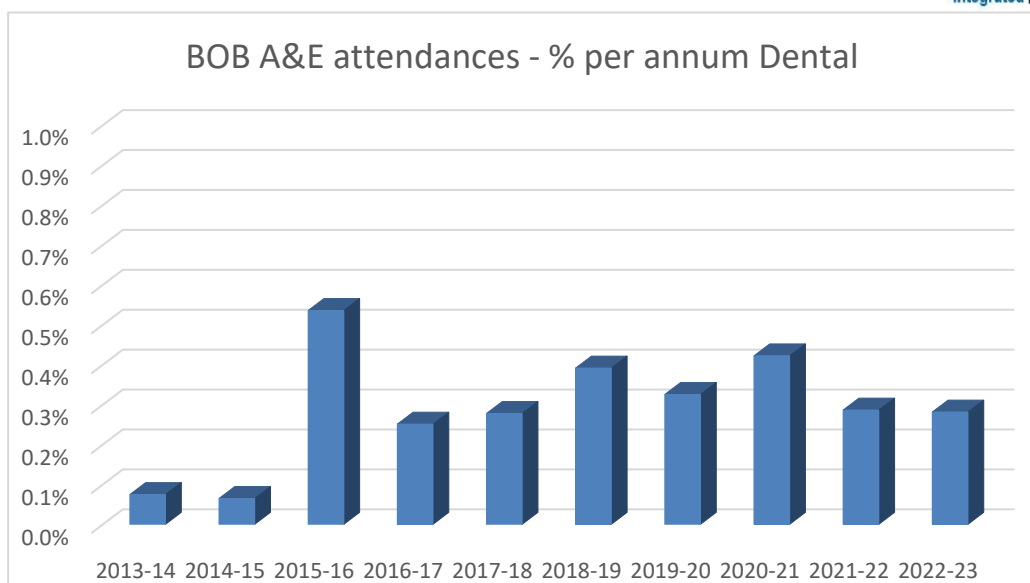
If patients do not regularly attend NHS dental practices or are seeking access out of hours, they can contact NHS 111 who will direct them to the appropriate service. About 3% of all calls to NHS 111 relate to dental matters. The NHS 111 service in Berkshire is supported by a dental nurse triage service who can provide further clinical advice and support patients in trying to achieve access.

The chart below describes the number of calls recommending that the patient sees an NHS Dentist received each year since 2017. The numbers increased significantly during the pandemic but appear to be falling in 2022-23 as dental practices return to 100% capacity.



Patients may also seek to access treatment via A&E. The charts below describe the number and proportion of A&E attendances in the BOB area since 2015. They indicate that normally there would be about 1,000 – 1,500 attendances per annum (0.2% to 0.3%).





6. Referral services

The table below details the number of referrals to each of the dental specialties in the period October 2021 – September 2022:

Specialty	Total Referrals	Referrals to Hospital	% to hospital	Referrals to Community based Specialist service	% to Community based Specialist
Oral Surgery (Thames Valley)	20,160	7,108	35.3%	13,052	64.7%
Oral Surgery (Berkshire West)	4,323	1,640	37.9%	2,638	61.1%
Orthodontics (Thames Valley)	18,614	1,244	6.8%	16,920	93.2%
Orthodontics (Berkshire West)	5,123	203	4.0%	4,920	96.0%
Restorative (Thames Valley)	3,097	93	3.0%	3,004	97%
Restorative (Berkshire West)	549	No data	No data	No data	No data
Special Care and Paediatric Dentistry (Thames Valley)	5,502	0	0%	5,502	100%
Special Care and Paediatric Dentistry (Berkshire)	1,952	0	0%	1,952	100%

Total (Thames Valley)	47,373	8,445	17.8%	38,928	82.2%
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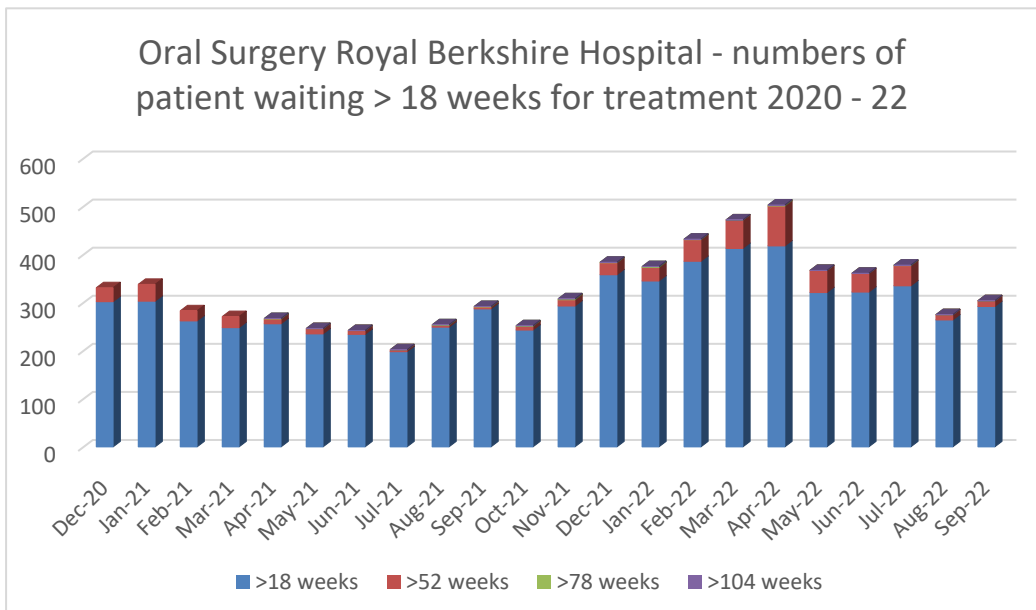
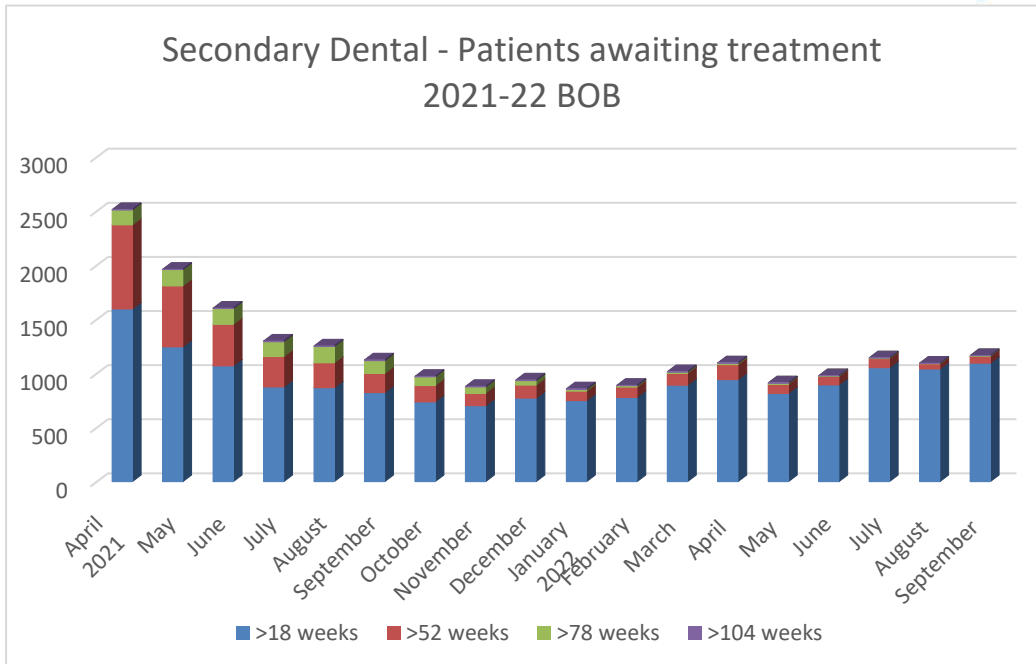
Across the Thames Valley nearly 50,000 referrals were made by Dentists to specialist services in 2021 – 22. Over 80% of the referrals are made to community-based specialist services with less than 20% going to hospital. The destination of referrals is informed by NHS England Commissioning Guides and Standards for the services listed above. Dentists make referrals via a bespoke Dental Electronic Referral System which directs the referrals to the appropriate settings.

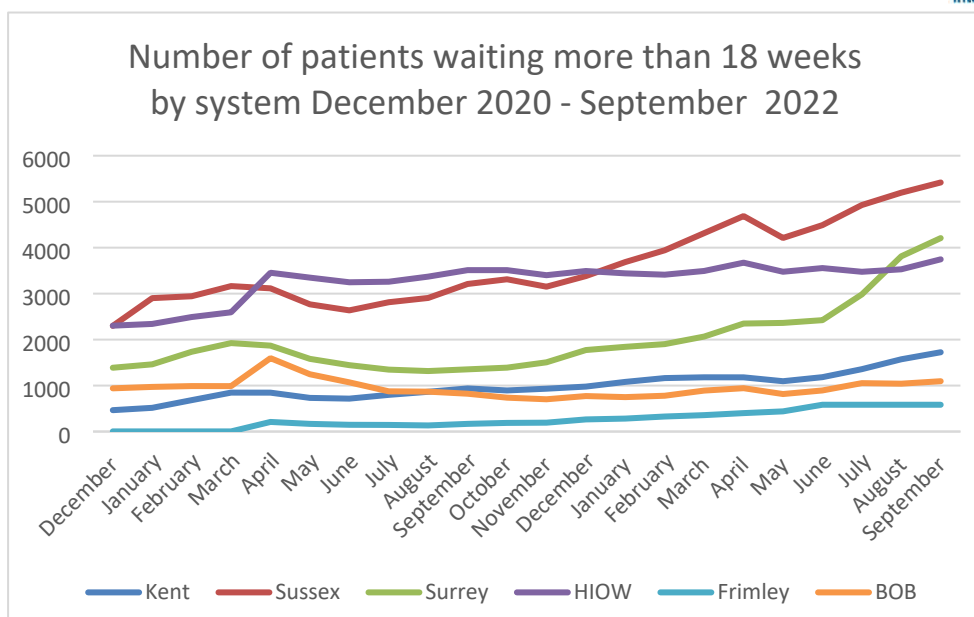
As with primary care dental services, the referral services have also faced capacity reductions because of the pandemic with the resultant backlog that has built up.

Hospital waiting times are monitored nationally. As part of recovery from the pandemic, Elective Recovery Fund monies have been allocated to hospitals to reduce the number of long waiting patients with the aim of returning to pre-pandemic levels by 2025. During 2022-23 the focus has been on patients waiting more than 104 weeks and 78 weeks for treatment. The aim has been to eradicate the number of patients waiting more than 104 weeks by July 2022 and more than 78 weeks by March 2023. The recently released Planning and Operational Guidance for 2023-24 has set the target for no patients to be waiting more than 65 weeks for treatment by 31st March 2024.

For Dental services, the 104 week wait target has been achieved and good progress has been made on reducing the number of patients waiting more than 78 weeks. However, after an initial reduction in the number of patients waiting more than 18 and 52 weeks, the numbers of patients in these waiting list categories have been increasing since last 2021.

The charts below the number of patients waiting more than 18 weeks for treatment in BOB and at the Royal Berkshire Hospital. The third chart compares the number of patients waiting more than 18 weeks with the rest of the south of England.





(N.B. Kent, Sussex, HIOW and BOB have similar size populations; 1.71m – 1.87m. The Surrey Heartlands and Frimley populations are smaller; 1m and 0.75m respectively)

Whilst the number of long waiters in BOB is relatively low when compared to other parts of the South-East, there are high numbers of patients awaiting treatment in community-based settings, particularly Oral Surgery and Community Dental Services. Restoration and Re-set monies are also being invested into these services to help address the backlog of long waiters that has built up since the pandemic.

The Planning and Operational Guidance for 2023-24 states the NHS should:

Continue to address health inequalities and deliver on the Core20PLUS5 approach

The Core20PLUS5 targets are about reducing health inequalities for children and young people and include a specific reference to oral health in terms of addressing ‘the backlog for tooth extractions in hospitals for under 10s’.

7. Clinical Engagement

Since its inception in 2013, NHS England has established arrangements for engagement supporting the design and review of services. At national level, this has resulted in the development of Commissioning guides for the following services:

- Oral Surgery and Oral Medicine
- Special Care Dentistry
- Paediatric Dentistry

- Orthodontics
- Restorative Dentistry

These guides inform referral pathways and service standards to be implemented at local level. The implementation and review of these standards is led by the Thames Valley Local Dental Network (LDN), supported by specialty Managed Clinical Networks (MCNs) covering Oral Surgery, Special Care and Paediatric Dentistry, Orthodontics and Restorative Dentistry. The MCNs have worked with the commissioners to develop Thames Valley referral guides which detail expected provision in primary care and specialist services. These guides are used to underpin the Dental Electronic Referral System (DERS) that is used to process referrals.

NHS England has worked closely with the LDN and MCNs on the development of urgent access arrangements during the pandemic and Restoration and Re-set schemes designed to support recovery of services.

Their support and that of all the dental practices has been crucial in supporting the recovery that has been achieved in 2022, but significant challenges both in terms of maintaining the recovery and designing sustainable services for the future.

As the new commissioning arrangements take effect following delegation of the responsibility for the commissioning of dental services to ICBs, opportunities will emerge for improvements in oral health to be built into wider health improvement programmes.

8. Next steps and review

Primary Care

- Continue to monitor access to primary care dental services, optimising and developing system partnership level data and reporting, with the aim of maintaining and focussing our efforts to prioritise and improve dental access.
- Implement national dental contract changes at local level to take effect during 2022-23 and use the opportunity of service delegation to influence at a national level to positively affect local population health outcomes.
- Work with the dental profession to consider whether greater flexibilities can be applied locally to the dental contract to facilitate access and support them with workforce challenges.

- Review and develop the flexible commission approach to support access for patients with greater oral health need Based on system intelligence, evidence and collaborative agreement for use of collect focussed resources.

Urgent access

- Maintain Additional Access sessions and review approach required in 2023-24, to achieve required outcomes.

Referral services

- Review impact of Restoration and Re-set investment and review approach required for 2023-24 and revised as required.
- Agree Secondary Dental contracts with hospitals with the aim of re-establishing pre-pandemic waiting times by 2025, with alignment to the ICB elective care prioritisation framework, as part of system discussions.
- In conjunction with system partners, and our local populations, implement a programme of re-commissioning key referral services to achieve sustainable access and to meet needs of key patient groups, such as children, patients with more complex treatment and management needs and older patients.

All services

- Implement Planning and Operational Guidance in relation to dental services in 2023-24
- Continue to engage with stakeholders such as Healthwatch, supporting them to provide information to patients about access to care, using this local intelligence to identify priority focus areas.
- Review the impact of housing growth in the Wokingham area with responses that support timely and proactive access to treatment.
- Work with other stakeholders to strengthen oral health improvement arrangements through contribution to other health improvement programmes and other interventions that may impact such as water fluoridation.

Buckinghamshire, Oxfordshire and Berkshire West Integrated Care Board

January 2023