



DEPARTMENT COMMUNITY SERVICES

**A guide to the health and safety
of pool users and staff
in
swimming and leisure pools**



Employers' Guide



INVESTOR IN PEOPLE

If you have any questions about this leaflet call 01423 556815



Introduction

This guide has been produced by Harrogate Borough Council's Food and Occupational Safety Unit.

It is written for employers or others in charge of operating pools and is intended where appropriate to give guidance on some of the legal requirements covered by health and safety legislation.

It also gives advice on the safe operation of your pool and gives many examples of what is recognised and generally accepted as good practice.

This guide is split into several sections and looks at the key issues in relation to pool management. If you work through them all and take the necessary action, it will assist you to meet some of your legal duties under health and safety law.

NB. It does not refer to all relevant health and safety legislation applicable to the safe operation of swimming pools.

Further information can be obtained by contacting:

Harrogate Borough Council
Department of Community Services
Food and Occupational Safety Unit
Springfield House
Kings Road
Harrogate Hg1 5NX
Tel 01423 556815

Acknowledgements

- North Norfolk District Council and Breckland Council
- The Health and Safety Executive
- Pool Water Treatment Advisory Group

for providing some of the information and standards contained in this leaflet.

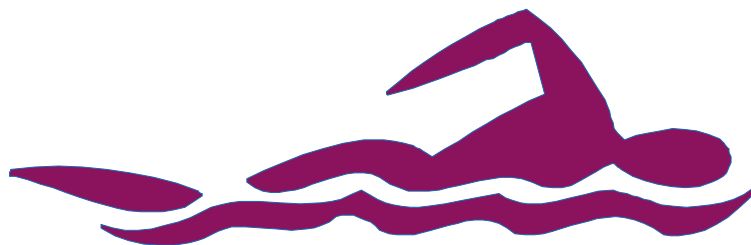
NOTE

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Steps to take

- ❑ Read this booklet
- ❑ Talk to your staff about issues that are raised within the booklet and identify and discuss the procedures that are already in place.
- ❑ Carry out a suitable and sufficient risk assessments for the hazards that are identified in your operation and decide if the controls which you may already have in place are adequate or other better controls are available. Your assessment should take into account the whole user population of the pool and that drowning can take place very quickly. Ensure you implement these controls.
- ❑ Set up procedures to check whether the controls you have in place, (either physical e.g. the use of Personal Protective equipment, supervisory levels or work instructions) are being followed by your staff.
- ❑ Review your risk assessments regularly and update if there have been any changes in your business which have affected them e.g. change of chemicals used, new equipment installed, change of user etc.
- ❑ Communicate any significant changes to your staff.





Health and Safety Law

Q. Who is responsible for staff safety?

A. As an employer, you have a duty to ensure staff and visitor safety.



Q. I have “Employers Liability Insurance” therefore, do I need to do the other things in this leaflet?

A. The duties in this leaflet are concerned with criminal law, for which there is a potential for custodial sentences. Your insurance may not cover all the costs incurred by your business following an accident on your premises.



Q. If an accident occurs, what can I do to defend myself?

A. We all know that accidents can happen. Health and Safety Law is about preventing avoidable accidents. The best defence is to follow the advice in this leaflet and have a clear policy and risk assessments.



Q. I have heard that I need to have a health and safety policy? What is it?

A. A document describing your arrangements i.e. systems and procedures which you have in place for ensuring employees and non-employees health and safety.



Q. I have heard that I need to carry out a risk assessment? What does this mean?

A. This is a careful examination of what in your work, could cause harm to people, eg, staff, visitors, contractors, so you can consider appropriate safety precautions.



Q. Does my policy and assessments have to be written?

A. Not if you employ less than 5 staff. However, if you do document them then it will help you focus your mind. They could also prove useful in an accident investigation.





Q. Do I have to produce my policy and assessments on my own?

A. You should always involve staff in this process as they can have valuable insight. You also have a legal duty to consult them on safety issues. There are also specialists, which could help you.

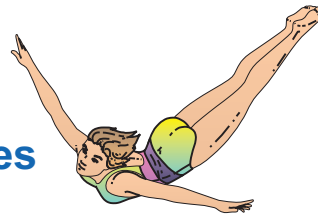


Q. I don't have time to do all this. As long as no accidents happen, am I OK?

A. No. Environmental Health Officers undertake routine inspections. Failure to fulfil your duties could result in further action being taken even if no accidents occur.



Health and Safety at Work Your Employees' Responsibilities



Q. Why do employees have responsibilities?

A. The Health and Safety at Work etc Act 1974 applies to all persons at work, i.e. employers, self-employed and employees.



Q. What must they NOT do?

A. They must not do anything which may cause an injury to themselves or any other person as a result of their actions or judgement, e.g. Failure to use protective equipment provided.



Q. Do they have to do anything specific?

A. They must take care of equipment provided and use it properly. They must report any equipment defects to their employer. They must follow any safe systems which you have in place.





Q. What if an employee refuses to use safety equipment?

A. Employees have a general duty under the Health and Safety at Work Act etc 1974, to take reasonable care of themselves and to co-operate with you to comply with the law.

While the law recognises you can only do as much as is reasonably practicable, if you knowingly turn a “blind eye” and allow them to not follow your systems, you may be guilty of an offence should an accident occur. Breaking safety rules should be treated in the same way as any other breach of service, with appropriate disciplinary procedures in place to deal with it.



Pool Safety Operating Procedures (PSOP)

Q. Why do I need to have a Pool Safety Operating Procedure in place?

A. Under the Management of Health and Safety at Work Regulations you as an employer have to make a suitable and sufficient assessment of risks to the Health and Safety of persons not in your employment arising out of or in connection with your business. The PSOP will help you to manage the risks associated with your facility.



Q. What is a PSOP?

A. This is a written procedure that includes two elements;

- A Normal Operating Plan (**NOP**)
- An Emergency Action Plan (**EAP**) which should incorporate the pool, changing facilities and plant and equipment



Q. What is a normal operating plan?

A. This sets out the way a pool operates on a daily basis.





Q. What should be included in a NOP?

- A.** A NOP should include such items as
- Details of pool size, volume and shape
 - Potential risks including, users at risk, main hazards present
 - Dealing with the public and communication
 - Lifeguard duties and responsibilities
 - Systems of work and lines of supervision
 - Operational systems eg control of access
 - Detailed work instructions
 - First aid provision and training
 - Alarm systems and emergency equipment maintenance
 - Conditions of hire to outside organisations



Q. What is an emergency action plan (EAP)?

- A.** This gives specific instruction to staff of actions to be taken in the event of a foreseeable emergency.



Q. What is a foreseeable emergency?

- A.** This is a situation which has a potential to arise in your pool operation eg overcrowding, lack of water quality, outbreak of fire, bomb threat, lighting failure, structural failure, toxic gas emission, serious injury to a bather or the discovery of a casualty in the water. It should include how to clear the water or evacuate the building if necessary.



Q. Where can I get further information?

- A.** The Health and Safety Commissions (HSC) publication HSG 179 “Managing Health and Safety in swimming pools” is an excellent specific source of information and guidance. It represents best practice and standards that industry agrees are reasonably practicable. Enforcement officers will use this publication when judging the suitability of your risk control measures you have in place. You may also be in contact with or be a member of a trade organisation such as Institute of Sport and Recreational Management (ISRM) who supply information.





Supervision and Duties of the Lifeguard

“Constant supervision is the best assurance of safety”

Q. Why do I need to consider providing Lifeguards in my pool facility?

A. Under the Management of Health and Safety at Work Regulations you as an employer have to make a suitable and sufficient assessment of risks to the Health and Safety of persons not in your employment. Your risk assessments will need to include not only the physical hazards but also those hazards related to swimmers and swimming related activities.



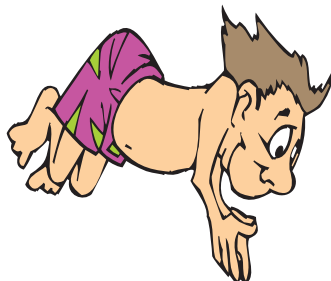
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Q. Do all pools need constant supervision?

A. All pools require some measure of supervision, but arrangements should be determined by the risk assessments that you carry out.





Q. How do I decide whether constant poolside supervision is necessary?

A. If your pool meets one or more of the following criteria then constant supervision is strongly recommended.

- Water depth greater than 1.5 m
- Area of pool greater than 170 sq m
- Diving from the poolside is allowed
- Poolside equipment or features increase the risk
- There are abrupt changes in depth of the pool tank
- Behaviour of pool users is not guaranteed
- Access is not restricted



Q. If I need constant poolside supervision, how many lifeguards do I need?

A. The number required relates to the area of your pool in sq metres (See Appendix 1). This indicates the minimum number. Where you have only one Lifeguard on duty, there should also be adequate means of summoning help if necessary in the form of an alarm or bleeper.



Q. If I decide constant poolside supervision is not required do I need to put other precautions in place?

A. A clear written safety procedure should be included in the PSOP. You should also control the number of permitted bathers and if lone bathing is allowed then monitoring of entry and exit to the pool is advisable. Emergency arrangements should include notices at the entrance to the building, pool and changing areas indicating that the pool is not staffed. Simple rules in respect to use and safety should be included. Water depth signs, alarms to summon help, and rescue equipment at the poolside is also necessary. A member of staff who is trained in pool rescue, first aid and CPR should always be available when the pool is open for use.





Q. How do I choose a suitable Lifeguard?

A. A Lifeguard must be suitably trained with a current qualification from an appropriate accredited national body and have an appropriate first aid qualification. In addition, they should have a good level of fitness, good vision and hearing and be a strong, able and confident swimmer. They also need to be mentally alert and vigilant.



Q. What should be included in Lifeguard Training?

A. The pool lifeguard training consists of 2 elements

- Core or foundation knowledge and skills
- Site specific knowledge and skills

To ensure retention of their skills all lifeguards need frequent update training that should be recorded. Core training and independent assessment, should be carried out by a qualified and competent person. They should be tested on both knowledge and practical skills.



Q. How often should my Lifeguards be re-assessed?

A. An independent re-assessment should be carried out on all Lifeguards at least every 24 months. This assessment should be carried out by a qualified and competent person.



Q. What about Lifeguard provision if I hire my pool facility to other people?

A. You retain residual responsibility for all those who use your pool facilities. If you hire out your pool and you provide the Lifeguard/s the same standards apply as should be included in your PSOP. If the hirer provides their own supervision then it is necessary for you to ensure they have a competent trained person. Your requirement for pool supervision should be detailed in the hire agreement and regular checks made to ensure these standards are being met.





Q. Can I use volunteers to supervise my pool?

A. The competence of the volunteer should match that of the normal supervisory staff you employ as lifeguards. They should be aware of any site-specific elements and be supplied with additional training to comply with your PSOP.




Chemical Safety (COSHH)

Q. What is COSHH?

A. This stands for the Control of Substances Hazardous to Health Regulations 2002. They are a set of regulations designed to eliminate exposure of people to dangerous substances.



Q. Does this cover all chemicals?

A. All manufacturers of chemicals have a duty to give you information about the products you buy. Look on the packaging, if there is a hazard-warning symbol eg  then these regulations apply.



Q. One of my products has a hazard symbol what should I do?

A. You should try finding a different product that does the same job and that does not have a hazard symbol.



Q. I cannot replace the product, so what next?

A. You must do a COSHH and management assessment of those products. Firstly you need to know all the details of the product, ask your supplier for a "Hazard Data Sheet". This will indicate the safety precautions which are needed to use the product safely. You should implement These precautions.





Q. Who should carry out this assessment?

A. A competent person, perhaps a member of the management team or owner of a small stand alone pool.



Q. What should be included in the assessment?

- Firstly you need to know all the details of the product. You can obtain a 'Hazard Data Sheet' from the supplier of the product. This will indicate what safety precautions are needed to use the product safely.
- The assessor will also need to know which chemicals are used and how they are used
- What other chemicals are on site
- Whether the location of the facility will impact on any action if there was a chemical accident
- The training and competence of staff in the use of the chemicals
- If there is any risk to health arising from micro-organisms (e.g. Legionella in spa pools)



Q. Do I need to do anything else?

A. Based on the information about the product and your assessment you may need to generate a work procedure that will prevent or control exposure to these hazardous substances. Try to keep them simple and easy to understand.



Q. What do I need to do to prevent exposure?

A. You should find out if you can substitute a less harmful chemical or one that is more compatible with other chemicals you have on site.



Q. What if I cannot do this?

A. You may need to consider other controls ie using the least harmful chemical which will achieve the same purpose.





Q. What about Personal Protective Equipment (PPE)

A. PPE should be considered as a last resort if you have to use the hazardous chemical. You as the pool operator/employer should assess and supply what PPE is necessary as recommended by the supplier of equipment and chemicals. PPE may be needed during delivery, use cleaning or maintenance.



Q. As part of PPE for my pool operation should I supply a respirator.

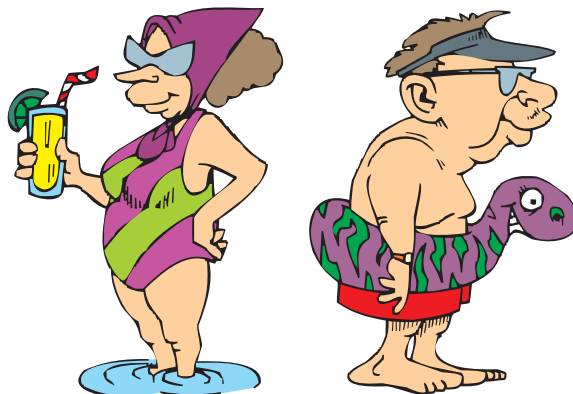
A. Where chlorine gas or liquid bromine are used, or there is a risk of Chlorine gas or Bromine gas being produced by accidentally mixing chemicals it is important to provide protection against exposure to toxic gases.

The type of respirator, relevant instruction and training and maintenance arrangements should be determined when carrying out the COSHH assessment.



Q. What about training my staff who handle chemicals?

A. The COSHH Regulations require that staff who handle and use chemicals should receive appropriate instruction and training, which should be recorded.





Q. What should be included in this training?

A. This will need to include sufficient knowledge and understanding of the chemicals being used to enable them to be alert to any changes which affect safety. Clear written procedures should be given to all staff involved in plant operation or chemical handling. These procedures will need to include safety requirements, labelling and safety notices, manufacturers safety data sheets and information regarding the delivery, storage handling and use of hazardous chemicals.



Q. Should we have an Emergency Procedure in place in relation to the Chemicals we use?

A. If the chemicals are hazardous then:-

- First Aid Provision should include equipment for dealing with the consequences of chemicals coming into direct contact with the handler e.g. Eyewash bottle in close proximity to where the chemical is being used, running water etc.
- Chemical Spillage should be cleared away and disposed of using a safe method devised using guidance from the chemical manufacturer.
- Major leaks of toxic gas - the procedure for evacuation of the premises should be included in the Emergency Action Plan and communicated to all staff. It should include evacuation of the site and methods of co-ordination and communication with the emergency services.



Q. Can I get more information on COSHH?

A. Leaflets are available from Environmental Health or HSE publication "Managing Health and Safety in Swimming Pools HSG 179 available from HSE Books. (Contact details are at the end of this booklet) There is also a web site that will help you through the assessment process at www.coshh.essentials.org.uk





Pool Water Treatment

Q. Why do we need to treat pool water?

A. As a pool operator you have a duty to protect the health of the public using your facility. By treating the water with a suitable disinfectant at a suitable concentration, the risk of infection to pool users is reduced. A few living but normally harmless micro-organisms will always be present, but adequate disinfection will mean that any harmful organisms entering the pool water are rapidly killed and the water will not transmit infection to bathers.



Q. What disinfectants are used in pool water?

A. The most common are chlorine and bromine. Both can be added to the water in various forms. Special testing devices enable you to regularly monitor the levels in the pool water.



Q. Should I be monitoring the PH levels in my pool?

A. If using chlorine based disinfectants, by keeping the PH value between 7.2-7.4 means that disinfectants can act efficiently. If PH levels are too high or low, the water may irritate the skin and eyes. Coagulants (flocculants) can be adversely affected if the PH goes above the recommended range.



Q. What is the purpose of the filters in my pool plant system.

A. Filter beds play an important role in maintaining the safety of pool water in respect to infection control. Disinfection must extend beyond the pool water to filter beds where micro organisms often find excellent conditions for rapid growth. Without adequate disinfection, coagulation of solids in the water and sufficient backwashing, filter beds may harbour harmful organisms, particularly pseudomonas.





Q. What is backwashing?

A. This is a method of cleaning filter bed towers with pool water by reversing the water flow through the filters to waste.



Q. When should I carry out backwashing and for how long?

A. Backwashing should be done whenever the loss of pressure across the filter reaches the level recommended by the filter manufacturer, but in any case at least once per week. Backwash should be maintained until backwash water is clear, viewed through the viewing window on the filter outlet. NOTE. As backwashing to waste reduces the level of the water, it should be carried out when the pool is not in use.



Q. Are there any other benefits of backwashing to waste?

A. Backwashing to waste allows you to add fresh water to your pool in order to maintain the appropriate depth of The pool.



Q. What about water clarity?

A. Water clarity is essential for bather safety. Murkiness in pool water is caused by solid particles in suspension. You must be able see the bottom of the pool at its deepest point. Regular checks must be made to ensure this is possible. A coin on the bottom of the pool should be identifiable.



Q. What causes the murkiness?

A. Murkiness is caused by suspended matter in the pool water. It may be from pollution from bathers, external contamination, inadequate circulation of water, inadequate disinfection or incorrect use of water treatment chemicals.





Q. How can I improve the clarity of my water?

A. Adequate filtration and backwashing along with the addition of a coagulant (flocculent) to increase the size of particles that will be removed during filtration will help. It will also aid in the removal of pseudomonas and cryptosporidium cysts in the water in pools and spas.



Infection Control

Q. How can infection be transmitted in my pool facility?

A. Wherever people congregate there are opportunities for harmful bacteria to be spread, by personal contact and in the air. Overcrowding should be avoided and pool surrounds, changing areas, showers, toilets etc should be kept in a clean and hygienic condition.



Q. What about infection through the pool water?

A. Certain infections can be transmitted by pool water. In most cases gastro intestinal infections have been linked to failures in pool water management. A well run pool should provide adequate protection against infection.



Q. Can bathers help to prevent the spread of infection?

A. Bathers themselves have a responsibility to follow basic rules of hygiene when using your pool. You should reinforce this through health education, posters and information.



Q. Are all micro organisms associated with gastro-intestinal infections and diarrhoea prevented by adequate disinfection?

A. No Cryptosporidium and Giardia are microscopic organisms found throughout the environment, often in animals. Their infectious stages ie oocysts and cysts are relatively resistant to chlorine disinfectants and can be a problem in pools.





Q. So how do I prevent against the transmission of this kind of infection.

A. The cysts are larger than bacteria and therefore a pool operator relies mainly on the coagulation of these particles and good filtration to remove any from pool water.



Q. What if there is a faecal release into my pool?

A. If this occurs you must decide on an appropriate course of action very quickly. Inappropriate or delayed action may significantly increase the risk of bathers becoming ill.



Q. What alternative actions can I take?

A. If the faecal release is a solid stool, it should be retrieved quickly and the scoop used disinfected. As long as you are confident that the pool disinfectant levels and residuals are in accordance with normal operation, then no further action is necessary.

NB. If the faecal release is runny, then the pool should be cleared of bathers immediately



Q. When can I reopen the pool if there has been a release of diarrhoea?

A. As you will not know if infection is present after a release of diarrhoea in your pool, the procedures you have in place must be able to deal with any kind of infection. In order to protect against the possible presence of micro organisms which produce cysts the following procedure should be followed.

- Clear the pool of bathers immediately.
- Maintain disinfectant levels at the top end of the range.
- Vacuum and sweep the pool.
- Use a coagulant and filter the water for 6 complete turnover cycles for your pool (This may take up to 1 Day)
- Backwash the filter/s to waste.
- The pool can then be reopened.





Q. What can I do to keep diarrhoea out of my pool?

- A.** There are a number of actions you can take
- Discourage the use of the pool by children under 6 months old
 - Where children wear nappies, ensure the use of swimming nappies when using the pool.
 - Supply good nappy changing and disposal facilities.
 - Educate pool users using posters, information sheets etc.
 - Encourage parents to ensure children use the toilet prior to entering the pool
 - Thorough pre-swim showering should be encouraged
 - Confine young children to use of a small pool if available which can be emptied and cleaned if faecal fouling was to occur.



Q. What other type of infections are associated with pools

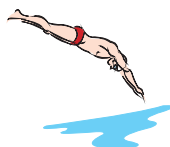
- A.** Foot infections, eye irritations, viruses, skin irritations, ear and sinus infections, respiratory complaints have been associated with pools.



Q. Should I be monitoring the microbiological quality of my pool?

- A.** It is strongly recommended that routine samples are taken and analysed by an accredited laboratory. As a guideline samples should be taken monthly and monitored for the following.
- **Colony count** 37 C for 24 hours (Not more than 10 cfu/ml)
 - **Total Coliforms** absent in 100 ml
 - **Escherichia coli** absent in 100ml
 - **Pseudomonas aeruginosa** Absent in 100ml for all spas and whirlpools

(Pseudomonas can also be an optional quality check in conventional pools)





Slips and Trips

Q. Why do I need to assess slips and trips?

A. Slips and trips together with falls account for the biggest proportion of accidents and injuries to people within the workplace

The Management of Health and Safety at Work Regulations 1999 require assessment of hazards in your facility hence you need to carry out an assessment of the potential for slips and trips and put controls in place.



Q. What can cause slips in my pool facility?

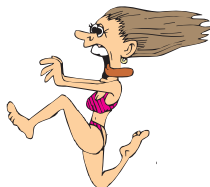
A. Slips in pool facilities, particularly in the pool hall could have serious consequences. These can be caused by

- ❑ wet floors
- ❑ ponding of water if the floor is uneven
- ❑ poorly defined changes in floor levels i.e. steps gradients etc. worn or poorly cleaned floors
- ❑ slippery tank floors particularly in shallow water areas
- ❑ excessive gradients in the pool tank (greater than 1 in 15) and
- ❑ abrupt changes in water depth.



Q. I cannot prevent water from getting onto the floor in the pool facility, so what controls to prevent slipping should I have in place?

A. The choice of slip resistant floor covering that drains adequately is an essential control for preventing slips. Surface roughness, surface profile pattern, water displacement and foot grip all affect slip resistance. Where slip resistance appears poor appropriate matting may need to be considered. Check that step treads are not worn and that cleaning is adequate and appropriate cleaning materials are being used.





Q. What can cause trips in my pool facility?

A. Pools may be used by bathers who have impaired vision or are not wearing their glasses therefore all potential tripping hazards should be identified and have high visibility e.g. marking of tiles by change of colour where there are changes to floor levels, nosings to edge of steps etc. Floor gullies, gutters and valleys should not cause a tripping hazard. Good illumination should be provided especially where there are changes of levels within the pool hall.



Safety Signs, Signals and Notices

Q. Do I need to provide specific signs in my operation?

A. The Health and Safety (Safety Signs and Signals) Regulations 1996 require employers to provide specific signs wherever there is a risk that has not been avoided or controlled by other means eg safe systems of work. As part of your risk assessment you may decide that providing a safety sign is an effective means of controlling risk, particularly in respect to the safe use of the facility by bathers.



Q. What type of signs might I need to display?

A. Vital safety information can be conveyed by means of suitable signs. They may prohibit activities (shown as a white circle edged with red and a diagonal cross through) or give warning (triangle with yellow background, black edge and black pictogram). Pool operators may design or choose suitable pictograms to indicate areas unsafe to swim or dive, slippery surfaces etc.

NB You may need additional signs and notices where your pool is unsupervised





Q. Should I do anything else in respect of safety signs and notices?

A. You will need to maintain any signs used in good condition and ensure they are located in an appropriate place which is unobstructed. Pictorials and clearly worded signs are important both at poolside and associated areas. All staff should be aware of their purpose. Where the signs relate to pool depth, water must be maintained at the depth indicated.

Remember people tend to swim without their glasses on.



Q. What about signals?

A. In some instances, audible acoustic signals may be used to indicate a change of activity in the pool eg use of a wave machine. Bathers should be made aware of the meaning of these signals.



Accident Reporting

Q. Do I have to keep records of all accidents even if no injury occurs?

A. Ideally you should. This helps you identify areas where accidents are happening more often than you may realise. This allows you to introduce measures which can reduce the number of injuries that occur.



Q. Do I need to tell anyone where an accident has occurred?

Yes. Under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) you have to report some kinds of accidents.





Q. What accidents need reporting?

A. Within the RIDDOR regulations, there is a list of injuries that should be reported. In your industry the most common types are any injury which keeps an employee off work for more than 3 days or where a member of the public is taken directly to hospital as a result of an accident. An unintentional release of chlorine gas, even if no one is injured is classified as a dangerous occurrence and must be reported. More advice can be found in the booklet "RIDDOR Explained" but if you are unsure then report the incident or contact Environmental Health for advice 01423 556905.



Q. How should I report incidents?

A. During normal office hours you may use the National Incident Contact Centre number on 0845 300 99 24.

Where the accident needs to be reported immediately and it is outside normal office hours then use the Council's emergency number 08457 089190.



Q. Is it just accidents that I report?

A. In Swimming and Leisure pools some occupational diseases are also reportable. E.g. Occupational Dermatitis caused by exposure to the pool treatment chemicals.





Appendix 1

<i>Approximate pool size: m</i>	<i>Area: m²</i>	<i>Minimum number of lifeguards</i>	<i>Recommended minimum number of lifeguards in busy conditions</i>
20.0 x 8.5	170	1	2
25.0 x 8.5	212	1	2
25.0 x 10.0	250	1	2
25.0 x 12.5	312	2	2
33.3 x 12.5	416	2	3
50.0 x 20.0	1000	4	6

Sources of Information

HSE Books, PO Box 1999, Sudbury, Suffolk, C10 2WA
Telephone 01787 881165
Website: www.hsebooks.co.uk

HSE Infoline
Telephone 08701 45500
Or write to HSE Information Centre, Broad Lane, Sheffield, S3 7QH

Institute of Sport & Recreation Management
Sir John Beckwith Centre for Sport, Loughborough University,
Loughborough, Leicestershire, Le11 3TU
Telephone 01509 226474