

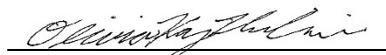
# Coal Combustion Residuals Fugitive Dust Control Plan

Clear Spring Ranch Facility  
Colorado Springs Utilities  
El Paso County, Colorado

March 11, 2026

# Coal Combustion Residuals Fugitive Dust Control Plan

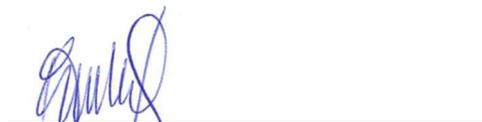
## Clear Spring Ranch Facility Colorado Springs Utilities El Paso County, Colorado



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## List of Acronyms

Annual Report	Annual CCR Fugitive Dust Control Report
CCR	Coal Combustion Residuals
CCRMUs	Coal Combustion Residuals Management Units
CFR	Code of Federal Regulations
CSR	Clear Spring Ranch
EPA	Environmental Protection Agency
Plan	CCR Fugitive Dust Control Plan
Utilities	Colorado Springs Utilities

# Engineering Certification

Pursuant to 40 CFR § 257.80 and by means of this certification, I attest that:

- (i) I am familiar with the air criteria requirements of the CCR Rule (40 CFR § 257.80); and
- (ii) This CCR Fugitive Dust Control Plan meets requirements of 40 CFR § 257.80.



Emily Yonker, PE  
Printed Name of Qualified Professional Engineer

  
Signature of Qualified Professional Engineer

Registration/License No. 0067714      State: CO

# 1 Introduction

The United States Environmental Protection Agency (EPA) has established national regulations within Title 40 of the Code of Federal Regulations (CFR) Part 257 that provide a comprehensive set of requirements for the disposal of Coal Combustion Residuals (CCR), commonly known as coal ash, from coal-fired power plants.

Per 40 CFR § 257.53, CCR is defined as “fly ash, bottom ash, boiler slag, and flue gas desulfurization materials generated from burning coal for the purpose of generating electricity by electric utilities and independent power producers.” Per 40 CFR § 257.53, CCR fugitive dust is defined as “solid airborne particulate matter that contains or is derived from CCR, emitted from any source other than a stack or chimney.”

40 CFR Part 257, often referred to as the CCR Rule, contains provisions that are applicable to Colorado Springs Utilities’ (Utilities’) Clear Spring Ranch (CSR) CCR Landfill and two newly identified CCR Management Units (CCRMUs), located in El Paso County, Colorado. The two CCRMUs are known as the Brine Disposal Area and Triangular Disposal Area. **Figure 1** provides a facility map which includes the footprints of the CCR Landfill and the two CCRMUs.

## 2 Purpose of This Plan

The purpose of this CCR Fugitive Dust Control Plan (Plan) is to outline Utilities' operations at the CCR Landfill and CCRMUs that are performed in accordance with the applicable air criteria provisions of the CCR Rule, specifically those within 40 CFR § 257.80(a)-(d). **Table 1** provides a summary of the requirements outlined in 40 CFR § 257.80(b)(1)-(7) and their respective sections in this Plan.

**Table 1. 40 CFR § 257.80(b)(1)-(7) Requirements and Respective Report Sections**

CCR Fugitive Dust Control Plan Requirements	Report Section
(b)(1) The CCR fugitive dust control plan must identify and describe the CCR fugitive dust control measures the owner or operator will use to minimize CCR from becoming airborne at the facility. The owner or operator must select, and include in the CCR fugitive dust control plan, the CCR fugitive dust control measures that are most appropriate for site conditions, along with an explanation of how the measures selected are applicable and appropriate for site conditions.	Section 4
(b)(2) If the owner or operator operates a CCR landfill or any lateral expansion of a CCR landfill, the CCR fugitive dust control plan must include procedures to emplace CCR as conditioned CCR. Conditioned CCR means wetting CCR with water to a moisture content that will prevent wind dispersal, but will not result in free liquids. In lieu of water, CCR conditioning may be accomplished with an appropriate chemical dust suppression agent.	Section 4.1
(b)(3) The CCR fugitive dust control plan must include procedures to log citizen complaints received by the owner or operator involving CCR fugitive dust events at the facility.	Section 5; Appendix A
(b)(4) The CCR fugitive dust control plan must include a description of the procedures the owner or operator will follow to periodically assess the effectiveness of the control plan.	Section 7
(b)(5) The owner or operator of a CCR unit must prepare an initial CCR fugitive dust control plan for the facility no later than October 19, 2015, or by initial receipt of CCR in any CCR unit at the facility if the owner or operator becomes subject to this subpart after October 19, 2015. The owner or operator has completed the initial CCR fugitive dust control plan when the plan has been placed in the facility's operating record as required by § 257.105(g)(1).	Section 8
(b)(6) <b>Amendment of the plan.</b> The owner or operator subject to the requirements of this section may amend the written CCR fugitive dust control plan at any time provided the revised plan is placed in the facility's operating record as required by § 257.105(g)(1). The owner or operator must amend the written plan no later than 30 days whenever there is a change in conditions that would substantially affect the written plan in effect, such as the construction and operation of a new CCR unit.	Section 8
(b)(7) The owner or operator must obtain a certification from a qualified professional engineer or approval from the Participating State Director or approval from EPA where EPA is the permitting authority that the initial CCR fugitive dust control plan, or any subsequent amendment of it, meets the requirements of this section.	Page iii; Cover Page

### **3 Plan Coordinator and Material Handling Personnel**

The Nixon Power Plant Materials Handling Operations Supervisor is assigned as the Plan Coordinator and is responsible for ensuring that the measures outlined in this Plan are followed. The Plan Coordinator may designate responsibilities, as deemed appropriate, to achieve the Plan's objectives and requirements.

The success of dust control measures depends upon the involvement and cooperation of all Material Handling Personnel who may handle, load, transport, place, and/or otherwise manage CCR at the CCR Landfill, the CCRMUs, and Nixon Power Plant. The Plan Coordinator will make this Plan available to Material Handling Personnel and will include details regarding where the Plan can be found, the contents of the Plan, and when Plan amendments are made.

If such Material Handling Personnel observe significant CCR fugitive dust being emitted from an operation or activity, it is their responsibility to notify the Plan Coordinator, or their designee, and stop work until the dust issue can be rectified. At that time, operation may recommence.

## 4 CCR Fugitive Dust Control Measures

Utilities has adopted measures that will minimize CCR from becoming airborne at the CCR Landfill and the CCRMUs, the roads around the CCR Landfill and CCRMUs, and other on-site CCR management and material handling activities [40 CFR § 257.80(a)]. This section identifies and describes these measures, in accordance with 40 CFR § 257.80(b)(1).

The primary causes of CCR fugitive dust are wind erosion and mechanical disturbance during the CCR management process. The CCR management process for the CCR Landfill generally consists of the following steps:

1. CCR is generated at the Nixon Power Plant
2. loaded into trucks as conditioned CCR
3. transported to the CCR Landfill by roadway
4. unloaded, placed, covered, and re-vegetated.

The primary CCR fugitive dust sources at the CCR Landfill are material transport along the haul roads, material unloading at the CCR Landfill, and final placement within the CCR Landfill. Most of the roadways are paved, with a short unpaved section leading into the CCR Landfill.

Additionally, a portion of the previously placed CCR is removed from the CCR Landfill for “beneficial use.” The related activities generally consist of CCR excavation from the landfill, staging/stockpiling within the CCR Landfill boundary prior to transport, truck loading, and transport off-site. As such, activities associated with “beneficial use” is the fourth source of CCR fugitive dust above.

The two CCRMUs are capped and covered; therefore, fugitive dust generation is not anticipated in these areas. The Triangular CCRMU is surrounded by three short unpaved roads. The Brine CCRMU is surrounded by three unpaved roads. If there is a need to drive by the CCRMUs for compliance purposes, the dust control and mitigation procedures described in **Sections 4.4** through **4.6** will be followed.

The CCR fugitive dust control measures presented in the following subsections are currently considered most appropriate for the site’s conditions. Utilities believe the measures presented are applicable and appropriate for site conditions based on the type of operation, nature of the material, management practices, typical weather, and the facility’s lengthy operational experience (40 CFR § 257.80[b][1]).

Other CCR fugitive dust control measures may be used, if applicable and appropriate for site conditions. If other measures are routinely or periodically used, or conversely, if a current measure is no longer considered effective, this Plan will be amended (see **Section 8.0**).

### 4.1 Conditioned CCR

As stated in 40 CFR § 257.80(b)(2), “If the owner or operator operates a CCR landfill or any lateral expansion of a CCR landfill, the CCR fugitive dust control plan must include procedures to emplace CCR as conditioned CCR. Conditioned CCR means wetting CCR with water to a moisture content that will prevent wind dispersal, but will not result in free liquids. In lieu of water, CCR conditioning may be accomplished with an appropriate chemical dust suppression agent.”

In accordance with 40 CFR § 257.80(b)(2), mechanical systems are in place at the Nixon Power Plant whereby CCR are loaded into trucks as conditioned CCR prior to transport to the CCR Landfill. This addition of water prior to transport reduces fugitive emissions. Daily checks (**Section 4.2**) and water spray (**Section 4.7**) are procedures that can be implemented in addition to conditioning the CCR to support that conditioned CCR is emplaced at the CCR Landfill.

## 4.2 Daily Checks

A daily check of the on-site haul roads, unloading areas, final placement activities, activities associated with “beneficial use,” and overall conditions of CCR Landfill and CCRMUs shall be conducted by the Plan Coordinator, or their designee(s), to monitor whether fugitive dust is being generated and to verify conditioned CCR is being emplaced. High temperatures, low humidity, windy conditions, and days with above average load counts may merit additional checks.

If fugitive dust generation is observed during the daily check, additional water shall be applied, or other dust control techniques shall be promptly initiated. The Environmental Services Section should be contacted prior to utilizing a chemical dust suppression agent. Reducing or halting operations may be required during high wind events which can increase fugitive dust emissions.

Any fugitive dust emission control measures initiated based on daily checks shall be recorded in a written or electronic facility log.

## 4.3 Truck Covering

Truck covering is common practice in many industries to minimize fugitive dust and spillage during hauling. Trucks transporting CCR will be covered to reduce the potential for emissions of fugitive dust and spillage while in transit to and/or from the CCR Landfill and/or CCRMUs. Maintaining adequate freeboard between the load and top of hopper can further help reduce air emissions and road deposits.

## 4.4 Unpaved Roads – Watering

Unpaved roadways are a potential source of fugitive dust emissions due to vehicular traffic and wind. Applying water to unpaved roads is known to be effective in mitigating fugitive dust emissions at industrial and construction sites. Regular water addition suppresses dust emission and prevents the carryout of fugitive dust by the truck traffic. “Carryout” refers to the dispersion of dust caused by vehicular traffic.

The efficiency of watering unpaved roads depends upon the following key variables: (1) traffic volume; (2) climatological conditions (especially rainfall, humidity, wind speed, evaporation); (3) application rates for water; and (4) elapsed time between water applications. With consideration of these key variables, unpaved roadways on-site shall be watered as often as necessary to control fugitive emissions. In lieu of water, unpaved roadways may be treated with an appropriate chemical dust suppression agent. The Environmental Services Section will be contacted prior to utilizing a chemical dust suppression agent.

## 4.5 Unpaved Roads – Reduced Vehicle Speed

Higher vehicle speeds on unpaved roadways are more likely to generate fugitive dust than slower vehicle speeds. Vehicle speeds on unpaved roadways on-site shall be limited to a maximum of 15 miles per hour. The speed limit shall be appropriately posted and enforced by the Plan Coordinator, or their designee(s).

## 4.6 Paved Roads – Deposit of Dirt and Mud

Fugitive dust emissions from a vehicle traveling over a paved surface originate mostly from material previously deposited on the travel surface. Deposits of dirt and mud on paved streets and roads must be prevented and/or removed. Any CCR spillage on paved roads shall be cleaned up in a timely manner. Periodic brushing/sweeping of trucks after unloading can help reduce air emissions and road deposits on return trips and prevent the buildup of excessive CCR in and on the trucks over time.

## 4.7 Material Unloading / Final Placement / Cover / Revegetation

When at the CCR Landfill and/or CCRMUs, trucks should be unloaded slowly and at the lowest height possible. Water spray shall be used if material unloading and/or final placement activities are resulting in significant fugitive dust emissions; and shall also be used to provide additional CCR conditioning, if needed (**Section 4.1**).

Water spray, as required, or six inches of soil cover shall be used daily to prevent fugitive emissions from CCR landfill and/or CCRMUs in areas that have not yet had final or interim cover applied. All interim cover areas shall be re-vegetated. A natural vegetative cover is an effective way to control wind erosion; therefore, reasonable efforts should be made to establish vegetation in a timely manner.

#### **4.8 Material Excavation, Staging / Stockpiling, and Truck Loading Associated with “Beneficial Use”**

The CCR excavation, testing, staging/stockpiling, and truck loading activities associated with “beneficial use” are potential sources of fugitive dust emissions. Typically, fugitive dust emissions from these activities can be controlled by source extent reduction, source improvement related to work practices and transfer equipment, and surface treatments. The following measures should be routinely considered and utilized, as needed, in association with these activities.

When previously placed CCR is being excavated from the landfill and/or CCRMUs, the frequency and extent of disturbance will be minimized to the extent practicable (i.e., source extent reduction). Water spray shall be used if the material removal activities are resulting in significant fugitive dust emissions. Additionally, water spray as required, or six inches of soil cover shall be used daily to control emissions from the exposed face of the CCR Landfill and/or CCRMUs material remaining that has not yet had final cover applied.

Regarding the staging/stockpiling and truck loading activities, these material transfer operations should be performed on the leeward (downwind) side of the stockpile, if possible. The movement of vehicles and equipment in the area should be limited to the extent practicable. Trucks should be loaded slowly and at the lowest height possible. The area should be routinely cleaned of excess material spillage. Additionally, emissions from the material transfer operations and truck loading shall be controlled by water spray, as needed.

Lastly, the Plan Coordinator should ensure that third-parties who perform on-site activities associated with “beneficial use” are aware of this Plan, where it can be found, and its contents; as well as when Plan amendments are made. The Plan Coordinator, or their designee(s), should periodically observe the third-party activities, to verify adequate compliance with this Plan.

## 5 Citizen Complaints

Utilities must log citizen complaints received involving CCR fugitive dust events at the CCR Landfill and/or CCRMUs, in accordance with 40 CFR § 257.80(b)(3). The Plan Coordinator, or their designee, shall use the following procedure, or similar approach:

- Periodically communicate with the Communications Section and Customer Services Department to establish a reasonable level of assurance that a citizen complaint pertaining to fugitive dust at the CCR Landfill and/or CCRMU and received through Utilities' primary telephone, mail, email, and/or social media platforms would be routed to the Nixon Materials Handling Operations Supervisor.
- Gather relevant information from the citizen to understand the circumstances, facts, weather conditions, and timing surrounding the event.
- Inform the appropriate Material Handling Personnel, who shall investigate the event in a timely manner to evaluate if CCR fugitive dust is being generated, and if so, enact control measures to effectively minimize CCR from becoming airborne.
- Complete the log provided in **Appendix A**, or a similar log, to document the details provided by the citizen, on-site circumstances surrounding the event, and any corrective measures taken.
- Any citizen complaints logged shall be included as part of the Annual CCR Fugitive Dust Control Report (Annual Report) (**Section 6.0**).

## **6 Annual CCR Fugitive Dust Control Report**

Utilities must prepare an Annual Report that includes a description of the actions taken to control CCR fugitive dust, a record of citizen complaints, and a summary of any corrective measures taken, in accordance with 40 CFR § 257.80(c).

The Nixon Materials Handling Operations Supervisor, or their designee, shall be responsible for preparing the Annual Report. The Environmental Services Section - Technical Services Unit shall provide guidance and support, if requested.

The initial Annual Report must be completed no later than 14 months after placing the initial CCR Fugitive Dust Control Plan in the facility's operating record. The initial Annual Report was completed in December 2016 (Utilities, 2016). The deadline for completing a subsequent report is one year after the date of completing the previous report. Utilities has completed the Annual Report when it has been placed in the facility's operating record. Each Annual Report summarizes their respective reporting periods.

## 7 Effectiveness Assessment

This Plan must include procedures to periodically assess the effectiveness of this CCR Fugitive Dust Control Plan, in accordance with 40 CFR § 257.80(b)(4). An effectiveness assessment may be appropriate following a significant unanticipated CCR fugitive dust event, or in conjunction with the Annual CCR Fugitive Dust Control Report (see **Section 6.0**). The Plan Coordinator, or their designee, shall use the following procedure, or similar approach:

- Review all actions taken to control CCR fugitive dust, citizen complaints, and corrective measures taken since the prior assessment. Evaluate if there are any obvious deficiencies or consistent/reoccurring patterns regarding dust events that would merit operational changes.
- Review general effectiveness of all control measures listed within **Section 4.0**. Evaluate if any of the control measures are ineffective or outdated and would merit operational changes.
- Review the general site conditions and typical CCR management practices. Evaluate if any significant changes have occurred that would merit operational changes.
- Determine if the Plan is effective or requires amendments. If amendments are warranted, contact the Environmental Services Section - Technical Services Unit for assistance.

## 8 Plan Amendments and Certification

In accordance with 40 CFR § 257.80(b)(5), Utilities prepared the initial CCR Fugitive Dust Control Plan for the facility before October 19, 2015. The initial Plan was placed in the facility’s operating record in accordance with recordkeeping requirements (40 CFR § 257.105[g][1]).

In accordance with 40 CFR § 257.80(b)(6), “[t]he owner or operator must amend the written plan no later than 30 days whenever there is a change in conditions that would substantially affect the written plan in effect, such as the construction or operation of a new CCR unit.” Additionally, the Plan can be amended at any time, provided that the revised Plan is placed in the facility’s operating record (see **Sections 9.0, 10.0, and 11.0**).

The Plan Coordinator, or their designee, is responsible for initiating such amendments with the Environmental Services Section - Technical Services Unit, who shall provide guidance and support. The history of Utilities’ CCR Fugitive Dust Control Plan is provided below:

**Table 2. Amendment History**

Version	Date	Description of Primary Modifications / Updates
Initial	October 2015	Initial CCR Fugitive Dust Control Plan
Amendment #1	December 19, 2016	Added Measures for Material Excavation, Staging / Stockpiling, & Truck Loading Associated With “Beneficial Use”
Amendment #2	December 18, 2023	Remove references to Drake Power Plant due to unit retirements; updated organizational and cover material references; and added beneficial use testing as potential fugitive dust source
Amendment #3	March 11, 2026	Added measures for CCRMUs newly identified in “Facility Evaluation Report (FER) Part 1” (HDR 2024)

## 9 Recordkeeping Requirements

In accordance with 40 CFR § 257.80(d) and § 257.105(g), Utilities must place the following documents, as they become available, in the facility's operating record,

- “The CCR Fugitive Dust Control Plan and any subsequent amendment of the plan, required by 40 CFR § 257.80(b), except each fugitive dust control plan must be maintained for five years after closure by removal in accordance with § 257.102(c)(1) or (2) or completes post-closure care in accordance with § 257.014(e) or (g) is completed at the last CCR unit at the facility irrespective of the time requirement specified in [§ 257.105(b)].”
- “The Annual CCR fugitive Dust Control Report required by 40 CFR § 257.80(c), except each fugitive dust control report must be maintained for five years after closure by removal in accordance with § 257.102(c)(1) or (2) or post-closure care in accordance with § 257.104(e) or (g) is completed at the last CCR unit at the facility irrespective of the time requirement specified in [§ 257.105(b)].”

The Plan Coordinator, or their designee, shall be responsible for ensuring that these records are maintained in facility's operating record in accordance with document retention policies [40 CFR § 257.105(b)].

## 10 Notification Requirements

In accordance with 40 CFR § 257.80(d) and § 257.106(g), Utilities must notify the State Director (i.e., Colorado Department of Public Health and Environment) when:

- The CCR Fugitive Dust Control Plan, or any subsequent amendment of the Plan, has been placed in the operating record and on the publicly accessible internet site [40 CFR § 257.106(g)(1)].
- The Annual Report has been placed in the operating record and on the publicly accessible internet site [40 CFR § 257.106(g)(2)].

The Environmental Services Section - Technical Services Unit shall be responsible for ensuring these required notifications are made to the State Director.

## 11 Publicly Accessible Internet Site Requirements

In accordance with 40 CFR § 257.80(d) and § 257.107(g), the following documents will be placed on Utilities' publicly accessible internet site:

- The CCR Fugitive Dust Control Plan, or any subsequent amendment of the Plan, specified under § 257.105(g)(1) except that only the most recent Plan must be maintained on the CCR website irrespective of the time requirement specified in [§ 257.107(c)] until the last CCR unit at the facility completes closure by removal in accordance with § 257.102(c) or completes post-closure care in accordance with § 257.104(e) or (g) irrespective of the time requirement specified in paragraph (c) of this section. [40 CFR § 257.107(g)(1)].
- The Annual CCR Fugitive Dust Control Report [40 CFR § 257.107(g)(2)]. Each report must be posted for the duration specified in [§ 257.107(c) (i.e. at least five years following the date that the documents were first posted)], except that the final report must be posted for five years after completion of closure by removal in accordance with § 257.102(c) or until completion of post-closure care in accordance with § 257.104(e) or (g) irrespective of the time requirement specified in paragraph (c) of this section. [40 CFR § 257.107(g)(2)].

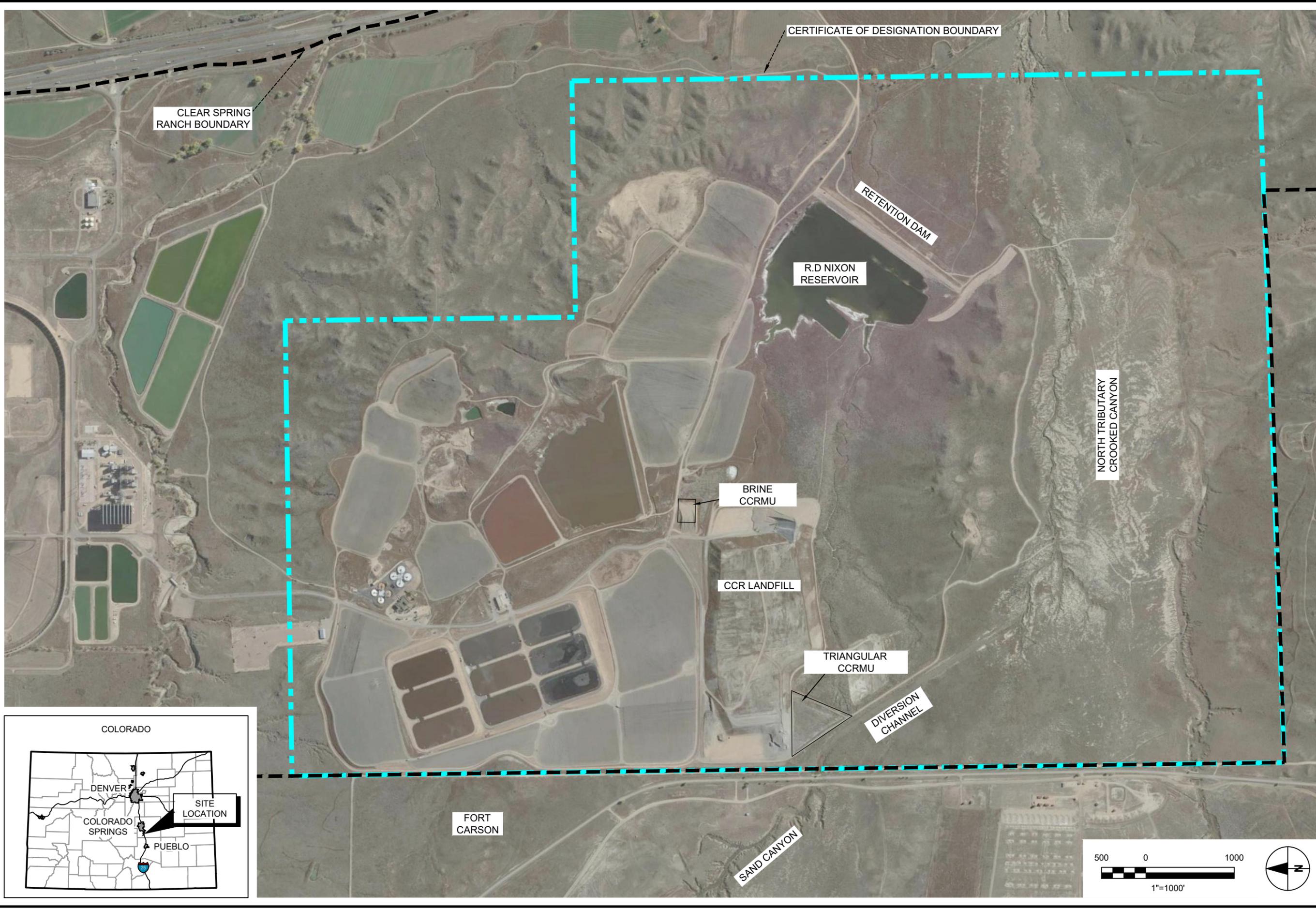
The Environmental Services Section – Technical Services Unit will be responsible for ensuring these website postings are made and retained at <https://www.csu.org/regulatory-notices/coal-combustion-residuals-ccr>.

## 12 References

Colorado Springs Utilities (Utilities). 2016. Coal Combustion Residuals Annual CCR Fugitive Dust Control Report, Colorado Springs Utilities' Clear Spring Ranch, Coal Combustion Residuals Landfill, El Paso County. December.

HDR. 2024. Facility Evaluation Report (FER) Part 1. Legacy Coal Combustion Residuals (CCR) Surface Impoundments and CCR Management Units Final Rule. Ray Nixon Power Plant, Colorado Springs Utilities. December 13.

## Figure



## **Appendix A Citizen Complaint Log**

## FUGITIVE DUST CITIZEN COMPLAINT FORM

GUIDANCE: The purpose of this form is to document citizen complaints of Coal Combustion Residual (CCR) fugitive dust events, circumstances of the event, and any facility corrective action. Please provide as much detail as possible in the fields below. This form is to be completed by the Plan Coordinator, or their designee, with any additional documentation or relevant information to be appended to this form. A copy of this completed form should be included as part of the Annual CCR Fugitive Dust Control Report.

### Section 1: Information Provided by Citizen

_____ Name of Citizen (if provided)	_____ Citizen Contact Information (if provided)
_____ Date and time of fugitive dust event	_____ Date and time of complaint (if different)
_____ Event ongoing or complete?	_____ Observation point
_____ Description of event (location, duration, color, meteorological conditions, etc.): _____	
_____ Additional comments: _____	

### Section 2: Information Provided by Colorado Springs Utilities' Representative

_____ Name of Representative	_____ Title of Representative
_____ Date and time of investigation	_____ Was CCR fugitive dust observed?
_____ Additional comments: _____	

#### **If CCR fugitive dust observed, complete the items below:**

\_\_\_\_\_  
Description of event (location, duration, color, meteorological conditions, etc.): \_\_\_\_\_

\_\_\_\_\_  
Description of root cause: \_\_\_\_\_

\_\_\_\_\_  
Description of corrective action(s) implemented: \_\_\_\_\_

\_\_\_\_\_  
Describe the effectiveness of any corrective action(s) implemented: \_\_\_\_\_