MINUTES

PUEBLO AREA COUNCIL OF GOVERNMENTS

FEBRUARY 24, 2022

A meeting of the Pueblo Area Council of Governments was held on Thursday, February 24, 2022, at the Pueblo County Department of Emergency Management, 101 West 10th Street, 1st Floor Conference Room. The meeting was called to order by Mr. Doug Proal, Acting PACOG Chairman, at 12:15 p.m.

ROLL CALL

Those members present were:

Larry Atencio Chris DeLuca Dennis Flores Heather Graham Epimenio Griego Ed Gutierrez

Those members absent were:

Mike Cafasso Barbara Clementi Sarah Martinez

Also present were:

John Adams Nick Gradisar Terry Hart Carmen Howard Harry Hochstetler Regina Maestri Vicente Martinez Ortega Doug Proal Chris Wiseman

Garrison Ortiz Lori Winner

Dan Kogovsek David Russell Louella Salazar

PUBLIC COMMENTS (Citizen Comments)

There were no public comments.

CONSENT ITEMS:

Ms. Carmen Howard, PACOG Manager, reported there were two items listed on the agenda under the Consent Items. She summarized the Consent Items for PACOG.

Acting Chairman Proal asked if there were any other additions or amendments to the Consent Items or if any of the members or audience would like an item removed or discussed that was on the Consent agenda. There were no other additions or amendments.

It was moved by Epimenio Griego, seconded by Larry Atencio, and passed unanimously to approve the two Consent Items listed below:

- Minutes of January 27, 2022 Meeting; and
- A Resolution Approving the FY 2022 Pueblo Area Council of Governments' Delegation Agreement for Regional Land Use Planning and Administration and Authorizing the Chairperson of PACOG to Execute Same.

REGULAR ITEMS:

CHAIRPERSON'S REPORT

(A) Lunch Appreciation

Acting Chairman Proal thanked the Pueblo City Council for providing lunch for today's meeting.

(B) PACOG Nominating Committee for 2022 Officers

Acting Chairman Proal reported the PACOG Nominating Committee met on February 9, 2022 and selected the following slate of officers for 2022: Larry Atencio, Chair; Doug Proal, Vice Chair; Dennis Flores, Treasurer; and Louella Salazar, Secretary.

Acting Chairman Proal asked if there were any other nominations from the floor. There were none.

It was moved by Chris Wiseman, seconded by Epimenio Griego, and passed unanimously to accept the PACOG Nominating Committee's report and approve the following slate of officers for 2022:

- Chairman Larry Atencio
- Vice-Chairman Doug Proal
- Treasurer Dennis Flores
- Secretary Louella Salazar

(C) New Chair Takes Chair

The gavel was presented to Mr. Atencio.

(D) Appointment of PACOG Budget Committee

Chairman Atencio asked if there was any member who would like to serve. He stated Mr. Flores would serve on the Committee since he was appointed as PACOG's Treasurer. He stated he will serve as the City's representative on the PACOG Budget Committee. Mr. Ortiz was volunteered to serve as the County's representative.

It was moved by Chris Wiseman, seconded by Epimenio Griego, and passed unanimously to approve the following individuals to serve on the 2022 PACOG Budget Committee: Dennis Flores, Larry Atencio, and Garrison Ortiz.

(E) Introduction of New Members

Chairman Atencio welcomed Mr. Harry Hochstetler, who will be serving as Colorado City Metropolitan District's representative and will be replacing Mr. Greg Collins.

MANAGER'S REPORT

(A) EPAC Minutes/Statement Report

Ms. Carmen Howard, PACOG Manager, reported the February 3, 2022 Environmental Policy Advisory Committee minutes were included in the PACOG members' packets.

This being an information item only, no formal action was taken.

COLORADO DEPARTMENT OF TRANSPORTATION PRESENTATION ON I-25/U.S. 50B

Mr. Joe DeHeart, CDOT, reported I-25 was originally constructed between 1949-1959. The National Environmental Policy Act (NEPA) feasibility study started on the new Pueblo Freeway in 2000. The Environmental Impact Statement (EIS) began in late 2003 and was completed in 2013, with the Phase I Record of Decision (ROD) in 2014. The purpose and need of the new Pueblo Freeway are based on safety and mobility. There are curves which are tight, shoulders that are narrow, and on- and off-ramps which are short and steep, which are all safety issues. He stated there are mobility issues such as: it created an east/west barrier, no practical alternative north/south routes, insufficient capacity for projected future traffic conditions, and permit trucks detouring to local streets.

Mr. DeHeart stated in order to follow the ROD, you need to have future funding identified through PACOG, which matches with the footprint of the ROD. He stated this is a large project from Pueblo Boulevard south to a little north of 29th Street and entails a large amount of funding. CDOT looked at doing projects from the Arkansas River to 29th (North Area) and writing the ROD on this portion of the freeway. This matched well with the funding which was coming into PACOG. The Central Area and South Area (south of the Arkansas River) will be done in the next two phases. The North Area is broken up into independent utility projects. If this project is built (and nothing else) it would still be able to fit within the existing system. The North Area (Phase I) consists of 29th Street, Dillon Drive extension, U.S. 50B, Mineral Palace Park mitigation, City Center to 13th Street, and Ilex interchange. The Ilex project is done. The next project is U.S. 50B. He stated the Ilex project started in 2014 and was completed in 2019. The tight curves were straightened, created a bigger radius, wider shoulders, and on- and off-ramps on City Center were extended.

Mr. DeHeart stated that 1st (City Center) to 13th is not necessarily progressing. This is the next independent utility project. It will be a long split-diamond interchange. The on- and off-ramps will be occurring north of 13th and south of City Center Drive. It is estimated to cost \$220 million. CDOT is waiting for future funding to identify how well it will match with it. Mineral Palace Park was estimated at \$20 million. This includes mitigation to the Park where there would be right-of-way encroachment when the interstate is widened. Lake Clara would be enlarged. The idea is to do improvements to the Park that would take it back to "its roots" when it was originally created. Input would be gathered on what people would like.

Mr. DeHeart stated the Dillon Drive extension was created to satisfy the mobility piece of the EIS. People looked at how to get to the Pueblo Mall and the retail area knowing that there was going to be on- and off-ramps to 29th Street. This is a mobility connection, and its intent is to get people to use local roads instead of the interstate. He stated this could be developer driven and not necessarily CDOT driven. The project is estimated at \$12 million.

Mr. DeHeart stated the 29th Street interchange would be an independent utility project. The problem in the area is the horizontal curve, noting it causes accidental problems such as guardrail hits. The bridge has minimal shoulders. The lane configuration underneath the bridge presents operational issues. The estimated cost is \$51 million.

Mr. DeHeart stated U.S 50B is an interchange which CDOT is actively working on. He stated CDOT is trying to pair the projects with the funding sources. Senate Bill 267 is a lot of the funding behind this project. CDOT is working on the design and acquisition in the area. CDOT is looking at \$140 million for everything. He stated U.S. 50B has curves on it that are tighter than current interstate standards, the shoulders are narrow, and on- and off-ramps are short. This interchange is used regularly for freight and there are problems with the loop ramps where trucks get stuck. The detour routes for trucks if U.S. 50B can't be used are City streets or Highway 47. The bridge clearance is low for trucks, noting it is 15'6" high. The bridge gets hit by a lot by trucks that are little taller. CDOT worked on the exposed rebar to the bridge in 2018, but it is still a problem. Where U.S. 50B goes over Fountain Creek, the deck is in poor shape. There are three bridges in this area--one goes over the interstate, the other goes over the railroad tracks, and the other goes over the Fountain Creek. The horizontal geometry requires fixing. The EIS study showed that the classic diamond interchange with stop signs and signals at the top of the on- and off-ramps was popular in 2006 and 2008. CDOT has a lot bigger and better solutions for intersections such as the Divergent Diamond Interchange (DDI) (e.g., Fillmore Exit in Colorado Springs). He stated changing to a DDI would help make this a better interchange. This would accommodate larger trucks to go through the interchange. He stated there is a new sidewalk connection being planned from Bonforte going west over the interstate and making a connection on the west side. This is a pedestrian route which has never existed. It would open a lot of pedestrian and bicycle trips to Mineral Palace Park. He stated noise walls would be created.

Mr. DeHeart stated CDOT started on the design on U.S. 50B in 2020. The constructability is important in order to keep traffic moving while it is being built new. The value engineering study done by CDOT helped them look at the design and brought together an independent group to look at it and make sure that something was not forgotten, and everything was looked at. This study was completed in September 2021. He stated once the design is done, CDOT will bring together a group to look at the design again. In the meantime, CDOT is looking at the right-of-way acquisitions east and west of the interstate in the area. This process was started early, and progress is being made.

Mr. DeHeart stated some people have questioned the cost of the project at \$140 million. He stated it is a larger than normal interchange project because three bridges are being done, and it takes more dollars. The interchange is being rebuilt, as well as U.S. 50B. CDOT will be working along Fountain Creek and this causes complications. Railroad tracks are being crossed, so agreements need to be reached. He stated the current funding is identified at approximately \$106-\$120 million. The funding sources include: SB 267 Years 1-3 of \$14.5 million, SB 267 Year 4 of \$45.5 million, Regional Priority Program (RPP) of \$1 million, Surface Treatment of \$3.4 million, FASTER Safety Program of \$4.6 million, and Bridge Enterprise funding of \$37-\$51 million. CDOT knows that this is

a PACOG priority. He stated there is a shortfall of \$20-\$34 million. The funding shortage could be included in PACOG's Years 5-10 Transportation Plan.

Mr. DeHeart stated the Drew Dix and Dillion Drive interchanges were rebuilt as split diamonds. Originally, the frontage road on the east side was not built when the bridge was built. CDOT looked at the intersections and how well they were working, such as the one in front of the Love's Truck Stop where there are things which can be done to make the area work better. A roundabout can be done to clean up the area where there are two intersections that are stop sign controlled that are close to each other. He stated the area is confusing and causes people to go the wrong way. The roundabout will give clear delineation and direction on where people need to go.

Mr. Flores stated there was a presentation done yesterday on the 10-Year Transportation Plan. He stated he is disheartened because he was told yesterday that the completion of City Center Drive to 13th Street section is approximately 10 years away. He asked what is the amount of match that would qualify for SB 267 funding. Mr. DeHeart stated when they were looking at the allocation of SB 267 funding and its distribution, it was clear that these dollars weren't going to be large enough in the Pueblo area to afford the City Center to 13th Street project. The money coming to Pueblo from SB 267 fits better with the U.S. 50B or 29th Street interchanges. He stated CDOT looked at doing 29th versus U.S. 50B and found that doing U.S. 50B first would solve a bigger problem. Mr. Rich Zamora, CDOT, stated there were fiscal constraints in developing the SB 267 list. It was a four-year program with \$550 million a year backed by COP bonds. There was \$200 million which was spread across the entire State. In terms of Region 2's allocation, it was limited. These dollars were more limited when you start looking at geographic equity within Region 2, which includes Colorado Springs, Trinidad, and the Central Front Range. He stated it was decided by PACOG that the best project to utilize the SB 267 funding on would be U.S. 50B.

Mr. Gradisar asked if there is any other freeway in the State which is as old as I-25 through Pueblo. Mr. Zamora replied there are stretches of I-70 just as old. Mr. Gradisar asked if this was I-70 through Denver. Mr. Zamora responded there are a few through Denver which have been done. There are a lot of needs Statewide and the pot is not big enough.

Ms. Maestri stated Pueblo has a housing development going on that the City would like to see built out in 10 years. There is nothing in the 10-Year Transportation Plan which helps put our citizens on the highway to commute north to Colorado Springs. She stated the Dillon Drive/Drew Dix off-ramp would help with the development off Highway 50/Wildhorse and Pueblo Boulevard. She stated this would help get people onto Platteville and on the exit to Colorado Springs. She stated there is no exit ramp on Drew Dix. She stated the art project to the gateway to the south is being finished off. She asked if finishing the art project would interfere with the off-ramp and adding an access to help move and alleviate the traffic coming out of Pueblo West. She stated getting this exit, as well as the Purcell exit upgraded, would help in moving traffic. Mr. Zamora asked if she was talking about the current 10-Year Transportation Plan or the draft update. Ms. Maestri replied the draft update. She stated it only shows \$425,000 on Exit 108, which is only for planning and engineering. Mr. Zamora reported improvements are being done at the Drew Dix interchange already. Construction should be starting late this year or early next year. He stated the way the interchange was initially laid out for the new Dillon Drive, which is a split diamond interchange, there would be ramps at Dillon and frontage roads which run north and south along the interstate to connect with Drew Dix. There were pieces of the project which weren't built, such as the eastern frontage road. This should be built, hopefully, in the next couple of years. There would be roundabout improvements to help with the traffic flow. He stated the current frontage road on the west is tight (i.e., turning movements)

which go southbound to get onto I-25. These will be fixed, noting this is already funded for construction. He stated there was discussion with PACOG previously on its priorities. He stated CDOT has a long list of priorities for every planning region throughout Region 2, but only a small amount of funding. He stated updates to the Plan are being looked at. Some design dollars are identified for Exit 108, which would take away the signal box culvert. He stated a lot of money has been invested into the U.S. 50B interchange project in terms of right-of-way acquisition and design. In the first four years of the new Plan, you will not see much beyond those two projects. In Years 5-10, there are opportunities. He stated there is a long list of projects, but something needs to change. Something of equal value may have to come out in order to maintain the financial constraint. He stated CDOT and the City need to partner together to talk about how traffic is going to work. CDOT doesn't have all the funding to address everyone's needs. Ms. Ajin Hu, CDOT, reported there is \$2 million for Dillon for construction in Years 5-10. Currently, there is \$500,000 in RPP funding for Exit 108.

Mr. Griego stated he is excited about getting U.S. 50B done. He stated many big trucks go on the ramp, noting he used to haul power poles through it, and it was very tight.

Chairman Atencio asked about the funding on Page 15 of the PowerPoint document, noting it has a shortage of funding of \$20-\$34 million, then the next line indicates a request to include the funding shortage in PACOG's Years 5-10 Transportation Plan. He stated other communities in the State are contributing to their projects. He asked for explanation on how that works, and we might be able to do something. Mr. Zamora responded the shortage is already included in PACOG's Years 5-10 Transportation Plan. In the Plan update, CDOT will pull this money forward and it should be fully funded in Years 1-4. Construction should start sometime next year. With respect to funding contributions, he stated this does happen across the State in terms of funding partnerships. Local agencies have come to the table with actual money contributions. In-kind contributions have also been done. He stated the process includes putting together a plan and executing intergovernmental agreements. Ms. Hu added the new Plan shows \$16.7 million for the project. Once this funding is received, it should be fully funded.

TRANSPORTATION COMMISSIONER/CDOT REGION 2 DIRECTOR'S REPORT

Mr. Terry Hart, Region 10 Transportation Commissioner, reported the prior presentation by CDOT shows the entirety of what's on the planning books for I-25 and the status of all the various phases and the rationale. He stated we need to look at what we can do from a local funding perspective. Northern jurisdictions are showing activity and funding for their projects. He felt PACOG should have a serious conversation about what can be done to rally and deal with the local funding option, noting it would open many opportunities. He stated Mr. DeHeart mentioned the Dillon Drive extension coming off the Belmont interchange and going north, noting it is hoped this would be a developable area. This could potentially put local money in from a developer's source. This is how many jurisdictions are getting their projects done. He stated the Pueblo Urban Renewal Authority might be a potential source to assist with this. He also noted the Fountain Creek District could be a possible funding source since the area being worked on is in a flood district.

Mr. Hart reported he attended the State Transportation Commission meeting on February 17th. The 2023 budget allocation process was discussed. The Commission is trying to line up next year's budget cycle and the different transportation projects Statewide.

Mr. Hart stated discussion also occurred on the 10-Year Transportation Plan. The fiscal constraints of the Plan are a large wish list. He encouraged everyone to look at the priority list which was discussed at the February 22nd work session. It shows the projects that are on the list for Years 5-10, noting we are currently in Years 1-4. Years 5-10 start next year. The priority list projects are a grassroots effort to hear from local individuals and, ultimately, ends up at the State Transportation Commission for adoption.

Mr. Hart stated discussion also occurred on money going into Cottonwood Pass, which could be used as an alternative route for Glenwood Canyon if there should be any mishaps or fires in this area.

Mr. Hart stated the greenhouse gas rules have been adopted for the State. The Commission is working on the policy directives on how to implement it. The Metropolitan Planning Organizations (MPOs) across the State have indicated they need funding to implement the rules in their MPO. The Commission added an additional \$1 million into the planning effort.

Mr. Hart reported discussion also occurred on the Bridge Enterprise Fund, which is a separate funding scheme. Bridges all over the State are identified and ranked through an engineering perspective on worst and best conditions and are prioritized.

Mr. Hart stated there was a presentation from the U.S. Department of Transportation on the national roadway safety strategy. He stated there have been three serious accidents recently off Highway 50B and C, noting some have been fatal. He stated he received a phone call from Commissioner Griego indicating he had received calls from constituents in the area requesting it be looked at closer. He requested if CDOT staff could analyze what happened in those accidents, what is being done with the various intersections, and what solutions could occur to enhance and improve the safety of the intersections.

Mr. Rich Zamora, CDOT Region 2 Director, reported on the accidents at 36th Lane and Highway 50B and C. He stated CDOT traffic engineering staff is working with the school and others to do an analysis in order to make the area safer. He stated his staff will be providing him with a timeline on everything, so that things can get done in the area. He stated as soon as he has this information, he will let the members know so they can provide the information to their constituents.

Ms. Ajin Hu, CDOT, stated there is one project going on in Pueblo, which is U.S. 50B east from Bonforte to La Junta, which is an overlay of the highway and an upgrade of the ramps to ADA standards on Troy, Norwood, and Bonforte. There will also be several repairs done to bridges. There may be a lowering of Highway 50 underneath the railroad bridge east of Troy over Highway 50B, depending on the funding. The project will be advertised March 24th.

Mr. Wiseman stated a lot of the people who sit on the STAC come from TPRs that are self-taxing themselves in order to leverage funds with CDOT. He felt PACOG needs to look at funding, noting he has seen these projects move quicker because of this.

STATE TRANSPORTATION ADVISORY COMMITTEE (STAC) UPDATE

Mr. Chris Wiseman, PACOG's STAC representative. reported because of the Infrastructure Bill, there are some road funds available. There is grant money which can be sought. He stated he does have the information, but not with him.

Mr. Wiseman stated there was discussion on electric vehicle charging ports. There will be money, approximately \$57 million, from the Infrastructure Bill. This money will be available for electric infrastructure for electrical vehicles. The State will be working on a plan, which it will be giving to the new Office of Energy and Transportation. The State is also working on its FAST Chargers Program. There are several different brands--Charge Ahead Colorado grant, DC FAST Charging corridor grant, and DC FAST Plaza Charging grant, which are funded by SB 21-260. He stated most automobile manufacturers are moving towards electric vehicles by the Year 2035.

STATUS ON SOUTHWEST CHIEF PASSENGER RAIL

Mr. Dennis Flores, PACOG's representative to the Southwest Chief Passenger Rail Commission, reported he has not been to a briefing or a meeting yet because he was recently appointed. He has scheduled a meeting with Mr. John Adams, MPO Manager, to get more information on the process.

MPO STAFF REPORT

A) CDOT Region II Request for PACOG MPO/TPR TIP Amendment, FY 2022-2025 Transportation Improvement Program

Mr. John Adams, MPO Manager, reported this is a Transportation Improvement Program (TIP) administrative modification. The project provides for resurfacing and bridge maintenance work for U.S. 50B from Mile Posts 315 to 330. The current design of the project on U.S. 50B is approximately 15 miles of roadway beginning just east of the intersection of 50B and Bonforte and ending with the intersection of 50B and Avondale. The project will consist of mainly a 2.5" mill and fill throughout the whole project. There will be some minor structure work done on ten different structures including a mill and fill, installing waterproofing membrane, placing riprap and cleaning and patching spalled areas. The project will also contain a reconstruction area near MP 319 where structure K-18-W is located to try and increase clearance in the underpass. The reconstruction will consist of 8.5" asphalt and 12" of ABC; this area will also include drainage upgrades and slope pavement replacement. The cost of the project is \$1,545,565.

B) 10-Year Project Priority List

Ms. Eva Cosyleon, MPO Transportation Planner, reported there was a meeting held this week on the 10-Year Priority List. She stated a survey will be developed, indicating what is on the list, what has been identified, and new projects which were brought up at the meeting (work session). She stated if there are other projects, which need to be added in the next few days, to please let her know. Some of the projects identified at the meeting included: (1) funding for the Joe Martinez Boulevard and Pueblo Boulevard intersection design and study, (2) Highway 47/Highway 96 expansion to four lanes, noting at the Highway 47 intersection there is a hairpin turn movement for freight and another route needs to be used by them, so a study and design need to be done to fix this, (3) study of Highway 50B and C, noting recent accidents have brought this to the forefront, (4) looking at Highway 50 and Pueblo Boulevard because there is development in the area which will be occurring. Ms. Hu, CDOT, stated she is also looking at the overall cost of the I-25 and Pueblo Boulevard is part of this project. Ms. Cosyleon stated the other two projects identified were the intersection improvements at the Pueblo Chemical Depot and PuebloPlex and the other was a new bridge over Fountain Creek going from Eagleridge to Jerry Murphy. She stated these projects need to be

prioritized. There may be projects which need to be taken off the current list and other projects added on. She stated the survey should be out by next month.

C) Multimodal Transportation and Mitigation Options Fund (MMOF)

Mr. John Adams, MPO Manager, reported in FY 2022 and 2023, there will be approximately \$2.2 million each year for a total of \$5.5 million in the MMOF. Those two years will be higher because Stimulus funds will be used from the Recovery Act. After 2023, this funding will decrease to approximately \$150,000/year. Multimodal projects include bicycle and pedestrian friendly projects.

Mr. Adams stated staff will be meeting March 1st with various agencies, Public Works' directors, engineers, Planning directors, to go over what projects are needed in the area with respect to multimodal activities.

D) GHG Rulemaking Update

Mr. John Adams, MPO Manager, reported the greenhouse gas rules have been adopted. Staff is in the process of establishing a policy for the rules and how to implement them. Staff is looking at taking the policy to the Transportation Advisory Committee for review.

E) TAC Update on Bylaws Discussion

Mr. John Adams, MPO Manager, reported the Transportation Advisory Committee (TAC) is looking at its membership. The membership will be reevaluated, noting they could refine their current membership to include only those who attend, as well as identify other possible agencies who might want to participate on TAC.

F) TIP Cycle Update (Change on Updates to Two Years)

Mr. John Adams, MPO Manager, reported the Federal government requires Transportation Improvement Programs (TIPs) be done every four years. He stated a question came up whether they wanted to change this to a two-year cycle. He stated it was decided they would remain with the standard annual update of the four-year TIP.

G) Other Transportation Matters

Mr. Zamora, CDOT Region 2 Director, stated the reason Ms. Cosyleon will be doing a survey on the 10-Year Plan is because CDOT must have a solid draft plan by the end of March, which would allow CDOT to model it from the greenhouse gas rules. This would allow them to see if there are any issues, so that CDOT can proceed with final adoption by the State Transportation Commission by mid-summer. Mr. Adams stated the modeling for greenhouse gas doesn't have to be done until 2030. DRCOG and North Front Range need to have theirs done by March 2022. Pueblo's model is not ready, noting money has been put aside by the Commission to help smaller MPOs update their models. Pueblo's model will not support those efforts. Mr. Zamora stated the 10-Year Plan will be modeled Statewide, even the greenhouse gas model. He stated it will be modeled by CDOT staff with respect to greenhouse gas impacts.

OTHER BUSINESS

There was no other business.

FUTURE AGENDA ITEMS

Chairman Atencio asked if the members would like to have some discussion at its next meeting regarding contributions to transportation funding. He stated other communities have transportation districts and other funding sources. He wondered if it was time for PACOG to have this conversation. Mr. Wiseman stated he would like to have this conversation. The problem is it would require taxing citizens. He stated other communities have leveraged their funding to the betterment of their community. He believed PACOG should have this discussion and possibly look at other taxing districts around the State and how it is done. He stated El Paso County has one and has been able to speed up their projects. He stated looking at it doesn't mean Pueblo has to do it. PACOG agreed to place it on the next agenda. Chairman Atencio asked the members to bring some ideas to the next PACOG meeting.

ADJOURNMENT

There being no further regular business before PACOG, Chairman Atencio adjourned the meeting at 1:34 p.m. The next meeting is scheduled on Thursday, March 24, 2022, at 12:15 p.m. (Note: The meeting will be held at the Pueblo County Emergency Operations Center, 101 West 10th Street, 1st Floor Conference Room. The meeting will also be held virtually on Zoom.)

Respectfully submitted,

ulla Q. Salage

Louella R. Salazar PACOG Recording Secretary

LRS