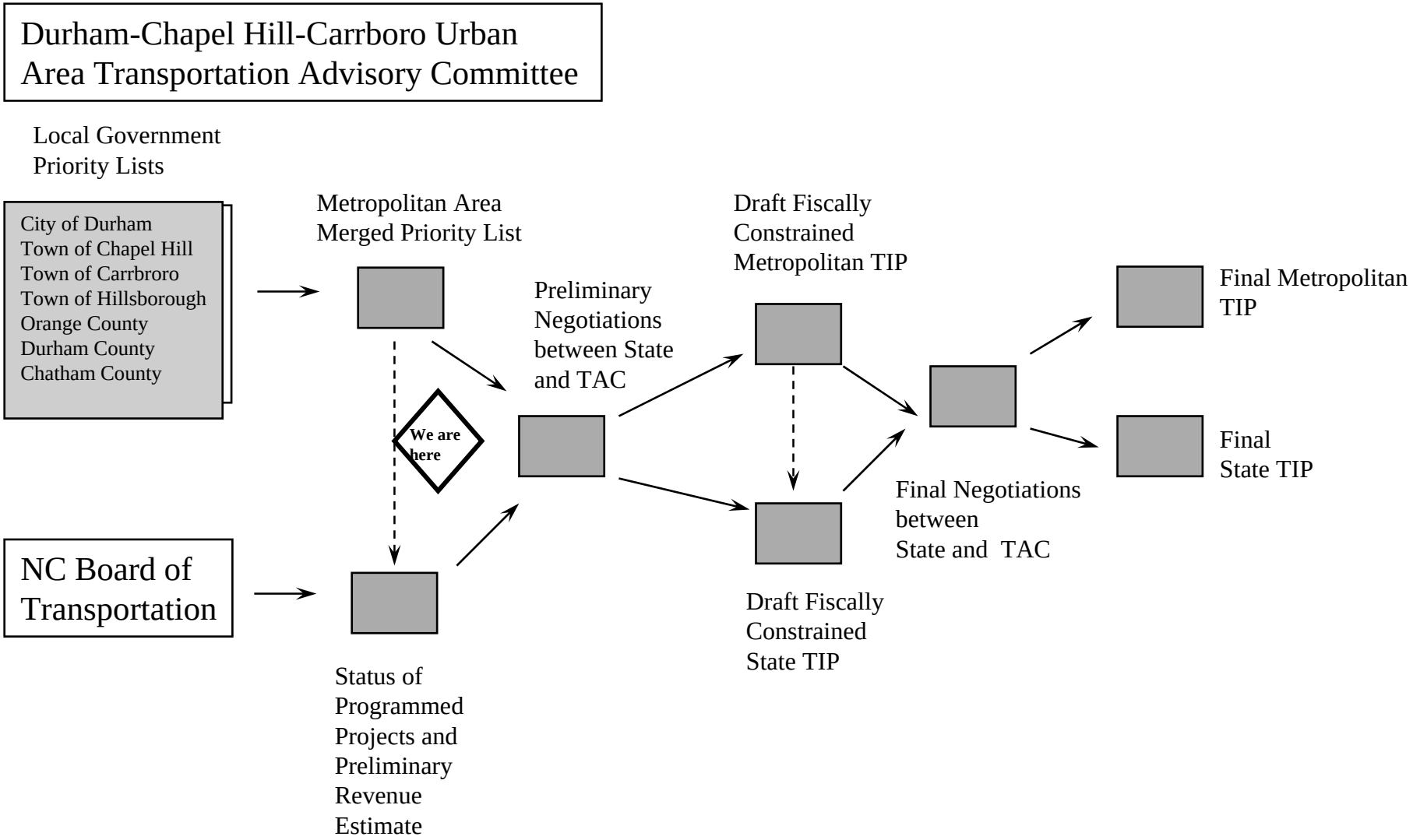Transportation Improvement Program Development Process