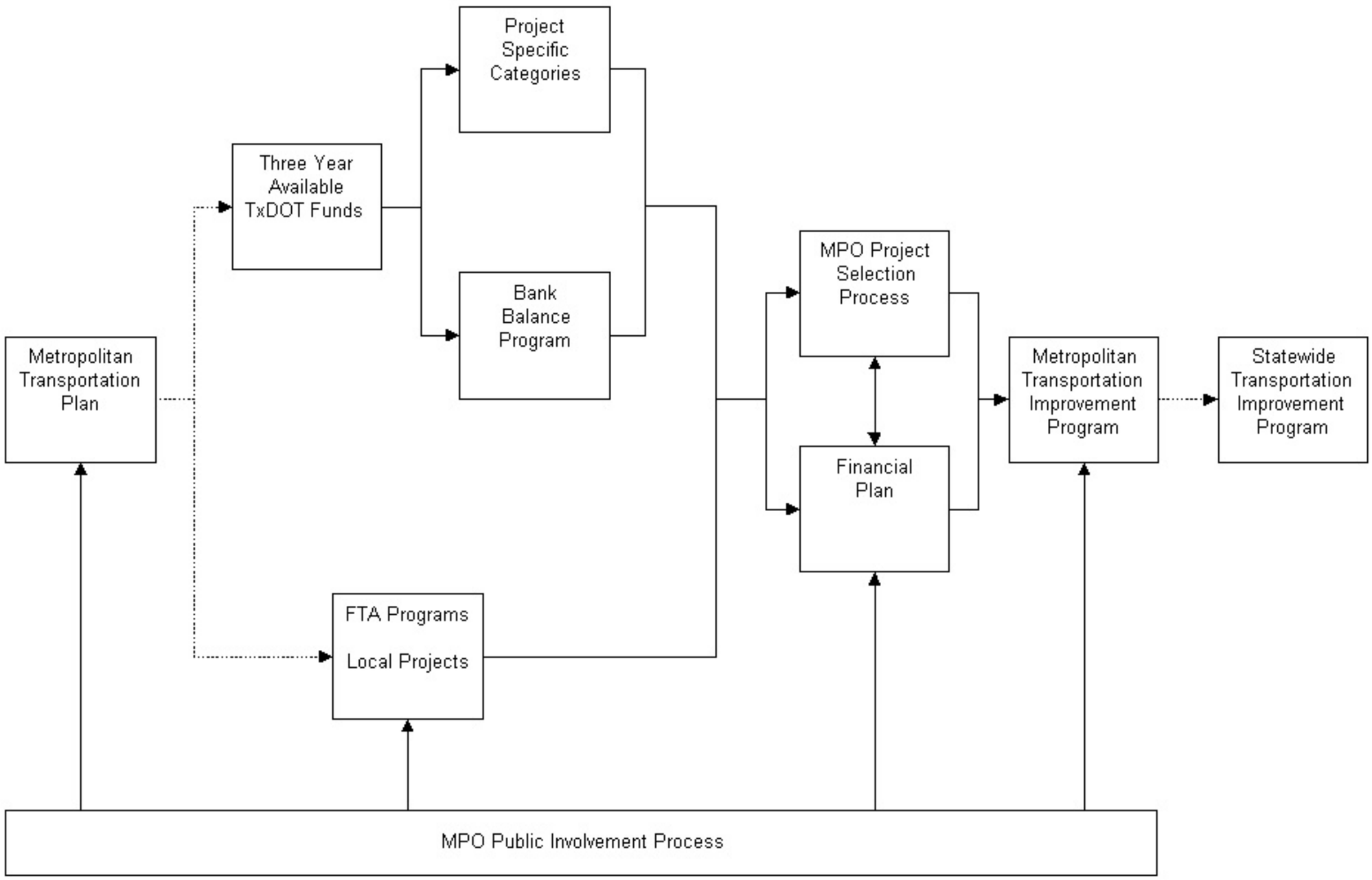Metropolitan Transportation Improvement Program Development Process