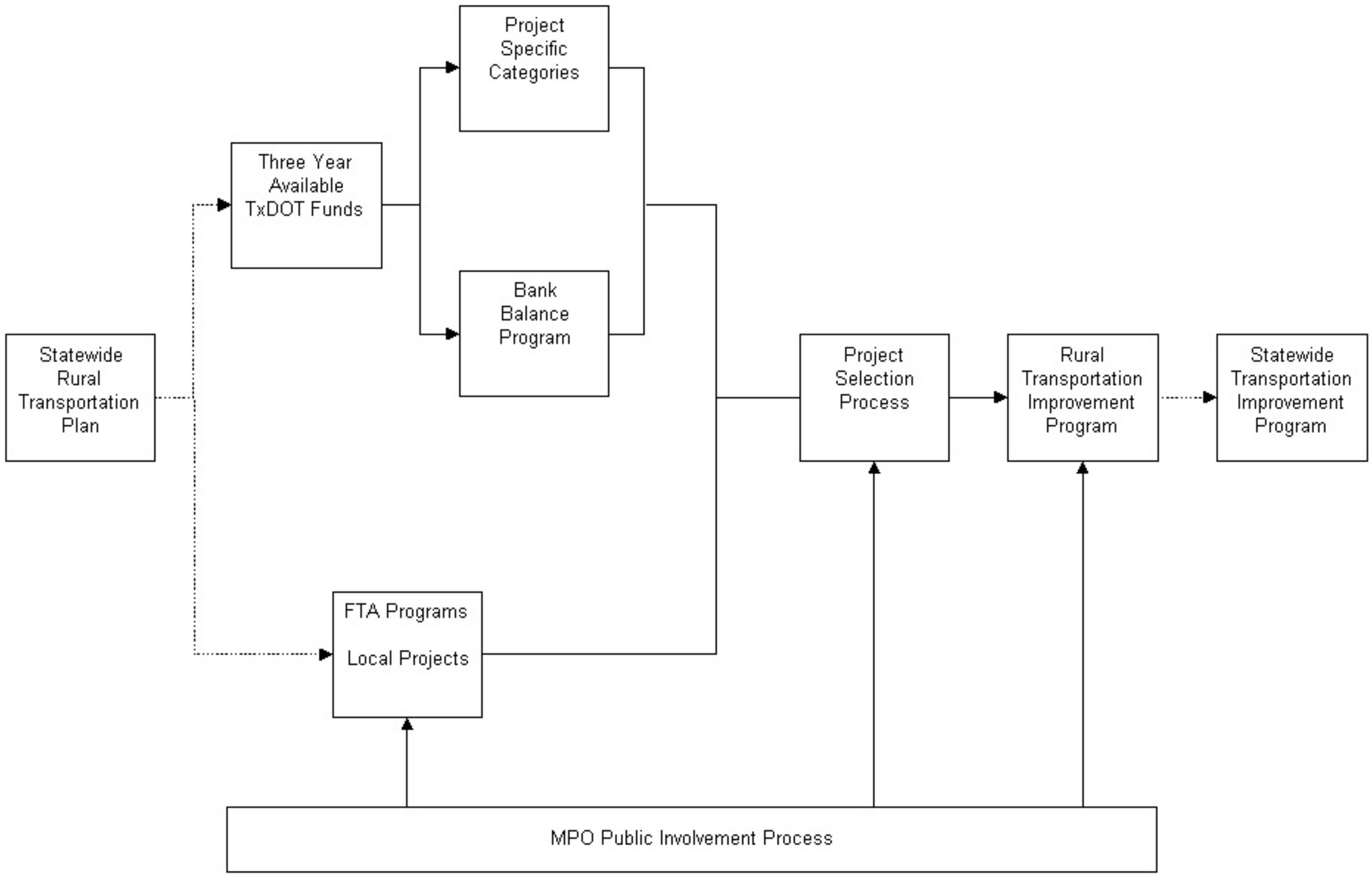Rural Transportation Improvement Program Development Process