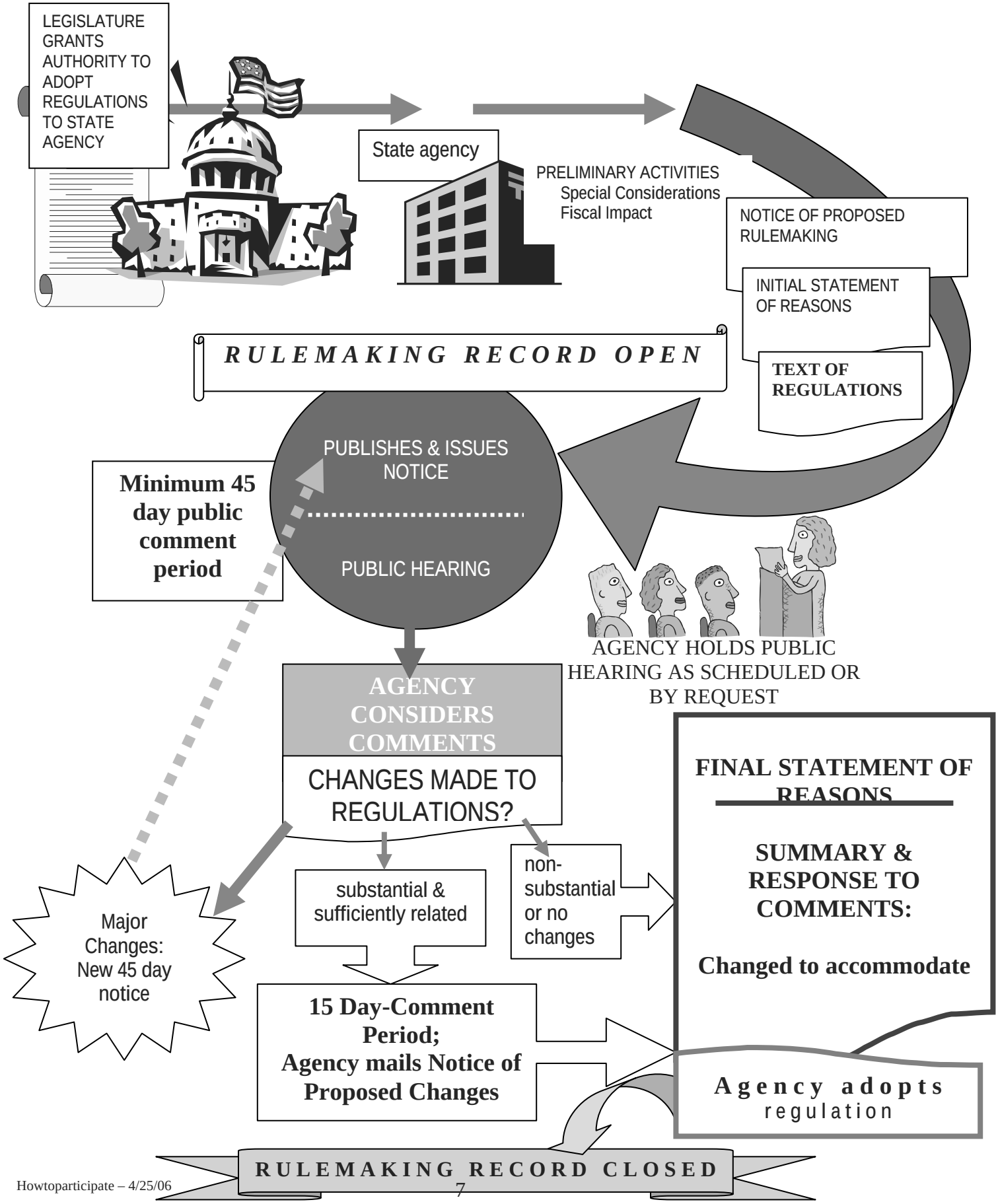The Rulemaking Process