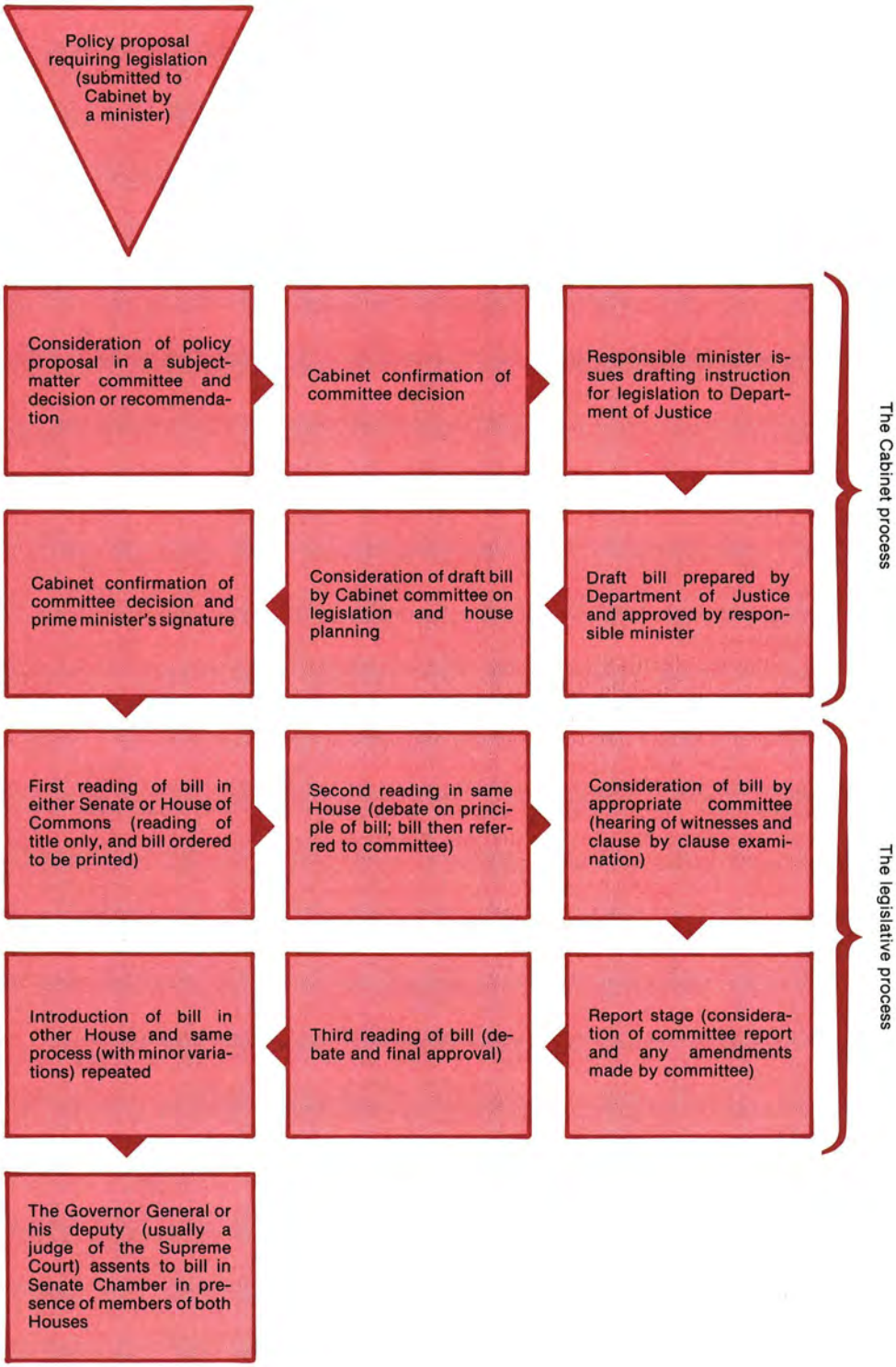The legislative process