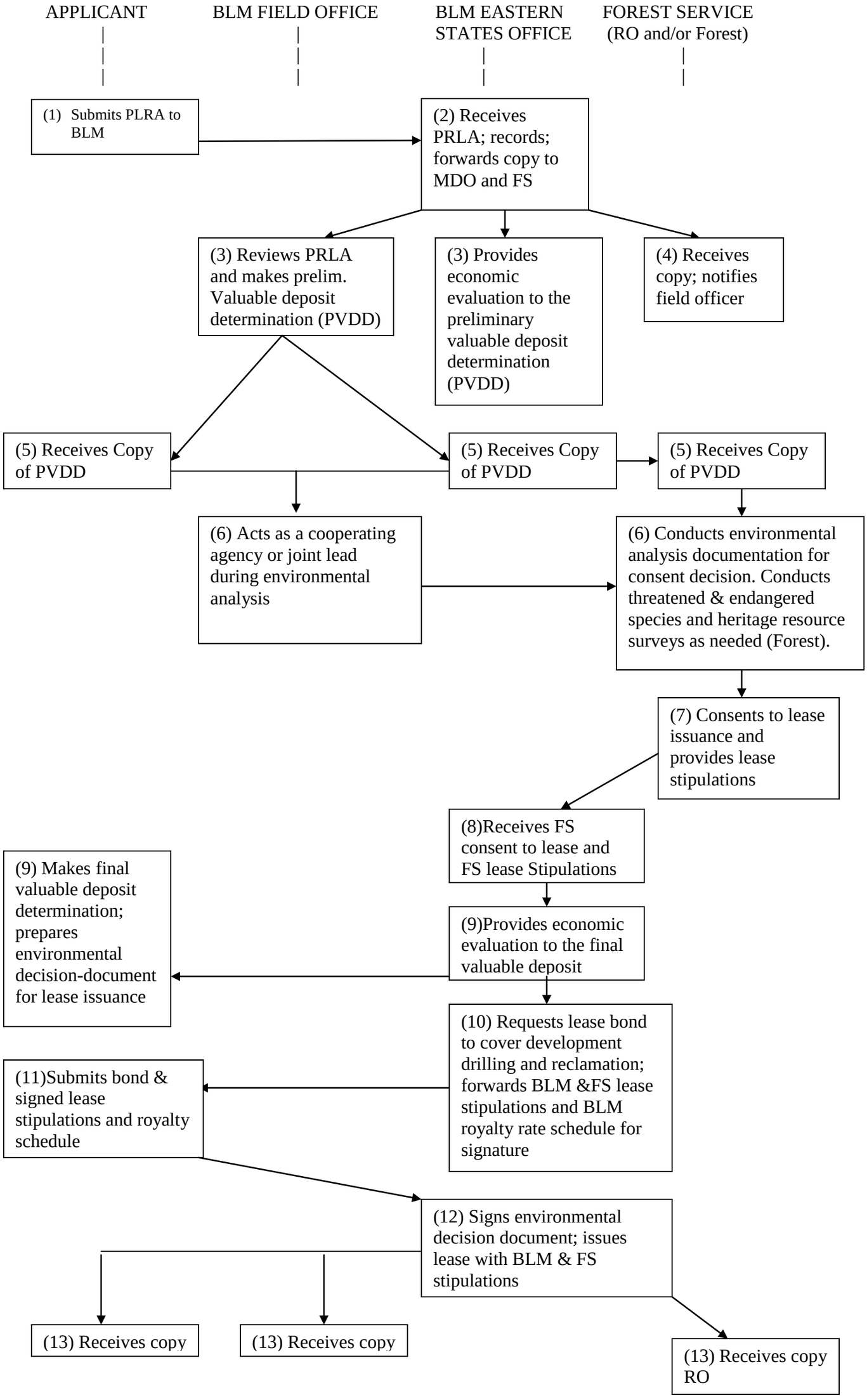Steps the BLM and FS follow in issuing a lease through a Preference Right Lease Application