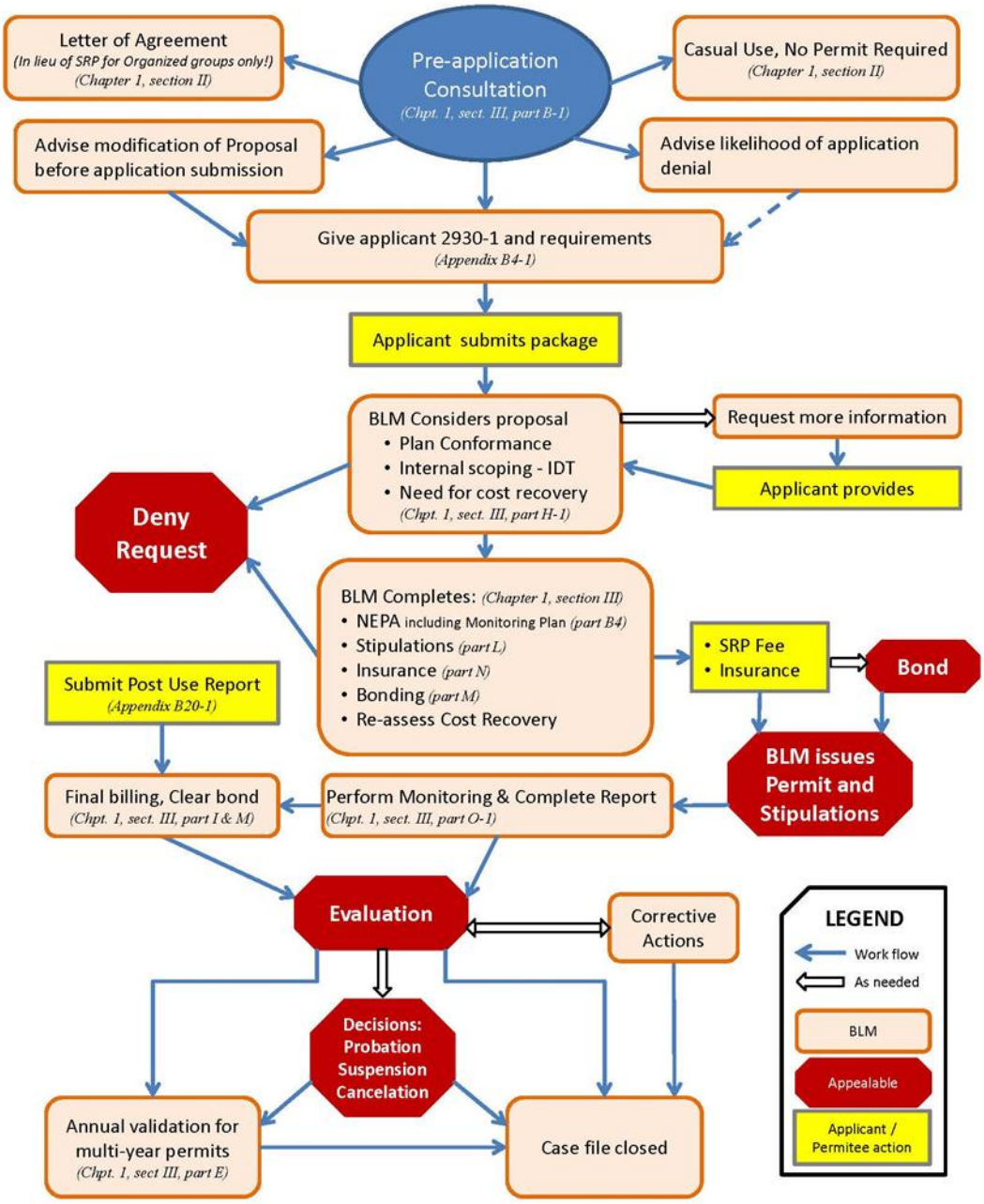The Process: How to Issue a BLM Special Recreation Permit