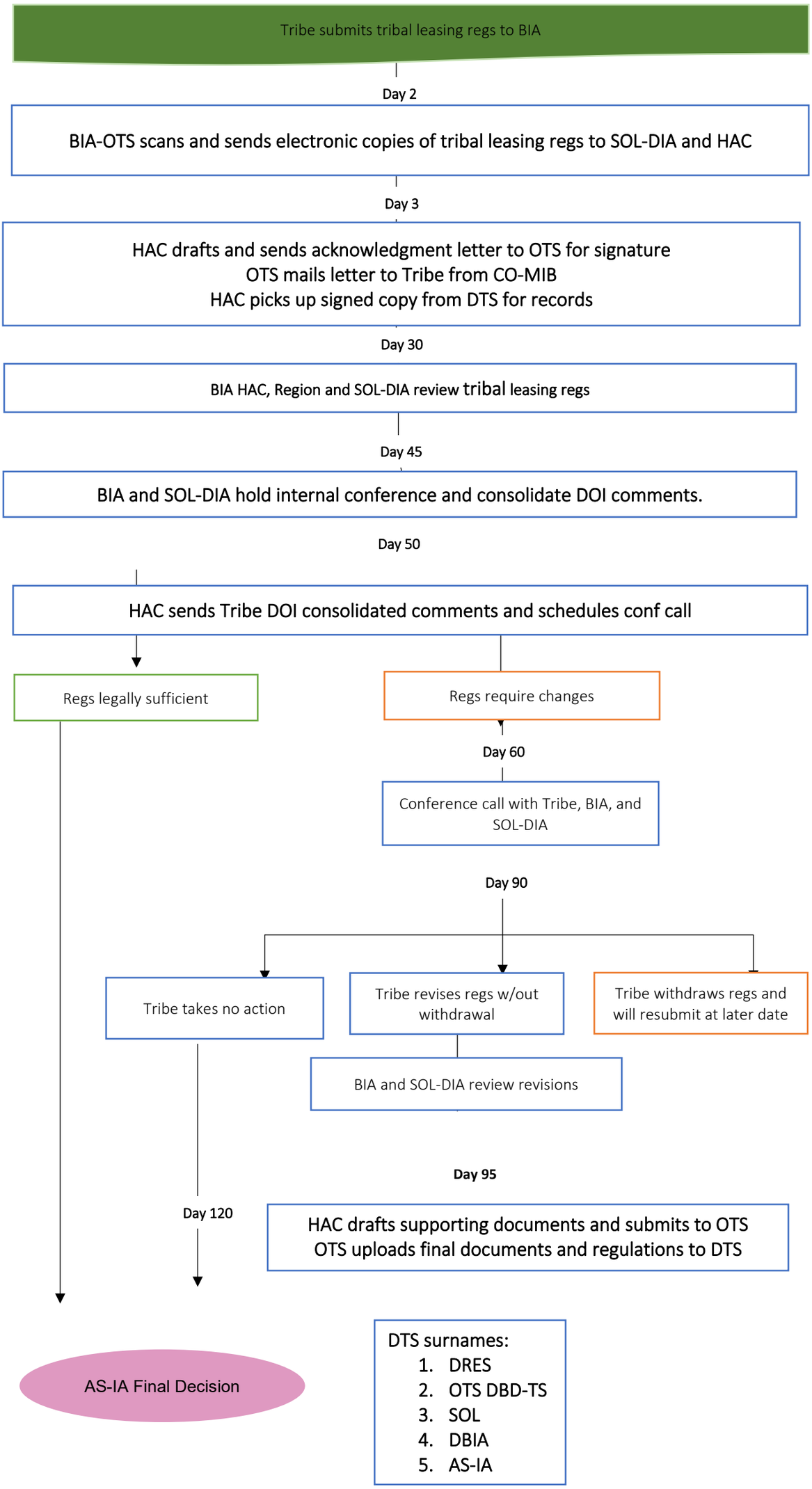HEARTH Act Tribal Leasing Regulations Administrative Process