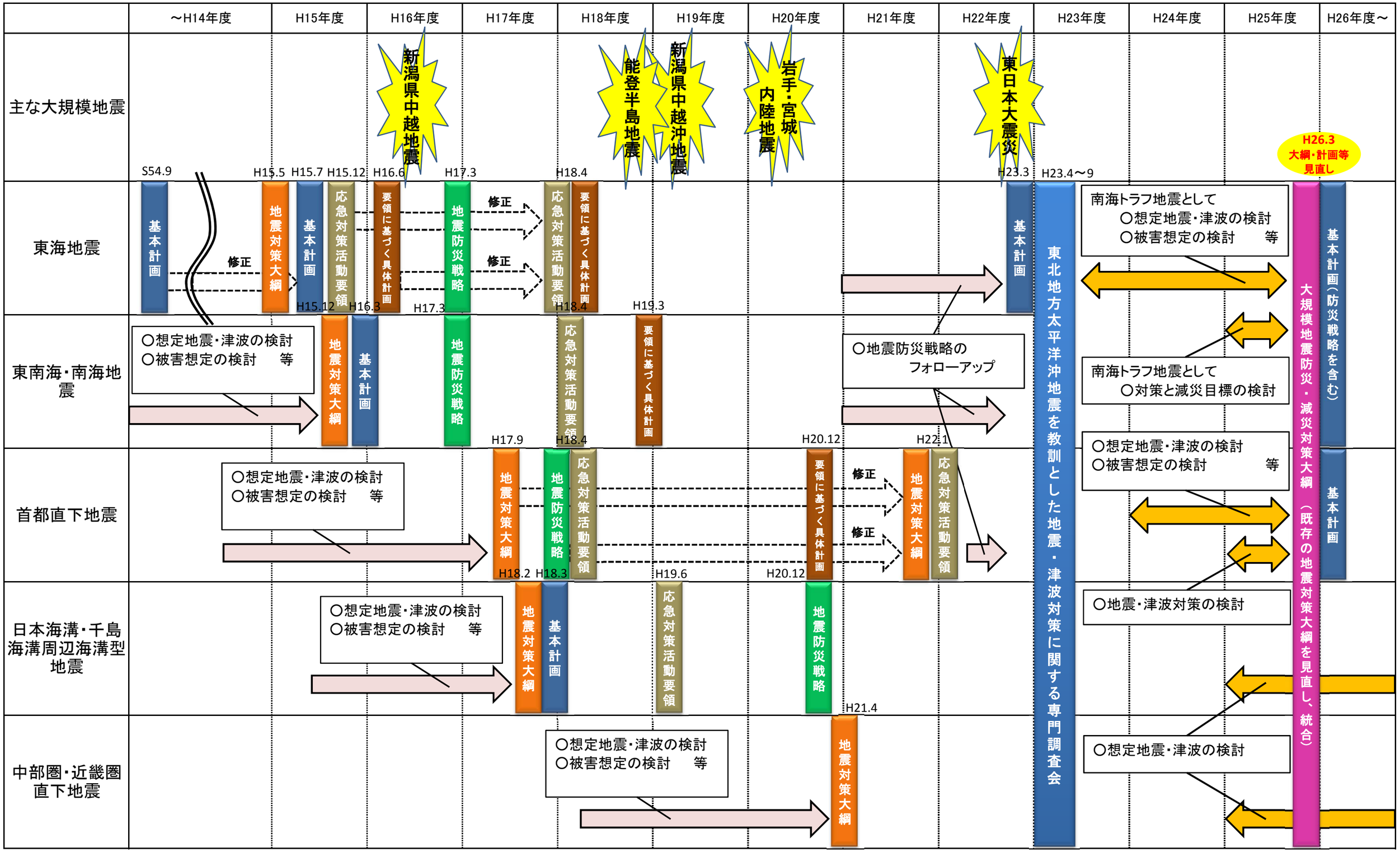大規模地震対策の検討経緯