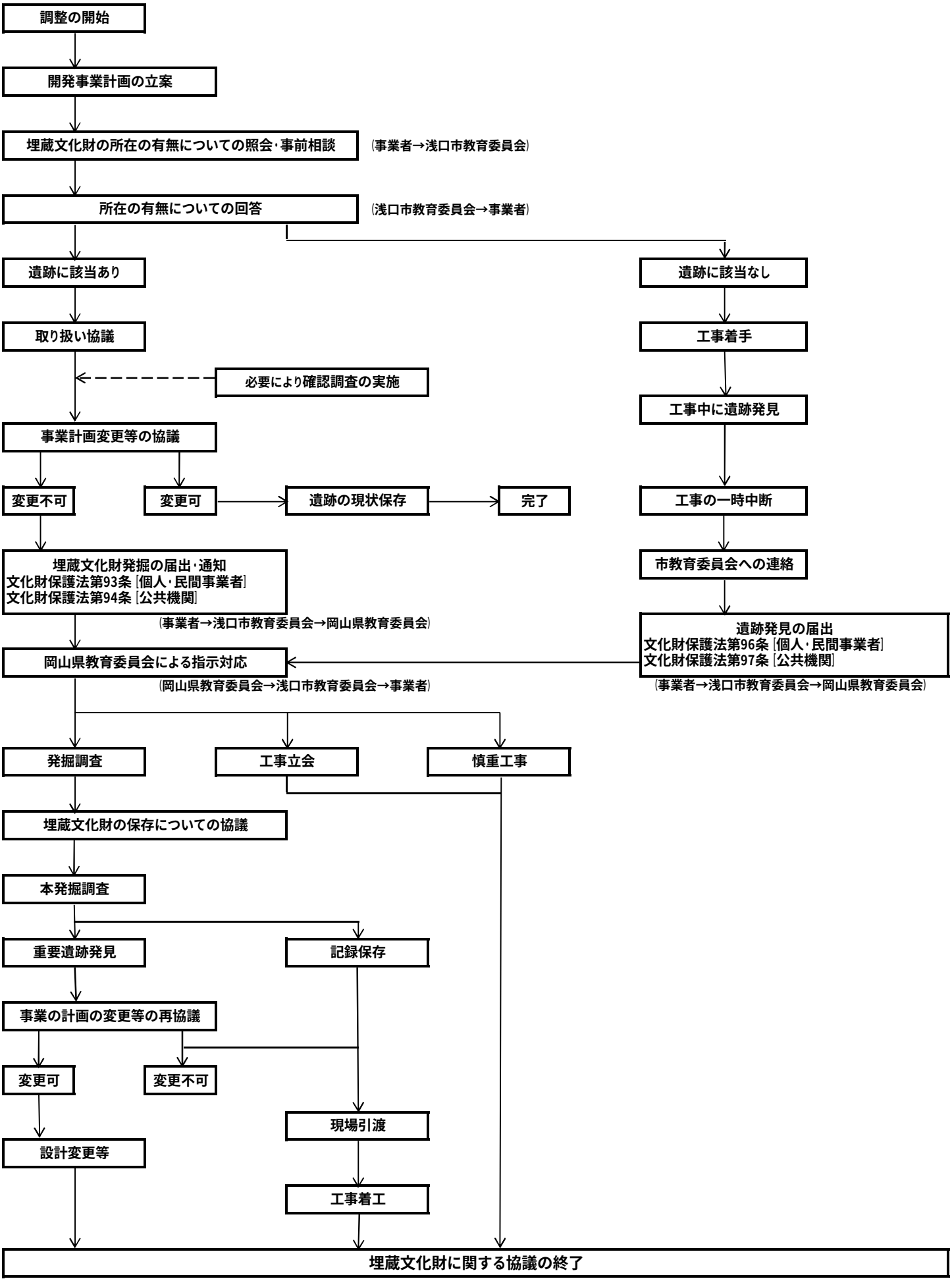開発事業と埋蔵文化財の取り扱いの流れ