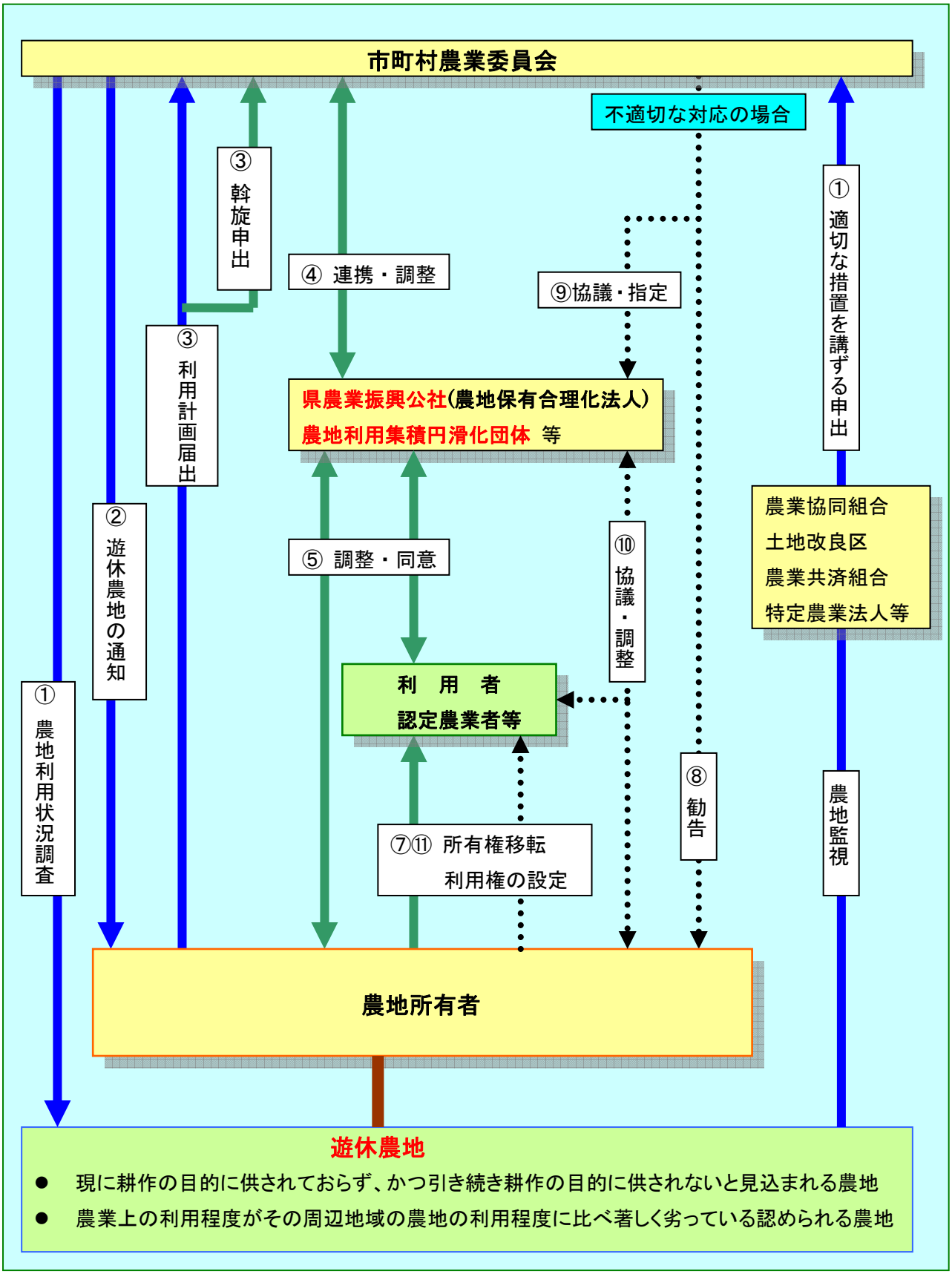遊休農地対策の措置のしくみ