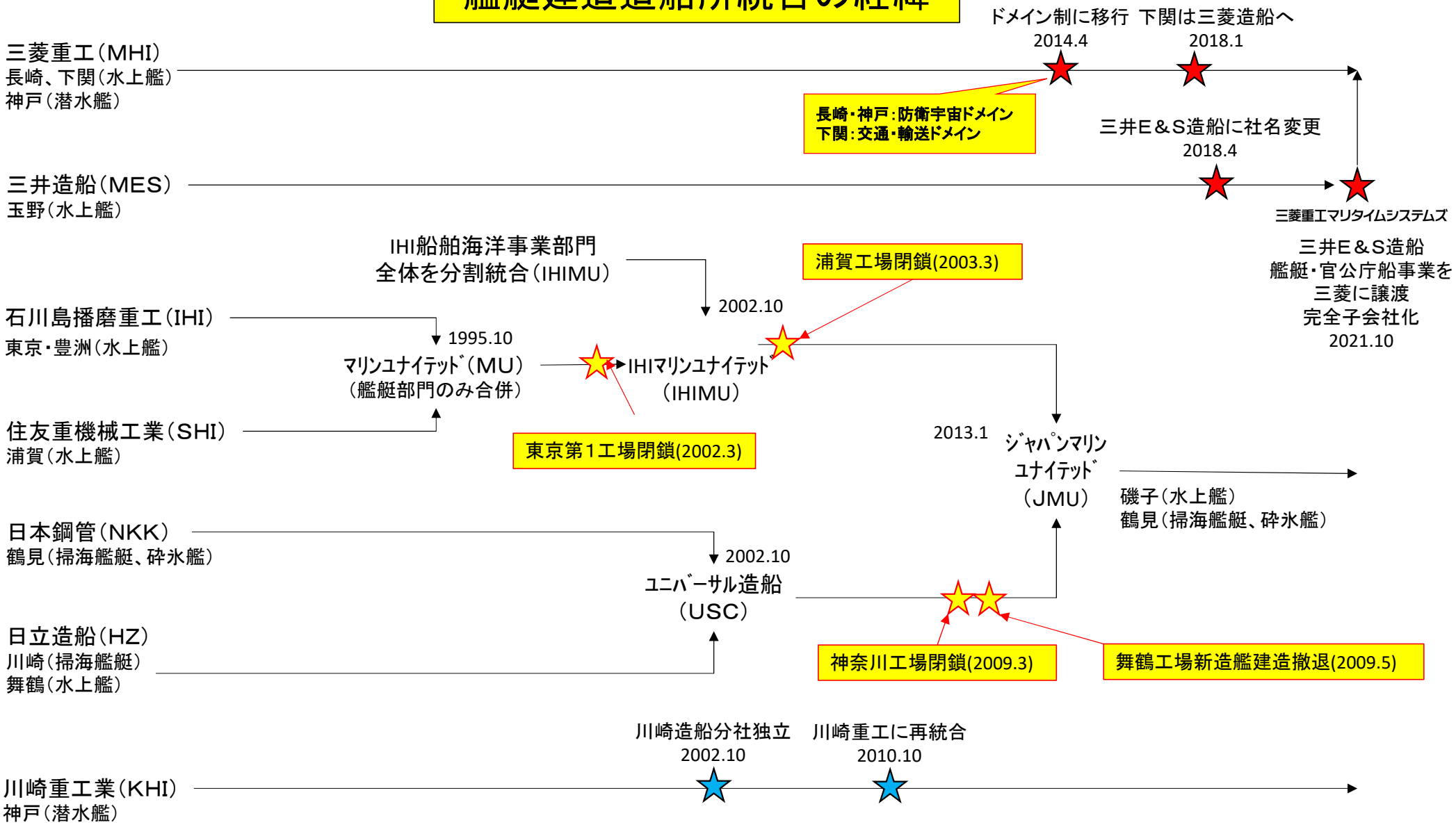艦艇建造造船所統合の経緯