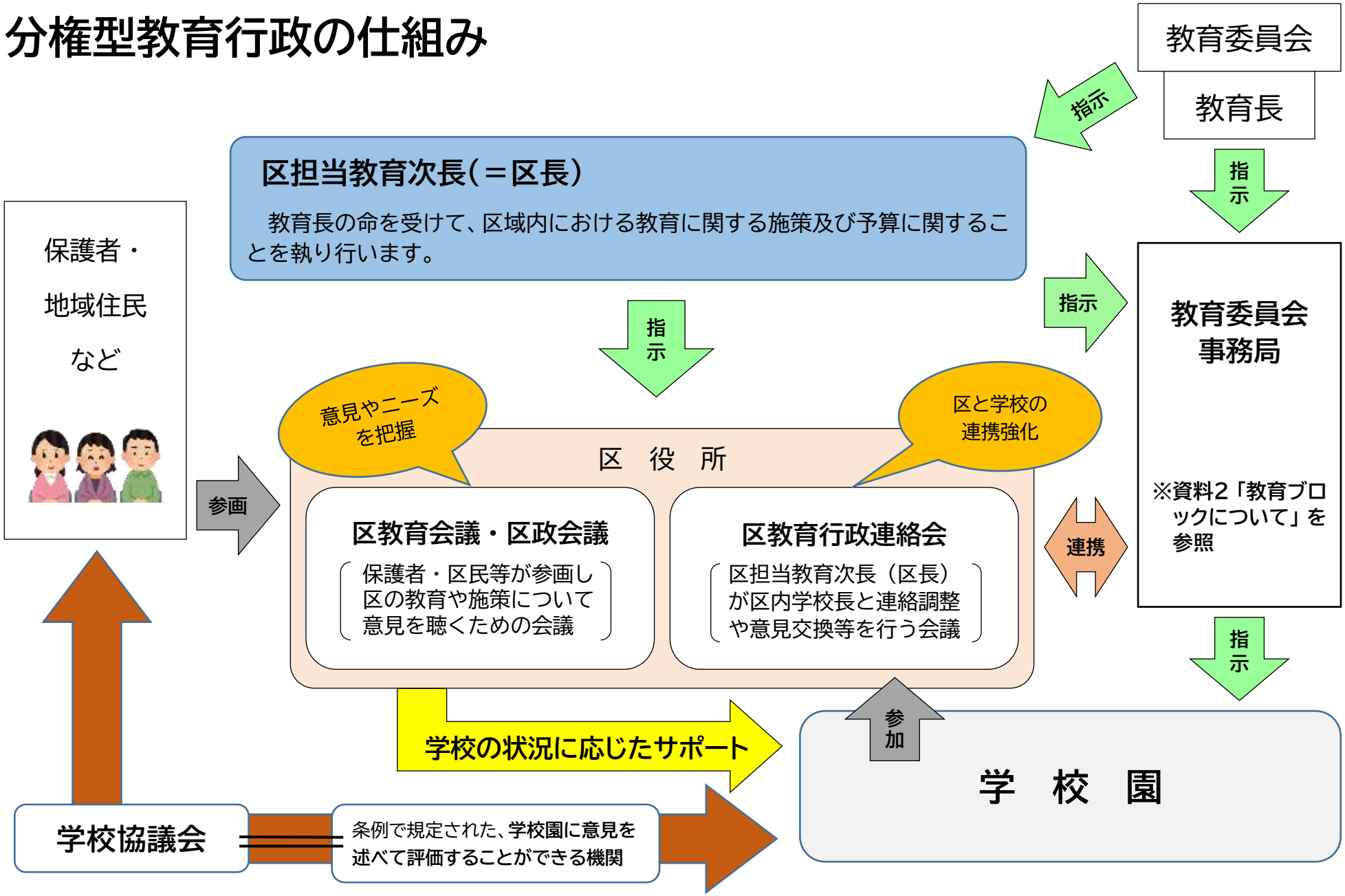分権型教育行政の仕組み