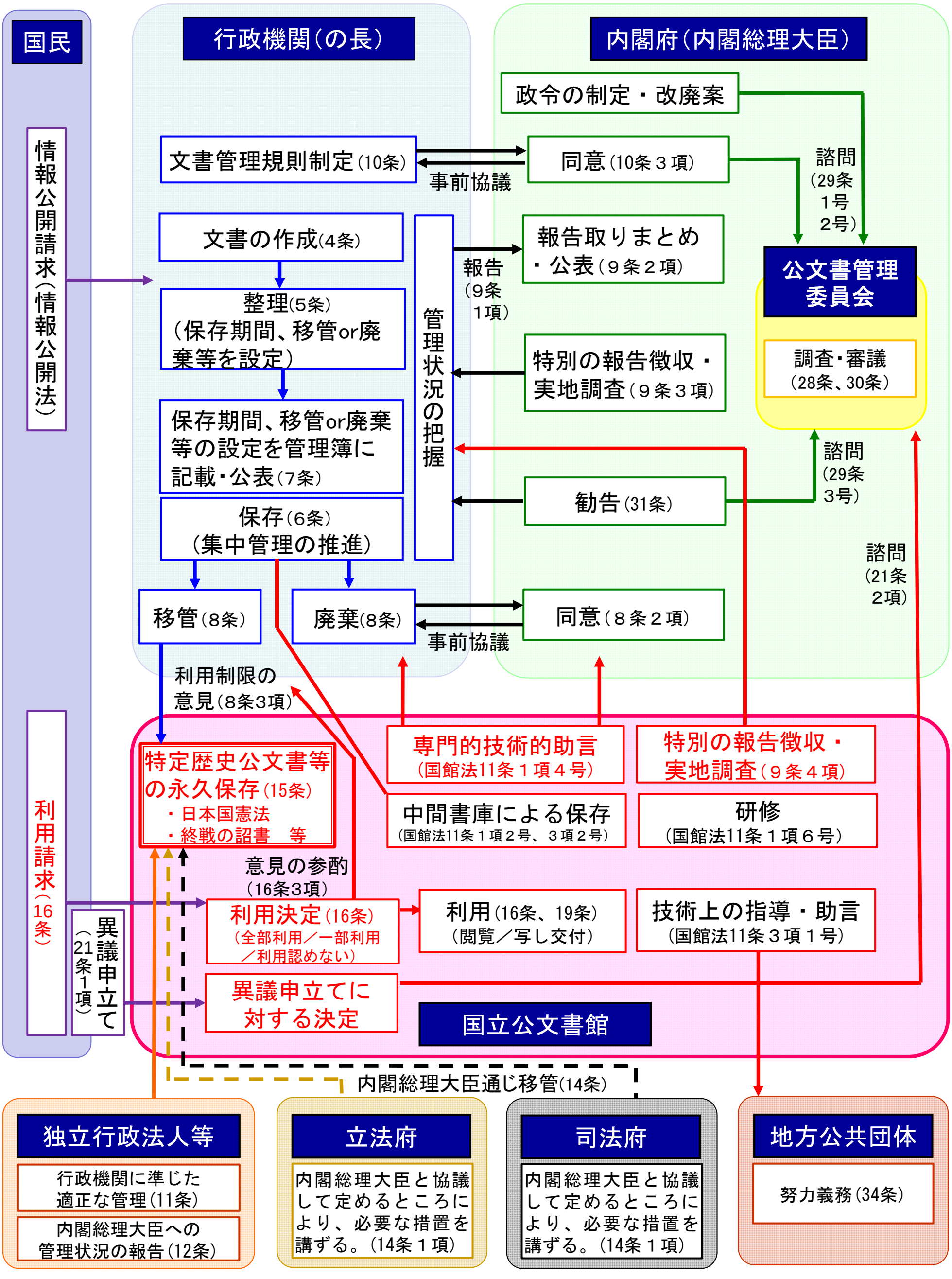公文書管理制度の全体像