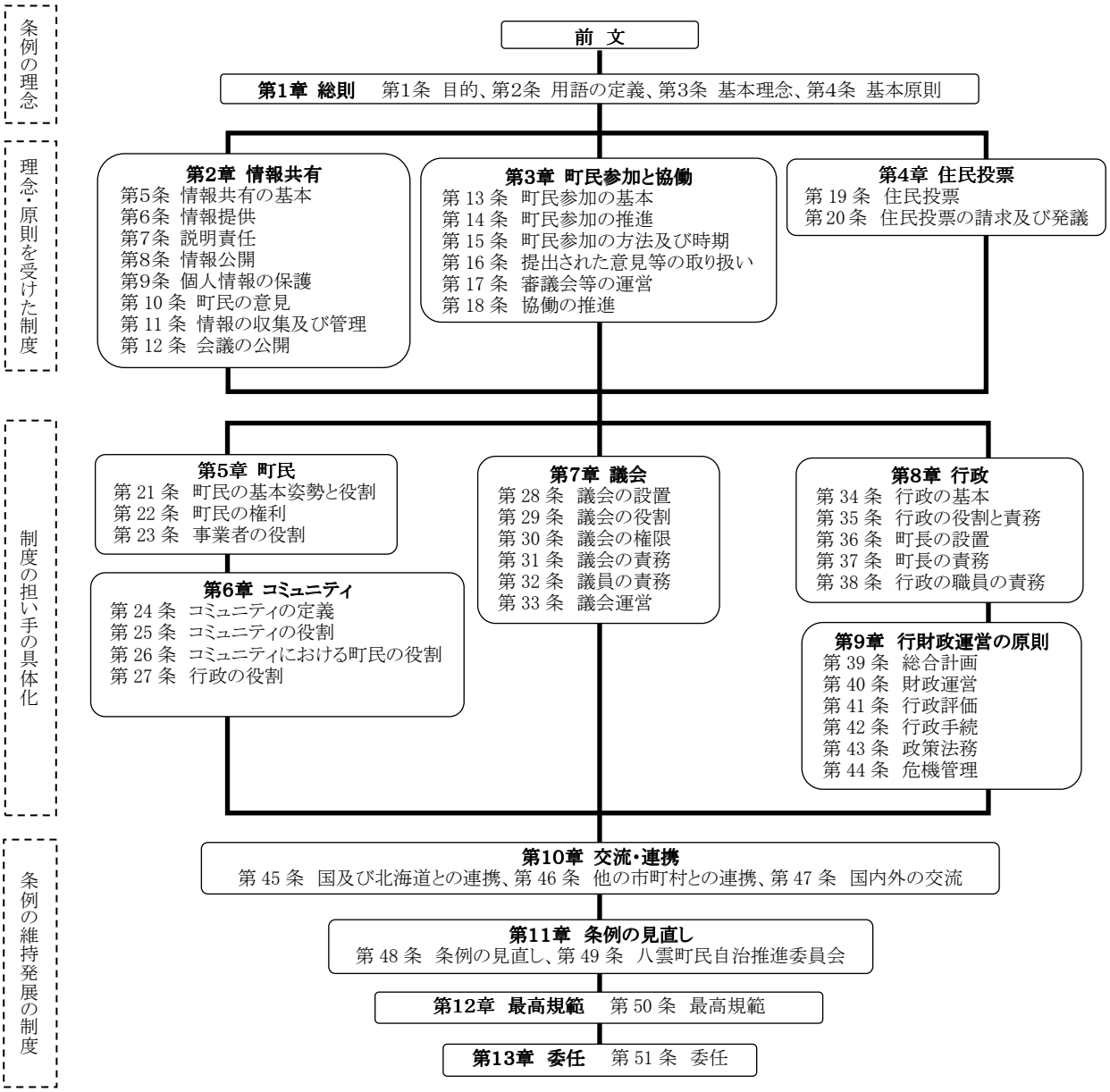八雲町自治基本条例の構造