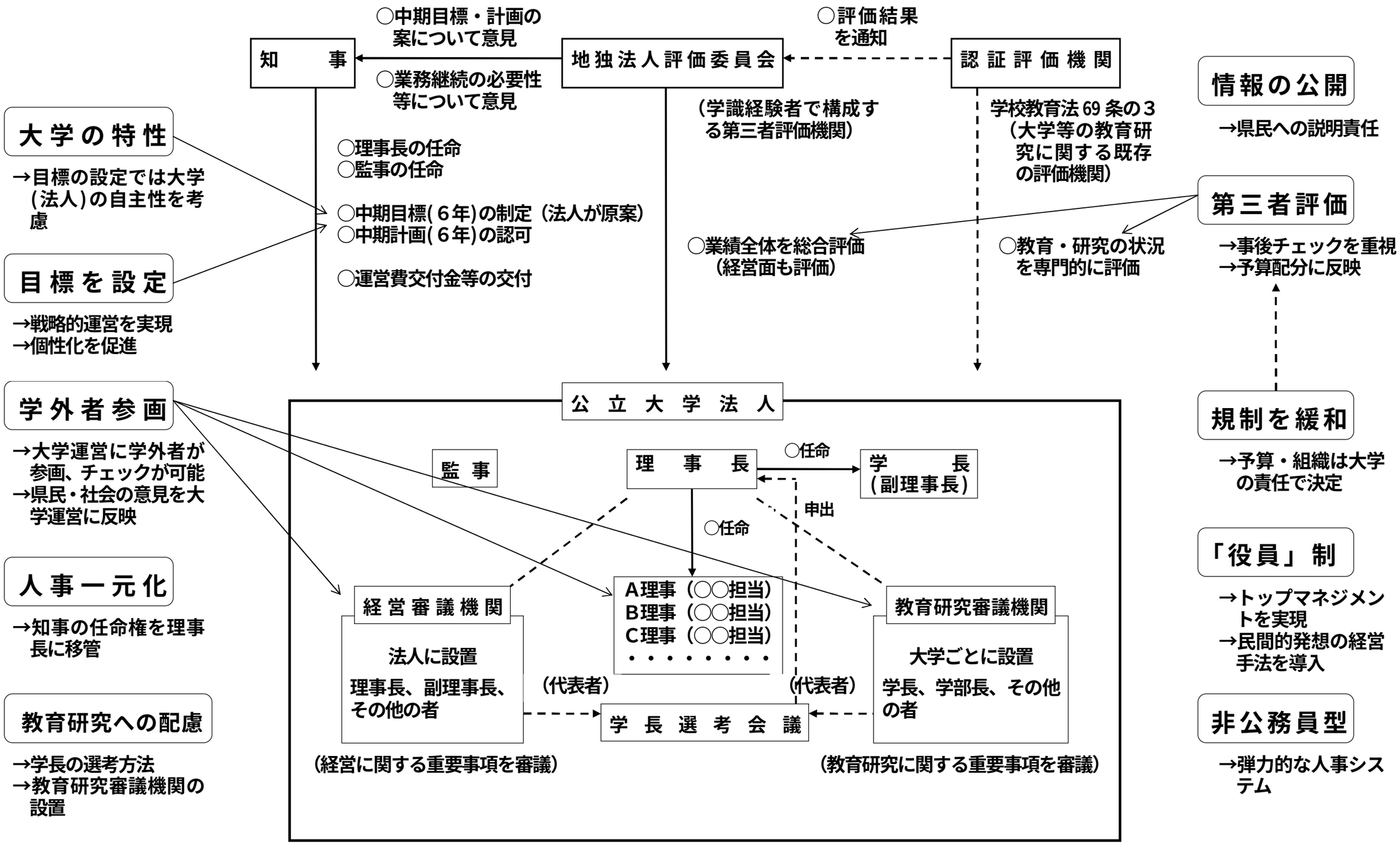公立大学法人の仕組みの概要