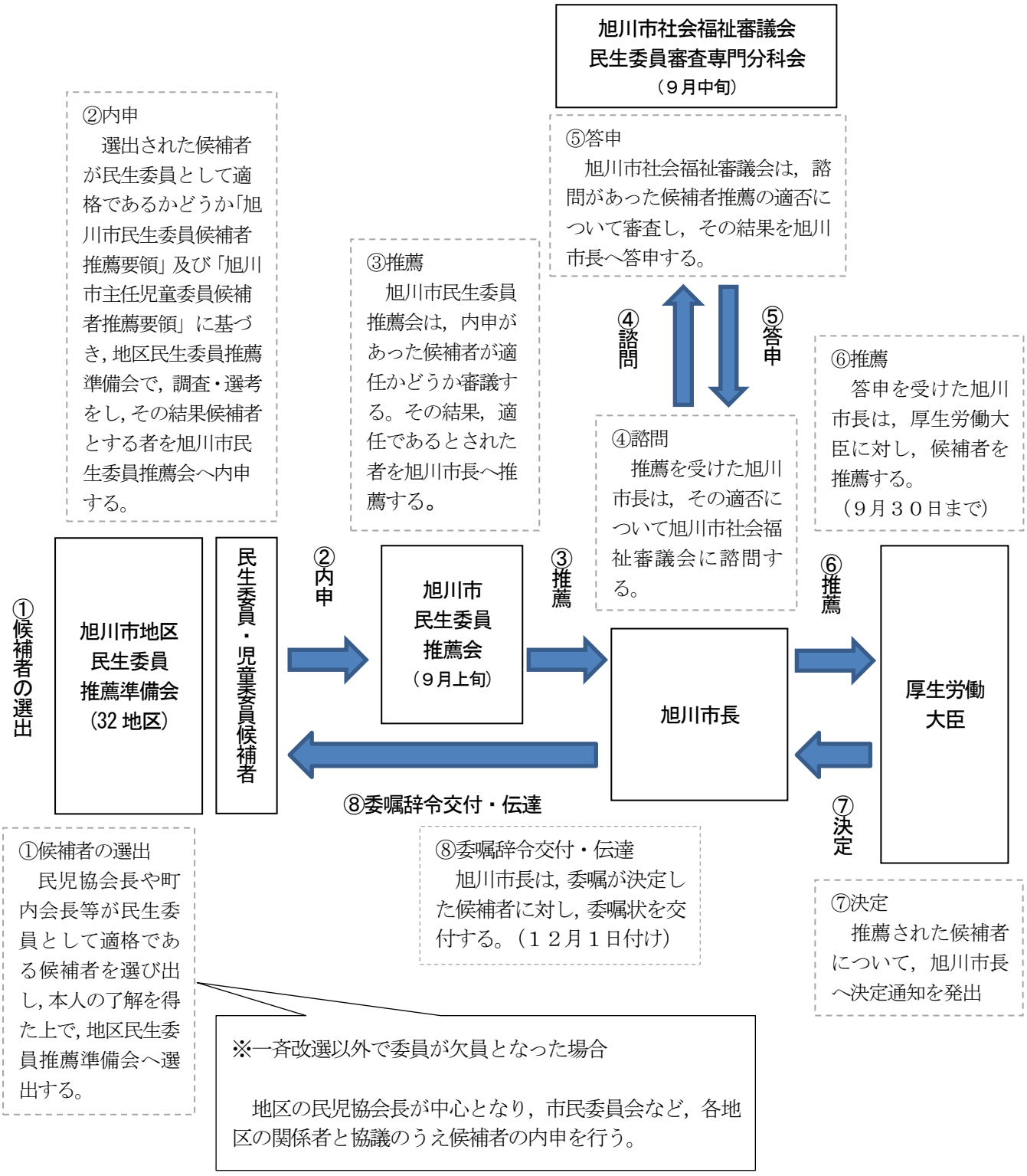民生委員・児童委員の委嘱までの流れ