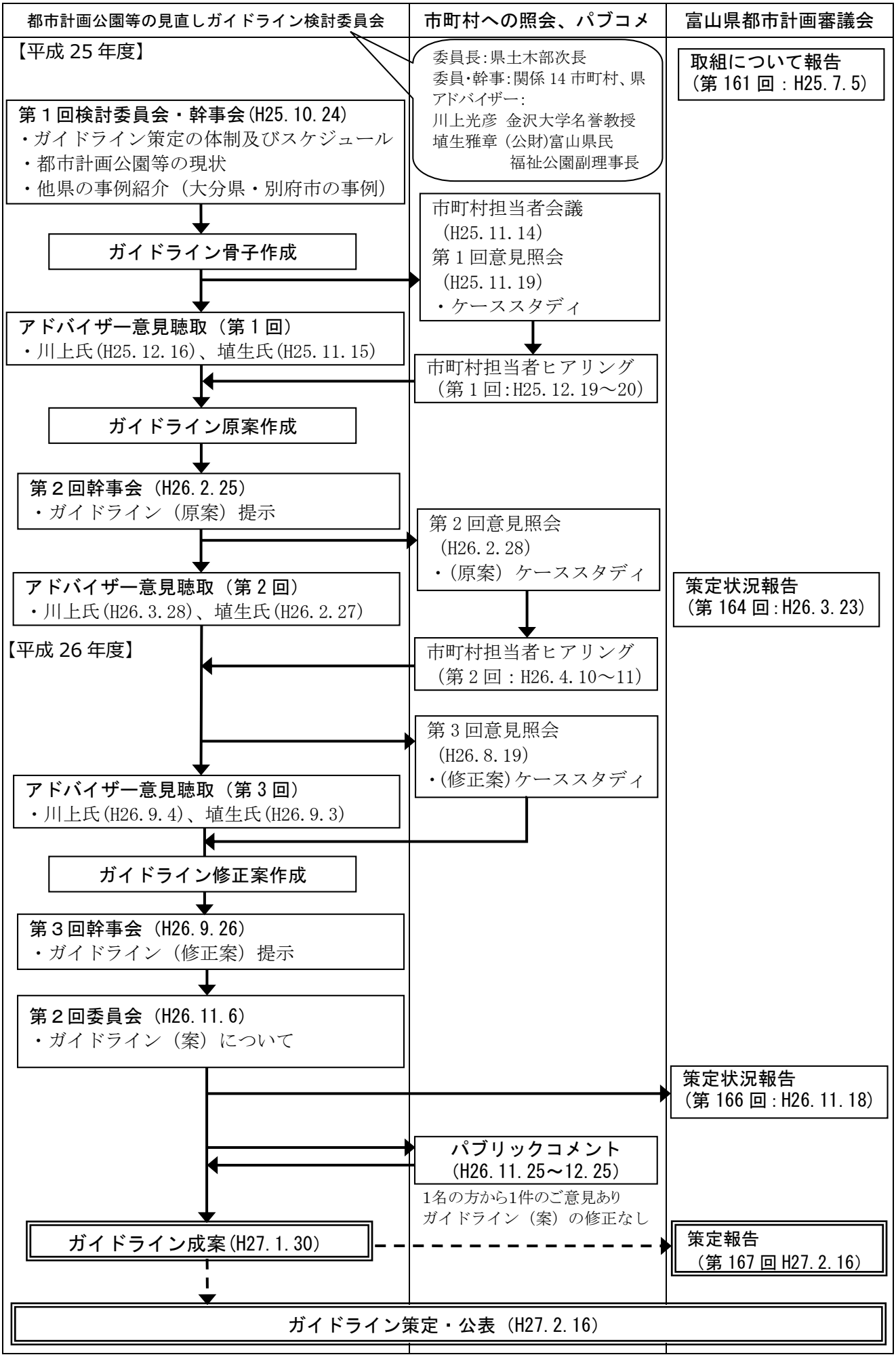「都市計画公園・緑地の見直しガイドライン」の策定経緯