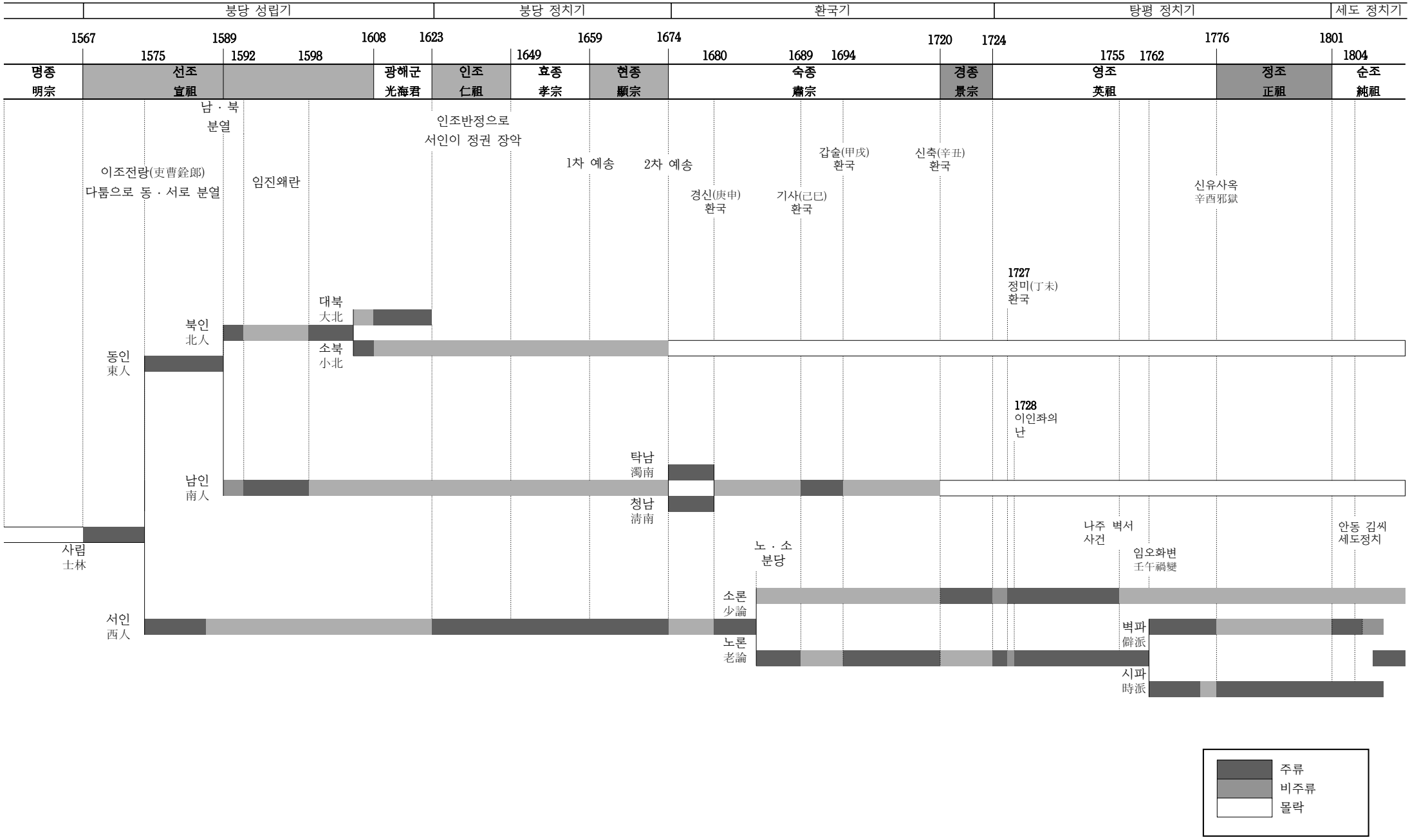붕당의 형성과 정국의 동향