

SEVENTEENTH CONGRESS
CONGRESS OF THE PHILIPPINES
First Regular Session
HOUSE OF REPRESENTATIVES

House Bill No. **1172**



Introduced by REPRESENTATIVE PIA S. CAYETANO

EXPLANATORY NOTE

The Philippine Constitution provides that "the State values the dignity of every human person and guarantees full respect for human rights." This is likewise guaranteed in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) to which the Philippines is a signatory.

Prostitution, defined as any act involving the use of a person for sexual gratification, pleasure or exploitation, or any act that promotes the latter, is a massive problem in our country. From 400,000-500,000 prostituted persons in the country in 1998, this figure has escalated to a staggering 800,000 prostituted persons in 2009, half of whom are children.¹

With 25.2% families² living below the poverty line, poverty is often cited as the primary reason why some people choose to engage in prostitution. It forces some persons to seek any means to survive – even if it means allowing themselves to be abused and their lives to be endangered. Whether voluntary or involuntary, we cannot deny that this system uses, oppresses, and violates the rights of persons exploited in prostitution, particularly, women and children.

This measure, which was left pending in the past three Congresses, was first introduced by Sen. Miriam Defensor-Santiago in the 14th Congress.

It seeks to address the root of the problem by shifting the accountability of prostitution from the prostituted person to the exploiters, including the traffickers, pimps, brothel owners, organized crime members, and corrupt officials.

The bill likewise seeks to change the public perception and treatment of persons exploited in prostitution as victims of the system and not as criminals. It provides for mechanisms to ensure that the human rights of prostituted persons are upheld, and for them to be extracted out of the system and reintegrated into society through rehabilitation programs.

¹ Philippine Commission on Women (n.d.) *Enacting the Anti-Prostitution Law (Amending Articles 202 and 341 of the Revised Penal Code)*. Retrieved from <http://pcw.gov.ph/wpia/anti-prostitution>

² Philippine Statistics Agency (National Statistics Office) (n.d.) *Poverty Incidence for Basic Sectors, 2006, 2009 and 2012 (as of 4 July 2014)*. Retrieved from <http://www.nscb.gov.ph/poverty>

Today, the number of persons exploited in prostitution is approaching the millionth mark. Let us not wait for this number to grow even more. Let us not wait for the day when we outrank all the other nations with the most number of prostitutes. Let us not wait for the day when our country will be recognized as the "Haven of Prostitution".

Let us uphold the dignity and the rights of all men, women and children involved in prostitution.

It is for these reasons that I earnestly seek the approval of this bill.

Pia S. Cayetano
PIA S. CAYETANO

SEVENTEENTH CONGRESS
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House Bill No. 1172

Introduced by REPRESENTATIVE PIA S. CAYETANO

AN ACT
ADDRESSING THE SYSTEM OF PROSTITUTION, IMPOSING PENALTIES ON
ITS PERPETRATORS, PROVIDING PROTECTIVE MEASURES AND SUPPORT
SERVICES FOR ITS VICTIMS, REPEALING FOR THE PURPOSE ARTICLES 202
AND 341 OF THE PENAL CODE

*Be it enacted by the Senate and the House of Representatives of the Philippines
in Congress assembled:*

1 **SECTION 1. *Short Title.*** - This Act shall be known as "The Anti-Prostitution Act."

2
3 **SEC. 2. *Declaration of policies.*** - The State:

- 4
5 (a) Declares its commitment to end the continuing sexual exploitation of
6 women, men and children, and all forms of gender-based violence;
7 (b) Recognizes prostitution as a human rights violation that calls for
8 coordinated and sustained response from all agencies of government;
9 (c) Recognizes that women and children are systematically victimized by, and
10 in, the system of prostitution and must therefore be given protection and
11 support by the State, instead of being treated as criminals; and
12 (d) Recognizes that eliminating prostitution is essential for women and
13 children to genuinely and meaningfully participate in nation-building.
14

15 **SEC. 3. *Definition of Terms.*** - For the purposes of this Act, the term:

- 16
17 (a) **"Prostitution"** means any act, transaction, scheme or design involving
18 the use or exploitation of another person, whether woman, man or child, for
19 the sexual gratification or pleasure of another in exchange for cash, profit or

1 other consideration, or any act that promotes or facilitates the
2 accomplishment of the said act, transaction, scheme or design.

3 (b) **"Person exploited in prostitution"** means a woman, man or child used,
4 employed or exploited for another person's sexual gratification or pleasure,
5 and for the monetary gain or profit of others, as defined in Section 4 of this
6 Act.

7
8 (c) **"Child"** means any person below eighteen (18) years of age or one who is
9 over eighteen (18) but is unable to fully take care of or protect himself/herself
10 from abuse, neglect, cruelty, exploitation or discrimination because of a
11 physical or mental disability or condition.

12
13 (d) **"Sexual exploitation"** means the participation or engagement of a person
14 for any sexual act in exchange for cash, profit or other consideration as a
15 result of being subjected to a threat, deception, coercion, abduction, force,
16 abuse of authority, debt bondage, fraud or through abuse of his/her
17 vulnerability.

18
19 (e) **"Sexual Act"** means sexual intercourse, including genital-to-genital, oral-
20 to-genital, anal-to-genital, or oral-to-anal intercourse or contact, bestiality,
21 masturbation, sadistic or masochistic abuse, exhibition of the genitals or pubic
22 area of any person, and other acts of a sexual nature whether the same is
23 made between persons of the same or opposite sex.

24
25 (f) **"Establishment"** means any business, enterprise or establishment,
26 including, but not limited to, sauna, bath, massage parlor, discotheque, bar,
27 restaurant, resort, lodging house, motel, hotel, theater, ship, vessel, cab or
28 taxi, or any other vehicle, or any dwelling house, structure or building serving
29 as a cover or venue for prostitution, or any group, association or organization
30 that engages in prostitution activities as defined in Section 4 of this Act.

31 (g) **"Cult"** refers to, but not limited to, fanatic groups that entice, recruit or
32 condition any person to become sexual offerings in organizational rituals or in
33 other circumstances as part of membership requirement.

1
2 **SEC. 4. Punishable Acts.** -Prostitution is a crime committed by:

- 3
4 (a) Any person who gives or delivers money or any other consideration in
5 exchange for the actual performance or mere demonstration of a sexual act
6 by a person exploited in prostitution, regardless of whether the person giving
7 or delivering money or any other consideration is the recipient of such sexual
8 act;
9
10 (b) Any person who is the recipient of a sexual act as defined in Section 3(e) of
11 this Act, whether such a recipient has given or delivered money or any other
12 consideration for the procurement of a person exploited in prostitution;
13 *Provided, however,* that for purposes of this Section, a recipient shall include
14 any person or persons or a crowd with whom a person exploited in
15 prostitution has actually performed or merely demonstrated such a sexual act;
16
17 (c) Any person who offers another person for sexual exploitation in exchange for
18 money or any other consideration;
19
20 (d) Any person who induces, persuades, entices, compels, kidnaps, recruits or in
21 any manner procures or causes a person to serve in an establishment
22 knowing that the same is involved in prostitution activities or when he/she has
23 reasonable cause to believe that such establishment is involved in the said
24 activities;
25
26 (e) Any person who uses information technology or any form of media for the
27 purpose of prostitution;
28
29 (f) Any person who organizes or arranges travel tours and/or tourism-related
30 activities that involve the sexual exploitation of any person or the escort
31 services of any person who is expected to perform the sexual act;

- 1 (g) Any person who, as a part of cult or religious obligation, uses, entices,
2 recruits, or offers any person as sexual offering or favor to other members of
3 the cult or religious organization;
4
- 5 (h) Any official or employee of any jail or detention center or any person
6 connected thereto who commits, causes, promotes, facilitates, allows or
7 tolerates the commission of any of the acts defined in this section upon
8 inmates, or who, in any manner, provides protection to the perpetrators of the
9 said act;
10
- 11 (i) Any person who derives profit or advantage from any of the prohibited acts
12 defined in this Section as owner, operator, manager, head, director, officer, or
13 agent of the establishment where any prostitution activity defined in this
14 Section takes place, or of the establishment serving as a cover for any such
15 prostitution activity, or who aids another establishment or person involved in
16 any prostitution activity;
17
- 18 (j) Any person who leases, subleases, or in any manner allows the use of any
19 dwelling, house, structure, building, land or any other property knowing that
20 the lessee/sub lessee intends to use or uses it for prostitution activities, as
21 defined in this Section. For the purpose of this paragraph, the owner of the
22 dwelling, house structure, building, land or any other property used for
23 prostitution and his/her agent shall be presumed to have knowledge that the
24 place is being used or intended to be used for prostitution unless he/she
25 disproves it;
26
- 27 (k) Any member of the military or police establishment, or any government official
28 or employee, or any person in authority who commits, causes, or promotes,
29 facilitates, allows, or tolerates the commission of any of the acts defined in
30 this Section, or who, in any manner, provides protection to the perpetrators of
31 the said acts.
32

1 For purposes of this Section, it is understood that the prohibited acts of
2 prostitution may be committed in any establishment as defined in Section 3(f) above
3 or in any other place not otherwise mentioned in Section 3(f). Furthermore, an
4 attempt to commit any of the acts defined in this Section is also prohibited.
5

6 **SEC. 5. *Person Exploited in Prostitution as Victims.*** - Any woman, man or child
7 used, or employed for, another person's sexual gratification, pleasure or exploitation,
8 and for the monetary gain or profit of others, as defined in Section 4 of this Act, shall
9 be treated as victims of prostitution. As such, they shall not incur any criminal liability
10 under this Act, except to the extent referred to under Section 6 (b) hereof.
11

12 In addition, the consent of the person exploited in prostitution to the
13 commission of any of the acts defined in Section 4 of this Act shall not in any way
14 exempt the offender from, or mitigate, his/her criminal liability.
15

16 **SEC. 6. *Penalties and Sanctions.***-
17

18 (a) Any person found guilty of the acts defined in Section 4 shall suffer the
19 penalty of imprisonment of twenty (20) years and a fine of not less than one
20 million pesos (P1,000,000.00) but not more than two million pesos
21 (P2,000,000.00);
22

23 (b) Any person guilty of the acts defined in Section 4 who is also exploited in
24 prostitution or had been exploited in prostitution shall suffer the penalty of
25 imprisonment of ten (10) years for the first offense and fifteen (15) years for
26 the succeeding violations and a fine of not less than five hundred thousand
27 pesos (P500,000.00) but not more than one million pesos (P1,000,000.00);
28

29 (c) Any person guilty of attempting to commit any of the prohibited acts shall
30 suffer the penalty of imprisonment of fifteen (15) years and a fine of not less
31 than five hundred thousand pesos (P500, 000.00) but not more than one
32 million pesos (P1, 000, 000.00);
33

(d) When the offender is any establishment as defined in this Act, the penalty shall be imposed upon the owner and operator or manager, or the directors and officers, or the responsible officers or agents of the establishment, corporation, partnership, or association found to be engaged in any of the acts defined in Section 4 of this Act.

In addition, the establishment, corporation, partnership or association shall be immediately closed and its registration and/or license to operate shall be revoked. A sign with the words "off limits" shall be conspicuously displayed outside the establishment by the Department of Social Welfare and Development (DSWD) for such period as the Department may determine which shall not be less than one (1) year. The unauthorized removal of such sign shall be punishable by imprisonment of six (6) months;

(e) When the offender is a foreigner, he or she shall be deported immediately after service of sentence and permanently barred from entry into the country;

(f) Any person found guilty of committing or attempting to commit any of the prohibited acts under Section 4 shall, in addition to the penalties stated in this section, undergo counseling, rehabilitation and mandatory education on the human rights situation of victims of prostitution with DSWD or its accredited NGO for a period of not less than three (3) months but not longer than one (1) year. The DSWD shall submit to the court a report on the rehabilitation of the offender.

SEC. 7. Civil Liability for Prostitution. - Persons exploited in prostitution may file independent civil cases for damages against the persons, natural or juridical, responsible for their exploitation.

Provinces, cities and municipalities shall be liable for damages, in addition to any other criminal or administrative liability under existing laws, to persons exploited in prostitution when it is proven that the responsible authorities had knowledge or were informed of the activities constituting prostitution but did not take proper action within a reasonable period of time. For purposes of this Section, the responsible

1 authorities shall be deemed to have knowledge of the production activities when the
2 same are of common knowledge in the community.

3
4 **SEC. 8. Prosecution of Cases.** - The person exploited in prostitution, his/her
5 parents, spouse, siblings, children or legal guardian, law enforcement agencies, or
6 the Inter-Agency Council Against Trafficking and Prostitution (IACATP) created
7 under this Act or any person who has personal knowledge of the commission of any
8 offense under this Act, may file a complaint for prostitution.

9
10 **SEC. 9. Venue.** - A criminal action arising from a violation of this Act shall be filed
11 where the offense was committed, or where any of its elements occurred, or where
12 the person exploited in prostitution actually resides at the time of the commission of
13 the offense; *Provided*, that the court where the criminal action is first filed shall
14 acquire jurisdiction to the exclusion of other courts.

15
16 **SEC. 10. Prescriptive Period.** - Cases under this Act shall prescribe in twenty (20)
17 years. The prescriptive period shall commence to run from the day on which the
18 person exploited in prostitution is delivered or released from the situation of
19 exploitation and shall be interrupted by the filing of the complaint or information. It
20 shall commence to run again when such proceedings terminate without the accused
21 being convicted or acquitted or are unjustifiably stopped for any reason not
22 imputable to the accused.

23
24 **SEC. 11. Exemption from Filing Fees.** - When the victim of prostitution institutes a
25 separate civil action, he or she shall be exempt from the payment of filing fees.

26
27 **SEC. 12. Confiscation and Forfeiture of the Proceeds and Instruments Derived**
28 **from Prostitution.** - In addition to the penalty imposed for the violation of this Act,
29 the Court shall order the confiscation and forfeiture, in favor of the government, of all
30 the proceeds and properties derived from the commission of the crime, unless they
31 are the property of a third person not liable for the unlawful act; *Provided, however*,
32 that all awards for damages shall be taken from the personal and separate
33 properties of the offender; *Provided, further*, That if such properties are insufficient,
34 the balance shall be taken from the confiscated and forfeited properties.

1
2 When the proceeds, properties and instruments of the offense have been
3 destroyed, diminished in value or otherwise rendered worthless by any act or
4 omission, directly or indirectly, of the offender, or it has been concealed, removed,
5 converted or transferred to prevent the same from being found or to avoid forfeiture
6 or confiscation, the offender shall be ordered to pay the amount equal to the value of
7 the proceeds, property or instruments of the offense.

8 **SEC. 13. Trust Fund.** - All fines imposed under this Act and the proceeds and the
9 properties forfeited and confiscated pursuant to Section 12 hereof, shall accrue to a
10 Trust Fund to be administered by the IACATP to be used exclusively for programs
11 that will prevent prostitution and protect, heal, and reintegrate prostituted persons
12 into the mainstream of society. Such programs shall include, but are not limited to,
13 those provided for under Section 19 sub-paragraph (1) of this Act.
14

15 **SEC. 14. Human Rights of Persons Exploited in Prostitution.** - Persons exploited
16 in prostitution have human rights that must be respected, protected and promoted by
17 all branches, agencies and instrumentalities of the government in law enforcement
18 drives, criminal prosecution, civil suits, service provision, and program development
19 and implementation. These rights include, but are not limited to:
20

- 21 (a) The right to be treated as human beings;
- 22 (b) The right to dignity and security of person;
- 23 (c) The right against any form of discrimination;
- 24 (d) The right to equal protection of the law;
- 25 (e) The right to be protected from abuse or exploitation,
- 26 (f) The right to seek redress for violations of their rights and to have their
- 27 complaints appropriately addressed;
- 28 (g) The right to fair and humane treatment;
- 29 (h) The right to sensitive and appropriate legal, health, and other social
- 30 services;
- 31 (i) The right to organize themselves and fight for their legitimate concerns;
- 32 and
- 33 (j) The right to be consulted on any government initiative affecting them.

1
2 Persons exploited in prostitution shall not be detained on the occasion of, or
3 by reason of, a raid, or in the name of law enforcement. There shall be at least one
4 (1) social worker or one (1) representative from a non-governmental organization
5 (NGO) known to be working with women exploited in prostitution present during
6 raids.

7 During raids of establishment, and at any stage of the investigation,
8 prosecution and trial of complaints for violation of this Act, law enforcers, prosecutors
9 and judges shall not disclose to the public the name, personal circumstances and
10 other information that will establish the identity of the person exploited in prostitution,
11 unless the latter consents thereto in writing.
12

13 It shall also be the duty of the law enforcers to ensure that persons exploited
14 in prostitution are not exposed to the media on the occasion of a raid. Law enforcers
15 who allow or facilitate the exposure to the media of persons exploited in prostitution
16 shall suffer the penalty of six (6) months imprisonment, without prejudice to the filing
17 of other criminal, civil and administrative charges under applicable laws.
18

19 **SEC. 15. Confidentiality.** - It shall be the responsibility of any journalist, reporter,
20 editor, publisher or producer of print and broadcast media to protect the identity and
21 privacy of persons exploited in prostitution, most particularly on the occasion of a
22 raid or rescue operation. Any journalist, reporter, editor, publisher or producer of print
23 and broadcast media who exposes to the public the identity of any person exploited
24 in prostitution without her or his consent thereto in writing, or causes the publication
25 of any picture or video that violates the dignity and other human rights of the person
26 exploited in prostitution, shall suffer the penalty of one (1) year imprisonment. In
27 addition, the owner or publisher of the print or broadcast media found guilty of the
28 violation shall pay a fine of Five Hundred Thousand Pesos (P500,000.00). This shall
29 be without prejudice to the right of persons exploited in prostitution to file a civil
30 action for damages for the violation of their human rights or for any injury caused
31 them by the publication.

32 **SEC. 16. Entrapment Prohibited.** - Law enforcers shall not use entrapment as a
33 method in law enforcement activities when the same will involve the sexual

1 exploitation of persons as defined in Section 3(b) of this Act. A law enforcement
2 officer who resorts to this method shall suffer the penalty of eight (8) years
3 imprisonment.

4
5 **SEC. 17. Requirements for Hotels, Motels and Lodging Houses. -**
6 Notwithstanding any legislation, ordinance or rule to the contrary, every hotel, motel
7 or lodging area shall:

8
9 (a) Maintain a reception and registration area for guests and patrons that is
10 readily within the public view;

11
12 (b) Maintain open garages, or those that do not have doors or any closing
13 mechanism; and

14
15 (c) Maintain good lighting in all its entrances, exists, driveways and garages.

16
17 No hotel, motel or lodging house shall be allowed to operate in any part of the
18 Philippines without complying with the preceding requirements.

19
20 For the purpose of this Section, hotels, motels, and lodging houses already
21 operating shall have six (6) months from the effectivity of this Act to comply with this
22 provision. Failure of any hotel, motel and lodging house to comply with this Section
23 shall result in the cancellation of their license or permit to operate.

24
25 **SEC. 18. Mechanisms for Implementation and Monitoring. -** To effectively
26 implement and monitor the provisions of this Act, the Inter-Agency Council Against
27 Trafficking (IACAT) created under Republic Act No. 9208 or the Anti-Trafficking in
28 Persons Act of 2003, shall be expanded and renamed as the Inter-Agency Council
29 Against Trafficking and Prostitution (IACATP).

30 The Secretary of Department of Justice (DOJ) will continue to serve as the
31 Chairperson and the Secretary of DSWD as Co-Chairperson. The membership of
32 the IACAT shall be amended to include the following:

33 (a) Secretary, Department of the Interior and Local Government

- 1 (b) Secretary, Department of Health
- 2 (c) Secretary, Department of Tourism
- 3 (d) Director, National Bureau of Investigation
- 4 (e) Director General, Technical Education and Skills Development Authority
- 5 (f) Additional NGO Representative of persons exploited in prostitution.

6

7 **SEC. 19. *Functions of the IACATP.*** - The following additional functions shall be

8 performed by the IACATP:

9

10 (1) Develop a program addressing prostitution and the needs of persons

11 exploited in prostitution and those vulnerable to be exploited in prostitution. The

12 program shall include public information and education campaign against

13 prostitution, crisis intervention service, education assistance, socio-economic

14 assistance such as sustainable livelihood skills training and financial support for

15 small-scale businesses, and integration and complete after-care programs for

16 persons exploited in prostitution, among others;

17

18 (2) Identify and, if necessary, create centers in strategic places all over the

19 Philippines that will provide health services, including counseling and therapy,

20 temporary shelter and other crisis intervention services to persons exploited in

21 prostitution. The rape crisis centers established under Republic Act No. 8505 and the

22 hospital-based prosecution units for women and children may also serve as centers

23 servicing persons exploited in prostitution.

24

25 Each center shall establish a network of health care and other service

26 providers to address the needs of persons exploited in prostitution;

27

28 (3) Ensure that units are created or identified within relevant government

29 agencies, particularly those composing the IACATP, that shall focus on addressing

30 prostitution and the needs of persons exploited in prostitution.

31 This shall include units within the National Prosecution Service Offices in local

32 government units (LGUs) that shall specifically focus on the prosecution of offenders

33 under this Act;

34

1 (4) Ensure that relevant government agencies work in close coordination with
2 each other in addressing prostitution and the needs of persons exploited in
3 prostitution;

4
5 (5) Develop and implement a training program for law enforcers, public
6 prosecutors, judges, government lawyers, government health care providers, social
7 workers and *barangay* officials that aims to increase their understanding of
8 prostitution as a system, and equip them with the perspective and skills to
9 appropriately address the needs of persons exploited in prostitution, respect, protect
10 and promote their human rights, and pursue the prosecution of offenders;

11
12 (6) Ensure that local counterparts of the IACATP are created in every
13 municipality, city and provinces;

14
15 (7) Undertake to lead the prosecution of any violation of this Act; and

16
17 (8) Promulgate, when necessary, rules and regulations for the effective
18 implementation and enforcement of this Act.

19
20 **SEC. 20. Responsibilities of Local Government Agencies in Anti-prostitution**
21 **Efforts.** - Local government units (LGUs) shall exercise their powers to curb
22 prostitution within their respective jurisdictions. LGUs shall create a local IACATP
23 that shall combat and prevent any act of prostitution in their area. The local IACATP
24 shall be responsible for the monitoring and documentation of cases on prostitution
25 within their areas of jurisdiction and shall submit an annual report to the national
26 IACATP. If a local committee dealing with issues related to prostitution such as
27 trafficking and violence against women and children had already been established,
28 the LGU shall ensure that programs and services for prostituted persons are
29 integrated in the plan of action of the said committee. It shall be unlawful for any
30 LGU to issue licenses or permits for the operation of any establishment that is used
31 or intended to be used for any prostitution activity. Any such license or permit
32 already issued prior to the effectivity of this Act shall be deemed automatically
33 revoked or cancelled and shall not be renewed.

1 Other responsibilities of LGUs shall include conducting public information
2 campaign against prostitution, carrying out rescue operations and ensuring the
3 safety or security of victims of prostitution. They may employ elements of the
4 National Bureau of Investigation (NBI) or the Philippine National Police (PNP) as
5 provided for under Republic Act No. 6975, as amended by Republic Act No. 8551.
6

7 **SEC. 21. Immunity of Government and DSWD-Accredited NGOs from Undue**
8 **Interference.-** Members of the national and local IACATP and DSWD-accredited
9 NGOs that are involved in the implementation of anti-prostitution programs are
10 granted immunity from suit and other legal proceedings in connection with the
11 enforcement of said programs.
12

13 **SEC. 22. Appropriations.** - The amount necessary to carry out the provisions of this
14 Act is hereby authorized to be appropriated in the General Appropriations Act of the
15 year following the enactment of this law and every year thereafter. All LGUs are
16 likewise mandated to allot not less than five percent (5%) of their gender and
17 development (GAD) budget and not less than five percent (5%) of the local
18 development fund of LGUs for programs, project and activities aimed to control and
19 eliminate prostitution activities within their jurisdiction, including the development and
20 conduct of deterrent information campaigns directed to potential and actual buyers of
21 prostitution sex.
22

23 **SEC. 23. Separability Clause.** - If any provision of this Act is declared invalid or
24 unconstitutional, the remaining provisions shall not be affected thereby and shall
25 continue to be in full force.
26

27 **SEC. 24. Suppletory Application.** - The provisions of Republic Act No. 9208 or the
28 Anti-Trafficking in Persons Act shall have suppletory application to this Act.

29 **SEC. 25. Repealing Clause.** - Article 202 and 341 of the Revised Penal Code are
30 hereby repealed. All other laws, decrees, ordinances and rules inconsistent with the
31 provisions of this Act are hereby modified or repealed accordingly.
32