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ELEVENTH CONGRESS OF THE REPUBLIC) OF THE PHILIPPINES )	00 FEB 16 A8:53
	GENATE OFFICE OF THE SECRETARY

### COMMITTEE REPORT NO. 179

Submitted jointly by the Committees on Trade and Commerce and Science and Technology on

Re: S. No. 1902

Recommending its approval without amendments

Sponsors: Senators Magsaysay, Jr., Sotto III, Flavier and Ople

#### MR. PRESIDENT:

The Committees on Trade and Commerce; *and* Science and Technology, which were, referred S. No. 1902 introduced by Senators Flavier, Ople, Magsaysay, Jr. and Sotto III entitled:

"AN ACT PROVIDING FOR AN ELECTRONIC COMMERCE LAW AND FOR OTHER PURPOSES"

has considered the same and has the honor to report it back to the Senate with the recommendation that it be approved without amendments.

Respectfully submitted:

Chairman Committees on Trade and Commerce and Science and Technology

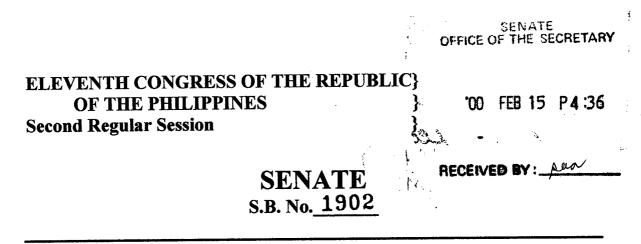
1911 IV uen ROBERT S. JAWORSKI TERESA/AQUINO-ORETA Vice/Chairperson Vige-Chairman Committee on Science and Technology Committee on Trade, and Commerce Aproduns EMA h. ANNA DOMINIQUE M.L. COSETENG SERGIO R. Ø8MEÑA III Vice-Chairperson Vice-Chairman Committee on Trade and Commerce Committee on Trade and Commerce MEMBERS: SÓTTO III FO Ġ. BIAZON -LOREN LEGARDA-LEVISTE AVIER RENĀTŌ L. CAŸETANO

EX-OFFICIO MEMBERS:

TÕHN H. OSMEN FRAI KLIN M. DRILON Majority Leader President Pro-Tempore en, TÉOFISTÓ T. GUÍNGÓNA, JR.

Minority Leader

The Honorable BLAS F. OPLE Senate President Pasay City



# Introduced by Senators Flavier, Ople, Magsaysay, Jr. and Sotto III

#### **EXPLANATORY NOTE**

On December 17, 1996, the United Nations General Assembly passed Resolution 2205. It created the United Nations Commission on International Trade Law (UNCITRAL), with a mandate to further the progressive harmonization and unification of the law of international trade bearing in mind the interests of all peoples, in particular those of the developing countries, in the extensive development of international trade.

In 1985, the Commission recommended the legal value of computer records as a reaction to the increasing number of transactions in international trade carried out by means of electronic data interchange and other means of communication, commonly referred to us electronic commerce, which involve the use of altenatives to paper-based methods of communication and storage of information.

Years later, the Commission came out with the Model Law on Electronic Commerce which they sent to the General Assembly for approval.

In the General Assembly's 85<sup>th</sup> plenary meeting on 16 December 1996 it finally adopted the UNCITRAL Model Law on Electronic Commerce. It urged member states and international organizations to give consideration to the Model Law when they enact or revise their laws, in view of the need for uniformity of the law applicable to alternatives to paper-based methods of communication, transactions, and storage of information.

Recognizing the importance of and in keeping pace with these development, the Philippines heeds the call of the United Nations General Assembly for member nations to adopt the Model Law.

This bill seeks to adopt the Model Law's application in the Philippines. If enacted, this will encourage greatly the growth of an alreadygrowing electronic commerce in the Philippines. It will make us active participants in the billion dollars electronic trade already existing around the globe.

The bill, if approved, will also see the phenomenal growth of trade transactions, which were hitherto paper-based: trade in and carriage of goods, among others.

Early passage of this bill is earnestly sought.

BLAS F. OPLE

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Second Regular Session	· · · · · · · · · · · · · · · · · · ·	00	rt0 13	F4.JU

SENATE S.B. No. 1902	RECEIVED BY:
Introduced by Senators Flavier, Ople, M	lagsaysay, Sotto III

AN ACT

# PROVIDING FOR AN ELECTRONIC COMMERCE LAW AND FOR OTHER PURPOSES

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

## PART I. SHORT TITLE AND DECLARATION OF POLICY

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**SECTION 1. Short Title.** – This act shall be known and cited as the "Electronic Commerce Act". (NU)

SEC. 2. Declaration of Policy. -- The State recognizes the vital role of 6 information technology and telecommunication in nation-building; the need to 7 create an information-friendly environment which supports and ensures the 8 availability, diversity and affordability of telecommunication and information 9 technology products and services; the primary responsibility of the private 10 sector in contributing investments and services in telecommunications and 11 information technology; the need to develop, with appropriate training 12 programs and institutional policy changes, human resources for the 13 information technology age, a labor force skilled in the 14 use of telecommunication and information technology and a population capable of 15 operating and utilizing electronic appliances and computers; its obligation to 16 facilitate the transfer and promotion of adaptation technology, to ensure 17 network security, connectivity and neutrality of technology for the national 18 benefit; and the need to marshal, organize and deploy national information 19 infrastructures, comprising in both telecommunications network and strategic 20 information services, including their interconnection to the global information 21 networks, with the necessary and appropriate legal, financial, diplomatic and 22 technical framework, system and facilities. (NU) 23

#### PART II. Electronic Commerce in General

#### **Chapter I - General Provisions**

SEC. 3. Objective. -- this act aims to simplify and facilitate domestic 6 of and international exchange information, 7 dealings, transactions, arrangements, agreements and contracts through the utilization of electronic, 8 9 optical and similar medium, mode and instrumentality, and to promote security 10 and recognize the authenticity and reliability of data messages related to such activities. (NU) 11

SEC. 4. Sphere of Application. – This Act shall apply to any kind of data message used in the context of commercial activities and other exchange of information, dealings, transactions, arrangements, agreements and contracts.

SEC. 5. Definition of Terms. - For the purposes of this ACT, the
 following terms are defined, as follows:

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- (a) "Addressee" of a data message means a person who is intended by the originator to receive the data message, but does not include a person acting as an intermediary with respect to that data message;
- "Computer" refers to any device or apparatus which, by (b) 21 22 electronic, electro-mechanical or magnetic impulse, or by other means, is capable of receiving, recording, transmitting, storing, 23 processing, retrieving or producing information, data, figures, 24 symbols or other modes of written expression according to 25 mathematical and logical rules, or of performing any one or more 26 of those functions including two or more computers carrying one 27 or more of those functions in combination or in succession or 28 otherwise howsoever conjointly which shall be treated as a single 29 computer. (NU) 30
- 31 (c) **"Data message"** means information generated, sent, received or 32 stored by electronic, optical or similar means including, but not

limited to electronic data interchange (EDI), electronic mail, telegram, telex, or telecopy;

- (d) "Electronic data interchange (EDI)" means the electronic transfer from computer to computer of information using an agreed standard to structure the information;
- (e) "Hacking" refers to acts including, but not limited to, any 6 unauthorized access into or interference in a computer 7 system/server or any access in order to corrupt, destroy, alter, or 8 steal data messages using 9 computers or other similar communication devices. (NU) 10
- (f) "Information system" means a system for generating, sending,
   receiving, storing or otherwise processing data messages;
- (g) "Intermediary", with respect to a particular data message, means
  a person who, on behalf of another person, sends, receives or
  stores that data message or provides other services with respect to
  that data message;
- (h) "Originator" of a data message means a person by whom, or on
  whose behalf, the data message purports to have been sent or
  generated prior to storage, if any, but it does not include a person
  acting as an intermediary with respect to that data message;
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**SEC. 6.** *Interpretation.* -- (1) In the interpretation of this Act, regard is to be had to its international origin and to the need to promote uniformity in its application and the observance of good faith.

(2) Questions concerning matters governed by this ACT, which are not
expressly settled in it are to be settled in conformity with the general principles
on which this Act is based.

SEC. 7. Variation by Agreement. -- (1) As between parties involved in generating, sending, receiving, storing or otherwise processing data message, and except as otherwise provided, the provisions of Part II, Chapter III, may be varied by agreement.

(2) Paragraph (1) does not affect any right that may exist to modify by
 agreement any rule of law referred to in Part I, Chapter II.

#### CHAPTER II. LEGAL RECOGNITION OF DATA MESSAGES

3 SEC. 8. Legal Recognition of Data Messages. – Information shall 4 not be denied legal effect, validity or enforceability solely on the grounds 5 that it is in the data message purporting to give rise to such legal effect, but 6 is merely referred to in that data message.

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SEC. 9. Legal Recognition of Electronic Writing. -- (1) Where the
law requires information to be in writing that requirement is met by a data
message if the information contained therein is accessible so as to be usable
for subsequent reference.

(2) Paragraph (1) applies whether the requirement therein is in the form
 of an obligation or whether the law simply provides consequences for the
 information not being in writing.

14 SEC. 10. Legal Recognition of Electronic Signatures. -- (1) 15 Where the law requires a signature of a person, that requirement is met in 16 relation to a data message if:

- 17(a) a method is used to identify that person and to indicate that18person's approval of the information contained in the data19message; and
- 20 (b) that method is as reliable as was appropriate for the purpose 21 for which the data message was generated or communicated, 22 in the light of all the circumstances, including any relevant 23 agreement.

(2) Paragraph (1) applies whether the requirement therein is in the
 form of an obligation or whether the law simply provides consequences for
 the absence of a signature.

SEC. 11. Original Documents. -- (1) Where the law requires
information to be presented or retained in its original form, that requirement
is met by a data message if:

30 (a) there exists a reliable assurance as to the integrity of the
31 information from the time when it was first generated in its
32 final form, as a data message or otherwise; and

1	(b) where it is required that information be presented, that
2	information is capable of being displayed to the person to
3	whom it is to be presented.
4	(2) Paragraph (1) applies whether the requirement therein is in the
5	form of an obligation or whether the law simply provides consequences for the
6	information not being presented or retained in its original form.
7	(3) For the purposes of subparagraph (a) of paragraph (1):
8	(a) the criteria for assessing integrity shall be whether the
9	information has remained complete and unaltered, apart from
10	the addition of any endorsement and any change which arises
11	in the normal course of communication, storage and display;
12	and
13	(b) the standard of reliability required shall be assessed in the light
14	of the purpose for which the information was generated and in
15	the light of all the relevant circumstances.
16	SEC. 12. Admissibility and Evidential Weight of Data Messages
17	(1) In any legal proceedings, nothing in the application of the rules of
18	evidence shall apply so as to deny the admissibility of a data message in
19	evidence:
20	(a) on the sole ground that it is a data message; or,
21	(b) if it is the best evidence that the person adducing it could
22	reasonably be expected to obtain, on the grounds that it is not
23	in its original form.
24	(2) Information in the form of a data message shall be given due
25	evidential weight. In assessing the evidential weight of a data message, regard
26	shall be had to the reliability of the manner in which the data message was
27	generated stored or communicated, to the reliability of the manner in which the
28	integrity of the information was maintained, to the manner in which its
29	originator was identified, and to any other relevant factor.

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1 SEC. 13. Retention of Data Messages. -- (1) Where the law 2 requires that certain documents, records or information be retained, that 3 requirement is met by retaining data messages: **Provided**, That the following 4 conditions are satisfied:

- (a) the information contained therein is accessible so as to be
  usable for subsequent reference; and
- 7 (b) the data message is retained in the format in which it was
  8 generated, sent or received, or in the format which can be
  9 demonstrated to represent accurately the information
  10 generated, sent or received; and
- (c) such information, if any, is retained as enables the
  identification of the original and destination of a data message
  and the time when it was sent or received.

14 (2) An obligation to retain documents, records or information in 15 accordance with paragraph (1) does not extend to any information the sole 16 purpose of which is to enable the message to be sent or received.

(3) A person may satisfy the requirement referred to in paragraph (1) by
using the services of any other person: *Provided*, that the conditions set forth
in subparagraph (a), (b) and (c) of paragraph (1) are met.

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#### CHAPTER III. COMMUNICATION OF DATA MESSAGES

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SEC. 14. Formation and Validity of Contracts. -- (1) In the context of contract formation, unless otherwise agreed by the parties, an offer and the acceptance of an offer may be expressed by means of data messages. Where a data message is used in the formation of a contract, that contract shall not be denied validity or enforceability on the sole ground that a data message was used for that purpose.

(b) if the acknowledgement is not received within the time specified in subparagraph (a), may, upon notice to the addressee, treat the data message as though it had never been sent, or exercise any other rights it may have.

5 (5) Where the originator receives the addressee's acknowledgement 6 of receipt, it is presumed that the related data message was received by the 7 addressee. That presumption does not imply that the data message corresponds 8 to the message received.

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9 (6) Where the received acknowledgement states that the related data 10 message met technical requirements, either agreed upon or set forth in 11 applicable standards, it is presumed that those requirements have been met.

- 12 (7) Except in so far as it relates to the sending or receipt of the data 13 message, this article is not intended to deal with the legal consequences that 14 may flow either from that data message or from the acknowledgement of its 15 receipt.
- 16 SEC. 18. *Time and Place of Dispatch and Receipt of Data* 17 *Messages.* -- (1) Unless otherwise agreed between the originator and the 18 addressee, the dispatch of a data message occurs when it enters an information 19 system outside the control of the originator or of the person who sent the data 20 message on behalf of the originator.
- (2) Unless otherwise agreed between the originator and the addressee,
  the time of receipt of a data message is determined as follows:
- (a) If the addressee has designated an information system for the
   purpose of receiving data messages, receipt occurs:
- 25 (i) at the time when the data message enters the designated
  26 information system; or
- (ii) if the data message is sent to an information system of
  the addressee that is not the designated information
  system, at the time when the data message is retrieved by
  the addressee;
- 31 (b) If the addressee has not designated an information system,
  32 receipt occurs when the data message enters an information
  33 system of the addressee.

(3) Paragraph (2) applies notwithstanding that the place where the 1 information system is located may be different from the place where the data 2 message is deemed to be received under paragraph (4). 3 (4) Unless otherwise agreed between the originator and the addressee, a 4 data message is deemed to be dispatched at the place where the originator has 5 its place of business, and is deemed to be received at the place where the 6 addressee has its place if business. For the purposes of this paragraph: 7 (a) if the originator or the addressee has more than one place of 8 business, the place of business is that which has the closest 9 relationship to the underlying transaction or, where there is no 10 underlying transaction, the principal place of business; 11 (b) if the originator or the addressee does not have a place of 12 business, reference is to be made to its habitual residence. 13 14 PART THREE. ELECTRONIC COMMERCE IN SPECIFIC AREAS 15 16 17 CHAPTER I. **CARRIAGE OF GOODS** SEC. 19. Actions Related to Contracts of Carriage of Goods. --18 Without derogating from the provisions of part two of this law, this chapter 19 applies to any action in connection with, or in pursuance of, a contract of 20 21 carriage of goods, including but not limited to: furnishing the marks, number, quantity or weight of goods; (a) 22 (i) stating or declaring the nature or value of goods; 23 (ii) 24 (iii) issuing a receipt for goods; (iv) 25 confirming that goods have been loaded; notifying a person of terms and conditions of the contract; (b) 26 (i) 27 (ii) giving instructions to a carrier; claiming delivery of goods; 28 (c) **(i)** 29 (ii) authorizing release of goods; 30 (iii) giving notice of loss of, or damage to, goods; giving any other notice or statement in connection with the 31 (d) 32 performance of the contract;

- (e) undertaking to deliver goods to a named person or a person authorized to claim delivery;
- (f) granting, acquiring, renouncing, surrendering, transferring or negotiating rights in goods;
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(g) acquiring or transferring rights and obligations under the contract.

6 SEC. 20. Transport Documents. -- (1) Subject to paragraph (3), 7 where the law requires that any action referred to in Section 19 be carried out 8 in writing or by using a paper document, that requirement is met if the action is 9 carried out by using one or more data messages.

(2) Paragraph (1) applies whether the requirement therein is in the form
 of an obligation or whether the law simply provides consequences for failing
 either to carry out the action in writing or to use a paper document.

(3) If a right is to be granted to, or an obligation is to be acquired by, one
person and no other person, and if the law requires that, in order to effect this,
the right or obligation must be conveyed to that person by the transfer, or use
of, a paper document, that requirement is met if the right or obligation is
conveyed by using one or more data messages: *Provided*, That a reliable
method is used to render such data message or messages unique.

(4) For the purposes of paragraph (3), the standard of reliability required
 shall be assessed in the light of the purpose for which the right or obligation
 was conveyed and in the light of all the circumstances, including any relevant
 agreement.

(5) Where one or more data messages are used to effect any action in subparagraphs (f) and (g) of Section 19, no paper document used to effect any such action is valid unless the use of data message has been terminated and replaced by the use of paper documents. A paper document issued in these circumstances shall contain a statement of such termination. The replacement of data messages by paper documents shall not affect the rights or obligations of the parties involved.

(6) If a rule of law is compulsorily applicable to a contract of carriage of
 goods which is in, or is evidenced by, a paper document, that rule shall not be
 inapplicable to such a contract of carriage of goods which is evidenced by one

SEC. 15. 1 Recognition by Parties of Data Messages. -- (1) As 2 between the originator and the addressee of a data message, a declaration of will or other statement shall not be denied legal effect, validity or enforceability 3 solely on the grounds that it is in the form of a data message. 4 SEC. 16. Attribution of Data Messages. -- (1) A data message is 5 that of the originator if it was sent by the originator itself. 6 (2) As between the originator and the addressee, a data message is 7 deemed to be that of the originator if it was sent: 8 (a) by a person who had the authority to act on behalf of the 9 10 originator in respect of that data message; or (b) by an information system programmed by, or on behalf of the 11 12 originator to operate automatically. (3) As between the originator and the addressee, an addressee is entitled 13 to regard a data message as being that of the originator, and to act on that 14 assumption, if: 15 16 (a) in order to ascertain whether the data message was that of the originator, the addressee properly applied a procedure 17 previously agreed to by the originator for that purpose; or 18 (b) the data message as received by the addressee resulted from 19 the actions of a person whose relationship with the originator 20 21 or with any agent of the originator enabled that person to gain access to a method used by the originator to identify data 22 messages as its own. 23 (4) Paragraph (3) does not apply: 24 (a) as of the time when the addressee has both received notice 25 from the originator that the data message is not that of the 26 originator, and has reasonable time to act accordingly; or 27 (b) in a case within paragraph (3)(b), at any time when the 28 addressee knew or should have known, had it exercised 29 reasonable care or used any agreed procedure, that the data 30 31 message was not that of the originator. (5) Where a data message is that of the originator or is deemed to be that 32 of the originator, or the addressee is entitled to act on that assumption, then, as 33

between the originator and the addressee, the addressee is entitled to regard the data message as received as being what the originator intended to send, and to act on that assumption. The addressee is not so entitled when it knew or should have known, had it exercised reasonable care or used any agreed procedure, that the transmission resulted in any error in the data message as received.

7 (6) The addressee is entitled to regard each data message received as a 8 separate data message and to act on that assumption, except to the extent that 9 it duplicates another data message and the addressee knew or should have 10 known, had it exercised reasonable care or used any agreed procedure, that the 11 data message was a duplicate.

12 SEC. 17. Acknowledgement of Receipt. -- (1) Paragraphs (2) to 13 (4) of this article apply where, on or before sending a data message, or by 14 means of that data message, the originator has requested or has agreed with the 15 addressee that receipt of the data message be acknowledged.

16 (2) Where the originator has not agreed with the addressee that the 17 acknowledgement be given in a particular form or by a particular method, an 18 acknowledgement may be given by:

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> (a) any communication by the addressee, automated or otherwise; or

21 22 (b) any conduct of the addressee, sufficient to indicate to the originator that the data message has been received.

(3) Where the originator has stated that the data message is conditional
on receipt of the acknowledgement, the data message is treated as though it has
never been sent, until the acknowledgement is received.

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(4) Where the originator has not stated that the data message is conditional on receipt of the acknowledgement, and the acknowledgement has not been received by the originator within the time specified or agreed or, if no time has been specified or agreed, within a reasonable tome, the originator:

30(a) may give notice to the addressee stating that no31acknowledgement has been received and specifying a32reasonable time by which the acknowledgement must be33received; and

or more data messages by reason of the fact that the contract is evidenced by
 such data message or messages instead of by a paper document.

# PART FOUR. DATA MESSAGES IN GOVERNMENT TRANSACTIONS

SEC. 21. Government Use of Data Messages and Electronic 7 Signatures. - Notwithstanding any law to the contrary, all departments, 8 bureaus, offices and agencies of the government, as well as all government 9 owned and controlled corporations, that pursuant to law require or accept the 10 filing of documents, require that documents be created, or retained and/or 11 submitted, issue permit, license or certificates of registration or approval, or 12 provide for the method and manner of payment or settlement of fees and other 13 obligations to the government, shall -14

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accept the creation, filing or retention of such documents in the form of data messages;

17 (B) issue permits, licenses, or approval in the form of data messages;

- (C) require and/or accept payments, and issue receipts acknowledging
   such payments, through systems using data messages; or
- 20 (D) transact the government business and/or perform governmental functions using data messages and, for the 21 purpose, are authorized to adopt and promulgate, after 22 appropriate public hearing and with due publication in 23 newspapers of general circulation, the appropriate rules, 24 25 regulations, or guidelines, to, among others, specify -
- a.) the manner and format in which such data
  messages shall be filed, created, retained or
  issued;
- b.) where and when such data messages have to be
  signed, the use of a digital signature or other
  secure electronic signature, the type of
  electronic signature required; and

- c.) the format of the data message and the manner the electronic signature shall be affixed to the data message;
- d.) the control processes and procedures as appropriate to ensure adequate integrity, security and confidentiality of data messages, records or payments;
- 8 e.) other attributes required of data messages or 9 payments; and
- f.) the full or limited use of the documents and 10 papers for compliance with the government 11 12 requirements:

Provided, that this act shall by itself mandate any department or ministry of 13 the government, organ of state of statutory corporation to accept or issue any 14 document in the form of data messages upon the adoption, promulgation and 15 publication of the appropriate rules, regulations, or guidelines. (NU) 16

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SEC. 22. Authority of the Department of Trade and Industry and Participating Entities. -- The Department of Trade and Industry (DTI) shall 18 direct and supervise the promotion and development of electronic commerce 19 in the country. this will be in consultation and coordination with the national 20 information technology council and national computer center, as well as the 21 government offices and agencies, and representatives of the private sector 22 concerned. further, the DTI and the participating government and private 23 entities shall have the authority to -24

- a.) recommend policies, plans and programs to further 25 enhance the development of electronic commerce in 26 27 the country;
- b.) coordinate and monitor the implementation of said 28 29 policies, plans and/or programs;

c.) provide fora and mechanisms in addressing issues and 1 concerns affecting the other government offices and 2 agencies; 3 d.) within sixty (60) days after the effectivity of this act, 4 promulgate rules and regulations and perform such 5 other functions as are necessary and advisable for the 6 implementation of this act in the area of electronic 7 8 commerce. (NU) 9 **PART FIVE.** Final Provisions SEC. 23. Penalties. - The following acts shall be penalized by fine 10 and/or imprisonment, as follows: 11 a.) hacking as defined in part two, chapter i, section 5 (e) 12 of this act to be punished by a minimum fine of one hundred 13 thousand pesos (p100,000.00) and a maximum commensurate 14 to the damage incurred and a mandatory imprisonment of 6 15 months to three (3) years; 16 b.) violations of the consumer act or R.A. 7394 through 17 transactions covered by or using data messages, to be penalized 18 with the same penalties as provided in that act; 19 d.) other violations of the provisions of this act, to be 20 penalized with a maximum penalty of one million pesos 21 (p1,000,000.00) or six (6) years imprisonment. (NU) 22 SEC. 24. Separability Clause. - the provisions of this act are hereby 23 declared separable and in the event of any such provision is declared 24 unconstitutional, the other provisions to remain in force and effect. (NU) 25 SEC. 25. Repealing Clause. - all other laws, decrees, rules and 26 regulations or parts thereof which are inconsistent with the provisions of this 27 act are hereby repealed, amended or modified accordingly. (NU) 28

1 SEC. 26. *Effectivity.* - this act shall take effect immediately after its 2 publication in the official gazette or in at least two (2) national newspapers 3 of general circulation. (NU)

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Approved,

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