Submission 029
Date received: 17/02/2011

SOUTH WEST GROUP

A Co-operative venture of the municipalities of:
Cockburn, East Fremantle, Fremantle, Kwinana, Melville & Rockingham

Date: 16 February, 2011
Contact:
Reference: SWG NBN Submission 2011

Committee Secretary
House of Representatives Standing Committee on
Infrastructure and Communications
PO Box 6021
Parliament House
CANBERRA ACT 2600
AUSTRALIA

SOUTH WEST GROUP SUBMISSION ON THE NATIONAL BROADBAND NETWORK

Introduction

Over the next 20 years the South West Group expects at least $1 billion a year to be invested by governments and the private sector in infrastructure within the South West Corridor of the Perth Metropolitan Region.

In 2010/11 the Western Australian Government alone will invest over a billion dollars on health, education, transport, power, water and wastewater infrastructure within the South West Corridor. Building approvals for the 2009/10 financial year totalled $3 billion for the region. Currently one in three new lots being created in the Perth Metropolitan Area are within this region.

Many of these developments are linked and have an impact beyond the physical footprint of the project needing to be planned in conjunction with other projects. Also the private sector needs to have some certainty about government planning and provision of infrastructure to schedule its own investment.

Communications infrastructure is a key component of the future of the South West Corridor. A pervasive, robust, responsive communications network is needed if this region is to continue to prosper in a high Australian Dollar environment.

The region has major freight routes traversing it to supply heavy industry and to link with Western Australia's major container port. Container traffic handled within the region is expected to grow to 1.25 million TEU by 2031. The freight logistics support companies are located throughout the region and high quality communication systems are essential for this pivotal task.

Attached is a profile on the region predicting sustained growth within the region. Also attached is background on the South West Group.

Delivery of government services and programs
Local governments within the South West Corridor are moving to deliver more services online as a way of improving customer service, accessibility and response times. The six local governments that comprise the South West Group are also progressing shared service initiatives in libraries, purchasing, IT, depots and human resources.

A constraint on these shared services projects is the absence of an optic fibre network across the region and low speed internet services. It is estimated that one quarter of the Perth Metropolitan area is unable to access ADSL due to distance, large pair gain systems, switchboard capacity or quality of the copper wire network.

The Telecommunications Ombudsman reports that one of the highest areas of complaints from Western Australia is the area around the Bibra Industrial Park within this region being served by a RIM. There are subdivisions within the South West Corridor which have provision for optic fibre but remain without a connection to a communications network.

The South West Group has been offering to coordinate a briefing with NBN Co on the roll out of the National Broadband Network but has been unsuccessful.

Achieving health outcomes
The development of one of the largest health complexes in the Southern Hemisphere at Murdoch provides an opportunity to provide global health services. By 2014 Murdoch will have over $2 billion investment made in expanding St John of God Hospital, Murdoch and constructing both the Fiona Stanley Hospital and the State Rehabilitation Centre. This medical hub will provide the opportunity for telehealth in Western Australia and similar services such as Global Doctor and Global Diagnostics that operate internationally.

Improving educational resources
Currently students wishing to achieve ATAR Physics, Chemistry, Mathematics and Calculus in parts of the South West Corridor have to physically travel to other educational facilities, such as the Murdoch University Rockingham Campus. A high speed communications network could improve subject choice and reduce travel as well as improving the viability of our region's universities who could offer these and other specialist subjects to high school students.

Impacting regional economic growth and employment opportunities
Impacting business efficiency including export

The South West Corridor has a massive $20 billion plus economy with a very strong international focus linked to the resources and defence sectors. Companies such as QuickStep and Austal also have the need for high quality communications with locations such as the USA. If the region is to compete in a high Australian dollar environment it needs to have every possible productivity edge and be well regarded for reliable, responsive service. A quality communications network is essential for the South West Corridor to achieve its potential.

Latitude 32, an industrial development on over 1,000 hectares is in its early phases (with the first industries of Stage 1 now under construction). Ultimately Latitude 32 will employ 10,000 people and should attract innovative, high technology enterprise to support transport logistics, the resources sector and defence. It represents an outstanding opportunity for NBN Co to provide backbone infrastructure as Latitude 32 develops.

The Australian Marine Complex (AMC) within the South West Corridor is a massive success story where cooperation between the three spheres of government and the private sector have led to economic growth and employment opportunities. The AMC has generated in excess of $400 million for the local economy and created more than 5,000 jobs from some 270 contracts undertaken in the last 6 years. The AMC is a classic example of where bi partisan support, good communication with industry and long term planning have delivered significant benefits. The future of the AMC will be enhanced by a more robust, higher speed communications network.

The Murdoch Activity Centre encompasses Murdoch University, St John of God Murdoch, Fiona Stanley Hospital, the State Rehabilitation Centre, Challenger TAFE Murdoch Campus and the busiest station on the Southern Suburbs Rail Line. It is expected that 6,000 jobs will be created in this precinct by 2014 with a longer term figure of 30,000 jobs. Many of the business opportunities for this precinct will require high bandwidth. At present large parts of the precinct have construction activities on them. This is the ideal time to install conduits for optic fibre. The opportunity to install a communications network will become much more expensive after 2013.

Community and social benefits

Main Roads WA is leading a Managed Motorway initiative within the Perth Metropolitan Area. The growth of the South West Corridor is driving congestion on regional freeways and highways. A high quality communications network is an essential component if the region is to achieve the safety, traffic flow and improved utilisation of existing roadways promised through Managed Motorway initiatives. Many of the locations subject to the Managed Motorway initiative are adjacent to transit oriented development sites.

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Recommendation 1 – improve limited information provided by telecommunications companies
A RIM, otherwise known as a Remote Integrated Multiplexer, is a device that Telstra uses to provision telephone services in areas where there is no existing copper, or the existing copper in the ground cannot support the demand for services in the area.

A RIM may be a temporary facility until demand justifies construction of a full telephone exchange. RIMs are used to expand the capacity of the existing Telstra network. RIMs limit competition and limit ADSL access.

Part of the issue within the South West Corridor is that it is impossible to find out when heavily loaded networks are going to be upgraded. The Bibra industrial area is an example of where business productivity has been constrained by the communications network being linked through a RIM.

As part of the review of the National Broadband Network all telecommunications providers should be required to publish ten year development plans and to publically show their optic fibre networks and their communications network coverage and capacity.

Recommendation 2 – set contemporary minimum data standards
Australia should adopt contemporary minimum data standards as part of the Universal Service Obligation. There should be an expectation of higher quality services and higher speeds within metropolitan areas.

Recommendation 3 – no surprises
There will be an expectation of high band width in new developments but the default provision appears still to a standard telephone service that could be linked through a multiplexed copper wire network:

To ensure that retail services are offered in new estates, Telstra (as retail provider of last resort) will be required to provide standard telephone services to end users in new developments in which retail services are not offered by another service provider.

For infill developments of less than 100 premises, Telstra will continue to have responsibility for delivering infrastructure and services. Telstra will primarily use copper infrastructure to provide interim solutions in these developments, pending the NBN Co Limited rollout of its network.

These arrangements do not prevent a developer from requesting any provider (NBN Co Limited, Telstra or some other provider) to service their estate. Any such provider is free to comply with such a request, but is not required to do so. Only NBN Co Limited and Telstra as providers of last resort must comply with requests in their respective areas of responsibility. Transitional arrangements apply for developments that are already under way. All of these arrangements are subject to any existing contracts between providers and developers.

Source: http://www.dbcde.gov.au/broadband/national_broadband_network/fibre_in_new_developments

This has the potential to lead to misunderstandings and significant economic loss for businesses including home based businesses if there is a delay in providing necessary bandwidth.

To reduce this potential there needs to be an explicit obligation for Industrial areas, new urban development and business parks to be required to clearly identify the quality, speed, communications network and carriers relevant to that area when marketing land.

Recommendation 4 – open planning and clear communication of the roll out of the National Broadband Network
Engaging with NBN Co has been a challenge as they seem to regard Western Australia as a low priority and have ignored the opportunities that seem self evident within the South West Corridor.

The roll out of the National Broadband Network in Western Australia has been limited to three small locations in Mandurah, Victoria Park and Geraldton. What is needed is a region by region plan identifying broad timelines so that industry can plan its investment.

Each year around 3,000 new lots are created within the South West Corridor and 3,000 new residences built. There would be significant value in having the broad timing of provision of high speed communications to all new subdivisions outlined to gain maximum advantage of this investment in housing growth.

One of the advantages of the Federal Government should be that there is open communication and good access to information on the timing of upgrading of the telecommunications infrastructure.

Recommendation 5 – communications providers to work closely with local government
Past experiences with provision of optic fibre and telecommunications towers have been very mixed. There have been significant issues with the use of subcontractors damaging footpaths, mature trees and landscaping. The roll out of the National Broadband Network should seek to work to high standards and to minimise environmental and amenity impact as well as establishing early contact with local governments.

Roll out protocols should mandate that communication providers establish good links with local governments, consult on route selection and set high standards in both their contracting arrangements and monitoring of work activity and remediation.

Recommendation 6 – give priority to growth areas
Priority should be given to those areas with significant growth potential and where existing activity provides the opportunity to install a communications backbone at low cost.

The development of the Murdoch Activity Centre, Cockburn Coast, Latitude 32, the East Rockingham Industrial Area combined with the strong urban growth within the South West Corridor should have NBN Co seeking to become urgently involved with this region.

An open process of planning investment will ensure that real opportunities for improving Australia's productivity gain early investment.

Yours sincerely

Dr Brad Pettitt, Mayor City of Fremantle
Chair South West Group

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SOUTH WEST GROUP

The South West Group, formed in November 1983, is a Voluntary Regional Organisation of Councils (VROC). It comprises the Cities of Cockburn, Fremantle, Melville, and Rockingham, and the Towns of East Fremantle and Kwinana. The South West Group is managed by a Board consisting of the Mayors and CEOs of its member local government authorities.

The South West Group seeks to work with these six local governments and through cooperation with industry, community and the other spheres of government to capture a wide range of opportunities to enhance economic growth as well as supporting a diversity of quality lifestyles whilst servicing and sustaining cohesive, productive communities in an enviable environmental setting.

The South West Group will be persuasive, forward looking and influential in representing, supporting and promoting Local Government interests that affect the growth and sustainable development of South Metropolitan Perth.

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SOUTH METROPOLITAN REGION	**KEY INFORMATION**
Area	619.4 square kilometres (approximately 50 km long by an average 12km width)
Location	South Western Quarter of Metropolitan Perth bounded by the Canning River, Swan River, Fremantle Harbour, Cockburn Sound, Warnbro Sound and generally 2 km east of the Kwinana Freeway alignment.
Economic Infrastructure	Fremantle Port, Australian Marine Complex, Kwinana Industrial Area, HMAS Stirling, Jandakot Airport
Current Population June 2009	353,582 (ABS 3218.0 2010)
Population Growth 2004 to 2009	2.8% (ABS 3218.0 2010)
Projected Population 2020	424,400 (Based on ABS and WAPC information)
Participation Rate	69.0% (ABS 6291.0.55.001 December 2010)
Employed	191,800 (ABS 6291.0.55.001 December 2010)
Unemployment Rate	4.6% (ABS 6291.0.55.001 December 2010)
Indigenous Population	1.4% (Census 2006)
Overseas Born Population	31.5% (Census 2006)
Personal Income	$10,022 million (ATO 2007/08)
Building Approvals	$3,056 million (ABS July 2009 to June 2010)
Registered Motor Vehicles	233,131 (ABS as at 31/3/2006)

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SOUTH WEST GROUP

STATISTICAL UPDATE

JANUARY 2011

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SOUTH METROPOLITAN REGION
LABOUR MARKET INFORMATION

Department of Education, Employment and Workplace Relations
Small Area September Quarter 2010 Smoothed

LGA	Unemployment (Unemployment Rate %)					Labour Force
	September 2009	December 2009	March 2010	June 2010	September 2010	Sept 2010
Cockburn	2 077 (4.3%)	2 292 (4.7%)	2 431 (4.9%)	2 495 (5.0%)	2 669 (5.3%)	50 584
East Fremantle	129 (2.9%)	142 (3.2%)	138 (3.1%)	135 (3.0%)	144 (3.1%)	4 609
Fremantle	1 013 (6.4%)	1 097 (6.8%)	1 123 (6.7%)	1 145 (7.0%)	1 220 (7.3%)	16 697
Kwinana	1 086 (8.6%)	1 195 (9.4%)	1 244 (9.7%)	1 286 (10.0%)	1 392 (10.6%)	13 148
Melville	1 547 (2.6%)	1 691 (2.8%)	1 736 (2.8%)	1 750 (2.8%)	1 863 (2.9%)	63 195
Rockingham	3 012 (6.2%)	3 294 (6.7%)	3 409 (6.9%)	3 480 (7.0%)	3 690 (7.2%)	50 966
South Metropolitan Total	8 864 (4.6%)	9 711 (5.0%)	10 087 (5.2%)	10 291 (5.3%)	10 933 (5.5%)	199 199
Metropolitan Perth Total	41 200 (4.4%)	45 600 (4.9%)	47 800 (5.1%)	46 300 (4.9%)	44 100 (4.7%)	946 000
Western Australia Total	55 200 (4.5%)	61 600 (5.0%)	64 500 (5.2%)	62 200 (5.0%)	59 400 (4.7%)	1 261 900

Source: www.workplace.gov.au Australian Regional Labour Markets September 2010 released 13 December 2010

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SOUTH METROPOLITAN REGION LABOUR MARKET INFORMATION

ABS Region Employment December 2010

GA	Unemployed ‘000 (Unemployment Rate %) Employed ‘000 Participation Rate							
	May 2010	**June 2010**	**July 2010**	**August 2010**	**Sept 2010**	**Oct 2010**	**Nov 2010**	**Dec 2010**
Cockburn	(4.6%)	(6.0%)	(6.0%)	(5.9%)	(5.0%)	(4.8%)	(3.5%)	(4.5%)
East Fremantle	(2.6%)	(3.5%)	(3.5%)	(3.4%)	(3.2%)	(2.8%)	(2.0%)	(2.5%)
Fremantle	(6.7%)	(8.7%)	(8.7%)	(8.7%)	(7.5%)	(7.0%)	(5.3%)	(6.6%)
Kwinana	(9.3%)	(11.2%)	(11.2%)	(11.1%)	(10.1%)	(9.7%)	(7.1%)	(9.1%)
Melville	(2.5%)	(3.2%)	(3.2%)	(3.1%)	(2.9%)	(2.6%)	(2.1%)	(2.4%)
Rockingham	(6.9%)	(8.8%)	(8.8%)	(8.8%)	(7.6%)	(7.2%)	(5.4%)	(6.7%)
South Metropolitan Total	9.3 (4.7%) 190.0 69.6%	12.6 (6.2%) 192.2 71.3%	12.6 (6.2%) 191.6 70.5%	12.5 (6.1%) 192.0 70.5%	11.2 (5.4%) 195.7 71.1%	9.9 (4.9%) 190.6 68.9%	7.2 (3.7%) 189.3 67.5%	9.3 (4.6%) 191.8 69.0%
Metropolitan Perth Total	36.3 (3.9%) 900.3 68.4%	40.7 (4.3%) 911.8 69.4%	42.0 (4.4%) 919.4 69.4%	39.4 (4.1%) 917.0 68.9%	45.4 (4.7%) 923.5 69.7%	38.6 (4.0%) 917.5 68.7%	33.6 (3.5%) 916.4 68.2%	38.3 (3.9%) 932.4 69.6%
Western Australia Total	50.8 (4.1%) 1192.2 67.7%	51.2 (4.1%) 1208.8 68.5%	55.6 (4.3%) 1226.5 68.9%	54.8 (4.3%) 1218.4 68.3%	60.6 (4.7%) 1230.7 69.1%	53.6 (4.2%) 1219.7 68.1%	51.0 (4.0%) 1225.8 68.2%	50.1 (3.9%) 1243.1 69.0%

Source: ABS 6291.0.55.001 released 20 January 2011

Figures highlighted yellow are South West Group estimates based on past distribution of unemployment

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BUILDING APPROVALS SOUTH WEST CORRIDOR
(2010/11 FINANCIAL YEAR) ABS 8731.0 December 2010
released February 3, 2011

LGA	New Houses	New Other Residential	Total Dwellings	Value Residential $000	Value Non Residential $000	Value Building $000
Cockburn	418	243	661	194 236	82 531	276 767
East Fremantle	16	0	16	16 210	0	16 210
Fremantle	67	98	165	53 761	26 674	80 436
Kwinana	186	31	217	40 792	37 120	77 913
Melville	158	25	185	109 702	25 659	135 361
Rockingham	672	24	696	152 357	75 326	227 683
SW Total	1 517	421	1 940	567 060	247 311	814 372
Perth Metro Area	6 355	1 454	7 823	2 346 009	1 011 625	3 357 634

BUILDING APPROVALS SOUTH WEST CORRIDOR
(2009/10 FINANCIAL YEAR) ABS 8731.0 July 2009 – June 2010

LGA	New Houses	New Other Residential	Total Dwellings	Value Residential $000	Value Non Residential $000	Value Building $000
Cockburn	829	282	1 112	352 220	159 751	511 971
East Fremantle	14	2	16	12 316	3 874	16 191
Fremantle	142	144	287	185 287	46 728	232 015
Kwinana	554	45	599	106 890	47 716	154 605
Melville	202	13	215	126 747	1 553 836	1 680 584
Rockingham	1 559	67	1 626	353 156	107 552	460 678
SW Total	3 300	553	3 855	1 136 615	1 919 428	3 056 044
Perth Metro Area	14 176	3 339	17 543	4 842 032	4 295 059	9 137 091

BUILDING APPROVALS SOUTH WEST CORRIDOR
(2008/09 FINANCIAL YEAR) ABS 8731.0 July 2008 - June 2009

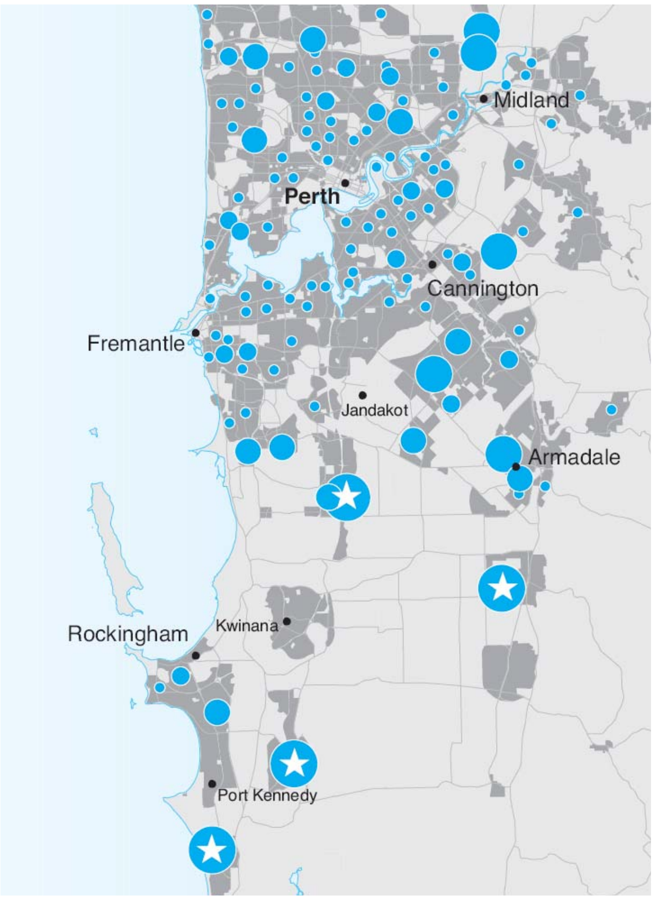
LGA	New Houses	New Other Residential	Total Dwellings	Value Residential $000	Value Non Residential $000	Value Building $000
Cockburn	932	112	1044	255 128	124 890	380 018
East Fremantle	21	0	21	15 930	1 020	16 950
Fremantle	73	42	116	59 191	15 114	74 325
Kwinana	331	5	336	60 165	40 703	100 869
Melville	234	89	343	170 377	32 403	202 780
Rockingham	1 033	55	1 090	242 543	132 932	375 476
SW Total	2 624	303	2 950	803 337	347 063	1 150 401
Perth Metro Area	11 106	2 694	13 910	3 895 620	1 832 223	5 727 843

SOUTH WEST CORRIDOR
RESIDENTIAL LAND FINAL APPROVALS

LGA	2005/06	2006/07	2007/08	2008/09	2009/10	Sept Qtr 2010
Cockburn	1 539	1 339	1 433	611	637	209
East Fremantle	41	20	24	16	4	0
Fremantle	136	180	189	173	146	48
Kwinana	518	625	211	192	403	0
Melville	323	309	300	202	187	43
Rockingham	1 703	1 325	894	817	795	401
Total Region	**4 260**	**3 798**	**3 051**	**2 011**	**2 172**	**701**
Total Perth Metropolitan Area	14 605	13 463	11 696	7 815	7 816	2 218
Percentage Region to Perth	29.2%	28.2%	26.1%	25.7%	27.8%	31.6%

Source: Western Australian Planning Commission State Lot Activity to September 30 2010

Location of Residential Final Approvals for September Quarter 2010

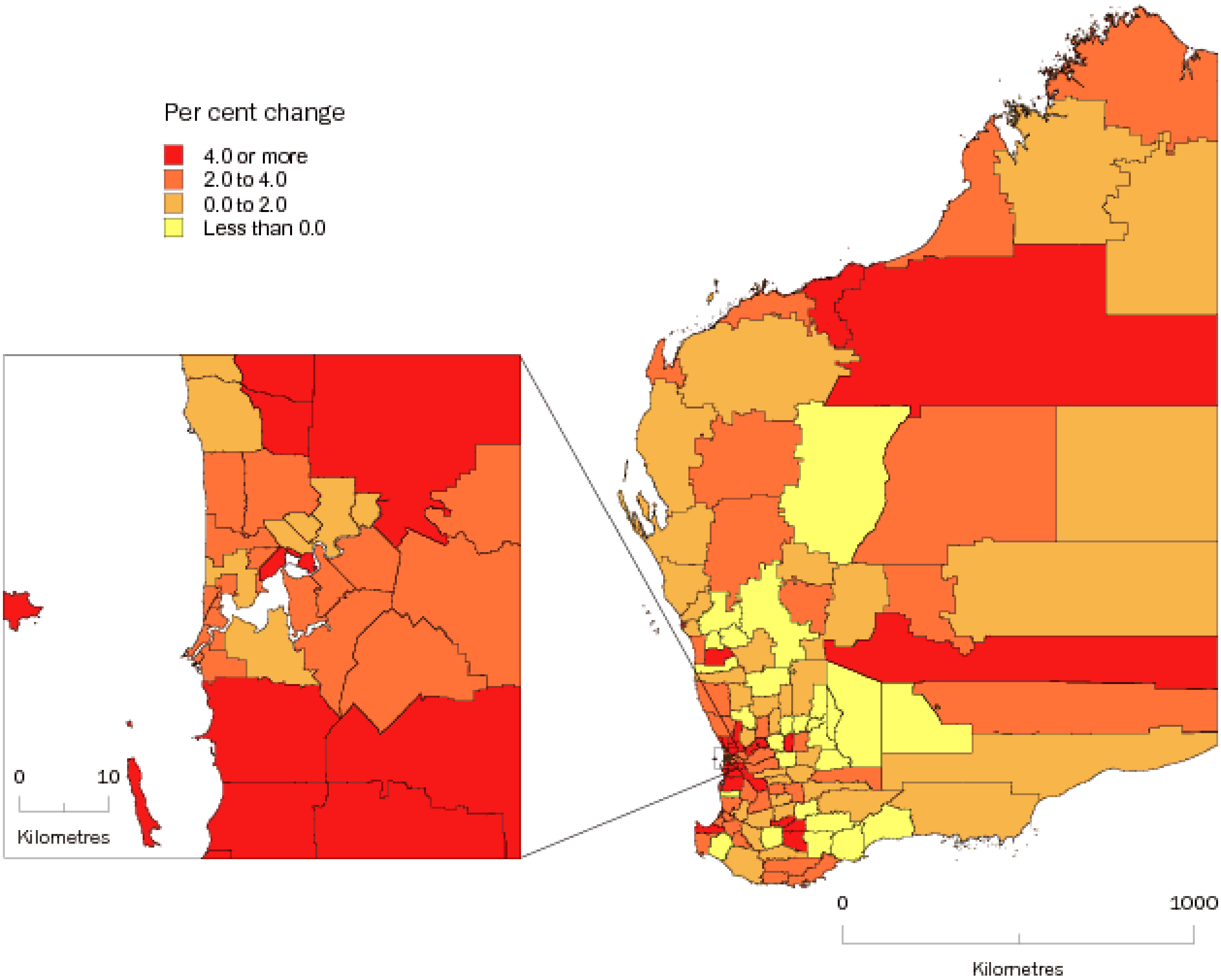


SOUTH METROPOLITAN POPULATION AS AT JUNE 30

LGA	2004	2008 revised	2009 provisional	Annual Growth 2008-09	Annual Growth 2004-09	Growth 2008-09
Cockburn	74 232	84 878	88 702	4.5%	3.6%	3 824
East Fremantle	6 987	7 270	7 448	2.4%	1.3%	178
Fremantle	26 208	27 526	28 105	2.0%	1.4%	579
Kwinana	22 686	26 547	28 044	6.0%	4.3%	1 587
Melville	97 172	99 338	101 052	1.7%	0.8%	1 714
Rockingham	80 505	96 324	100 231	4.1%	4.5%	3 907
Region	307 790	341 793	353 582	3.4%	2.8%	11 789

Source: ABS 3218.0 released March 30, 2010

SLA POPULATION CHANGE, Western Australia - 2008-09



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South West Metropolitan Population Statistics

SOUTH METROPOLITAN POPULATION AS AT JUNE 30, 2009

LGA	Males	Females	Persons	Sex Ratio %	Median Age Persons	People Aged 65+ %
Cockburn	45 076	43 626	88 702	103.3	34.4	9.9%
East Fremantle	3 713	3 735	7 448	99.4	40.8	12.6%
Fremantle	14 215	13 890	28 105	102.3	41.8	15.3%
Kwinana	14 863	13 181	28 044	112.8	31.8	9.4%
Melville	48 862	52 190	101 052	93.6	40.0	15.4%
Rockingham	50 189	50 042	100 231	100.3	34.8	11.6%
Region	176 918	176 664	353 582	100.1	36.4	12.4%
Metropolitan Perth	833 110	825 882	1 658 992	100.9	35.8	11.7%

Source: ABS 3235.0 released August 5, 2010

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South West Metropolitan
Age Profile 2006 - 2009

Population and People

AGE RANGE	2006	2007	2008	2009
0-4	19 939	21 258	22 727	23 861
5-9	21 090	21 361	21 660	22 281
10-14	22 566	22 790	23 121	23 475
15-19	23 458	24 047	24 928	24 928
20-24	23 203	24 180	24 810	26 492
25-29	20 242	21 394	22 921	25 042
30-34	21 926	22 172	22 533	23 680
35-39	24 527	25 270	25 209	26 313
40-44	24 819	25 027	25 264	25 913
45-49	23 939	24 776	25 526	26 164
50-54	21 709	22 148	22 571	23 214
55-59	19 378	19 611	20 076	20 503
60-64	14 806	15 953	17 033	17 833
65-69	11 818	12 312	12 613	13 050
70-74	9 883	10 020	10 315	10 696
75-79	8 445	8 505	8 499	8 497
80-84	5 821	5 979	6 225	6 366
85+	4 428	4 772	5 061	5 274
Total	321 727	331 575	341 162	353 582
15-64=A (%)	217 737 (67.68%)	224 938 (67.84%)	231 301 (67.80%)	240 082 (68.00%)
65+ =B (%)	40 395 (12.56%)	41 558 (12.53%)	42 733 (12.53%)	43 883 (12.41%)
B/A x100	18.55%	18.48%	18.48%	18.25%

From ABS 3235.0 released August 5, 2010

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ESTIMATES OF PERSONAL INCOME
SMALL AREAS 2007-08
ABS 6524.0.55.002 (Released September 14, 2010)

Income Source	Cockburn	East Fremantle	Fremantle	Kwinana	Melville	Rockingham	South West Corridor
Wage and Salary Earners Persons	43 835	3 591	14 017	12 432	50 441	45 634	169 950
Average Wage and Salary Income $	45 863	54 794	47 290	43 014	49 985	46 802	47 436
Wage and Salary Income $m	2 010	197	663	535	2 521	2 135	8 061
Unincorporated Business Income $m	165	22	77	36	237	160	699
Investment Income $m	137	57	104	17	599	89	1 004
Superannuation And Annuity Income $m	21	4	11	5	65	40	146
Other Income* $m	15	3	9	3	59	21	110
Total Income* $m	2 349	283	865	596	3 482	2 446	10 022

* Excluding Government Pensions and allowances

Note that Western Australian Income is $62 237 million so that one dollar in every six in Western Australia is earned within the South West Corridor

Within the South West Corridor 80.4% of personal income is earned as wages and salary compared to 79.1% for Western Australia.

In nominal terms Western Australia's Gross State Product was $169.9 billion in 2008-09.

Using the region proportion of personal earnings as an indication of Gross State Product our region has a Gross Region Product of $27.3 Billion.

Submission 029
Date received: 17/02/2011

SOUTH WEST GROUP

THE SOUTH WEST CORRIDOR IN 2031

Indicator	Assumed Annual Growth Rate	Current Level and Growth Rate	2031	2010 to 2031
Population	2.2%	363 000 (2.8% over past 5 years)	600 000	237 000
Dwellings	2.5%	132 300 (3 855 per year)	225 000	92 700 (4 415 per year)
Employed	2.1%	195 000 (7.7% in past 6 months)	320 000	125 000
Persons travelling into the region for work each day	Reduce by 1 000 a year	60 000	40 000	- 20 000
Persons travelling out of the region for work each day	Reduce by 1 000 a year	60 000	40 000	- 20 000
Containers Handled per year	5.0%	500 000 TEU (Flat)	1 250 000 TEU	750 000 TEU
Cars	1.1%	250 000	325 000	75 000
Industrial Land	1.0%	5 500 Ha	7 000 Ha	1 500 Ha
Hospital Beds	1 642 by 2014	1 100	1 900	800
Journeys on Public Transport	10.0%	5.0%	30.0%	10 fold increase in passengers