



Bus and Rail Statistics for Ireland

State Funded Services

Statistical Bulletin 2024

November 2025

- Total PSO passenger journeys
- PSO passenger journeys by region
- Total operated vehicle-kilometres and vehicle seat-kilometres
- Passenger revenues
- Passenger revenues by region
- Free Travel Scheme revenue
- Public Service Obligation (PSO) subsidy
- Operator Fleets
- Age of buses
- Major bus & rail network changes
- Wheelchair accessible fleet

Contents

Introduction	3
1. Total PSO passenger journeys	5
2. PSO passenger journeys by region	11
3. Total operated vehicle-kilometres and vehicle seat-kilometres	19
4. Passenger revenues	24
5. Passenger revenues by region	28
6. Free Travel Scheme revenue	32
7. Public Service Obligation (PSO) subsidy	34
8. Operator Fleets	38
9. Age of buses	40
10. Major bus & rail network changes	41
11. Wheelchair accessible fleet	42

Introduction

This statistical bulletin is a publication of the National Transport Authority of Ireland (“NTA”). It focuses on subsidised services contracted by the NTA. These include public service obligation (PSO) bus services provided under contract to the Authority by Dublin Bus, Bus Éireann, Local Link rural transport services, and other PSO bus routes provided by operators who have been successful in Authority tender competitions. It also covers rail services provided by Iarnród Éireann (Irish Rail) and Luas tram services operated and maintained by Transdev Dublin Light Rail Limited.

Bus services

EU Regulation 1370/2007 and the DTA Act 2008 requires that PSO services should be provided through a public service contract with a competent authority which in the case of Ireland is the National Transport Authority. PSO services are socially necessary transport services which may not be commercially viable and as such they usually require a state subsidy to operate.

The NTA’s previous direct award contracts with Dublin Bus and Bus Éireann expired in November 2024. Following the decision to enter into further direct award contracts with Dublin Bus and Bus Éireann for a five-year period, new five year direct award contracts were signed in late November and came into effect in December 2024.

Dublin Bus and Bus Éireann currently provide the majority of PSO bus services under contract to the Authority. In April 2018, the Authority also entered into a contract with Go-Ahead Ireland for the operation of a number of local and orbital bus routes in outer Dublin. In 2019 Go- Ahead Ireland also won the contract to operate route 197 Swords-Ashbourne. In 2024, the bus services in the outer Dublin contract was retendered, along with a collection of new routes in the outer Dublin area. Following the tender process Go-Ahead Ireland was identified as the preferred tenderer and a Letter of Intent to enter into a new contract was issued in late 2024, with mobilisation commencing in 2025.

The NTA continued with the rollout of a new bus network in Dublin through the BusConnects Network Redesign programme, which commenced in June 2021. The programme is being delivered in phases with the aim of increasing bus service coverage, frequency and capacity, and to better meet the needs of passengers throughout the Dublin metropolitan area in the coming years.

Go Ahead Ireland successfully tendered for the operation of Dublin Commuter routes along the Kildare corridor (formerly operated by Bus Éireann under direct award). Bus Éireann successfully tendered for the continued operation of Eastern Coastal Commuter Corridor, previously operated under the Bus Éireann Direct Award Contract as routes 101 & 133, and services commenced under this new contract in May 2023.

Bus Éireann also successfully tendered for the operation of city services in Waterford. In 2024, the Waterford City Contract provided by Bus Éireann was extended for one year to June 2026.

City Direct was awarded a contract for the operation of two urban bus routes in Kilkenny City (Routes KK1 and KK2), with services commencing operation in December 2019. The retendering of bus services in Kilkenny City commenced in late 2024, including service enhancements to the current timetable.

The Authority awarded a contract with Bus Éireann to operate regular bus services in Carlow Town in July 2023. The contract is for an initial five years with an option to extend for a further two years. Also, Route 139 was re-tendered in late 2023 with the incumbent being successful at tender stage and was notified just before year end to progress to mobilisation. Route 139 was awarded to incumbent JJ Kavanagh, with the new contract commencing in April 2024, including an increase in frequency to hourly.

Local Link is the brand name for local PSO bus services now operating in many areas of rural Ireland. Local Link services also provide

connections to onward regional and intercity public transport services. Local Link also provides a number of services delivering passengers door-to-door. A set of Local Link offices established by the Authority administers the provision of Local Link services, which are planned and funded by the Authority. The Connecting Ireland programme commenced in 2022, expanding rural bus service provision and providing increased connectivity between towns and villages and other forms of public transport across the country. 2024 saw the implementation of Phase 3 of the Connecting Ireland programme, with 45 new or enhanced services delivered throughout the year.

Rail services

On the 1st December 2019, the Authority entered into a second 10-year direct award PSO contract with Iarnród Éireann.

Light rail services

The Authority has a statutory obligation to secure the provision of light railway passenger services in the Greater Dublin Area (GDA). In June 2019 the Authority and TII, following a competitive tender process, jointly awarded a Luas Operations and Maintenance (O&M) contract to Transdev Dublin Light Rail Limited.

Statistical qualifications

The Authority came into effect on 1 December 2009 and hence the annual statistics in this bulletin begin in 2010 and cover the period 2010 to 2024 inclusive. Some data from prior to 2010 is referenced such as passenger journeys in order to give a historical perspective to data in recent years.

The data provided in this bulletin is based on the public transport operators' periodic and annual returns. The figures used are intended to illustrate broad trends and some are approximations for a number of reasons. Reporting periods can differ slightly, and this can limit the precise accuracy. Rounding has also been used and this can affect overall percentages. Some prior year comparative amounts have been reclassified to be consistent with the current year. Other factors can affect year on year comparisons, most obviously the COVID pandemic, but also severe weather conditions, strikes or temporary amendments to routes.

Individual routes and services may also change over time, which can impact on passenger and revenue reporting. For example, a small number of Bus Éireann services which previously were included in their stage carriage (rural) services a few years ago are now more appropriately included in one of their city services, and likewise Dublin Commuter has now been split with some services categorised as Stage Carriage "East".

Where reference is made to Dublin Commuter bus services, these comprise services operated by both Bus Éireann and Go-Ahead Ireland. Where Dublin city bus services are mentioned, these incorporate services operated by both Dublin Bus and Go-Ahead Ireland.

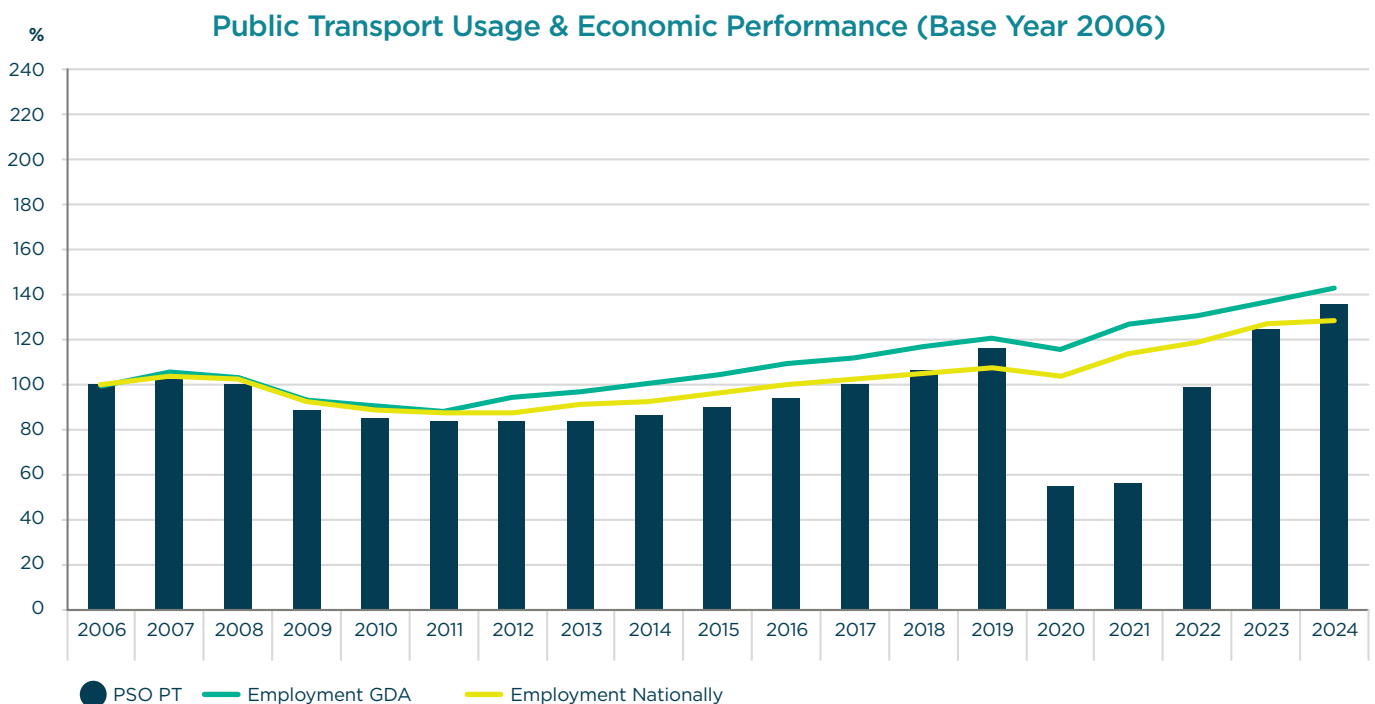




1. Total PSO passenger journeys

Economic outlook

Demand for public transport services is normally strongly related to economic activity. Economic growth increases employment, disposable income, and consumer spend, all of which lead to more travel. Economic decline produces the opposite effect. This was clearly demonstrated in the decade prior to the onset of the COVID-19 global pandemic in March 2020 when growth flat lined and employment contracted, before global economies gradually began to reopen from mid-2021 onwards.



In 2007, passengers travelling by public transport were at a peak. As the first sign of economic decline became evident in 2008 passenger journeys on public transport began to decline, with 2009 seeing reductions in patronage in excess of 10% across all modes of public transport. Total passenger journeys on public transport continued to decline, but at a slower rate, over the next three years up to 2012 although some services such as Luas did see some growth as new Luas lines were opened. By 2013, the decline in total public transport passenger journeys had halted as the economy began to stabilise. In the six years since 2013 growth in total

passenger journeys was strong across all modes of PSO funded public transport, growing in excess of 40% to 2019.

The onset of the COVID-19 global pandemic in March 2020 had a significant impact on the use of public transport across all modes in Ireland. Passenger numbers on PSO services initially fell to between 10%-20% of pre COVID levels experienced in the previous year, as reduced timetables were introduced and capacity restrictions were imposed across the public transport network. Public health restrictions including social distancing, the mandatory use of

face masks on public transport and restrictions on the movement of people within counties and between counties were all introduced at various stages during 2020, with passengers being advised to only travel if their journey was essential and to consider cycling or walking where feasible. 2021 saw a continuation of public health restrictions including the curtailment of capacity on public transport due to social distancing requirements, resulting in minimal growth in overall patronage. This was in contrast with economic performance where the economy had returned to growth following the reopening of global markets, supported by the introduction of various forms of blended and flexible working arrangements. In 2022, as lockdown measures and capacity restrictions were gradually lifted, public transport patronage steadily returned, reaching pre-pandemic levels by the end of the year, with overall usage equating to 85% of 2019 levels across all PSO services. However, the true recovery from the impacts of COVID-19 was fully realised in 2023, when usage surged, resulting in a 5% increase over 2019 levels. Growth in passenger

journey numbers continued into 2024, with a 16.6% increase over 2019 totals, a new record across all PSO services.

Tables 1A and 1B along with Figure 1.1 illustrate the changes in passenger journeys on exchequer funded public transport services across the State between 2010 and 2024. Please note, in previous years the National Transport Authority has applied 'uplift' factors to bus passengers recorded at ticket machines. These uplift factors were derived from survey evidence, and aimed to account for the potential under-reporting of specific passengers at ticket machines, in particular DSP and child free travel pass users. As a greater proportion of these passes have now become digitised, there is a reduced need for uplift factors to be applied, and it is envisaged that future iterations of this bulletin will report on 'unuplifted' bus passenger numbers or apply a revised (lower) uplift factor. Table 1A presents both 'uplifted' and 'unuplifted' numbers for 2024, however, for consistency and ease of comparison with previous years, the remainder of this bulletin will focus on 'uplifted' values.

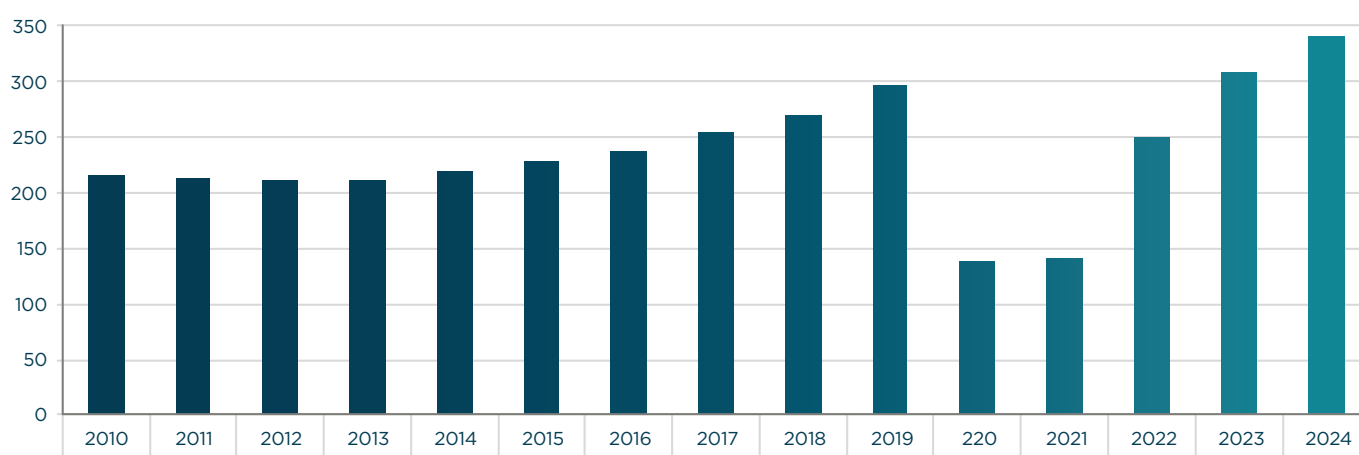
Table 1A: Annual passenger journeys (millions)

Year / Operator	Total PSO Bus Services	Total PSO Rail Services	Total Light Rail Services	Total PSO Services	Total change compared to previous year
2010	147.6	38.2	27.5	213.4	
2011	145.3	37.4	29.1	211.8	-1.6
2012	143.6	36.7	29.3	209.7	-2.1
2013	142.9	36.7	30.5	210.1	0.4
2014	147.7	37.8	32.6	218.1	8.0
2015	151.8	39.7	34.6	226.1	8.0
2016	159.3	42.8	34.0	236.1	10.1
2017	169.3	45.5	37.6	252.5	16.4
2018	179.2	48.0	41.8	269.0	16.5
2019	196.2	50.1	48.3	294.6	25.6
2020	100.6	17.9	19.2	137.7	-156.9
2021	103.7	17.4	19.5	140.5	2.9
2022	175.2	35.8	38.7	249.7	109.2
2023	216.4	46.1	48.2	310.6	60.9
2024 (uplifted)	238.9	50.7	54.0	343.6	33.0
2024 (unuplifted)	226.4	50.7	54.0	331.0	20.4

Table 1B: Annual passenger journeys (% Change)

Year / Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total
2011	-1.6%	-2.2%	5.7%	-0.8%
2012	-1.1%	-1.7%	0.8%	-1.0%
2013	-0.5%	0.0%	4.1%	0.2%
2014	3.4%	2.9%	6.9%	3.8%
2015	2.8%	4.9%	6.1%	3.6%
2016	4.9%	7.9%	-1.6%	4.4%
2017	6.3%	6.3%	10.6%	6.9%
2018	5.8%	5.4%	11.1%	6.5%
2019	9.5%	4.4%	15.6%	9.5%
2020	-48.7%	-64.3%	-60.3%	-53.3%
2021	3.0%	-2.5%	1.6%	2.1%
2022	69.0%	105.9%	98.5%	77.7%
2023	23.5%	28.5%	24.7%	24.4%
2024 (uplifted)	10.4%	10.0%	12.1%	10.6%
2024 (unuplifted)	4.6%	10.0%	12.1%	6.6%

Figure 1.1: Total PSO Passenger Journeys 2010 - 2024 (millions)



The data in Table 1A shows the number of passenger journeys carried across each of the main modes of public transport over the period 2010 to 2024. In general, the numbers reflect trends in the economy with a fall in passenger journey numbers in 2011. Following a period of stabilisation across all modes, overall passenger journeys began to increase year on year with growth accelerating from 8 million per annum in

2014 to a record increase in excess of 25 million in 2019. As alluded to above, the global pandemic and associated public health related restrictions had a dramatic negative impact on public transport, commencing in March 2020, with minor gains of 2.1% being made in patronage across all modes in 2021, before a significant upturn in 2022, with gains of 77.7% on the previous year. The recovery from COVID-19, supported

by new and enhanced public transport services, was fully realised in 2023 when passenger journeys exceeded 2019 levels by 5%, reaching a record high across all PSO services. This growth accelerated in 2024, with passenger journeys rising a further 10.6% year-on-year despite the continued prevalence of hybrid working, setting a new all-time record for PSO transport usage.

The Authority has, in partnership with bus operators, continued to improve the transport network to ensure that a better service can be provided to the travelling public, to meet evolving patterns of travel demand.

In 2021 this included the launch of two phases of the BusConnects Dublin network, namely the H & C spines, resulting in enhanced high frequency bus services as well as new local, and radial routes on the Malahide and Maynooth bus corridors. Pelletstown rail station also became the first new commuter station to open since 2013, improving connectivity on the Maynooth line. The TFI Go App was introduced, providing a convenient way to reduce the need for cash payments on public transport. The TFI 90 minute fare was also introduced, enabling seamless interchange by passengers between bus, DART and Luas services in the Dublin area.

In 2022, the two further phases of the BusConnects programme were delivered namely the North Side Orbital services as well as G Spine services between Red Cow and Liffey Valley to the city centre. Nationally, phase 1 of the Connecting Ireland programme was also delivered, with enhanced rural services. In a bid to boost the return to public transport as a result of a significant increase in the costs of living as the economy emerged from the COVID-19 pandemic, the Authority also implemented the government's 20% cost of living fares reduction across all forms of PSO public transport services in early 2022, in addition to the previously announced Young Adult Card Scheme, offering young people a 50% reduction on equivalent Adult fares. The combination of improved services and lower fares helped to bring patronage levels back close to pre-pandemic levels by the end of the year. The 20% cost of living fares reduction across all forms of PSO public transport remained in place throughout 2024.

In 2023, two further phases of the BusConnects programme were delivered, Phase 5a (W Orbital routes W4, W61 and W62) launched in June and

5b (Southern Orbital, Radial and Local routes S2, S4, S6, S8, 74, W2, L25, and L55) launched in November. Nationally, phase 2 of the Connecting Ireland programme was also delivered, which saw 64 new and enhanced routes introduced. Two new town bus services began operation in 2023. Carlow Town services launched in August and Clonmel Town services launched in December.

In 2024, Route N2 of Dublin Area Bus Network Redesign (NRD) was launched in September in advance of the launch of the wider Phase 6a. NTA and Irish Rail introduced hourly Enterprise services between Dublin and Belfast; including pre-9am arrivals in both cities. Further enhancements were made on the Dublin – Galway route including early morning and late evening services to Galway, new Tullamore services and extra services on Sundays. Extra services were also provided on the Dublin – Waterford route including a later evening service in both directions and additional services on Sundays. The Cork Commuter network saw 10 new Saturday services and six new Sunday services in each direction, delivering a consistent half hourly Saturday and hourly Sunday service.

Additional services were added at a number of stations including Oranmore, Attymon, Monasterevin and Newry, enhancing connectivity in these areas. A new station opened at Kishogue providing additional commuting options for residents and visitors to the area. Broombridge was added as a stop on all Dublin – Sligo services, providing for easier interchange with LUAS Green Line services.

Finally, the expansion of the Intercity railcar (ICR) fleet, with 41 new carriages added provided for improved capacity on key routes including Galway, Limerick, Waterford, Tralee, and Westport to Dublin Heuston and Sligo to Dublin Connolly.

A new route S3 and later evening services on the S1 launched in Sligo Town services in December, 2024. The S3 provides local public transport connectivity to Finisklin Business Park, Magheraboy and Doorley Road areas and provides connections with Bus and Rail services in Sligo Town. With the addition of later evening services on S1, the entire Sligo Town bus network now operates up to midnight supporting the nighttime economy of the town. Nationally, phase 3 of the Connecting Ireland programme was also delivered, which saw 45 new and enhanced routes introduced.

Figure 1.2: PSO Public Transport Passenger Journeys by Mode, 2010 - 2024 (millions)

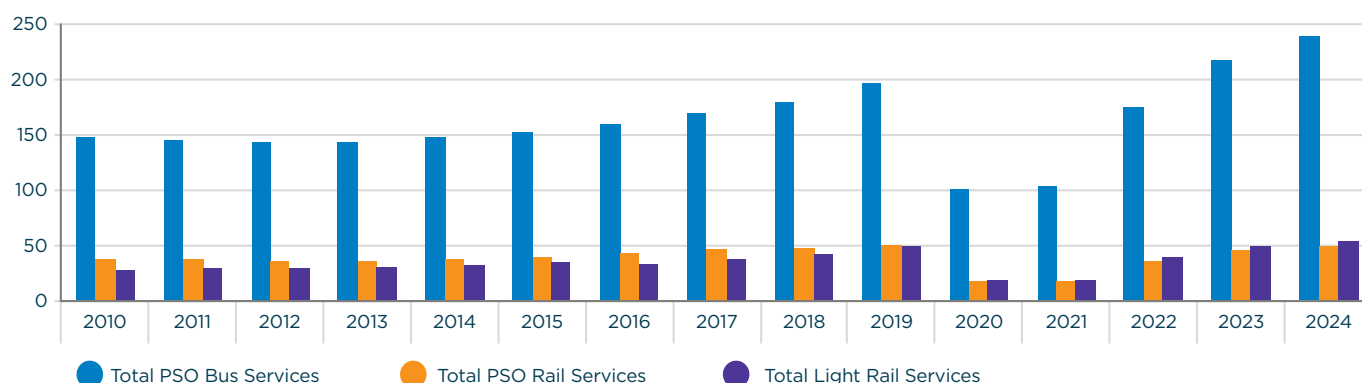


Figure 1.2 shows the total passenger journeys by mode from 2010 to 2024. It is clear from the chart that bus services carry many more passengers nationally than all of the other modes. Bus services account for 69.5% of public transport passengers, with rail and light rail services accounting for 14.7% and 15.7% respectively.

Bus services

Dublin city bus services carry more than half of the total public transport passenger journeys in Ireland (52.2% in both 2023 and 2024). Following a number of years of decreases between 2010 and 2013 as a result of the economic downturn, passenger journeys on Dublin city bus services increased by an average of 4.5% each year to 2019, reaching 152.7 million. This was predominantly driven by the introduction of additional coverage services and passenger growth. Patronage on Dublin city bus services fell by 49.2% in 2020 and grew modestly by 2.1% in 2021, as a result of continued pandemic related restrictions. The delivery of seven phases of the BusConnects programme between 2021 and 2024 has coincided with significant growth on bus services in Dublin city in 2024, delivering a year-on-year increase of 10.6% and reaching a new peak of 179.4 million.

PSO bus passenger numbers outside Dublin city services, predominantly operated by Bus Éireann, saw relatively moderate levels of growth in the years between 2011 and 2017, before patronage grew in excess of 13% in 2018 and 2019 (reaching 40.9 million journeys in 2019) following investment by the Authority in additional services and improved frequencies. Like all other PSO services, patronage sharply declined by nearly half to 21.6 million in 2020. Moderate gains of 7% were made in 2021, with regional cities contributing to this growth. The trend continued in 2022, with patronage rising impressively by

67.2%. The recovery strengthened in 2023, with passenger journeys rising to 49.2 million—up 26.5% on 2022. Growth continued in 2024, reaching a new record of 53.7 million passengers, a further 9.2% increase year-on-year.

Rural bus services provided and managed by Local Link have seen annual passenger journeys rise substantially in recent years, albeit from a relatively small base. Increases before 2018 were partially due to new reporting methods that saw the inclusion of passengers on additional contracted services being included. In 2018, Local Link saw strong growth of 19.6% in passenger journeys, their best year since 2011. This was mainly as a result of the introduction of over 50 new services since 2016. Strong growth continued in 2019 before the pandemic resulted in a decline in patronage of 45.1% in 2020. In 2021, there was an encouraging return to growth with a 9.2% increase over the previous year, despite ongoing public health restrictions. This positive trend accelerated in 2022 with the first rollout of Connecting Ireland services, leading to a substantial year-on-year growth of 85.7%. The momentum continued into 2023 with the rollout of Phase 2 of the Connecting Ireland programme, resulting in a further 53.7% increase from 2022. The Connecting Ireland programme continued in 2024, with the rollout of Phase 3, resulting in an increase of 33.3% from the previous year to 5.8 million passengers, underscoring the continued strong expansion of rural bus services.

Rail services

Rail services operated by Iarnród Éireann saw an average annual growth in patronage of 5.3% from 2014 to 2019, reaching a record 50.1 million passenger journeys in 2019. This growth was bolstered by the introduction of a 10-minute DART service and enhancements to Intercity and commuter services, which increased capacity.

However, in 2020, rail services, especially Dublin Commuter and DART services, experienced the most significant decline among all transport modes, with a 64% drop in patronage due to the pandemic. This decline continued into 2021 with a further decrease of 2.5% as many former commuters continued to work from home. Rail patronage rebounded strongly in 2022, recording a 105.9% increase compared to the previous year as travel restrictions were lifted and service levels were restored. This momentum continued into 2023 with a further 28.5% rise, driven by the introduction of enhanced timetables and improved service frequencies on key intercity and commuter routes. In 2024, passenger journeys on rail services reached a record 50.7 million—an increase of 10% over 2023 levels and surpassing the previous 2019 peak. The expansion of the Intercity railcar fleet, timetable improvements, and the launch of additional early morning and evening services contributed significantly to this growth, marking 2024 as a milestone year for patronage on rail services in Ireland.

Light rail services

Passenger journeys on Luas services operated by Transdev Dublin Light Rail Limited have largely followed the pattern of other operators with patronage trending upwards until 2019. Increased patronage on this mode was aided by the opening of extensions to both the Green Line and the Red Line between December 2009 and July 2011. The upward trend in patronage was to continue until 2019, where a 15.6% increase saw 48.3 million passenger journeys. The opening of Luas CrossCity on December 9, 2017, along with the introduction of new extended trams on the Green Line in 2019, significantly boosted passenger capacity and influenced the growth in passenger journeys. However, the pandemic caused a severe 60.3% decline in 2020 as public transport use was restricted to essential travel only. In 2021, light rail services saw a modest recovery of 1.6%. Light rail patronage rebounded sharply in 2022, rising by 98.5% as restrictions eased and passengers returned to public transport in significant numbers. The recovery continued in 2023, with a further 24.7% increase supported by growing demand for sustainable travel and improvements to service capacity. In 2024, passenger journeys on light rail services reached a record 54 million—up 12.1% on 2023 totals and 11.7% above the previous peak set in 2019. This growth reflects both the strong post-pandemic recovery and ongoing investment in service quality and frequency across the network.

Factors influencing passenger journeys

From time to time public transport operators, with the agreement of the Authority, review their

reporting methodologies to provide more accurate data on their services. When this occurs the operator usually restates the data for the previous year so as it can be compared with the current year and future years. Bus Éireann restated their 2013 passenger journeys while Iarnród Éireann restated their 2012 passenger journeys. While restatements result in a slight adjustment to the comparison between one year and the next, they do not affect the overall trend in passenger journey growth over a number of years.

In any year, particular events may affect passenger numbers on one or more operators. One such event is industrial action, which has affected the main operators (Dublin Bus, Bus Éireann, Iarnród Éireann and Luas) to varying degrees between 2013 and 2017. Weather events can also affect passenger numbers. 2017 saw the arrival of ex-hurricane Ophelia which disrupted most public transport services for at least one day with Luas not operating for a second day due to damage caused by the largest storm to hit Ireland in almost 50 years. Extreme weather events also impacted on 2018 figures, with the onset of Storm Emma in March, resulting in heavy snow and the cancellation of services over a number of days.

March 2020 saw the onset of the COVID-19 global pandemic, which had a dramatic negative impact on the uptake of public transport. Patronage shrank by as much as 80%-90% in the early stages of the pandemic, with government imposed travel restrictions, reduced timetables and capacity restrictions imposed, and with health guidance requiring adequate social distancing and mandatory use of face masks. The significant decreases in the use of public transport resulted in substantial revenue losses, which was absorbed by additional funding from Government to ensure services continued to operate in line with public health restrictions, which continued to varying degrees for large parts of 2021 and early 2022. In 2023, public transport usage not only recovered from the impact of the COVID-19 pandemic but also surpassed pre-pandemic levels seen in 2019. As restrictions eased and confidence in public spaces returned, ridership across various modes of transport increased significantly, driven by a renewed usage of public transport for daily commutes as well as increased travel outside peak times and at weekends, the provision of new and improved public transport services, and lower fares.

This upward trajectory accelerated further in 2024 with the launch of new and improved services, including Phase 3 of the Connecting Ireland programme, expansions to the Dublin Area Bus Network, additional Intercity rail services, and new town bus networks across several regions. Despite the continued prevalence of hybrid working practices reducing traditional peak-time commuting, passenger journeys reached record levels in 2024, reflecting in part the significant improvement in service provision outside traditional peak periods and at weekends.



2. PSO passenger journeys by region

Dublin city bus services are operated by Dublin Bus and Go-Ahead Ireland. While they mainly operate within Dublin city & county, some services also operate in North Kildare and North Wicklow. In addition to city bus services, commuter bus services operate into Dublin from surrounding counties. These services are operated by Bus Éireann and Go-Ahead Ireland. Light rail (Luas) services in Dublin are operated by Transdev Dublin Light Rail Limited and DART and commuter rail services are operated by Iarnród Éireann.

Bus services operated by Bus Éireann provide services to all 26 counties, and Northern Ireland.

Rural bus services operated under the Local Link programme operate in all 26 counties with a small number of services extending into Northern Ireland. Rail services operated by Iarnród Éireann provide services to 23 of 26 counties and services to Northern Ireland.

The tables below present passenger journeys in the Dublin region, the Greater Cork City region, Galway, Limerick and Waterford cities, and the rest of the country, including stage carriage bus services (serving areas outside larger towns and cities) operated by Bus Éireann and Intercity rail services operated by Iarnród Éireann.

Dublin Region

Table 2A: Dublin Region Annual Passenger Journeys (millions)

Year/ Operator	Dublin City Bus Services	Dublin Commuter Bus Services	Dublin Commuter & Dart Rail Services	Luas Light Rail Services	Total Passenger Journeys
2013	112.5	4.9	25.9	30.5	173.8
2014	116.3	5.0	26.5	32.6	180.4
2015	119.8	5.1	28.1	34.6	187.6
2016	125.4	5.5	30.9	34.0	195.8
2017	136.3	5.1	32.8	37.6	211.7
2018	141.5	5.9	34.2	41.8	223.4
2019	152.7	6.6	35.6	48.3	243.2
2020	77.6	3.4	12.8	19.2	113.0
2021	78.9	3.8	11.8	19.5	114.0
2022	133.5	6.8	24.7	38.7	203.7
2023	162.2	8.5	33.5	48.2	252.5
2024	179.4	9.6	36.7	54.0	279.7

Table 2A shows trends in passenger journeys for the Dublin region. In the period between 2013 and 2019 total passenger journeys in the region grew by just under 40% to a total of 243.2 million, before the onset of the pandemic in 2020, resulting in a decline of 129.3 million from 2019 to 2021.

In 2021, patronage in the Dublin region remained largely similar to 2020 levels due to ongoing restrictions impacting public transport usage. A notable decline of approximately one million passengers was observed on Dublin commuter rail and Dart services, driven by government advice encouraging remote working. The recovery began in 2022, with the gradual reopening of the

economy contributing to an additional 15.9 million passenger journeys on Dublin commuter rail, DART, and bus services. Dublin city bus services, traditionally the highest in passenger numbers, saw a significant increase of 54.6 million passenger journeys, marking the largest numerical shift. The recovery continued robustly into 2023, with a 24% increase in passenger journeys across all modes in the Dublin region from the previous year, totalling an additional 48.8 million journeys. New record levels of passenger journeys in the Dublin region were recorded in 2024, an additional 27.3 million journeys resulted in an increase of 10.8% from the previous year. Of this, 63% was attributed to Dublin city bus services.

Table 2B: Dublin Region Annual Passenger Journeys (% Change)

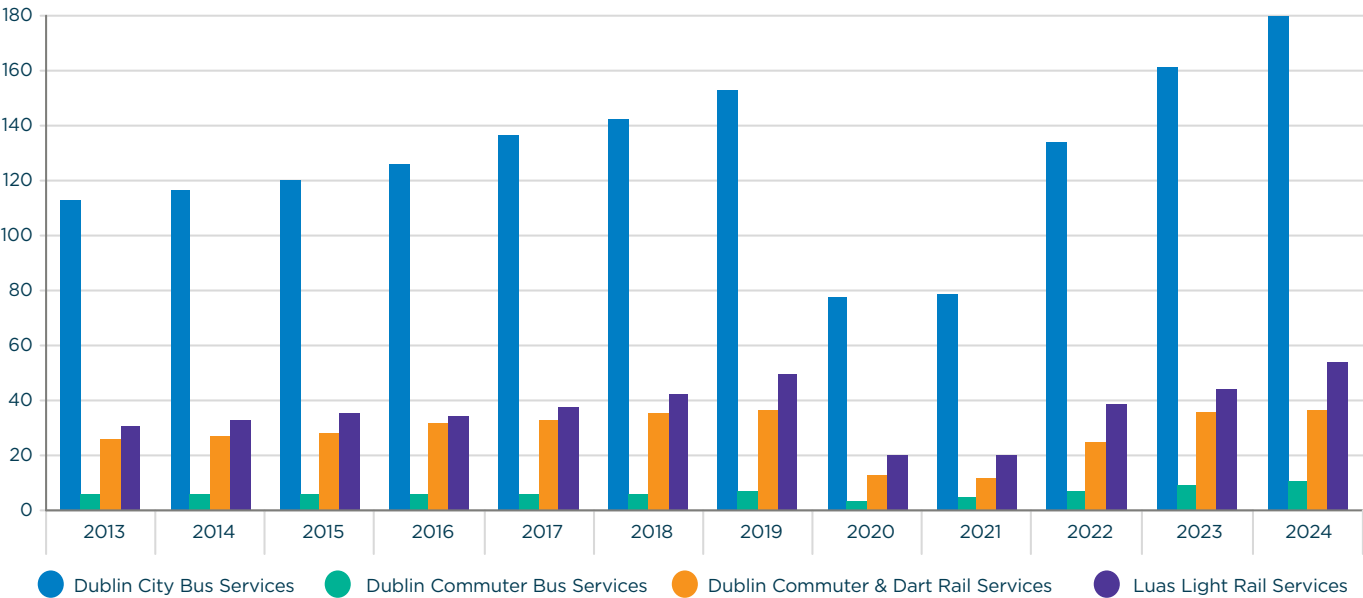
Year/ Operator	Dublin City Bus Services	Dublin City Bus Commuter Services	Dublin Commuter & Dart Rail Services	Light Rail Services	Total Passenger Journeys
2013 to 2019	35.8%	34.4%	37.1%	58.5%	39.9%
2019 to 2023	6.2%	29.3%	-5.8%	-0.3%	3.8%
2023 to 2024	10.6%	12.9%	9.4%	12.1%	10.8%

As alluded to above, in the period between 2013 and 2019, patronage across all modes in the Dublin region grew by just under 40%. Table 2B also shows the change in passenger demand per mode between 2019 and 2023 when from March 2020 public transport was significantly impacted by the COVID-19 pandemic. The pandemic led to a dramatic fall in public transport usage, with passenger journeys dropping by over 50% between 2019 and 2020. However, by the end of 2023, demand had rebounded strongly, surpassing 2019 levels by 3.8%. Growth accelerated further in 2024, with passenger journeys reaching new all-time highs, representing a 15% increase on 2019 levels despite the continued prevalence of hybrid working patterns.

Figure 2.1 highlights the very high modal share for bus services in the Dublin region from 2013 to 2024. Demand for bus services continues to be significantly greater than that of other modes.



Figure 2.1: Dublin Region Annual PSO Passenger Journeys (millions)



Cork city commuter area

Table 2C and Figure 2.2 show the passenger journeys on PSO subsidised public transport in Cork city and commuter area. Both Bus Éireann and Iarnród Éireann provide services in the Cork commuter area. The difference in passenger journeys in Cork city and commuter area compared to the Dublin region has traditionally been significant. The Dublin region typically has

approximately 14 passenger journeys on public transport for every one passenger journey in Cork. This has remained the case in 2024 where there were 19 million passenger journeys in the Cork commuter area, compared to 279.7 million in the Dublin region. Bus users accounted for 89.0% of public transport journeys in Cork in 2023 and 88.3% in 2024.

Table 2C: Cork Commuter Annual Passenger Journeys (millions)

Year/ Operator	Bus Services	Rail Services	Total Passenger Journeys
2013	10.5	0.9	11.5
2014	11.0	1.1	12.1
2015	11.7	1.1	12.9
2016	12.6	1.2	13.8
2017	12.1	1.3	13.4
2018	13.9	1.3	15.3
2019	15.9	1.5	17.3
2020	7.9	0.6	8.5
2021	8.0	0.6	8.6
2022	12.7	1.4	14.0
2023	16.2	2.0	18.2
2024	16.8	2.2	19.0

Figure 2.2: Cork Commuter annual PSO passenger journeys (millions)

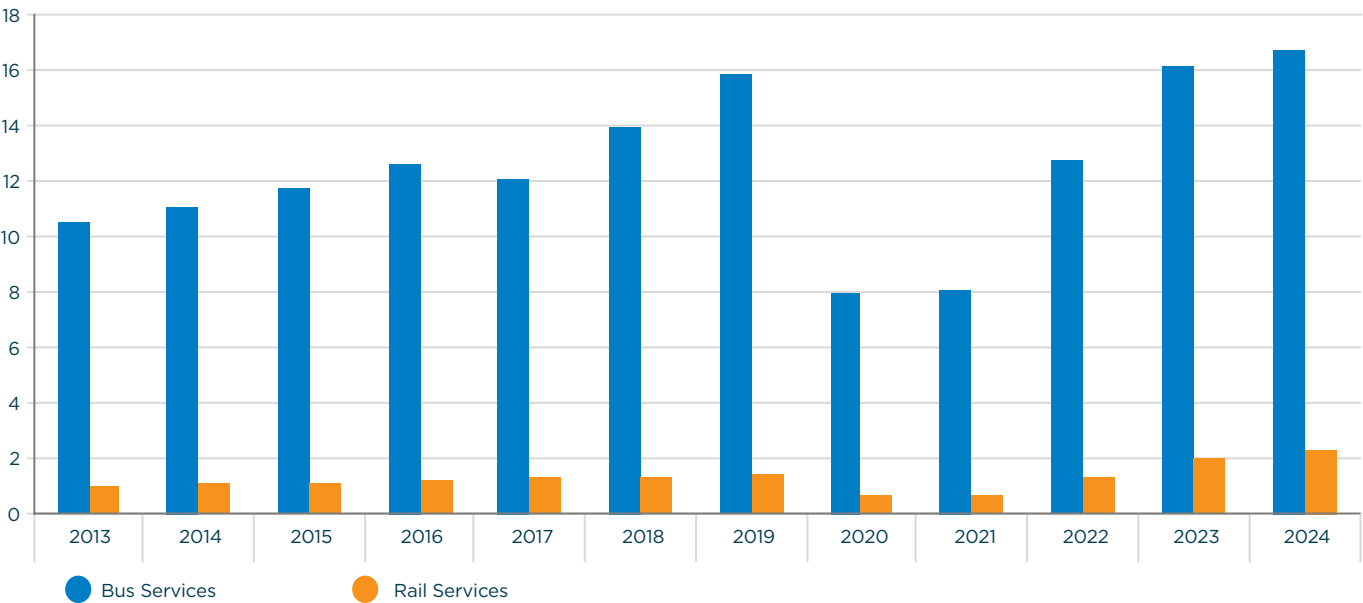


Table 2D: Cork City Area Annual Passenger Journeys (% Change)

Year/ Operator	Bus Services	Rail Services	Total Passenger Journeys
2013 to 2019	50.6%	55.6%	51.0%
2019 to 2023	2.0%	38.0%	5.0%
2023 to 2024	3.8%	11.2%	4.6%

Table 2D shows the change in passenger journeys between 2013 and 2019 and also 2019 and 2024. Patronage up to 2019 had been increasing steadily, with the reconfiguration of the city network contributing to growth in excess of 50% across both main public transport modes.

In line with trends seen in Dublin and nationally, patronage in the Cork region in 2024 reached new peak levels, increasing by 10% compared to 2019. This has been particularly pronounced on rail services as passengers have returned in significant numbers to Cork city following the continued recovery from the impact of the pandemic.



Other cities and rural services

Table 2E and Figure 2.3 show trends in passenger numbers on services outside the Dublin and Cork commuter regions.

Table 2E: Annual Passenger Journeys outside Dublin and Cork regions (millions)

Year/ Operator	Bus Services Galway	Bus Services Limerick	Bus Services Waterford	National Bus Services	Intercity Rail Services	Rural Bus Services	Total
2013	3.8	2.8	0.8	4.2	9.9	1.7	23.3
2014	4.1	2.8	0.8	4.1	10.2	1.8	23.9
2015	4.0	2.8	0.8	4.1	10.4	1.8	23.9
2016	4.2	2.9	0.8	4.2	10.7	1.8	24.7
2017	4.2	3.2	0.8	4.2	11.4	1.9	25.6
2018	4.7	3.5	0.8	5.2	12.4	2.3	28.9
2019	5.7	3.9	1.2	5.8	13.1	2.5	32.3
2020	3.0	2.3	0.7	2.8	4.4	1.4	14.7
2021	3.3	2.6	0.8	3.3	5.0	1.5	16.5
2022	5.6	4.3	1.2	5.7	9.8	2.8	29.5
2023	6.8	5.1	1.5	6.6	12.6	4.4	36.9
2024	7.2	5.3	1.6	8.1	14.0	5.8	42.0

Total passenger journeys on these services increased year on year from 2013 and reached 32.3 million in 2019, before 2020 saw a decline of over 50% to 14.7 million. The position recovered somewhat more positively outside of Dublin and Cork in 2021 with a 12.6% increase in patronage, followed with a significant 78.4% increase in 2022. Total passenger journeys increased by 25.3% in 2023, surpassing 2019 levels and reaching 36.9 million passenger journeys. The growth in passenger numbers outside Dublin and Cork continued in 2024, reaching new record levels with 42 million passenger journeys recorded, representing a 13.7% increase on the previous year.

Bus services within the other regional cities accounted for 33.6% of travel outside of Dublin and Cork in 2024, while Intercity rail services carried approximately 33.4% of these passengers. National stage carriage bus services and rural bus services operated under the Local Link brand carried the balance of passenger journeys, with a notable increase of 33.3% from the previous year on Rural Bus services as the Connecting Ireland programme continued to rollout changes.

Table 2F: Annual Passenger Journeys Outside Dublin and Cork regions (% Change)

Year/ Operator	Bus Services Galway	Bus Services Limerick	Bus Services Waterford	National Bus Services	Intercity Rail Services	Rural Bus Services	Total
2013 to 2019	48.1%	42.9%	49.2%	37.5%	32.1%	46.2%	38.6%
2019 to 2023	19.8%	28.9%	23.2%	14.0%	-3.8%	71.0%	14.5%
2023 to 2024	6.0%	5.1%	5.1%	21.3%	11.5%	33.3%	13.7%

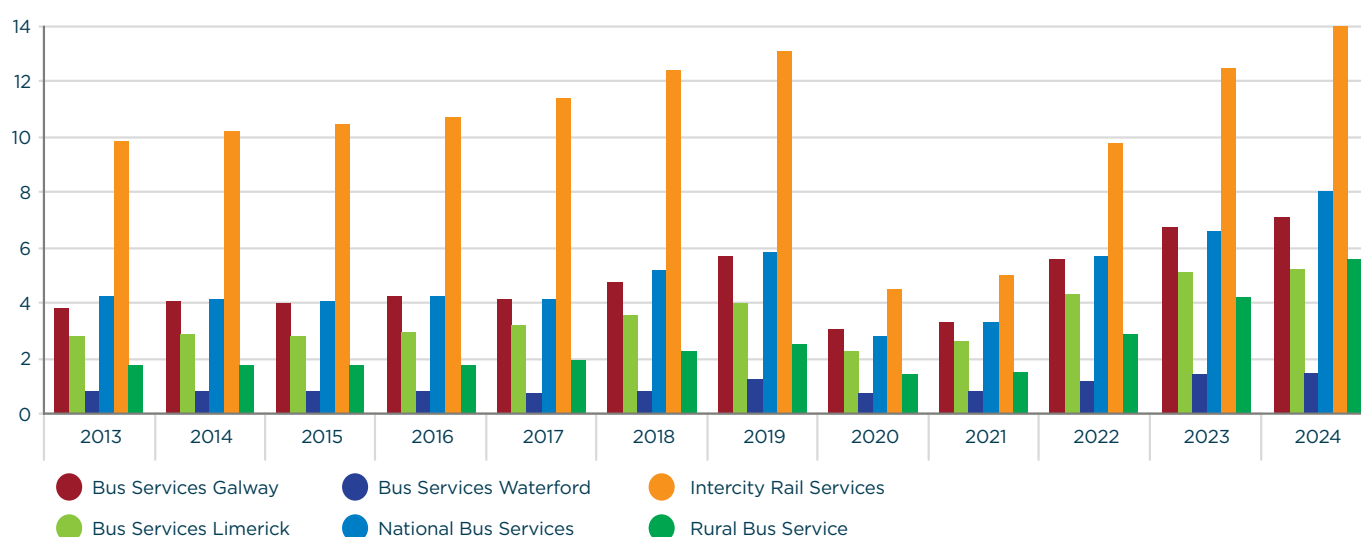
Passenger journeys outside of Dublin and Cork increased by similar margins between 2013 and 2019, averaging 38.6% across all modes. The upturn in demand on bus services in the regional cities was in part helped by the introduction of enhanced timetables in Galway, Limerick and Waterford and the promotion of Leap in the years up to 2019.

As with the Dublin and Cork city areas, the use of public transport fell dramatically across other regional cities and elsewhere nationally in 2020, with passenger numbers decreasing by over 54%. As discussed above, 2024 saw continued growth in all other markets increasing patronage by

between 5.1% (Limerick and Waterford) and 33.3% (Rural Bus Services) from the previous year.

In numerical terms, Intercity rail services account for the most significant sector outside of Dublin and Cork. Demand on these services grew steadily between 2013 and 2019 (32.1%) before seeing a dramatic decrease in 2020, with passenger demand 55.0% less than that seen seven years previous. Patronage continued to recover strongly in 2023, adding almost 3 million passenger journeys from the previous year, whilst further growth in 2024 has resulted in an increase of 7.3% from the previous 2019 peak levels.

Figure 2.3: Annual PSO Passenger Journeys outside Dublin and Cork regions (millions)



When looking at the change in passenger journeys between 2013 and 2024 the following observations can be made:

- Passenger growth between 2013 and 2019 was strong across all market segments, with an average increase of 38.6%. Following a sharp decline of 36.9% in 2020 due to the pandemic, a partial recovery began in 2021 (-29.0%), accelerating in 2022 with a 26.7% increase. Growth continued strongly in 2023, with passenger numbers rising 58.7% since 2013. In 2024, this positive trend persisted, with passenger journeys increasing 13.7% above the previous peak in 2023.
- Intercity rail services carried the largest share of passengers outside Dublin and Cork. Passenger journeys were 13.1 million in 2019 before declining to 9.8 million in 2022 following the COVID pandemic in 2024, 14 million passenger journeys were made exceeding pre-pandemic levels and representing an 11.5% year-on-year increase.
- Rural bus services, while carrying smaller passenger numbers overall, recorded the highest year-on-year growth in 2024. Driven by the Phase 3 rollout of the Connecting Ireland programme, passenger journeys rose 33.3% compared to 2023.
- National stage carriage bus services grew strongly up to 2019, with 5.8 million passenger journeys recorded that year before falling to 2.8 million in 2020. Recovery accelerated in 2022 with an increase of 5.7 million journeys over 2021 levels (+73.3%), followed by a 16.6% increase in 2023. In 2024, 8.1 million passenger journeys were recorded, a 21.3% rise over the previous year.
- Bus services in Galway, Limerick, and Waterford also saw continued growth in 2024, with passenger numbers increasing by an average of 5.4% compared to 2023.

Figure 2.4 illustrates the change in passenger demand across all sectors between 2023 and 2024. Following initial declines observed in 2020, some markets continued to remain suppressed in patronage terms in 2021 such as Dublin Commuter & Dart services as well as Commuter rail services in Cork, demonstrating that large cohorts of passengers continued to observe government guidance to work from home for large parts of that year. In 2022, patronage levels began to recover, approaching pre-COVID figures. However, in 2023, public transport services across the country saw significant progress, with these markets leading the way towards a full recovery, averaging an 18.6% increase across all sectors compared to 2019. Notably in 2024, all markets experienced an average growth of 11.9% from the previous year, demonstrating strong growth despite the continued prevalence of remote and hybrid work practices. This surge in patronage suggests that ongoing improvements to the public transport network have successfully encouraged passengers to return to using these services.



Figure 2.4: PSO Passenger Journey by Sector 2023 to 2024 (% Change)

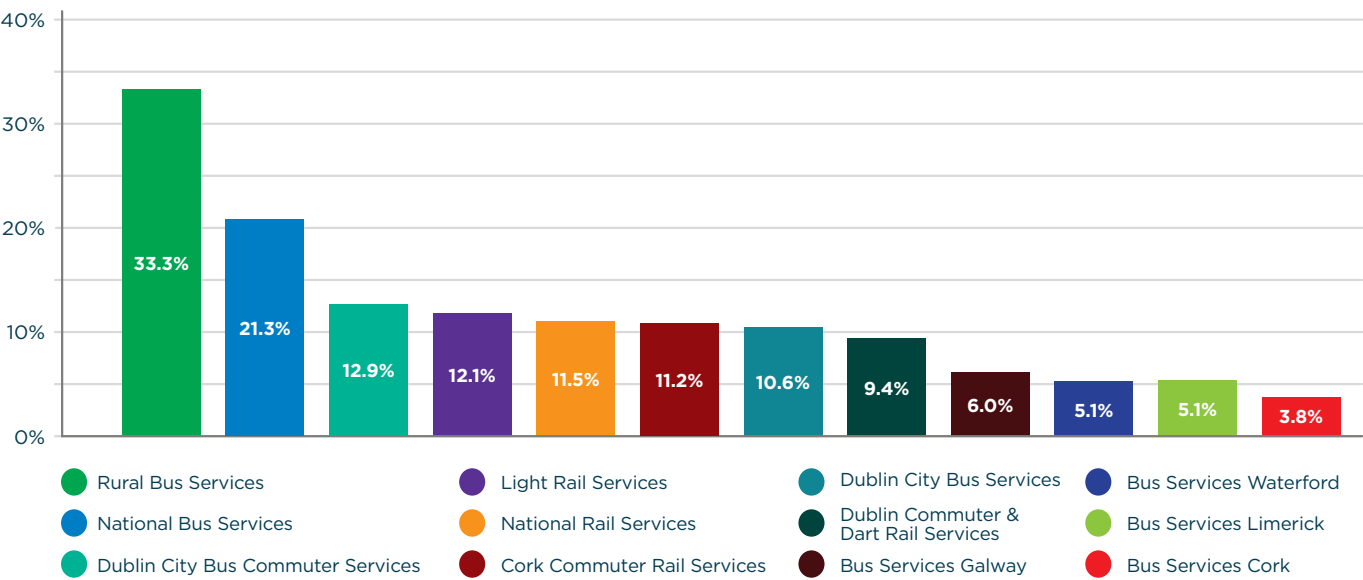


Figure 2.5: PSO Passenger Journeys by Region 2024

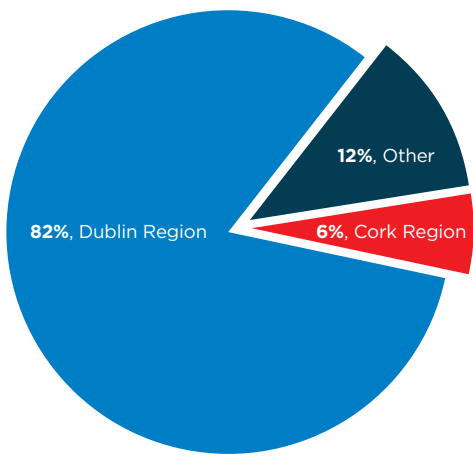


Figure 2.5 shows all passenger journeys in 2024 broken down into three regions: the Dublin region, the Cork region and the rest of Ireland. The trend in 2024 remained similar to previous years with the Dublin region accounting for 82% of all PSO public transport journeys. The Cork region accounts for 6% of all passenger journeys while the rest of Ireland accounts for 12% of all passenger journeys.



3.

Total operated vehicle-kilometres and vehicle seat-kilometres

The changes in both operated vehicle-kilometres and vehicle seat-kilometres operated across the three main public transport modes in the State are shown in Tables 3A to 3D along with Figure 3.1.

‘Operated vehicle-kilometres’ refers to the actual amount of vehicle kilometres that a bus or rail operator has operated in a given period, as opposed to ‘scheduled vehicle kilometres’ which indicates the number of vehicle kilometres planned to operate according to operator timetables.

‘Vehicle seat-kilometres’ is a unit of passenger transport capacity measuring the average number of seats available on each vehicle multiplied by the total kilometres travelled by all vehicles operating PSO services.

Given that transport operators operate a variety of vehicles with differing numbers of seats, vehicle seat-kilometres can be instructive in illustrating transport capacity. However, on city or commuter services, passengers can stand for a short journey and that will increase the capacity available over the seated capacity. Commuter and Dart rail services in particular offer significant standing capacity on their vehicles and this standing capacity is not included in the vehicle seat kilometres outlined here. Light rail trams have an average of 70 seats per tram with total capacity including standing of 310. As most light rail passengers travel relatively short journeys many of them are required to stand for their journey. Therefore, for light rail services the vehicle seat-kilometres includes both seating and standing capacity on their trams.

Factors affecting operated vehicle and seat kilometres

In 2017 both vehicle kilometres and seat kilometres on rail services decreased by 5.7% and 4.0% respectively as a result of industrial action by Iarnród Éireann staff, as well as train cancellations due to knock on effects of Bus Éireann industrial action. Services were also impacted due to ex- hurricane Ophelia.

Bus Éireann changed their method used to calculate kilometres operated in 2013 and 2014 and these figures have been restated. As a result, 2013 and 2014 vehicle kilometres operated are not directly comparable with previous years. Seat kilometres operated have also been restated from 2010 to 2019 to reflect average seat numbers on PSO services.

Operated vehicle kilometres provided by Dublin Bus have also been restated from 2010 to 2019 to reflect revenue generating PSO kilometres as opposed to company operated kilometres, with figures between 2010 and 2013 being approximations based on average seat numbers using the revised methodology.

During certain periods of 2021, the Authority agreed reductions in planned vehicle kilometres with operators to reflect reduced transport demand due to the Covid-19 pandemic and to help maximise delivery of planned services when the risk of Covid-19 related staff absence was elevated. The full year effects of Covid-19 related staff absences contributed to relatively high levels of Lost Kilometres at times during 2021.

In 2022, the reductions in planned kilometres were unwound, helping to cater for the increased demand for travel compared to the pandemic-affected periods of 2020 and 2021. However, bus driver shortages were experienced by all operators during 2022, 2023 and 2024, mirroring shortages in many areas of the national economy. This impacted the number of kilometres that could be operated during certain periods of these years.

In 2024, operated vehicle kilometres increased from 2023 as further improvements were introduced to the public transport network through network redesign, new town services and the addition of other new and improved services to the PSO network.

Bus services

In general terms, both vehicle-kilometres and vehicle seat-kilometres trended downwards between 2010 and 2014 as passenger journeys fell following economic decline, before stabilising thereafter. The two main bus operators have operated increased vehicle kilometres in recent years, as demand for services has increased and additional services are provided by the Authority.

In 2018, Dublin Bus figures receded somewhat owing to a small portion of services being transferred to Go Ahead Ireland, and also extreme weather events earlier in the year. The tendering of bus services in conjunction with the introduction of other new services nationally led to sustained growth in overall vehicle kilometres operated and seat kilometres in both 2018 and in 2019. This trend has continued on Dublin city bus services up to 2024 with increases seen across both metrics.

Bus Éireann also experienced gains in both metrics between 2015 and 2019 owing to enhanced service delivery by the Authority outside the Dublin region, with supporting marketing campaigns towards the use of leap.

Vehicle seat kilometres increased steadily over the years as a result of bus capacities increasing, allowing them to carry more passengers with the same number of services operated. Although both operated kilometres and seat kilometres declined slightly in 2020 due to nationwide service restrictions, they rebounded in 2021, with operated kilometers increasing by 7.7% and seat kilometers by 10.87%, reflecting improved performance outside Dublin and Cork. This positive trend continued into 2024, with further gains driven by ongoing service enhancements across the country.

Light rail Services

Vehicle-kilometres operated on light rail services increased significantly in 2011 following the opening of Luas extensions in late 2010. In 2013 the vehicle kilometres reduced as the interval between some services was extended but this was reversed partially the following year. The reduction in vehicle kilometres in 2016 was due to a combination of closing the red Luas line between Jervis and the Point for six weeks to allow for Luas CrossCity works and 12 days of industrial action when no services were operated.

In the years from 2017 to 2019 Luas benefitted from strong growth in passenger journeys. A key contributory factor to the increases in both kilometres operated and seat-kilometres was the opening of the Luas Cross City extension on the Green line in December 2017 and the introduction of extended trams, also on the Green line, further bolstering capacity. Luas services saw the lowest drop off in terms of kilometres operated and seat kilometres across the modes in 2020 with no significant pandemic related service reductions, however marginal decreases across both metrics in 2021 and 2022 is more likely to have been a result of performance related lost kilometres. Both metrics saw an increase in 2023 as performance relating to lost kilometres improved further. Both kilometres operated and seat-kilometres remained at a similar level to the previous year in 2024.



Rail Services

Operated vehicle kilometres on rail services have remained relatively constant over the years between 2010 and 2016 but the operated seat kilometres dropped each year between 2011 and 2014. This is because Iarnród Éireann implemented a fleet strategy which allowed them to maintain the number of services provided but reduce costs by matching more closely the number of carriages required to the number of passengers travelling. In 2015 and 2016 in line with passenger journey numbers growing they adjusted upwards the number of carriages used on various services thereby increasing the number of vehicle seat kilometres. The introduction of a 10 minute Dart service in late 2018 and enhancements on Intercity

and Commuter services to and from Dublin and Galway in 2019 resulted in operated kilometre increases of 9.2% and 6.6% in seat kilometres in 2019. The pandemic had a significant impact on rail services in 2020, as restrictions on public transport drastically altered the travel patterns of regular commuters. However, rail services began to recover in 2021, with a more substantial rebound in 2022 as intercity services were restored. This positive trend continued into 2023, with rail services experiencing further increases in both usage and service provision, signalling a strong and ongoing recovery. Growth across both metrics continued 2024 due to timetable enhancements and the addition of 41 new carriages on the intercity railcar fleet.

Table 3A: Annual operated vehicle in-service kilometres (millions)

Year / Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total	Total Annual Change
2010	87.0	16.0	2.9	105.8	
2011	84.2	16.0	3.7	103.8	-2.0
2012	82.4	16.0	3.8	102.2	-1.6
2013	76.8	16.0	3.5	96.3	-5.9
2014	80.3	16.0	3.7	100.0	3.7
2015	81.2	16.0	3.7	100.8	0.9
2016	82.9	16.0	3.5	102.3	1.5
2017	84.2	15.0	3.7	102.9	0.5
2018	91.0	16.2	4.1	111.3	8.4
2019	98.7	17.7	4.4	120.8	9.5
2020	102.6	14.7	4.3	121.7	0.9
2021	106.1	15.7	4.2	125.9	4.2
2022	109.8	17.6	4.1	131.5	5.6
2023	117.3	18.0	4.3	139.6	8.1
2024	126.9	19.2	4.3	150.4	10.8

Table 3B: Annual operated vehicle kilometres (% Change)

Year/Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total Annual Percentage Change
2011	-3.2%	0.1%	27.3%	-1.9%
2012	-2.1%	0.0%	4.0%	-1.6%
2013	-6.8%	0.0%	-7.6%	-5.8%
2014	4.6%	0.0%	3.5%	3.8%
2015	1.1%	0.0%	-0.1%	0.9%
2016	2.1%	-0.1%	-4.7%	1.5%
2017	1.5%	-5.7%	4.9%	0.5%
2018	8.1%	7.7%	11.0%	8.2%
2019	8.5%	9.0%	8.0%	8.5%
2020	4.0%	-16.6%	-1.5%	0.8%
2021	3.3%	6.5%	-3.7%	3.5%
2022	3.5%	12.1%	-0.8%	4.4%
2023	6.9%	2.3%	4.5%	6.2%
2024	8.2%	6.7%	0.0%	7.7%
2010 to 2024	45.9%	20.4%	48.9%	42.1%

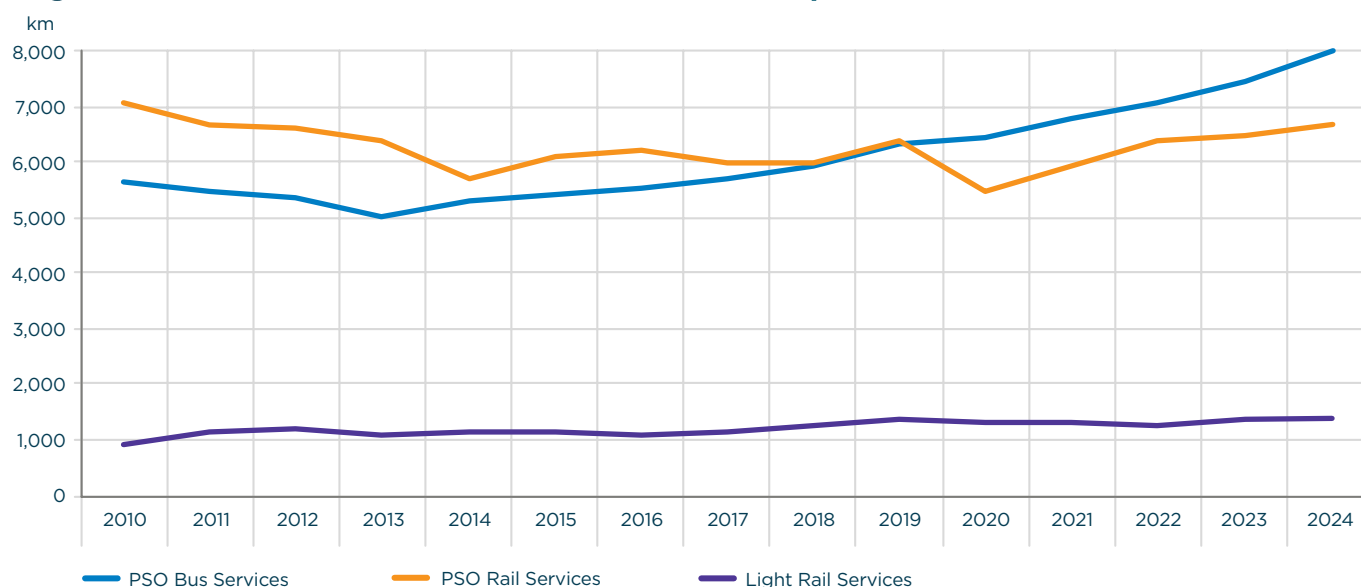
Table 3C: Annual operated vehicle seat kilometres (millions)

Year / Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total	Total Annual Change
2010	5,633.8	7,063.1	898.4	13,595.3	
2011	5,450.7	6,677.6	1,143.1	13,271.3	-323.9
2012	5,349.9	6,623.0	1,188.9	13,161.9	-109.5
2013	5,021.5	6,398.0	1,098.8	12,518.3	-643.6
2014	5,294.0	5,707.0	1,137.0	12,138.0	-380.3
2015	5,410.5	6,123.2	1,135.8	12,669.5	531.5
2016	5,499.7	6,208.3	1,081.9	12,789.9	120.4
2017	5,709.7	5,961.4	1,134.9	12,806.0	16.1
2018	5,944.2	5,986.6	1,260.3	13,191.1	385.1
2019	6,322.3	6,379.1	1,363.4	14,064.8	873.6
2020	6,457.4	5,448.7	1,339.9	13,246.0	-818.8
2021	6,759.5	5,901.9	1,290.8	13,952.2	706.2
2022	7,077.8	6,385.3	1,280.5	14,743.5	791.4
2023	7,483.1	6,455.3	1,337.5	15,275.9	532.4
2024	8,046.8	6,794.6	1,337.5	16,179.0	903.0

Table 3D: Annual operated vehicle seat kilometres (% Change)

Year/Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total Annual Percentage Change
2011	-3.3%	-5.5%	27.2%	-2.4%
2012	-1.8%	-0.8%	4.0%	-0.8%
2013	-6.1%	3.7%	-7.6%	-4.9%
2014	-2.8%	-10.8%	3.5%	-3.0%
2015	2.2%	7.3%	-0.1%	4.4%
2016	1.6%	1.4%	-4.7%	0.9%
2017	3.8%	-4.0%	4.9%	0.1%
2018	4.1%	0.4%	11.0%	3.0%
2019	6.4%	6.6%	8.2%	6.6%
2020	2.1%	-14.6%	-1.7%	-5.8%
2021	4.7%	8.3%	-3.7%	5.3%
2022	4.7%	8.2%	-0.8%	5.7%
2023	5.7%	1.1%	4.5%	3.6%
2024	7.5%	5.3%	0.0%	5.9%
2010 to 2024	42.8%	-3.8%	48.9%	19.0%

Figure 3.1: Annual Vehicle Seat Kilometres Operated 2010 - 2024





4. Passenger revenues

Passenger revenues across each of the modes of public transport are shown in Table 4A. Passenger revenues for bus, rail and light rail services are made up of cash fare revenue, Leap revenue, and prepaid ticket sales (including TaxSaver tickets), as well as the free travel grant from the Department of Social Protection (DSP). Revenues for rural bus services operated by Local Link also includes revenue which is paid to Local Link from agencies such as the Health Service Executive (HSE) or from community groups for the provision of specific bus services.

Passenger revenues reported in this chapter do not include the annual Public Service Obligation subsidy, which is outlined in Chapter 7. Passenger revenue only relates to contracted PSO services and does not include commercial sources (e.g. Bus Éireann Expressway services).

Changes in passenger revenues is as a result of associated rises or falls in passenger journeys or average fares, or both. As the use of Leap e-purse has grown across the modes it has had the effect of moderating passenger revenue growth due to the significant fares discounts available. The Free Travel Grant from DSP has increased very little since 2010 despite significant increases in free travel passengers, which also has a moderating effect on the growth in passenger revenues. Significant fares increases were approved by the Authority for 2012 and 2013 to compensate for loss in PSO subsidy and these fare increases enabled the growth in passenger revenues despite passenger journeys falling slightly during this period. Between 2014 and 2019 average fare increases were moderate and it was growth in passenger journeys which was the main contributor to passenger revenue growth.

Owing largely to the COVID-19 pandemic there were no fare changes in 2020 or 2021 other than the introduction of the 90 minute fare in the Dublin metropolitan area. The 90 minute fare allows for free transfer between different transport modes within 90 minutes of initial tag on, which in itself is revenue diluting, however this impact was difficult to ascertain during sustained periods of capacity restrictions across the PSO network in 2020 and 2021.

In 2019, record passenger journeys led to a 6.8% increase in revenues across all modes of public transport. However, the onset of the COVID-19 pandemic in March 2020 had a devastating impact on fare revenues, causing a steep 51.2% year-on-year decline from €661.8 million to €324.0 million. In 2021, passenger revenues saw a modest 1.9% increase to €330.2 million, as government restrictions continued to significantly affect public transport usage. The recovery gained momentum in 2022, with revenues rising by 41.4% to €466.7 million, as most restrictions were lifted early in the year. This upward trend continued into 2023, with revenues growing by 11.6% to €520.7 million, bringing total passenger revenues to 79% of the peak levels seen in 2019. By 2024, passenger revenues reached 562.9 million, a further 8.1% increase on 2023, marking the highest revenue levels since 2019 despite the continuation of fare discounts and widespread hybrid working patterns.

Due to the significant impact of increased costs of living as the economy emerged from the COVID-19 pandemic, the Authority implemented the government's 20% cost of living fares reduction across all forms of PSO public transport services in early 2022, in addition to the previously announced Young Adult Card Scheme, offering young people a 50% reduction on equivalent Adult fares.

Fares on PSO public transport services remained unchanged in 2023, with the continuation of the government's 20% cost of living fares reduction committed to remain in place during 2024. An extension of the eligibility of the Young Adult Leap Card Scheme was also announced, to include those aged up to 25.

Phase 1 of the 2024 fares determination saw short journey fares on Luas, Dublin City Bus, and Irish Rail services rise by €0.20 for TFI Leap Card users. It also introduced a flat town fare of €1.50 for Leap Card users (or €2.00 cash) across regional town bus services in Athlone, Balbriggan, Carlow, Drogheda, Dundalk, Navan, and Sligo.

Bus services

Passenger revenues on bus services nationally rose consistently by an average of 5.7% in the years from 2012 through to 2019. This was primarily driven by significant increases in passenger journeys, to a peak in 2019 where of a total passenger revenue of €661.8 million, bus services contributed €347 million (52.4%). Bus revenues fell by 45.6% in 2020 but maintained their share of overall PSO passenger revenue. Among the three modes of transport, bus services were the only ones to see an increase in passenger revenue in 2021, with a 4.4% rise to €197.2 million. This growth continued in 2022 with a significant 27.7% increase, bringing revenues to €251.8 million. In 2023, bus passenger revenue further increased by 8.2% to €272.4 million, reflecting ongoing recovery and growth in this sector. In 2024, further growth in bus passenger revenue resulted in year-on-year increase of 6.1% bringing totals to €289.0 million within 83% of 2019 peak levels.

Typically, just over two thirds of total bus passenger revenues are generated by bus services in Dublin city, peaking at €247 million in 2019 before receding to €130.1 million in 2020 and recovering to €170.4 million in 2022, with further growth in 2023 increasing passenger revenue to €180.3 million. In 2024 passenger revenue on Dublin city bus services increased by a further 5.8% up to €190.9 million, bringing it up to 77% of 2019 peak levels. Significant revenue growth occurred in 2018 and 2019 associated with the tendering of bus services and subsequently since 2021 via the introduction of enhanced services as part of the Bus Connects programme.

Passenger revenues for bus services outside Dublin peaked in 2019, resulting in a revenue total of €67.2 million for the year. This was despite the full roll out of Leap-enabled machines across the network providing lower leap fares and reflected strong passenger growth, particularly in the regional cities and on national stage carriage services. In line with other services, bus revenues outside of Dublin declined by 39.2% in 2020 to €40.9 million as a result of the impact of the pandemic. However, bus services in regional cities showed the strongest return to growth across all PSO services in 2021 with fare revenue rising by an average of 14%, followed by a year-on-year increase of 26.5% in 2022 reaching €56.9 million. 2023 saw further increases on fare revenue by an average of 12% up to €63.7 million. Further increase in 2024 resulted in a year-on-year increase of 4.6% bringing fare revenue up to €66.6 million.

The introduction of a number of high frequency services across the Local Link network from 2017 onwards has resulted in a significant upturn in passenger revenues, increasing from €1.9 million in 2017 to €3.3 million in 2019, as demand for these services grew, before receding to €3.0 million in 2020. In line with regional cities, rural services also experienced a return to growth of 7.3% in 2021, as service levels gradually return to pre pandemic norms. In 2022, rural service provision expanded further with the introduction of new and enhanced existing services through the Connecting Ireland programme, bolstering passenger revenues and resulting in year-on-year increase of 36.4% (€4.4 million). This trend continued in 2023 following the implementation of the 2nd phase of Connecting Ireland, with a notable increase of 44% up to €6.4 million. The continued rollout of the Connecting Ireland programme in 2024, resulted in a year-on-year increase of 30% bringing passenger revenue on rural bus services up to a new peak of €8.3 million.

Light rail services

Passenger revenues on Luas light rail services grew moderately from 2013 onwards, following the economic downturn, averaging 4.3% annually. 2016 was an exception due to the closure of the red Luas line from Jervis to the Point for six weeks to facilitate Luas Cross City works and 12 days of industrial action when no services operated. However, a combination of growth in passenger journeys and moderate fare increases resulted in strong revenue growth from 2017 to 2019, with passenger revenue peaking at €81.0 million in 2019, which was largely supported by the opening of Luas Cross City and improved capacity from extended trams. Luas fare revenue was severely impacted by the COVID-19 pandemic, dropping by 58.6% in 2020 and declining a further 1.9% in 2021 due to significantly reduced passenger numbers during extended periods of strict public health restrictions. However, 2022 marked a strong recovery with a 47.2% increase in passenger revenues, reaching €48.4 million. Growth in 2023, increased revenues by 17.1% to €56.7 million which represented the highest growth rate across all modes of transport in the Dublin region. Further growth in 2024 resulted in a year-on-year increase of 4.2% to €59 million.

Rail services

Passenger revenue on rail services operated by Iarnród Éireann typically account for just over a third of total fare revenue on PSO services

nationally. Following a period of relative decline as a result of the economic downturn, passenger fare revenue grew at a rate of 5.8% on average between 2013 and 2019, where total revenue increased to a high of €233.8 million. Rail services were significantly impacted during the pandemic, particularly from a dramatic fall in commuter patronage and the introduction of hybrid working practices, resulting in revenues falling to €100.1 million in 2021. However, 2022 saw the largest

upturn in passenger revenues across all modes, with a 66.4% increase driven by significant growth in both Intercity and commuter travel. This upward trend continued in 2023, with passenger revenue on rail services rising by 15.1% to €191.6 million. In 2024, rail services recorded the largest percentage increase across all modes (+12.1%), bringing passenger revenue up to €214.8 million, which is 92% of 2019 peak levels.

Table 4A: Annual passenger revenue (millions)

Year / Operator	Total PSO Bus Services	Total PSO Rail Services	Total Light Rail Services	Total
2010	€223.4	€162.6	€40.4	€426.4
2011	€221.5	€156.7	€43.7	€421.8
2012	€240.7	€157.9	€46.4	€445.1
2013	€256.5	€166.9	€47.9	€471.3
2014	€270.3	€174.5	€51.2	€496.0
2015	€284.5	€184.2	€54.4	€523.0
2016	€298.3	€193.7	€54.8	€546.8
2017	€307.2	€204.9	€62.0	€574.1
2018	€325.4	€220.9	€73.4	€619.6
2019	€347.0	€233.8	€81.0	€661.8
2020	€188.9	€101.6	€33.5	€324.0
2021	€197.2	€100.1	€32.9	€330.2
2022	€251.8	€166.5	€48.4	€466.7
2023	€272.4	€191.6	€56.7	€520.7
2024	€289.0	€214.8	€59.0	€562.9

**Figures include cash fares, plus contracted revenue collected.*

Table 4B: Annual passenger revenue (% change)

Year / Operator	PSO Bus Services	PSO Rail Services	Light Rail Services	Total
2011	-0.8%	-3.7%	8.0%	-1.1%
2012	8.7%	0.8%	6.4%	5.5%
2013	6.6%	5.7%	3.1%	5.9%
2014	5.4%	4.6%	6.8%	5.2%
2015	5.2%	5.5%	6.3%	5.4%
2016	4.9%	5.2%	0.8%	4.6%
2017	3.0%	5.8%	13.1%	5.0%
2018	5.9%	7.8%	18.4%	7.9%
2019	6.6%	5.8%	10.4%	6.8%
2020	-45.6%	-56.5%	-58.6%	-51.0%
2021	4.4%	-1.5%	-1.9%	1.9%
2022	27.7%	66.4%	47.2%	41.4%
2023	8.2%	15.1%	17.1%	11.6%
2024	6.1%	12.1%	4.2%	8.1%

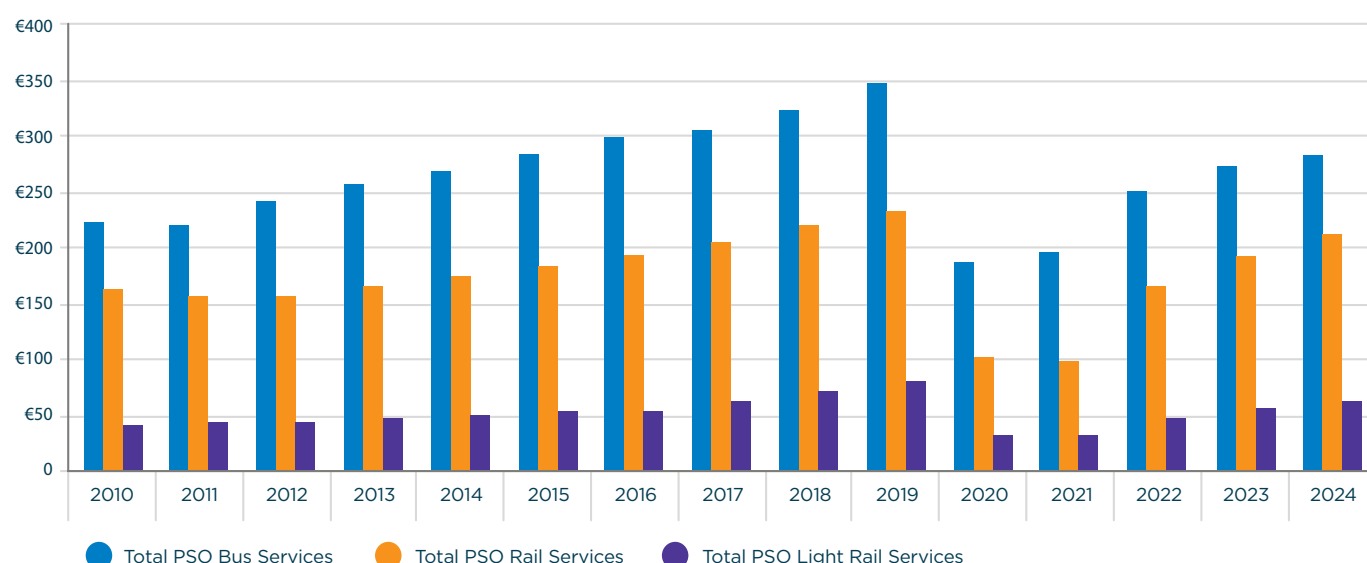
Figure 4.1: Annual Passenger Revenues 2010 - 2024 (millions)

Figure 4.1 shows the annual passenger revenues for each of the public transport modes between 2010 and 2024. In overall terms, in the period up to 2016 PSO passenger revenues grew by an average of 4.3% each year across all modes. In the three years to 2019, however, this accelerated to 6.6%, coinciding with record growth in patronage. If this chart is compared with Figure 1.1 which showed passenger journeys by mode, it can be noted that while bus services nationally carry almost three times the number of passenger journeys compared to rail services, their passenger revenues are more closely aligned. This is because passenger journeys on rail are often over longer distances and the fare charged is greater than the fare charged on bus where in general terms, passengers are carried a much shorter distance. Similarly with light

rail services, while Luas typically carries similar levels of passengers to that of heavy rail services, their revenues are comparatively lower than the other modes as journeys are a lot shorter and therefore have lower fares. As previously discussed, the pandemic in 2020 resulted in significant revenue decline across all modes, with an average reduction of 51.2% nationally. 2021 saw a stabilisation of revenues prior to a significant return to growth in 2022, with an average revenue gain of 41.4% across all modes compared to the previous year. Further growth in 2023 was recorded with average revenue gains of 11.6% compared to the previous year. The upward trend in passenger revenue recorded continued into 2024, with average revenue gains of 8.1% on the previous year.





5. Passenger revenues by region

Table 5A, 5B and Figure 5.1 shows the passenger revenue from 2013 to 2024 for the Dublin region and change experienced over the past 11 years. Dublin city bus services (incorporating services operated by Dublin Bus and Go Ahead Ireland) operate within Dublin City & County, while Dublin Commuter bus services (operated by Bus Éireann and Go Ahead Ireland) also serving Dublin, are included. Also included are rail services operated on Dublin Commuter routes, Dart services, as well as light rail services operated within Dublin City only. Passenger revenues on rail services are not broken down by Iarnród Éireann for the Dublin region and therefore the figures used in tables 5A and 5B are estimates only.

Total passenger revenues in this region grew steadily between 2013 and 2019 by an average

of 5.7% annually across all modes, to a peak in excess of €451.7 million in 2019. This was on the back of record growth in patronage prior to 2020 when overall revenues receded to €219.8 million. 2021 saw a further decline of €4.9m as commuters were advised to work from home for a large portion of the year. 2022 saw a resurgence in overall revenues in the region as the use of public transport returned to pre covid levels by the end of the year, with an increase of 34% to €291.1 million. 2023 saw a further increase in passenger revenue, with a year-on-year increase of 10% to €319.4 million. Continued growth in 2024 resulted in an increase of €24.6 million passenger revenue from the previous year representing a year-on-year increase of 7.7%. Leading this growth in 2024, has been Dublin commuter bus services, with annual increases of 33.1%.

Table 5A: Dublin Region Annual Passenger Revenues (millions)

Year/ Operator	Dublin City Bus Services	Dublin Commuter Bus Services ¹	Dublin Commuter & Dart Rail Services*	Luas Light Rail Services	Total Passenger Revenue
2013	€184.9	€26.9	€64.2	€47.9	€323.8
2014	€194.4	€28.1	€68.8	€51.2	€342.5
2015	€204.4	€29.6	€73.6	€54.4	€362.0
2016	€211.7	€31.5	€80.9	€54.8	€379.0
2017	€224.7	€29.2	€85.2	€62.0	€401.1
2018	€234.5	€27.6	€90.7	€73.4	€426.2
2019	€247.5	€29.8	€93.3	€81.0	€451.7
2020	€130.1	€18.1	€38.1	€33.5	€219.8
2021	€136.2	€15.4	€32.8	€32.9	€217.3
2022	€170.4	€21.8	€50.5	€48.4	€291.1
2023	€180.3	€24.1	€58.3	€56.7	€319.4
2024	€190.9	€32.1	€62.0	€59.0	€343.9

*Estimated

¹Dublin Commuter Bus Services consists of DCOM routes operated by Go Ahead Ireland, ECC routes operated by Bus Éireann and Dublin Commuter routes operated by Bus Éireann under the Bus Éireann Direct Award contract.

Table 5B: Dublin Region Annual Passenger Revenues (% Change)

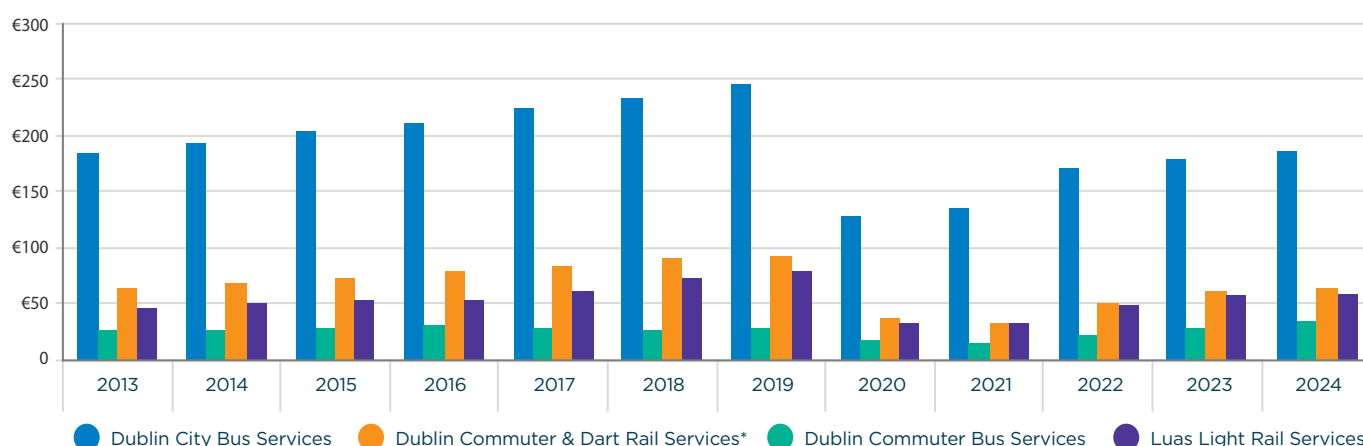
Year/ Operator	Dublin City Bus Services	Dublin Commuter Bus Services	Dublin Commuter & Dart Rail Services*	Luas Light Rail Services	Total Change
2013 to 2019	33.9%	10.9%	45.3%	69.2%	39.5%
2019 to 2023	-27.2%	-19.1%	-37.5%	-30.1%	-29.3%
2023 to 2024	5.8%	33.1%	6.4%	4.2%	7.7%

*Estimated

Table 5B shows the total change in passenger revenues in the Dublin region between 2013 and 2024. Passenger revenues in Dublin reached a record high in 2019 of €451.7 million. Whilst growth in passenger numbers has been strong post COVID, revenue levels are still well below 2019 values. 2024 saw a year-on-year increase of 7.7% in passenger revenue in the Dublin region to €343.9 million, however, this is still 23.9% down on peak 2019 levels.

Figure 5.1 shows the revenue trends per mode in

the Dublin region and in particular the extent of the decline experienced in 2020 and continued impact of the pandemic on fare revenues in 2021. Passenger fare revenues in 2022 continued to increase, whilst further gains were made in 2023 and again in 2024 despite the 20% cost of living fares reduction and Young Adult fares remaining in place throughout 2024 having been introduced initially in 2022. The dominance of bus services in the Dublin region remains consistent with previous years, with revenues greater than the other modes combined.

Figure 5.1 Dublin Region Annual Passenger Revenues (millions)

Tables 5C and 5D show the breakdown of passenger revenues for areas outside the Dublin region. The majority of these PSO bus services are operated by Bus Éireann. All rural bus services operated and managed by Local Link are included here, even though a small number of their services operate in the Dublin region. Intercity rail services operated by Iarnród Éireann are also included.

Passenger revenues from outside the Dublin region in 2024 totalled €209.5 million resulting in a new peak level figure and represents an increase of €6.2 million compared to 2019. Passenger revenues outside of Dublin equate to just under two thirds of that generated in Dublin city. The

largest contributor to overall passenger revenue continues to be Intercity rail, with 68% of revenue outside of Dublin (€142.8m) arising from this sector.

Bus services in the regional cities experienced strong revenue growth between 2013 and 2019, with average increases of 8.3%. This was largely due to the introduction of enhanced timetables by the Authority, combined with increasingly strong passenger journey growth throughout the network. Following the worst of the pandemic, in 2021 regional city bus services experienced the most pronounced return to revenue growth of all PSO services, with average increases of 14.1%,

followed by average increase of 26.5% in 2022. Growth continued to improve in 2023 with year-on-year growth averaging 7.3%. Whilst growth generally continued in 2024, slight decreases

in year-on-year growth can be noted on Cork, Galway & Limerick services, whilst significant year-on-year growth occurred in Waterford (+35%).

Table 5C: Annual Passenger Revenues Outside Dublin region (millions)

Year/ Operator	Bus Services Cork	Bus Services Galway	Bus Services Limerick	Bus Services Waterford City	National Bus Services	Intercity Rail Services	Rural Bus Services	Total
2013	€16.1	€5.1	€3.6	€1.0	€16.9	€100.6	€2.2	€145.3
2014	€18.2	€5.8	€3.9	€1.0	€16.9	€103.2	€2.0	€151.0
2015	€20.4	€5.9	€4.0	€1.0	€16.8	€107.8	€2.3	€158.3
2016	€22.7	€6.6	€4.3	€1.0	€18.0	€109.7	€2.4	€164.8
2017	€21.7	€6.7	€4.8	€1.0	€17.0	€116.4	€1.9	€169.5
2018	€22.6	€7.5	€5.4	€1.1	€21.2	€126.7	€3.4	€187.9
2019	€25.6	€8.5	€5.7	€1.4	€22.6	€136.1	€3.3	€203.3
2020	€14.6	€5.1	€3.9	€0.8	€13.4	€61.6	€3.0	€102.5
2021	€16.0	€6.0	€4.6	€0.9	€13.1	€65.8	€3.3	€109.6
2022	€19.8	€7.7	€5.7	€1.1	€18.0	€113.8	€4.4	€170.7
2023	€20.9	€8.4	€6.0	€1.2	€20.8	€129.7	€6.4	€193.4
2024	€20.1	€8.3	€5.8	€1.7	€22.4	€142.8	€8.3	€209.5

Table 5D: Annual Passenger Revenues Outside Dublin region (% Change)

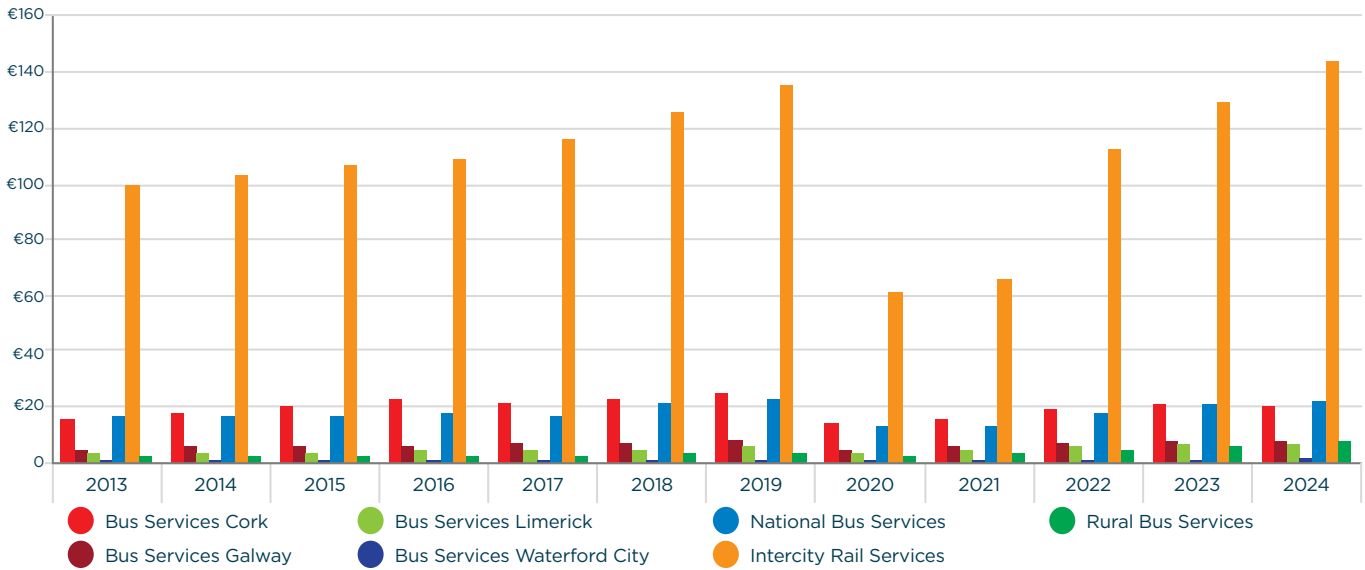
Year/ Operator	Bus Services Cork	Bus Services Galway	Bus Services Limerick	Bus Services Waterford City	National Bus Services	Intercity Rail Services	Rural Bus Services	Total
2013 to 2019	59.7%	68.1%	59.2%	49.3%	33.3%	35.3%	52.3%	39.9%
2019 to 2023	-18.6%	-1.7%	6.0%	-14.6%	-8.1%	-4.7%	94.1%	-4.9%
2023 to 2024	-3.8%	-1.3%	-3.2%	35.0%	8.1%	10.1%	30.0%	8.3%

Passenger revenue growth outside Dublin rose by just over 40% between 2013 and 2019, which is on a par with that seen in Dublin itself, before receding by almost 50% in the year to 2020 due to the impact of the pandemic. Revenue outturns across all market segments up to that time were reflective of a number of interventions by the Authority, namely; moderate or minimal fare increases for example on Intercity rail, improved service provision through reconfiguration of bus services e.g. city networks, the introduction of greater numbers of contracted services on the rural bus network, and the positive impact of the tendering

of services to support passenger growth.

These improvements have in part expedited a return to pre pandemic use of public transport in 2021 (with a 7.1% increase across all modes). In 2022, growth in passenger revenue resulted in an annual increase of 55.7%. Whilst in 2023, further increases in passenger revenue has brought total revenue across all modes outside Dublin back to 95% of peak 2019 levels. 2024 saw passenger revenue outside Dublin exceed the previous peak levels recorded in 2019, with an increase of 8.3% compared to the previous year.

Figure 5.2: Annual Passenger Revenues outside Dublin Region (millions)



Figures 5.1 and 5.2 show that despite the declines seen since 2020, Dublin city bus services account for the largest portion of passenger revenues in the Dublin region, while revenues on Intercity rail services account for the highest revenues outside the Dublin region (approximately 76% of Dublin city bus revenue). However, Dublin city bus services

typically carry approximately 13 times more passenger journeys than that of Intercity rail. This is reflective of passengers on bus services in Dublin city taking short journeys and paying a relatively small fare, while passengers on Intercity rail services are taking much longer journeys on average and therefore paying a higher fare.

Figure 5.3 Passenger Revenue Change by Market Segment 2013 to 2024

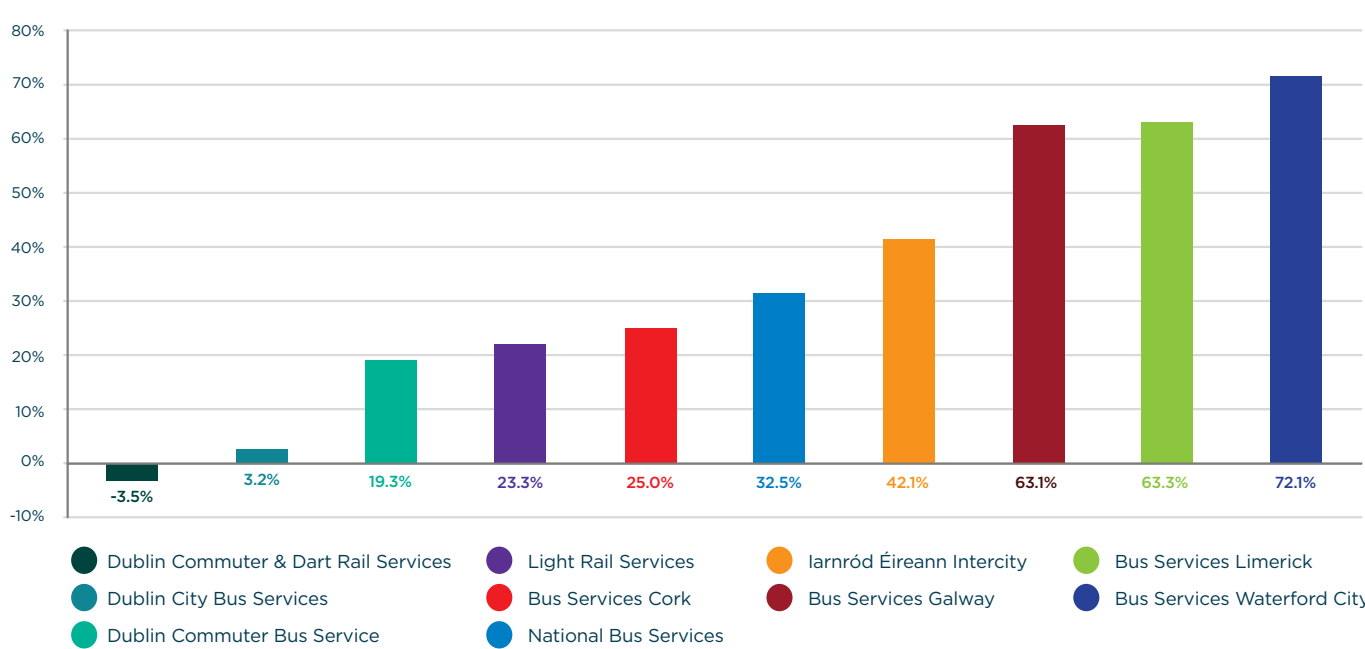


Figure 5.3 shows the passenger revenue change by market segment between 2013 and 2024. To put this chart into context in light of the impact of the COVID-19 pandemic on public transport services, the same comparisons when made between 2013 and 2019 show passenger revenues having increased by 49.3%. In 2024, the revenue outturn when compared

to 2013 shows an average upturn of 34% across all market segments nationally. The regional cities continued to perform strongly in 2024, building on a strong return to growth in passenger numbers, with Waterford, Limerick and Galway in particular returning in excess of 60% ahead in terms of passenger revenues over the eleven-year period.



6. Free Travel Scheme revenue

The Department of Social Protection (DSP) Free Travel Scheme is available to all persons aged 66 and over living permanently in the State. Some people under 66 may also qualify such as carers in receipt of a Carer's Allowance, certain other persons in receipt of a Disability Allowance or Invalidity Pension, and spouses/partners of those 66 and over.

Free travel under the Free Travel Scheme is available on most public transport services including PSO bus, rail and light rail services and some ferry services. It is also available on a large number of licensed public bus services operated on a commercial basis. The DSP spends in the region of €76 million on the scheme each year on PSO services. Funding for the scheme for PSO operators has remained relatively stable since 2010 and has not responded to the significant increase in passenger journeys undertaken by

Free Travel Scheme passengers and the significant growth in the population of those over 66 years of age. Free Travel Scheme funding for PSO operators has increased marginally by €7.7 million since 2010, with €58.3 million provided to NTA for PSO services operators in 2024.

Table 6A shows annual DSP payments for the Free Travel Scheme. The differences in revenue in Table 6A from 2010 to 2018 largely reflects timing differences, although in some cases deductions have been made from the payments when services did not operate due to industrial action. Payments to the scheme between 2019 and 2024 include that paid for operators of competitively tendered services, with the final calculation methodology yet to be confirmed with DSP. The funding shown in table 6A is included in the passenger revenues in Chapter 4 and 5.

Table 6A - Annual DSP Free Travel Scheme Passenger Funding (millions)

Year / Operator	Total PSO Bus Services	Total PSO Rail Services	Total Light Rail Services	Total
2010	€33.1	€14.6	€3.0	€50.6
2011	€32.9	€14.6	€4.1	€51.6
2012	€34.2	€14.6	€3.8	€52.6
2013	€34.0	€14.6	€3.4	€52.0
2014	€34.1	€14.5	€3.9	€52.5
2015	€34.1	€14.6	€3.9	€52.7
2016	€34.9	€14.6	€3.9	€53.4
2017	€34.7	€14.6	€3.9	€53.2
2018	€35.5	€14.6	€3.6	€53.7
2019	€40.0	€16.8	€3.9	€60.8
2020	€37.8	€14.4	€3.9	€56.2
2021	€37.2	€14.4	€3.9	€55.5
2022	€38.5	€14.4	€3.9	€56.8
2023	€38.6	€14.4	€3.9	€56.9
2024	€38.9	€14.4	€3.9	€58.3

Table 6B: DSP Free Travel Scheme Passenger Journeys (% Change)

Year / Operator	Total PSO Bus Services	Total PSO Rail Services	Total Light Rail Services	Total Change
2010 to 2024	5.6%	34.5%	119.2%	15.3%

In recent years the number of people aged 66 years and over has increased by about 3% to 3.5% each year. This increase is reflected in the growing numbers who have availed of the Free Travel Scheme as outlined in Table 6B. Table 6C shows the average payment per journey taken under the Free Travel Scheme. What we can see in the period up to 2019 across all modes, is that journeys on the scheme have increased while the

level of payment has remained relatively flat. As payments to transport operators have increased only marginally in recent years, the falloff in demand due to the pandemic resulted in average payments per passenger appearing artificially high, however these have largely returned to longer term averages as the use of public transport increased once again in 2024.

Table 6C: Average FTS payment per passenger journey (€)

Year / Operator	Total PSO Bus Services	Total PSO Rail Services	Total Light Rail Services
2010	€1.05	€3.71	€1.33
2011	€1.04	€3.49	€1.31
2012	€1.04	€3.22	€1.22
2013	€1.04	€3.22	€0.98
2014	€1.00	€3.13	€1.09
2015	€1.00	€3.16	€1.01
2016	€0.96	€3.07	€1.11
2017	€0.89	€3.00	€1.07
2018	€0.88	€2.95	€0.90
2019	€0.91	€3.31	€0.81
2020	€1.62	€9.45	€1.98
2021	€1.44	€13.32	€1.93
2022	€1.15	€3.62	€1.08
2023	€1.01	€2.83	€1.08
2024	€1.17 ²	€2.72	€0.80

²Please note the DSP passenger numbers used in 2024 for 'Total PSO Bus Services' are 'unuplifted', whilst all previous years are based on 'uplifted' values. This results in a somewhat artificial increase in Free Travel Scheme Payment per passenger in 2024 when compared to 2023. Please see section 1 for further details on 'uplifted' and 'unuplifted' passenger numbers.



7. Public Service Obligation (PSO) subsidy

Public Service Obligation (PSO) funding is provided for socially necessary but commercially unviable bus and rail services. Payments in respect of bus and rail transport contracts since 2010 are set out in Table 7B. Payment for PSO services is governed by public service contracts between the Authority and the relevant operator. The requirements for entering into contracts for provision of PSO services is set out in both EU and Irish legislation. Regulation EC 1370/2007 is the EU wide legal framework and the DTA Act 2008 is the national legislation, both governing the regulation of public bus and rail passenger services including the approach for awarding contracts for service delivery and providing PSO compensation for the provision of such services.

The majority of PSO funding goes to Dublin Bus, Bus Éireann and Iarnród Éireann - the C.I.É. operators. Contracts with the two bus companies were renewed in December 2019 and again in December 2024 for a further 5 years. The Authority has also entered into another 10 year direct award contract with Iarnród Éireann in 2019, as it is statutorily required to do. These new

direct award contracts provided for the transition from net cost contracts to gross cost contracts in 2021. This brought these contracts into line with the Authority's competitively tendered contracts. The cost of providing these services are fixed and all fare revenue is transferred to the Authority. PSO payments are then made to the operators to cover the full cost of the operation of the service. Under EU regulation 1370/2007 operators directly awarded public transport contracts are allowed to earn reasonable profit but any higher level of profit is deducted from their annual subsidy payments.

The large public service contracts provide for deductions in payments to operators associated with poor performance across a number of quality metrics as well as incentive payments if performance is higher than the required standard.

A number of additional public transport services, which also receive PSO funding, are provided by other operators procured following public tender competitions. These contracts also operate under a gross cost contract model. Details of these services are outlined in the table below.

Table 7A: PSO services procured following public tender competitions

Operator	Routes operated
Andrew Wharton Coach Hire	Route 975 between Cavan and Longford
Moorhill Capital Ltd	Route 310 in Limerick
Finnegan Bray Ltd	Routes 143 and 144
Bus Éireann	Routes W1, W2, W3, W4 and W5 in Waterford City
Bus Éireann	East Coast Commuter Routes 101, 101X, 131 and 133
Bus Éireann	Routes CW1 and CW2 in Carlow Town
City Direct	Routes KK1 / KK2 in Kilkenny City
JJ Kavanagh and Sons	Route 139 between Naas and Blanchardstown
City Direct	Routes 410, 411 and 412 in Galway City
City Direct	Routes PL1 and PL2 in Portlaoise Town
Go-Ahead Ireland	Routes in the Outer Dublin Metropolitan Area (ODMA) – Routes 17/d, 17A, 18, 33A, 33B/t, 45A/b, 59, 63/a, 75/a, 76, 76A, 102/a/c/p/t, 104, 111, 114, 161, 175, 184, 185/t, 220/a/t, 236/a/t, 238, 239, 270/t, L51, L52 and N6.
Go-Ahead Ireland	Regional routes in the Dublin Commuter Outer Metropolitan area (DCOM) – Routes 120 & variants a/b/e/f/x, 120C & variant d, 125, 126 & variants a/b/d/e/n/t/u/x and 130 & variant a.
Go-Ahead Ireland	Routes W4 (Tallaght to Blanchardstown), W61 and W62 (Linking West Dublin and North Kildare)
Go-Ahead Ireland	Route 197 between Swords and Ashbourne

Rural transport services provided by operators under the Local Link brand are also funded by the Authority. Significant change in the delivery structure for these services took place in recent years, and additional funding has been provided

for new or improved rural transport services. There are now 15 Local Link offices with the role of managing the programme on behalf of the NTA at local level.

Table 7B: PSO Subsidy Payments (€ millions)

Year	Iarnród Éireann	Dublin Bus	Bus Éireann	Local Link	Luas Light Rail	Other Operators*	Total PSO
2010	€155.1	€75.8	€45.2	€11.0	€0.0	€0.0	€287.2
2011	€148.7	€73.0	€43.4	€10.6	€0.0	€0.0	€275.8
2012	€166.4	€74.8	€36.9	€9.8	€0.0	€0.0	€287.8
2013	€127.0	€64.5	€34.4	€9.6	€0.0	€0.0	€235.6
2014	€117.4	€60.0	€34.4	€10.1	€0.0	€0.2	€222.1
2015	€98.1	€57.7	€33.7	€10.7	€0.0	€0.3	€200.5
2016	€133.1	€59.6	€40.8	€11.9	€0.0	€0.3	€245.6
2017	€147.0	€54.0	€52.2	€13.7	€6.7	€0.3	€273.9
2018	€141.3	€47.5	€54.3	€18.6	€0.0	€5.9	€267.5
2019	€128.4	€53.5	€66.4	€22.0	€0.0	€20.1	€290.5
2020	€239.3	€133.4	€101.1	€24.6	€30.2	€35.7	€564.3
2021	€210.2	€146.0	€66.6	€25.3	€32.2	€33.1	€513.3
2022	€225.6	€147.5	€115.0	€32.2	€24.5	€30.4	€575.1
2023	€187.2	€144.3	€82.1	€43.4	€28.5	€42.2	€527.7
2024	€215.3	€180.4	€103.7	€65.9	€42.8	€59.7	€667.8

*All payments shown above represent the net subvention required, i.e. the difference between the cost of operating the service and the fare revenue collected.

**Iarnród Éireann received additional exchequer funds for their Infrastructure Management business which partly compensated them for a reduction in PSO subsidy payments to their Railway Undertaking business which receives the PSO subsidy payments.

*** TII received a once off payment in 2017 of €6.68m for Luas CrossCity mobilisation costs. Also included in 2020 and 2021 are payments to TII to support the operation of Luas light rail services during the Covid-19 global pandemic.

* See Table 7A: Other tendered PSO Bus services for details

Total PSO funding reached a pre-pandemic high in 2019, supporting record growth in public transport patronage in the same year. Payments to bus operators providing services under gross cost contracts formed the most noteworthy increase in 2019 (€20.1m in total), reflecting the significant investment in enhanced service provision undertaken by the Authority, through the

introduction of new services as well as tendering of existing services.

The scale of the impact of the COVID-19 global pandemic on the use of public transport was substantial. The vast decline in passenger journeys across the State in March 2020 resulted in considerable fare revenue losses for the

Authority, which was absorbed through additional Government funded subvention to ensure services continued to operate in line with public health restrictions until capacity restrictions were lifted on 1st September 2021 (with the requirement to wear face masks on public transport remaining in place). The funding requirement for subsidised public transport services almost doubled as a consequence in 2020 compared to the previous year. Despite a slight reduction in 2021, the €513.3 million paid to operators remained significantly higher than pre-pandemic. This trend continued in 2022, where as a result of several key factors including contract indexation costs of both existing and new services as a result of increases in the cost of living; ongoing pandemic related lockdowns arising from the omicron variant; and the introduction of key revenue diluting fares initiatives such as Young Adult fares and the 20% cost of living fares reduction all required a significant increase in state subvention. 2023 saw the continuation of the government's 20% cost of living fares reduction which remained in place during 2024. An extension of the eligibility of the Young Adult Leap Card Scheme was also announced, to include those aged up to 25.

The subvention requirement for Bus Éireann PSO services reduced by the greatest extent in 2021, reflecting an encouraging return to growth in patronage as the economy emerged from the worst of the pandemic and resulting fare revenue in the regional cities and on national services. The increase seen in 2022 is largely related to the additional funding required from government as a result of the introduction of Young Adult fares in early 2022, offering young people 50% discount on equivalent Adult fares. Subvention decreased in 2023 to €82.1 million representing a decrease of 28.6% from the previous year. The subvention requirement increased by 26.3% on the previous year to €103.7 million in 2024, mainly as a result of increased costs due to indexation and variations to improve punctuality and reliability issues, along with delivery of new services.

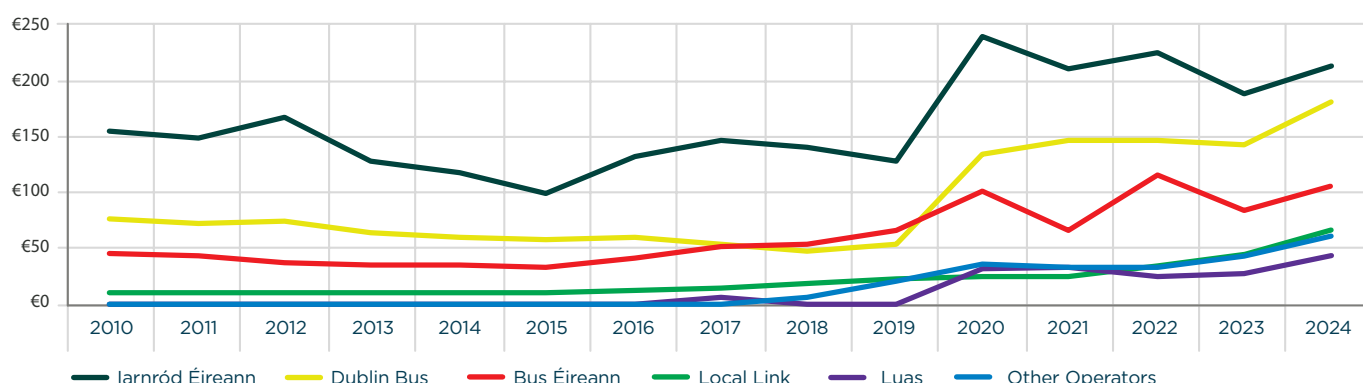
Similar to other operators, PSO funding for Dublin Bus increased significantly during the COVID-19 pandemic. Subvention levels have remained at similar levels post pandemic reflecting cost inflation and facilitating the delivery of phases of

the BusConnects network redesign programme. The subvention requirement for Dublin Bus increased to €180.4 million in 2024, an increase of 25% on the previous year. This was mainly driven by increased costs due to indexation, as well as contract variations to improve punctuality and capacity issues on the network along with the delivery of new services as part of BusConnects Phase 6a.

In 2019, for the second successive year, the PSO payment to Iarnród Éireann fell slightly to €128.4 million. This was partly a result of continued growth in passenger journeys and associated growth in passenger revenues reducing the level of their PSO subsidy. As previously alluded to, the pandemic impacted the provision of rail services most significantly, as restrictions on the use of public transport continues to alter the travel patterns of regular commuters. Resulting fare revenue losses were significant with the necessary subvention to maintain services rising by 86.4% to €239.3 million in 2020, €210.2 million in 2021, €225.6 million in 2022 and decreasing to €187.2 in 2023. In 2024, as a result of indexation, additional services and new ICRs, the subvention requirement for Iarnród Éireann increased to €215.3, which was somewhat reduced by a further resurgence in passenger and revenue growth.

Subvention paid to LocalLink in 2022 for rural services increased by 27.6% to €32.2 million due to two factors, namely provisions made as a result of the Ukrainian refugee crisis and also the continuing rollout of the Connecting Ireland programme. Subvention paid to LocalLink in 2023 continued to increase to €43.4 millions (+34.8%) as further enhancements and new services were introduced in Phase 2 of the Connecting Ireland programme. In 2024, subvention paid to LocalLink increased further to €65.9 million (+51.7%), mainly due to the continued rollout of the Connecting Ireland programme, the ongoing Ukrainian refugee crisis and new TCU contracts.



Figure 7.1 PSO Payments 2010 to 2024 (millions)

Light rail (Luas) services operated by Transdev Dublin Light Rail Limited experienced deficits between revenue and operating costs between 2011 and 2013. In 2014 Luas operations returned a surplus of €1.94 million, which increased annually to €15.31 million in 2019. In 2017 TII received a once-off PSO grant of €6.68m towards Luas Cross City mobilisation costs. Luas did not receive PSO funding from the Authority in 2019, with the Authority agreeing to the balancing of any shortfalls from accumulated cash reserves (which were used to fund the maintenance of the Luas network along with the Authority's capital grant funds). The dramatic decline in passenger journeys and fare revenue commencing in 2020 has necessitated subvention payments to TII of €30.2 million in 2020, €32.2 million in 2021, €24.5 million in 2022 and €28.5 million in 2023 in order to maintain services in line with public health restrictions. In 2024, the subvention payments to TII increased to €42.8 million (+50.3%) due to additional funding for Life Cycle Asset Renewal (LCAR) and Luas upgrades.

Table 7C outlines the PSO Subsidy Payment per passenger from 2019 to 2024. Due to the COVID-19 pandemic, PSO Subsidy per passenger spiked significantly in 2020 and 2021 with substantial travel restrictions in place and associated fare revenue loss. In the years post-pandemic, total PSO payments per passenger journey have decreased by over 50% from a high of €4.1 million in 2020 to €1.9 million in 2024. Whilst overall PSO Subsidy has remained at similar levels post COVID (as outlined in Table 7B and Figure 7.1), the payment per passenger has substantially reduced reflecting a very strong recovery in patronage across the PSO network. In general, the PSO Subsidy per passenger in 2024 remains higher than 2019 pre-pandemic levels. This is reflective of an increase in inflation and operational costs post-COVID, along with the introduction of a number of government cost of living measures including the 20% reduction in all PSO fares and the Young Adult 50% fare discount.

Table 7C: PSO Subsidy Payments Per Passenger (€ millions)

Year	Iarnród Éireann	Dublin Bus	Bus Éireann Direct Award	Local Link	Luas Light Rail	Other Operators	Total PSO
2019	€2.6	€0.4	€1.7	€8.7	€0.0	€1.3	€1.0
2020	€13.4	€1.9	€5.1	€17.6	€1.6	€3.5	€4.1
2021	€12.1	€2.1	€3.1	€16.6	€1.7	€3.1	€3.7
2022	€6.3	€1.2	€3.2	€11.4	€0.6	€1.9	€2.3
2023	€4.1	€1.0	€1.9	€10.0	€0.6	€1.8	€1.7
2024	€4.2	€1.1	€2.3	€11.4	€0.8	€2.1	€1.9



8. Operator Fleets

The total fleet that are owned and/or maintained by operators of all PSO services is outlined in Tables 8A, 8B and 8C. Bus numbers shown are for Quarter 4 of the respective years. Bus numbers required by Dublin Bus and Bus Éireann have increased in recent years as passenger journey numbers have recovered and as a result of the establishment of steady state funding of replacement buses in the fleet. Both the Dublin Bus and Bus Éireann fleets reduced marginally in 2019 as a result of buses being allocated to some services which were transferred to Go Ahead Ireland as a result of the tendering of services. Since that time, fleet numbers have increased due to network improvement and expansion both in Dublin through the BusConnects programme and

nationally through initiatives such as Connecting Ireland. Bus Éireann occasionally hire in additional buses to complement services on some routes but those buses are not included in the table. Also included are all buses owned or maintained in the operation of all other competitively tendered contracted bus services, as outlined at the beginning of this bulletin.

From 2022, operators are required by the Authority to report on the environmental performance of their fleets including power source, fuel type usage, emissions etc. To date, PSO bus fleets which have diversified away from 100% diesel engines include Dublin Bus and Bus Éireann, the compositions of which are show below.

Table 8A: PSO Bus Fleet by Power Source 2024

Operator	Diesel	Hybrid	Hydrogen	Electric
Dublin Bus direct award contract	71.0%	20.4%	0.0%	8.6%
Bus Éireann direct award contract	79.8%	8.5%	0.4%	11.4%
Other tendered PSO bus services	100.0%	0.0%	0.0%	0.0%

The Luas light rail fleet, shown below in Table 8B, consists of three types of Light Rail vehicle (LRV); those which are 40 metres in length (Citadis 401), those which have been extended to 55 metres (Citadis 402) as part of the Green Line capacity

enhancement programme in 2020 and new 55 metre trams which were purchased as part of the same capital expenditure programme for the Greater Dublin area (Citadis 502).

Table 8B: Total tram fleet - 2024

LRV Type	Number of LRVs in Fleet
Citadis 401	40
Citadis 402	26
Citadis 502	15
Total	81

The national rail fleet is shown below in Table 8C. Individual train types are generally specific to a particular service, such as Intercity (Intercity Railcar or ICR), Commuter (Diesel Multiple Unit or DMU) etc., however variations of sets may be used on multiple leg journeys throughout a typical day. ICR's and DMU's are stated according to the total

number of individual sets comprising one train service, so for example, 3 ICR represents a three set ICR service. Also shown are those sets which are exclusive to a service type, namely Dublin-Cork Intercity (MKIV), Dublin to Belfast Enterprise (DD) and Dart services (EMU).

Table 8C: Total Number of train sets

Fleet	2024
3 ICR (Intercity Railcar)	63
4 ICR (Intercity Railcar)	80
5 ICR (Intercity Railcar)	50
6ICRPC (Intercity Railcar)	60
6ICRHC (Intercity Railcar)	72
29000 DMU (Diesel Multiple Unit)	116
2800 DMU (Diesel Multiple Unit)	20
2600 DMU (Diesel Multiple Unit)	16
MKIV (Mark 4 Cork Line Trains)	67
DD (De Dietrich Belfast Enterprise Train)	32
EMU (DART Electrical Multiple Unit)	144
Total	720





9. Age of buses

Table 9A shows trends in the average age of fleets for PSO bus services. It should be noted that Dublin Bus figures may include a very small element of vehicles used for commercial purposes from 2010 to 2015. From 2016 onwards the average age refers to Dublin Bus buses providing services included in the PSO Direct Award Contract only.

For Bus Éireann, figures for 2010 and from 2017 onwards refer to their entire PSO fleet. Figures for

“other services” between 2011 and 2016 includes stage carriage and Dublin Commuter fleet, however on occasion a commercial (Expressway) vehicle could have been used for these services. Also shown are the combined age profile for buses across all other competitively tendered contracted bus services, where depending on the contract, operators provide the buses themselves to the Authority’s specification or they are provided by the Authority for the duration of the contract.

Table 9A: Average Age of Operator’s Fleet

Year	Dublin Bus DAC	Bus Éireann DAC (City fleet)	Bus Éireann DAC (Services fleet)	Other tendered PSO Services
Quarter 4 2010	6.8 years	4.8 years (PSO fleet)	4.8 years (PSO fleet)	-
Quarter 4 2011	7.7 years	6.4 years (PSO fleet)	5.5 years	-
Quarter 4 2012	7.5 years	5.6 years (PSO fleet)	5.4 years	-
Quarter 4 2013	7.5 years	5.4 years (PSO fleet)	6.1 years	6.5
Quarter 4 2014	7.6 years	6.4 years (PSO fleet)	7.4 years	7.8
Quarter 4 2015	7.5 years	6.3 years (PSO fleet)	6.7 years	8.8
Quarter 4 2016	7.5 years	6.3 years (PSO fleet)	7.4 years	9.8
Quarter 4 2017	7.2 years	7.3 years (PSO fleet only)		6.7
Quarter 4 2018	6.9 years	6.4 years (PSO fleet only)		5.3
Quarter 4 2019	6.6 years	7.9 years (PSO fleet only)		3.5
Quarter 4 2020	6.9 years	6.9 years (PSO fleet only)		4.0
Quarter 4 2021	5.8 years	6.1 years (PSO fleet only)		4.5
Quarter 4 2022	6.3 years	5.9 years (PSO fleet only)		4.9
Quarter 4 2023	7.0 years	5.7 years (PSO fleet only)		7.0
Quarter 4 2024	7.4 years	6.1 years (PSO fleet only)		8.6

The Authority has a target average age for its fleet of 7 years. Capital investment in the fleet by the Authority reduced the average age to under six years, but challenges in the provision of charging

facilities at bus depots has seen an uptick in average fleet age more recently, as charging points for new electric fleet are awaited.



10.

Major bus & rail network changes

The major changes to bus and rail networks over the last number of years are outlined in Tables 10A, 10B and 10C.

Table 10A: Iarnród Éireann Network Changes

Line extensions / re-openings/suspensions	Date
Cork Suburban Rail: Cork to Midleton - Opened	Jul-09
Western Railway Corridor: Ennis to Athenry - Re-opened	Mar-10
Rosslare to Waterford - Passenger Services Suspended	Sep-10
Dublin Suburban Rail (Western Commuter): Clonsilla to M3 Parkway - Opened	Sep-10
Kildare line services commence using the Phoenix Park Tunnel (peak only, Mon - Fri)	Nov-16
Introduction of the new 10-minute DART timetable	Sep-18
Opening of new commuter rail station at Pelletstown in West Dublin	Sep-21
Opening of new commuter rail station at Kishogue	Aug-24
Introduction of hourly Enterprise services between Dublin and Belfast	Oct-24

Table 10B: Luas Network Changes

Line extensions	Date
Red Line: Connolly to Docklands - Opened	Dec-09
Green Line: Sandyford to Brides Glen - Opened	Oct-10
Red Line: Belgard to Saggart - Opened	Jul-11
Green Line: St Stephen's Green to Broombridge - Opened	Dec-17

Table 10C: Bus Network Changes

Network redesign phases	Date
Phase 1 - H-Spine services (North East Dublin - Malahide corridor)	Jun-21
Phase 2 - C-Spine services (West Dublin - Maynooth corridor)	Nov-21
Phase 3 - North Side Orbitals (Blanchardstown SC to Point Village & Finglas to Howth Junction)	May-22
Phase 4 - G Spine (Red Cow Luas & Liffey Valley to City centre)	Oct-22
Phase 5a - Western Orbitals (Tallaght to Blanchardstown & West Dublin to North Kildare)	Jun-23
Phase 5b - Southern Orbital, Radial and Local routes	Nov-23
Phase 6a - Northern Orbital Route N2 (Heuston Station to Clontarf)	Sep-24



11.

Wheelchair accessible fleet

With low-floor wheelchair accessible buses, access to part or all of the passenger area is direct from the bus stop apron. This enables easier access for wheelchair users and those with limited mobility. Accessing low floor buses also requires that appropriate bus stop infrastructure, for instance kerbs of a specific height, are in place.

Urban bus fleets operated by Dublin Bus, Bus Éireann, Go-Ahead and other operators are fully wheelchair accessible, as can be seen in Table 11A. These fleets comprise single and double decker low floor buses appropriate for short commuter journeys and are fitted with ramps to facilitate wheelchair users.

The rural, regional and commuter bus services operated by Bus Éireann, Go-Ahead and other operators primarily use coaches because those services involve much longer journeys for customers. As coaches are designed to have storage facilities close to ground level with seating above that, the only way of facilitating wheelchair users is by the use of a lift. The wheelchair lifts, which raise the passenger above the steps and into the coach corridor area, are not as readily suitable for wheelchair access as low-floor buses, but they still

contribute towards the overall accessibility of the fleet. All new replacement buses purchased are accessible, although in a small number of cases, a non-accessible bus may be cascaded from their commercial fleet. It is planned that over the next number of years all Bus Éireann buses which are not accessible will be removed from the fleet.

Double-deck coach fleet provided to Bus Éireann and Go Ahead Ireland for commuter services have a low-floor ramp access to the wheelchair space. The Authority has also procured a number of specially designed single deck buses to operate on commuter services that are low-floor and ramp access and these will be provided over the next few years as funding is available to replace the high-floor coach fleet.

While the Iarnród Éireann fleet of trains are fully wheelchair accessible internally, they require a ramp to enable access between the train and the platform. A portable ramp is used for this purpose and these are currently available at staffed stations and on board some trains or by calling Iarnród Éireann in advance of travel. Trams used on Luas light rail services are all wheelchair accessible from the platform.

Table 11A: PSO Operating Fleet that are Wheelchair Accessible

Year	Urban bus services	Non-urban bus services*			Rail Services	Light Rail Services
		Low-floor ramp	Wheelchair lift	Total accessible		
2013	100%	-	-	-	100%	100%
2014	100%	-	-	-	100%	100%
2015	100%	-	-	-	100%	100%
2016	100%	-	-	-	100%	100%
2017	100%	-	-	-	100%	100%
2018	100%	-	-	-	100%	100%
2019	100%	-	-	-	100%	100%
2020	100%	-	-	-	100%	100%
2021	100%	58%	42%	100%	100%	100%
2022	100%	62%	38%	100%	100%	100%
2023	100%	69%	31%	100%	100%	100%
2024	100%	73%	27%	100%	100%	100%

*Urban bus services include those PSO services operating in Dublin (e.g. Dublin Bus and Go Ahead, including the 197) and the regional cities (e.g. Bus Éireann and City Direct in Kilkenny). Non-urban bus services have been categorised as all other PSO services operating outside of major urban centres (e.g. national stage carriage and commuter).



For Further Information:

Media enquiries:
Dermot O’Gara
T: +353 0 1 8798346

National Transport Authority

Dún Scéine
Harcourt Lane
Dublin 2
D02 WT20
www.nationaltransport.ie