



**FOLKETINGET
STATSREVISORERNE**



**FOLKETINGET
RIGSREVISIONEN**

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**Extract from Rigsrevisionen's report
submitted to the Public Accounts Committee**

DSB's procurement of IC5 trains

1. Introduction

1.1. Purpose and conclusion

1. This report concerns DSB's procurement of IC5 trains and the Ministry of Urban and Rural Affairs and Transport's (hereinafter the Ministry of Transport) supervision of the procurement.

2. DSB accounts for approximately 90% of all train operations in Denmark. Its current fleet includes diesel-powered IC3 and IC4 trains and electric IR4 trains.

The IC3 and IR4 trains have exceeded their expected service lives, and the IC4 trains do not provide reliable operation. DSB therefore needs to replace its current trains to meet future passenger demand and provide reliable train services.

The 2018 political agreement on Trains of the Future authorised DSB to launch a tender procedure for the procurement of new electric trains. In June 2021, DSB entered into a contract with the French company Alstom to purchase 100 electric IC5 trains. Alstom has previously supplied trains to DSB, including the current S-trains.

In addition to replacing the current trains, the IC5 trains are intended to contribute to cheaper and greener train operations and accommodate an expected increase in passenger numbers.

3. The first trains were due to be delivered at the end of 2024. After entering into the contract, DSB requested changes to the train design, including a different type of parking brake. This postponed delivery by five months. The supplier subsequently announced that it could not deliver the trains to the agreed quality standard within the agreed timeframe. In November 2023, DSB and the supplier therefore entered into a supplementary agreement to the contract (hereinafter supplementary agreement 1), postponing delivery of the first trains until the end of 2026, two years later than originally planned. DSB received three trains as compensation for the 19 months of delay that were not attributable to design changes. This brought the total number of trains to 103.

The Finance Committee's approval of the procurement of IC5 trains

By approving funding application no. 213 on 22 April 2021, the Finance Committee authorised DSB to enter into a contract with the supplier for the purchase of 100 IC5 trains. The application also states that DSB may subsequently purchase additional trains if the need for trains increases.

Alstom

Alstom is a global supplier of trains and railway technology. The company is one of the world's largest train manufacturers. Alstom is building the same type of train as those purchased by DSB for countries including Bulgaria, Greece, the Netherlands, Italy and Norway.

In March 2025, DSB and the supplier entered into a new supplementary agreement (hereinafter supplementary agreement 2), expanding the procurement by a further 50 trains. The original plan had been to defer this decision until the first trains had been delivered and their quality assessed. The procurement now comprises 153 trains at a cost of more than DKK 10 billion.

Figure 1 shows the number of IC5 trains ordered since the contract was concluded in June 2021.

Figure 1
Development in the number of IC5 trains ordered



Source: Rigsrevisionen, based on information from DSB.

The delivery of the original 103 trains has subsequently been further delayed. In March 2026, DSB and the supplier entered into a third supplementary agreement (hereinafter supplementary agreement 3), postponing delivery of the first trains by a further year until the end of 2027. According to the agreement, DSB will lease a smaller number of IC5 trains from April 2027. These trains will not be ready for formal acceptance by DSB, but will have regulatory approval to carry passengers. DSB has informed the Ministry of Transport of this. The Danish Parliament and the parties to the political agreement have not been informed of the supplementary agreement or the further postponement of the handover of the first completed trains until the end of 2027.

The delays mean that the current trains will have to remain in operation for even longer, increasing the risk of unreliable operation. DSB also faces additional costs for maintaining the trains and leasing additional trains. Each month of delay will cost DSB approximately DKK 40 million on average, in addition to approximately DKK 60 million in forgone savings from operating the new trains. Finally, the CO₂ savings that DSB presented to the parties to the Trains of the Future agreement will be achieved later, as the old diesel-powered trains will remain in operation for longer.

4. The purpose of the study is to assess whether DSB's procurement of IC5 trains has been carried out satisfactorily. We answer the following questions in the report:

- Has DSB managed the procurement satisfactorily?
- Has the Ministry of Transport exercised satisfactory supervision of DSB's conclusion of the contract and expansion of the procurement?

Rigsrevisionen initiated the study in November 2025.



Conclusion

The handling of DSB's procurement of IC5 trains is unsatisfactory. DSB's supplier management has a number of weaknesses. For example, DSB has approved the supplier's schedules despite considering them unrealistic and has, in some cases, paid for deliverables that were incomplete. Delivery of the trains was delayed again in March 2026, and the trains are now scheduled to be delivered to DSB three years later than originally planned. In our assessment, there is a significant likelihood of further delays. The Ministry of Transport has exercised the required supervision of DSB's conclusion of the contract. However, the Ministry has not ensured transparency for the Finance Committee regarding the reasons for purchasing 50 additional trains before the first trains have been delivered and DSB has been able to establish their quality.

As a consequence of the delay, passengers will have to travel for longer on the old trains, which carry a greater risk of breakdowns and unreliable operation. DSB also faces direct costs of approximately DKK 1.4 billion, including extraordinary measures to extend the service life of the IC4 trains and the leasing of additional trains. In addition, approximately DKK 2.2 billion in savings will be forgone. Finally, the environmental benefits of the new trains will be realised later than expected.

DSB's supplier management has a number of weaknesses

DSB has approved the supplier's schedules despite considering them unrealistic. As at mid-September 2026, there is no approved schedule reflecting the latest supplementary agreement. DSB therefore has a highly uncertain picture of when the first IC5 trains will be delivered.

DSB has only reviewed the schedules for the first five trains in detail, without conducting a corresponding review of the schedules for subsequent series production. This means that DSB's plan for phasing out the existing trains, which the series-produced IC5 trains are intended to replace, rests on an uncertain basis.

DSB's measures, including advance payments for additional trains and payments for incomplete deliverables, have not resulted in the supplier adhering to the schedule.

The Ministry of Transport has supervised the conclusion of the contract but has not informed the Finance Committee of all the reasons for purchasing additional trains

In accordance with the rules, the Ministry of Transport approved DSB's decision to enter into the contract with the supplier and subsequently expand the procurement by 50 trains.

A funding application was submitted to the Danish Parliament stating that the purchase of 50 additional trains was based on expected passenger numbers and a favourable price agreement. It did not state that DSB's recommendation to purchase a further 50 trains before the first trains had been delivered was prompted by the supplier's request for an advance payment. In our assessment, the Finance Committee should have been informed that the early purchase of additional trains was prompted by the supplier's liquidity difficulties, which DSB considered a challenge to progress.