

**Risk Management Strategy of the High Speed 2 (HS2) Railway Project**

**Module Title: Management of Risk**

**Module Code: SE7220**

**By**

Yusirat Bello

**Student ID: 2335723**

**Department:** Computer and Engineering Sciences

WORD COUNT: 4,972

Date: January, 2026

## Table of Contents

<i>1.0 Introduction .....</i>	<i>3</i>
<i>2.0 Task 1 – Case Study Selection and Risk Management Concepts (COMP-1, COMP-4) .....</i>	<i>3</i>
2.1 HS2 Project Overview & Complexity .....	3
2.2 Foundational Risk Management Concepts and Their Relevance to HS2 .....	5
<i>3.0 Task 2A – Critical Analysis of HS2’s Current Risk Management Strategy (COMP-1) .....</i>	<i>6</i>
3.1 Formal Risk Management Framework and Governance Architecture .....	6
3.2 Critical Appraisal of Framework Integration and Dynamic Responsiveness .....	7
3.3 Analysis of Risk Tools and Cultural Biases in Application .....	8
3.4 Benchmarking Against the Inclusive Principle and Stakeholder Risk .....	8
3.5 Synthesis: A Framework Mismatched to Complexity .....	9
<i>4.0 Task 2B – Critical Appraisal of HS2’s Existing Risk Management Approaches (COMP-2) .....</i>	<i>9</i>
4.1 The Pathology of Optimism Bias and Strategic Misrepresentation .....	10
4.2 Governance Fragility and Political-Project Interface Failure .....	10
4.3 Systemic Weaknesses in Cost and Contingency Management .....	11
4.4 Supply Chain Concentration and Cascading Operational Risk .....	11
4.5 The Critical Omission of placing Stakeholder Sentiment as a Leading Risk Indicator .....	11
4.6 Synthesis: A Failure of Adaptation and Organisational Learning .....	12
<i>5.0 Task 2C – Proposed Improvements &amp; A Revised Risk Management Plan for HS2 (COMP-3) ..</i>	<i>12</i>
5.1 Pillar One: Governance for Independence – The Dual-Key Assurance Model .....	13
5.2 Pillar Two: Intelligence for Foresight – Dynamic Risk Sensing & Modelling .....	13
5.3 Pillar Three: Integration for Coherence – The Interconnected Risk Treatment Protocol ..	14
5.4 Implementation Roadmap and Professional Implications .....	15
<i>6.0 Task 2D – Synthesis of Lessons from Landmark Cases for HS2 (COMP-4) .....</i>	<i>15</i>
6.1 Crossrail Project .....	15
6.2 Sydney Metro Project .....	16
6.3 California High-Speed Rail Project .....	16
<i>7.0 Conclusion .....</i>	<i>17</i>
<i>References .....</i>	<i>18</i>

## **1.0 Introduction**

High Speed 2 (HS2) is United Kingdom's biggest and most contended transport megaproject which was planned to improve national connectivity by a high-speed rail, connecting London, Birmingham, Manchester and Leeds. Designed with a purpose of overcoming rail capacity issues, drive regional economic rebalancing, and leave a legacy of sustainable transport; the project has however emerged as a mainstream example of fundamental risk management issues facing 21st century megaprojects. Since its conception, HS2 has been defined by dire cost increases, from a preliminary estimate of £37 billion to present estimates of over £100 billion. It has also faced long development time, major scope cuts, and high levels of public and political debates. This trend is not only indicative of technical misjudgement, but also an overall lack of alignment between the risk management models imposed by the project and the sheer, multi-dimensional complication of the UK setting. HS2 is a context of directional complexity, in which political instability, stakeholder resistance, and changing strategic considerations can in many cases be a more significant risk than engineering or logistic risks.

This report claims that fundamental failure of HS2 risk management is due to its failure to efficiently formalise management of political and socio-stakeholder risk in spite of having technically compliant procedures on conventional project risk management project. The report will: (i) disaggregate the project specific complex nature; (ii) review the implementation and weaknesses of its risk management plan, tools, and techniques; and (3) synthesis insights from similar megaprojects to recommend a sound, improved risk management strategy. Generally, the report seeks to draw out generalisable professional lessons on how to govern long-term risk in an epoch of socio-politically-charged, large-scale infrastructural initiatives.

## **2.0 Task 1 – Case Study Selection and Risk Management Concepts (COMP-1, COMP-4)**

### **2.1 HS2 Project Overview & Complexity**

The High Speed 2 (HS2) project is a classic example of a megaproject which was originally planned as a three-step, nationally transformative high-speed rail network (UK Government, 2017a). Its development as an ever-expanding flagship policy (worth £37bn) to a scaled-down project (costing more than £100bn) sums up the risk management dilemma of 21st-century infrastructural projects (Davis et al., 2020). By examining its complexity using the conventional

theoretical models, especially the Remington and Pollack (20016) framework, one can understand why traditional risk models have failed. According to this framework, four categories of complexity are identified: structural, technical, directional, and temporal, with all of these critically evident in the HS2 case. The sheer physical size of the project creates structural and technical complexity with more than 500 kilometres of new track, large-scale station building, and other major engineering works like the Chilterns tunnel (UK Government, 2017a). This formed an extensive mesh of technical interconnectedness such that any delay or failure in one subsystem can be contagious across the entire project (Esposito and Terlizzi, 2023). This systemic risk profile can be compared to the experience of other megaprojects, including London Crossrail, where any technical problem, no matter how isolated in the system triggered major delays (Serrano, 2024).

Nonetheless, the most influential and common type of complication to HS2 is directional. This involves unstable political engagement, keenly fought objectives, and highly disjointed stakeholder environment, all of which have characterised the project landscape (Durrant, 2025; Winch, 2025). The relentless public resistance such as the Stop HS2 campaign in conjunction with undecisive formal actions from different governments, turned stakeholders' management from a marginal issue to the epicentre of risk management (Yao and Gillen, 2023). This directional complexification was a direct cause of the strategic failure which resulted in the cancelation of Phase 2b (Winch, 2025). In addition, the timeline of the project involving decades of construction presents a temporal risk to the project, subjecting it to changing priorities by political elites, fluctuating economic cycles, inflationary forces, and long fuse risk profile (Durrant, 2025).

As a result, HS2 is best viewed not only as a massive railway construction, but also as a political-expedient megaproject, the final success or failure of which will be decided not only on the field of engineering, but also in the arena of Westminster political calculations and societal viewpoints (Gwyn, 2023).

## 2.2 Foundational Risk Management Concepts and Their Relevance to HS2

Risk management within this multidimensional setting requires a principles-rooted strategy which goes above mere item lists. The global standard International Standardization Organisation ISO 31000:2018 offers a strong framework of principles by which the strategy of HS2 can be analysed critically, thus connecting abstract notions to practical evaluation (ISO, 2018).

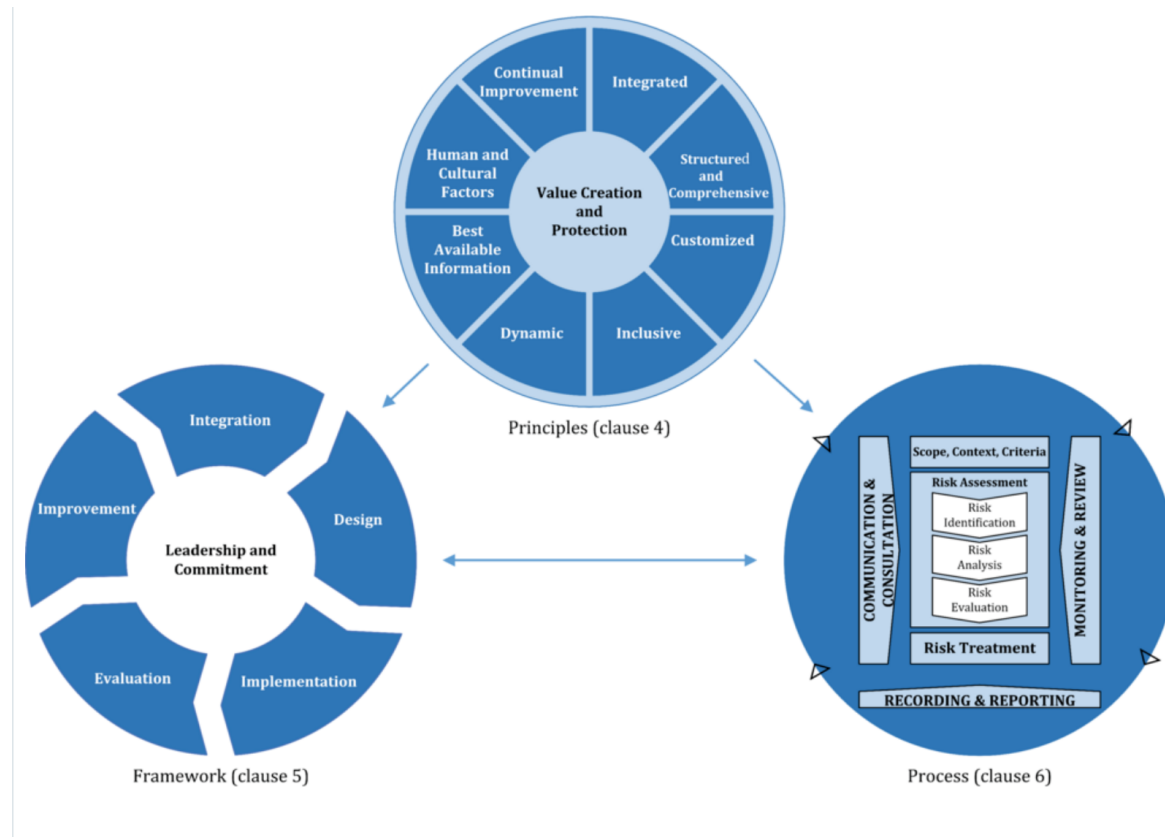


Figure 1: ISO 31000 Principles, framework and process (ISO, 2018)

The key principles of this framework are that risk management should be integrated, systemic and tailored (ISO, 2018). It must be anchored on the entire organisational procedures and decisively adapted to contexts. This means that risk processes in the case of HS2 had to be tailored to manage specific political, stakeholder or directional risks in the same rigour as the technical risks to which the evidence indicates was not completely done (Rob, 2021). This principle of inclusiveness, which requires proper involvement of stakeholders, is especially

critical. The long and antagonistic relations of HS2 with communities, municipal councils and ecological advocates suggest a failure to adopt this principle efficiently, often placing stakeholder resistance has as a public relation problem and not a major strategic risk (Durrant, 2025).

In addition, risk management must be adaptable and founded on the most appropriate available data to make decisions. The history of the project in terms of frequent, and excessive cost reforecasts as well as scope review highlights a system that was slow to sense, analyse and respond to emerging financial and political risks ((Rob, 2021). Employing these principles helps to shed light on the most critical risk classifications pertinent to the case at HS2. The most important threat to the project which was poorly managed and ultimately led to cancellation of its northern phases, was strategic risk and political risk, encompassing declined political mandate and changes in national policy (Walker and Allison, 2024; Rickaby, 2025). This strategic risk was further worsened by reputational and stakeholder risk as battered public legitimacy contributed to political instability, thus leading to vicious cycle of resistance (Gywn, 2023; Winch, 2025).

These upstream risks are often found in the form of downstream financial and delivery risks. The excessive pricing and time overruns, although frequently the subject of attention, may be viewed as signs of preceding inability to maintain strategic and stakeholder pressures (Esposito and Terlizzi, 2023). Furthermore, the project provides an example of structural and interdependence risk, where failure in one aspect, specifically land acquisition or legal tussle, causes impact cost, time, and political capital (Davis et al., 2020). This phenomenon of risk cascade is also a hallmark of big infrastructural projects, and is widely reported in post-mortem accounts of projects including the Boston Central Artery/Tunnel (CA/T) Project (Douglas et al., 2020). Placing these deep-seated issues in HS2 in the context of established concepts and principles, will offer an organised and theoretically informed basis needed for detailed critical evaluation.

### **3.0 Task 2A – Critical Analysis of HS2’s Current Risk Management Strategy (COMP-1)**

#### **3.1 Formal Risk Management Framework and Governance Architecture**

The HS2 Ltd being the formal delivery mechanism, functions within a specific risk management model, which is required by its sponsor, the Department for Transport (DfT), and managed by the Infrastructure and Projects Authority (IPA) (UK Govt, 2017). The model is based on a traditional, iterative process: the identification of risks, the qualitative and quantitative evaluation,

treatment planning, ownership management, and periodical assessment. Risks are registered in a centralised project risk register classified by typology (e.g., strategic, delivery, financial, reputational) and evaluated through a standard 5x5 Risk Assessment Matrix (RAM) of likelihood and impact to rank response activities (Rob, 2017).

Project governance is multi-structured, developed to deliver strategic administration and certainty. At the top echelon, HM Treasury and the DfT offer sponsorship and financial approval using the Government Major Projects Portfolio (GMPP) (UK Govt, 2017). The Executive Committee and Programme Board at HS2 Ltd are saddled with the role of risk delivery, while independent assurance is provided by IPA and the National Audit Office (NAO) (UK Government, 2017b). This structure was designed to establish open accountability and transparent levels of escalation between delivery teams and government level (UK Government, 2017b). This, theoretically, is in line with global best practice of systematic and holistic risk management.

### **3.2 Critical Appraisal of Framework Integration and Dynamic Responsiveness**

In spite of the project's literal adherence, the application of the framework is however critically defective especially on the ISO 31000 principles of Integration and Dynamic responsiveness. Integration entails that risk management is incorporated in every project decision-making. Yet, there is some evidence that shows consistent decoupling (Rob., 2021). According to the 2020 NAO report, "High Speed Two: A Progress Update", the DfT had given HS2 Ltd its business cases and schedules numerous times after several analyses of its internal risks, showing low confidence of success. This implies that risk intelligence had not been incorporated into the basic gateway decisions that determined the direction of the project; which indicated a reporting output as opposed to a decision-input. On the same note, the principle of being Dynamic, which states that systems must look ahead to foresee and act in response to change, was not brought into practice (Rickaby, 2025). As posited by Walker and Allison (2024), the risk structure was bureaucratically inflexible, and could not perceive and react in the speed required by the unstable political climate of the project. For instance, Durrant (2025) noted that the increasing public and parliamentary dissent since 2016, a definite manifestation of directional risk, was not faced by a proactive adjustment of strategy or mitigation. Rather, it was usually reactive and gradual which led to the

abrupt cancellation of Phase 2b in 2023 (Durrant, 2025). This system was designed based on tracking slow-burn construction risks, but was not well suited to the quick-moving political and reputational risks that eventually became decisive (Winch, 2025).

### **3.3 Analysis of Risk Tools and Cultural Biases in Application**

The project's basic instruments including the risk register and assessment matrix, also reveal the systemic socio-cultural and analytical flaws. Although the register recorded numerous risks, it was undermined by optimistic and strategy-seeking prejudice, which permeated all the lists-known megaproject characteristics as illustrated by Flyvbjerg (2014). A good example can be seen from the on registers' common treatment of high-level strategic risks. A risk like major shift or cancellation owing to loss of political mandate was rated as a medium likelihood risk, in spite of the projects' continuance being subjected to major debates publicly and, in the parliament (Rob, 2021). Such underestimation is the manifestation of a cultural and, perhaps, incentivised unwillingness to intensify the existential threats that may cast doubt on the viability of the project as a whole (Cooke, 2024).

This bias could have been promoted unintentionally by the Risk Assessment Matrix, even though standard. The framework implicitly favoured and justified these critical risks by directing the main efforts of a quantitative analysis towards cost and schedule effects (Rickaby, 2025). As a result, the complex, qualitative yet possibly existential risks, e.g., disastrous loss of public backing or a paradigm change in transport policy, were pushed to the backburner since they could not be easily scored on a numerical scale (Gywn, 2023). This developed a perilous risk perception pyramid, where technically measurable risks took up management focus, while similarly critical directional risks were kept on the fringes as unquantifiable "external factors" (Walker and Allison, 2024).

### **3.4 Benchmarking Against the Inclusive Principle and Stakeholder Risk**

A sharp contrast to the Management of Risk (MoR) best practice is the use of the Inclusive principle. It is important to note that ISO 31000 and MoR highlights that stakeholder engagement is not a marginal communications activity but a fundamental risk management process (ISO,



2018). The structure of HS2 had stakeholder plans that were not effective in generalising the management of key external actors as an official risk control (Tetlow and Shearer, 2021). The presence of hostile local agencies, ecological advocates such as the Wildlife Trusts, and strong parliamentary select committees were commonly considered to be entities to be communicated to, as opposed to risk sources whose actions and beliefs necessitated precise, co-owned treatment plan within the main risk register (Cooke, 2024; Rickaby, 2025).

Such failure turned a risk that could be overcome into a realised challenge among stakeholders. The sequence of victorious judicial reviews, especially in the environmental context were not black swan events but the obvious realisation of unchecked regulatory and reputational risks (Durrant, 2016). The framework did not include a deliberate, specialised role to assess stakeholders' perception as a key vital risk signal, similarly to cost variance, and thus, failed to reflect the most important early warning signs of increasing complex direction that ultimately shaped the limited scope of the project (Tetlow and Shearer, 2021).

### **3.5 Synthesis: A Framework Mismatched to Complexity**

Generally, the risk management approach by HS2 shows the constraints of technically competent model being used in the context, in which it was not designed to operate. It had the architecture of best practice, governance layers, registers, matrices, and processes but these proved ineffective due to a governance culture that failed to make risk an element of strategic decisions (Roy, 2021). Thus, there was an emphasised quantifiable risk over a fundamental lack of customising the approach towards the most critical political and stakeholder risks (Serrano, 2024). The framework was suitable in dealing with the known-knowns of railway project but was fatally ill prepared in dealing with the known-unknowns and unknown-unknowns of megaproject politics.

### **4.0 Task 2B – Critical Appraisal of HS2's Existing Risk Management Approaches (COMP-2)**

A critical review of HS2's risk management strategies indicate a vast detachment between project process compliance and its practical efficiency.

#### **4.1 The Pathology of Optimism Bias and Strategic Misrepresentation**

The most widespread shortfall was the formalised optimism bias, which was present in the risk perception at the very beginning, was. According to Flyvbjerg (2014), megaprojects are frequently victims of strategic misrepresentation, when undervaluation of cost and time are employed in the strategic manoeuvre to get project approved. This is exemplified in the case of HS2 project which moved from a £37bn project to become an over £100bn initiative (UK Government, 2017a). This was not just a poor estimation but a major failure in the risk procedure. Existing under a complex setting, risk registers were filled with cultural and political influence that did not promote the realistic scoring of likelihood and effect of existential risks (Roy, 2021). As an example, the risk of fundamental scope reduction-based owing to political shift was probably underrated as improbable, even though UK has a history of unstable infrastructure policy (Walker and Allison, 2024). This bias ensured that credible risks were not escalated at an early stage and thus unrealistic assumptions were incorporated into the DNA of the project, making it to fail miserably once faced with reality (Winch, 2025).

#### **4.2 Governance Fragility and Political-Project Interface Failure**

The risk management process was impaired which is what Miller and Lessard (2001) refer to be “institutional fragility”. Best practice requires that risk governance maintain a high-level of protection against short-term political trends so as to provide strategic progression (Aven and Renn, 2018). HS2 governance, nonetheless was turned into an instrument for political hindrance instead of providing the shield against it. The changes of the scope, stop-and-go assessments, and open cancellation debate by different governmental administrations directly introduced fluctuation into the project underpinning. Swerving through this political instability, the Oakervee Review (2020), initially set up to advise the government on the way forward but itself become a source of delay and a risk of demobilisation (Cooke, 2024). This resulted into a perverse notion at HS2 Ltd: openly disclosing major emerging risks would prompt the very political attention the organisation was scared of, cultivating a culture of risk suppression instead of risk escalation. The governance model failed in its responsibility of protecting technical risk function from political forces, which makes it impossible to objectively evaluate it (Roy, 2021).

### **4.3 Systemic Weaknesses in Cost and Contingency Management**

The financial risk management in the HS2 project highlights reactionary and disjointed control. As Turner (2016) posits, megaprojects must have integrated cost control mechanisms that can monitor systemic driving factors. The cost baselining approach and inflation modelling used by HS2 was inadequate as noted by NAO (2020). More importantly, the contingency planning of the project was flawed. According to HS2 Shannon (2020) probabilistic models, which assumed that risks were independent and normally distributed, were used to calculate contingency, which in no way fitted a complex structure such as HS2 (Shannon, 2020). Realistically, risks were profoundly linked: a legal challenge (regulatory risk) resulted in delay (schedule risk), which matched higher inflation (market risk), and depleted contingency reserves that were expected in solitary events (HS2 (Shannon, 2020). This indicates failure to understand black swan vulnerability as defined by Taleb (2012) where non-diversified tail risks of high impact are not taken into account by orthodox frameworks. The contingency was a quantitative buffer, rather than a strategically controlled tool for major shocks.

### **4.4 Supply Chain Concentration and Cascading Operational Risk**

The high-risk procurement strategy based on a limited number of Tier-1 contractors increased operational risk. This brought about the risk of acute dependency (Shannon, 2020). In cases where the HS2 Ltd had performance problems with key contractors, it did not have much leverage or a choice, resulting into expensive renegotiations and project setbacks (Roy, 2021). This goes against the principle upheld by Merrow (2024) that megaprojects should introduce redundancy and competitive tension into their supply chains. The risk was exacerbated by contracting models, which might have shifted the cost risk, but failed to correctly align contractor incentives to the overall programme resilience (Walker and Allison, 2024). This created an adversarial as opposed to a cooperative risk management culture.

### **4.5 The Critical Omission of placing Stakeholder Sentiment as a Leading Risk Indicator**

Arguably the most complex failure may have been the attempt to treat resistance by stakeholders as a communications challenge and not a strategic risk. The project risk framework did not have

systems to consider societal perception, media views and non-governmental activism as critical measurable signs of political risk (Cornet et al., 2018). The protracted struggle by like-minded groups such as the Stop HS2 and the successful court hearings were not unexpected shocks; it was the realisation of uncontrolled reputational and political risks (Gywn, 2023). The risk registers probably documented items of “legal challenge”, but the organisational culture did not view the prevalence of popular resistance as a direct input to the likelihood of that challenge coming to pass (Yao and Gillen, 2023). This is a breakdown in sense-making which is the failure to link diffuse social and political cues to tangible project risks.

#### **4.6 Synthesis: A Failure of Adaptation and Organisational Learning**

Generally, HS2’s risk management failed not because of procedural inefficiency but largely due to lack of adaptive capacity and open organisational learning. The strategies were fixed in a mobile world, quantitative where lived experience was required and inward looking when external dangers were increasing. The project highlights that the most serious risk in a megaproject may be the blind following of traditional risk playbook, which is inappropriate to the political and social peculiarities of the project (Davis et al., 2020). Organisational learning was not only non-existent but was biased; knowledge was gained on technical delivery, but the more important lessons of managing political backing and societal acceptance were disregarded continuously until it was too late. This review establishes a precise framework on what improvements to be made: a risk management strategy that is as both politically savvy and socially knowledgeable as technically robust.

#### **5.0 Task 2C – Proposed Improvements & A Revised Risk Management Plan for HS2 (COMP-3)**

The critical evaluation of HS2 indicates that the risk management was not only poorly operationalised, but was very inappropriate to the complications of the project owing to varied the political-programmatic level. To address this challenge, gradual changes are insufficient. What is needed is an updated and unified risk management plan that is flexible and politically savvy. This strategy, referred to as the Megaproject Resilience Framework (MRF), is anchored on

three core pillars namely, Governance for Independence, Intelligence for Foresight, and Integration for Coherence.

### **5.1 Pillar One: Governance for Independence – The Dual-Key Assurance Model**

The major failure was the breakdown in objective risk reporting under political influence. The reformed plan introduces a Governance model to set apart sponsorship and assurance.

- o Component 1: The Independent Megaproject Assurance Authority (IMAA): This is a formal entity in the same league as the National Audit Office, but oriented towards rapid assurance. Its board selected by Parliament on a non-renewable basis would include specialists in complicated systems, behavioural sociology and public ethics. The master risk register would be owned and audited by the IMAA and all cost and schedule contingency models validated, with compulsory consultation right on any decision to reduce over 20% of the contingency fund.

- o Component 2: The Client Delivery Organisation (HS2 Ltd): This continues to be accountable in terms of operational delivery and daily risk reduction. The performance measures of its Executive Committee are however, agreed with the IMAA, with 35% of executive pay based on clear risk management performance and compliance with agreeable escalation measures.

Rationale: This is structurally entrenched with the ISO 31000 principle of integration at the top level, which compels risk intelligence to the approval chain. It helps in overcoming institutional fragility through a stable, professional balancing force to address political instability.

### **5.2 Pillar Two: Intelligence for Foresight – Dynamic Risk Sensing & Modelling**

The current and stagnant risk reporting by HS2, must be substituted by dynamic intelligence system.

- o Component 1: Quantitative-Thematic Hybrid Risk Model: The project must move above conventional PESTLE and RAM model. Thus, there must be a hybrid system that combines quantitative Monte Carlo model of cost and schedule that can be updated quarterly to give probabilistic contingency estimates along with an engine of thematic sentiment analysis. Utilising AI-based media analysis, social media, parliamentary data through debate transcripts, and NGO publications, this tool would produce a Sociopolitical Risk Index (SPRI). Increasing SPRI would

automatically lead to deep-dive reviews and pre-emptive mitigation, considering public and political sentiment as a leading indicator and not a lagging insight.

- o Component 2: Pre-Mortem/ Red- Teaming Requirements: Each major project phase gate should constitute a group of outside critics and sceptics (including opposition parties) in an organised pre-mortem workshop. They will be tasked with the responsibility of stress-testing plans and finding failures modes that the internal team may ignore. This makes directional complexity institutionalised.

Rationale: This changes the process of risk management into a sense-making and prediction process, which directly responds to the identified optimism bias and black swan vulnerability.

### **5.3 Pillar Three: Integration for Coherence – The Interconnected Risk Treatment Protocol**

Risks cannot be handled independently. The plan presents an interdependency management protocol.

- o Component 1: The Cascade Mitigation Map: The project managers must substitute basic risk registers with a live, computerised Causal Risk Map. This visual representation will clearly explain the causal relationship, for instance why a legal challenge on environmental grounds (regulatory risk) leads to tunnelling works delay (scheduling risk) resulting to contractor claims (financial risk) thus limiting political backing (strategic risk). Mitigation measures are then developed to cut off these causal links at various points.

- o Component 2: Contractual Integration of Risk: There must be procurement reform to embed Alliance Contracting aspects for important packages. Contractor payment and profit are partly dependent on the wellness of the entire Sociopolitical Risk Index (SPRI) and programme-wide Key Performance Indicators, rather than on their own performance. This links the supply chain incentives with project structural resilience.

- o Component 3: Stakeholder Risk Ownership: Strategic stakeholder risk owners must be designated in the executive team. For example, a Director of Societal Licence, who would be responsible of the SPRI, with a separate budget for proactive, trust-development measures, turning stakeholder management from public relation into a fundamental risk treatment process.

## **5.4 Implementation Roadmap and Professional Implications**

The shift to this framework must be gradual: Phase 1 will involve legislation to create the IMAA, which will be pertinent to HS2 and any other GMPP projects in the future. Phase 2 will reorganise HS2 Ltd to establish the Central Risk Intelligence Unit and Strategic Risk Owner position. Phase 3 will involve building hybrid risk models, adopting Red-Teaming protocol and renewing key contracts.

The professional consequence is far-reaching: the role of the project risk manager should become more of a strategic intelligence officer and a system architect. This strategy requires a novel combination of abilities, data science, behavioural psychology and political economy, employed for the megaproject. Through this Resilience Framework, HS2 and similar projects will transform from being victims of their complication to becoming active and adaptive systems able to deliver their desired legacy despite unavoidable turbulence of a multi-decade path

## **6.0 Task 2D – Synthesis of Lessons from Landmark Cases for HS2 (COMP-4)**

Assessing HS2 in isolation risks continuing its particular failures. Robust insight calls for evaluating it in the larger context of megaprojects history in which some pathologies continuously re-emerge.

### **6.1 Crossrail Project**

Although Crossrail had suffered its own cost and time overruns, its post-programme "Learning Legacy" highlights an important success factor: interfaces are not secondary concerns, but primary risk. Crossrail institutionalised co-located control centres with contractors, designers and operators to coexist, so as to rapidly control systemic interdependencies (Serrano, 2024). In the case of HS2, where there have been issues with fragmented contracts and hostile client-contractor relationships, the lesson to be transferred is not simply to focus on integration, but to make it critical to the project (Cornet et al., 2018). This directly informs to pillar three (Integration) of the MRF. In particular, the suggested Alliance Contracting aspects and the Causal Risk Map are a direct implementation of the Crossrail experience.

The map promotes the visualisation of risk interface risks (e.g., station design and tunnel boring machine scheduling), while the alliance model forms the commercial incentives of mitigation collaboration that Crossrail attained based on co-location and culture.

## **6.2 Sydney Metro Project**

The governance framework of Sydney Metro has been defined by strong and independent assurance via organisations such as Infrastructure NSW and stringent parliamentary oversight (Sydney Metro Australia, 2025). This external operating challenge did not function as a hostile process, but a friendly adversary that tested assumptions prior to key capital commitments (Sydney Metro Australia, 2025). The lesson for HS2 is that assurance should be ongoing and dominant, rather than periodic and retrospective. This proves and perfects Pillar One (Governance) of the MRF. The suggested Independent Megaproject Assurance Authority (IMAA) is based on this tenet and will offer ongoing, professional oversight as experienced in Sydney with the legislative power of statutorily enforce stage-gates. The fact that HS2 has a track record of going beyond critical decision-making milestones (such as the Notice to Proceed) on optimistic data would be put into check by IMAA requirement of to verify risk evidence against predetermined limits.

## **6.3 California High-Speed Rail Project**

California High-Speed Rail (CAHSR) is arguably the closest to the challenge faced by HS2 in that it is excessively vulnerable to political and funding cycles. According to reports by the US Government Accountability Office (GAO), lack of technical delivery of CAHSR was due to its funding vulnerability (GAO, 2012). The insight here is that for such projects, funding risk is not a financial issue but the general strategic risk (Esposito & Terlizzi, 2023). HS2's retroactive strategy, struggling to seek treasury approvals when faced with a crisis should be abandoned in favour of a proactive scenario planning.

This crucially inform Pillar Two (Intelligence). This proposed in the Funding Risk Playbook in the MRF is a direct application. Nonetheless, leaving the experience of CAHSR aside, the playbook is to be dynamically correlated to the Socio-political Risk Index (SPRI). The sub-optimal SPRI



(diminishing public/ political support) would automatically result in pre-programmed contingency measures of the playbook layout, i.e., scope modularisation or the activation of pre-negotiated alternative funding avenue. This will treat the symptom (funding shortfall) by tackling the underlying cause (dwindling political licence).

Overall, these major case studies highlight that broader risk management is characterised by systemic foresight and flexible integration. The refined strategy for HS2 goes beyond copying best practices but include building a robust self-correcting infrastructure that will survive decades-long journey which is inevitable for transformational mega-projects.

## **7.0 Conclusion**

The HS2 megaproject act as a critical example in the systemic mismanagement of complexity. This write-up shows that the project's deep-rooted failures such as disastrous cost increase, political defeat and loss of public trust were not caused by absence of risk processes, but a structural use of technocratic risk model to a political-programmatic crisis. The governance of HS2 created optimism bias above objective reporting, with its instruments focusing on quantifiable technical risks over more critical directional risks, while its culture limited escalation despite vivid evidence.

Therefore, HS2 highlights a major paradigm to risk professionals: in mega-projects of this magnitude, the greatest risks lie not in the ground, but in the boardroom and political bodies. Risk management has always been traditional and compliance-based line, but is now outmoded by shifting stakeholder landscapes and multi-year timeframes. This therefore calls for a resilience-focused strategy, that comprises of independent assurance, dynamic intelligence system, and contractual models that are geared towards systemic survival.

The implication to the profession is very clear. Future projects must formalise crystallised lessons learnt in the experience of HS2: instilling foresight in governance, making public licence a fundamental asset, and developing risk architectures as adaptive and politically savvy as they are technically sound. It is only at that point that the promise of transformational infrastructure can be delivered without being consumed within the complexities it is meant to operate in.

## References

- Aven, T., & Renn, O. (2018). Improving government policy on risk: Eight key principles. *Reliability Engineering & System Safety*, 176, 230–241.
- Cooke, P. (2024). Competition in the ‘body without organs’: An assemblage perspective on the UK’s fast train (HS2) cancellation. *European Planning Studies*, 32(7), 1464–1477.
- Cornet, Y., Barradale, M. J., Gudmundsson, H., & Barfod, M. B. (2018). Engaging multiple actors in large-scale transport infrastructure project appraisal: An application of MAMCA to the case of HS2 high-speed rail. *Journal of Advanced Transportation*, 2018(1), 9267306.
- Davis, K., Pinto, J., & Di Maddaloni, F. (2020). Significance: The need for better benefits realisation in megaprojects. In B. Flyvbjerg (Ed.), *Routledge handbook of planning and management of global strategic infrastructure projects* (pp. 19–46). Routledge.
- Douglas, E. M., Kirshen, P. H., Bosma, K., Watson, C., Miller, S., & McArthur, K. (2016). Simulating the impacts and assessing the vulnerability of the central artery/tunnel system to sea level rise and increased coastal flooding. *Journal of Extreme Events*, 3(4), 1650013.
- Durrant, D. (2016). *The role of civil society in mega-transport project decision-making: The case of the proposed high speed rail connection, High Speed Two (HS2)* (Doctoral dissertation, University College London).
- Durrant, D. (2025). What killed HS2? Explaining the loss of political support for the UK’s high-speed rail megaproject. *Cambridge Journal of Regions, Economy and Society*.
- Esposito, G., & Terlizzi, A. (2023). Governing wickedness in megaprojects: Discursive and institutional perspectives. *Policy and Society*, 42(2), 131–147.
- Flyvbjerg, B. (2014). What you should know about megaprojects and why: An overview. *Project Management Journal*, 45(2), 6–19.
- Government Accountability Office. (2012). *High-speed passenger rail: Preliminary assessment of California’s cost estimates and other challenges*. <https://www.gao.gov/products/gao-13-163t>
- International Organization for Standardization. (2018). *ISO 31000: Risk management—Guidelines*. <https://www.iso.org/standard/65694.html>
- Merrow, E. W. (2024). *Industrial megaprojects: Concepts, strategies, and practices for success*. John Wiley & Sons.

Miller, R., & Lessard, D. (2001). Understanding and managing risks in large engineering projects. *International Journal of Project Management*, 19(8), 437–443.

National Audit Office. (2020). *High Speed Two: A progress update*. <https://www.nao.org.uk/wp-content/uploads/2020/01/High-Speed-Two-A-progress-update.pdf>

Remington, K., & Pollack, J. (2016). *Tools for complex projects*. Routledge.

Rickaby, B. A. (2025). *Managing uncertainty in real time: A case study of the High Speed 2 railway project* (Doctoral dissertation, University College London).

Rob, H. (2021, July 21). Five ‘core risks’ to HS2 schedule and budget. *New Civil Engineer*. <https://www.newcivilengineer.com/latest/five-core-risks-to-hs2-schedule-and-budget-21-07-2021/>

Serrano, W. (2024). Systems engineering in the business case phase to reduce risk in megaprojects. *Buildings*, 14(8), 2585.

Shannon, B. (2020). Complexity and risks of HS2 were underestimated. *Railway Magazine*. <https://www.railwaymagazine.co.uk/13656/complexity-and-risks-of-hs2-were-under-estimated/>

Sydney Metro. (2025). *Sydney Metro annual report 2024–2025*. <https://www.sydneymetro.info>

Taleb, N. N. (2012). *Antifragile: How to live in a world we don’t understand* (Vol. 3). Allen Lane.

Tetlow, G., & Shearer, E. (2021). *HS2: Lessons for future infrastructure projects*. <https://www.instituteforgovernment.org.uk/sites/default/files/publications/lessons-hs2.pdf>

Turner, J. R. (2016). Towards a theory of project management: The nature of the project governance and project management. *International Journal of Project Management*, 24(2), 93–95.

UK Government. (2017a). *High Speed Two Phase Two strategic case*. <https://assets.publishing.service.gov.uk/media/5a81dbd840f0b62305b912fa/high-speed-two-phase-two-strategic-case.pdf>

UK Government. (2017b). *High Speed Two (HS2) Ltd audit and risk assurance committee: Minutes of meeting held 07 February 2017*. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/655324/170207\\_hs2\\_audit\\_and\\_risk\\_committee\\_minutes.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/655324/170207_hs2_audit_and_risk_committee_minutes.pdf)

Walker, A., & Allison, R. (2024). HS2: Delivering a climate change adapted and resilient railway. *Proceedings of the Institution of Civil Engineers – Civil Engineering*, 177(3), 126–133.

Winch, G. (2025). *So, what went wrong with HS2?* The Productivity Institute.

<https://www.productivity.ac.uk>

Yao, R., & Gillen, A. (2023). Public opinion evaluation on social media platforms: A case study of High Speed 2 (HS2) rail infrastructure project. *UCL Open Environment*, 5, e063.