

Office of the Chief Information Officer

Annual Independent Recommendations on Oversight of IT Projects

December 31, 2021

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Executive Summary

Introduction and purpose

The 2021-23 biennial operating budget provides the Office of the Chief Information Officer (OCIO) funding for experienced information technology (IT) project managers to provide critical support to agency IT projects under OCIO oversight. Per Section 151(1)(a) these project managers:

- (i) Provide master level project management guidance to agency IT stakeholders;
- (ii) Consider statewide best practices from the public and private sectors, independent review and analysis, vendor management, budget and timing quality assurance and other support of current or past IT projects in at least Washington state and share these with agency IT stakeholders and legislative fiscal staff at least quarterly, and post these to the statewide IT dashboard; and
- (iii) Provide independent recommendations to legislative fiscal committees by December of each calendar year on oversight of IT projects to include opportunities for accountability and performance metrics.

This report is the third annual report providing independent recommendations on oversight of IT projects.

Recommendation summary

The OCIO project management partner (PMP) team spent more than 3,200 hours in 2021 working with 36 state agencies to provide guidance for 66 projects under OCIO Oversight.

Table 1: 2021 Recommendations Summary beginning on the following page summarizes six new recommendations on IT project oversight and three associated observations. One of these observations is new in 2021. Two observations remain true from 2020.

Table 1: 2021 Recommendations Summary

	Observation	New Recommendation(s)	Benefits
New (2021)			
1	<p>OCIO processes, templates and requirements overwhelm agencies.</p> <p>Although the positive intent of the gated funding process is to ensure detailed project planning and agency accountability, many projects continue to have trouble completing the OCIO templates and report unbudgeted costs to comply with OCIO requirements.</p>	<ol style="list-style-type: none"> 1. Evaluate the effectiveness of the gated funding process in contributing to project success or fiscal responsibility. 2. Engage OCIO, OFM and select agency staff to conduct a lean (process improvement) exercise to identify opportunities for streamlining or simplifying the gated funding process without compromising value. 3. Prioritize the Plante Moran-created oversight improvement initiative within the OCIO.¹ 	<p>Using data to estimate the cost and schedule impacts of gated funding on projects and OCIO departmental costs may enable a targeted transformation of oversight processes to reduce delays and expenses – and free up staff time to focus on more effective levers of project success.</p> <p>With a focus on the intent of the oversight process, rather than the specific transactional requirements, the OCIO has the potential to reduce project costs, delays and staff time – and improve the agency business owner experience.</p>
Continuing (2022)			

¹ Note that this transformation project is in the initiation phase and procurement of professional services is in progress.

	Observation	New Recommendation(s)	Benefits
2	<p>There is room for improvement in project design and discovery efforts.</p> <p>Agencies continue to submit project documentation that points to a deficiency of planning, data gathering and critical thinking.</p>	<p>4. Enable and encourage agencies to perform a thorough project design effort:</p> <ul style="list-style-type: none"> • Develop and offer governance training informed by best practices. • Develop and offer training on project cost and schedule estimation. • Consider a Community of Practice webinar on the topic of project design. • Detect planning opportunities early and mentor agencies to use available tools and best practices. • Consider creative outreach to agencies to offer best practices and guidance. • Consider the gamification (<i>methods to make it fun and competitive</i>) of project decision package submittals and/or investment plans to stimulate creativity and a cultivate a sense of competition while advancing skills and competencies. 	<p>Projects built on a strong, project management and data-driven foundation will create resiliency for the life of the project and enable projects to quickly adjust when issues arise. Many state projects take years to complete and project managers come and go. Factual and thoughtful foundational work endures.</p>

	Observation	New Recommendation(s)	Benefits
3	<p>Overconfidence and lack of experience affect IT projects negatively.</p> <p>State project managers and project sponsors continue to operate at a low level of maturity and awareness of best practices. Significant re-thinking of the training and orientation procedures for these roles is necessary.</p>	<p>5. Identify or develop training offerings to build essential skills for project managers and project sponsors. Local colleges offer project management certifications. Other options include community of practice events, enhancing the repository of templates/reference documents and best practices, sample models for governance and steering, roles and responsibilities, mentoring or custom course development.</p> <p>6. Make it easier for project managers and sponsors to follow best practices. Consider offering relevant examples, providing detailed recommendations specific to each project and integrating best practices into oversight communications (e.g., frequent helpful tips, discussion boards, links to white papers, etc.)</p> <p>Other suggestions include modifying the project kickoff agenda to address relevant education concepts, and creating a dynamic, searchable online database of best practices and process help documentation.</p> <p>Consider the creation of a project management training and certification program; all project managers and sponsors would be required to certify before they could manage/sponsor a project. Training would be beneficial for steering committees and all members of project governance.</p>	<p>Increasing the competencies of project managers and project sponsors will be transformative and contribute to project success across the state.</p>

2021 accomplishments

PMP accomplishments in 2021 include:

- Launched the statewide information technology project management community of practice (CoP) and hosted monthly events beginning in February 2021. Currently there are more than 180 members from 36 state agencies participating in peer networking events and learning sessions. Learning sessions in 2021 included:
 - [Project Management in a Virtual World](#)

- [Effectively Managing Change](#)
- [A Guide to Project Budgeting](#)
- [Investment Planning](#)
- [Agile Project Management](#)
- Maintained and expanded the online [IT Project Lessons Learned Repository](#).
- Published quarterly reports with timely and relevant best practices for IT projects.
- Began engaging with projects early in the initiation phase to share best practices and relevant lessons learned as well as to help avoid risks and issues rather than stepping in later to help resolve them.
- Leveraged Microsoft Teams to promote collaboration and knowledge-sharing among project teams.
 - Developed Kanban boards for tracking tasks and deliverables.
 - Created notebooks for team collaboration and centralized documentation.
- Supported the development of project issue papers to identify appropriate risk mitigation actions and next steps.
- Conducted an annual agency customer survey where agency leaders and project managers could provide feedback regarding PMP services, impacts on project outcomes and opportunities for improvement and additional services. **Appendix C: 2021 Customer Agency Survey Response Summary** presents the results of this survey.

The PMP team has used its knowledge, experience and expertise to support Washington State agency IT projects through:

- Improved technology budget and spend plan quality.
- Improved investment planning.
- Improved project requests for information/proposals (RFI/P) quality, processes and timelines.
- The selection of qualified contractors.
- The management of contractors and vendors.
- Greater project management efficiency and effectiveness.
- Enhanced project documentation and reduced time spent revisiting past decisions.
- The avoidance of ill-advised spending decisions or placing significant project implementation activities on hold while corrective actions are taking to address significant risks and issues.

Observations and Recommendations on Oversight of IT Projects

The following observations on oversight of IT projects were informed by direct project management partner services to agencies and the OCIO as well as collective knowledge and industry expertise:

Observation #1: OCIO processes, templates and requirements overwhelm agencies.

Although the intent of the gated funding process is to ensure detailed project planning and agency accountability, many projects continue to resist or have difficulty completing OCIO templates. Agencies report frustration with unbudgeted costs and delays to comply with OCIO requirements.

Oversight requirements can be challenging for organizations based on their project management maturity. They are detailed, complex and require multiple subject-matter experts to contribute knowledge and data. Oversight policies and procedures treat all projects as equal, creating a “one size fits all” process that does not easily flex to benefit projects of varying size, complexity or risk level.² While the benefits are many, the process is cumbersome for agencies that do not have the maturity or resource to complete the required templates. This can contribute to project delays and considerable stakeholder/customer dissatisfaction. There is an opportunity for OCIO oversight and gated funding procedures to be simplified without compromising the intent and value of the procedures.

If the process is not streamlined or appropriately minimized, agencies will continue to resist OCIO engagement in strategic projects. In some cases, agencies choose to spend “at risk” (*without formal authorization*) – either because they haven’t been able to secure gate approval, or they don’t yet qualify for gate approval but want to forge ahead with project activities while they continue with the qualification process. This defeats the purpose and value of the gated funding process and puts the projects at risk.

Recommendations

1. Evaluate the effectiveness of the gated funding process in contributing to project success or fiscal responsibility.
 - a. Quantify the time (agency and OCIO) and cost of compliance with oversight requirements. Consider:
 - i. The number of projects subjected to gated funding provisions since the gated funding provisions were enacted.
 - ii. The number of waivers requested for policies [121 IT Investments - Approval and Oversight Policy](#) and [132 Project Quality Assurance](#).
 - iii. The average number of iterations needed to finalize a technology budget before Gate 1 funds are approved for release.
 - iv. The average number of iterations to complete routine gate certification.
2. Engage OCIO, OFM and agency staff to conduct value stream mapping (a lean six-sigma process improvement tool) exercises to identify potential for streamlining or simplifying the gated funding process without compromising value.

² Select requirements can be waived with an approved policy waiver.

- a. Consider aligning OCIO deliverables with standard project management tools and templates; reduce duplication.
3. Prioritize the Plante Moran-created oversight improvement initiative within the OCIO.³
 - a. Review and consider models from other large organizations that are effective.
 - b. Consider proceeding with criteria for scalable (right-sized) rules and standards for oversight based on risk level and project need. Seek to adapt oversight processes to fit the nature of the investment per the [OCIO Project Approval and Oversight Process Assessment](#) recommendation to establish risk-based oversight levels and scalable oversight requirements.
 - c. Manage the work as a business transformation project with a begin and end date, a defined scope and a formal governance model with an executive sponsor and steering committee or advisory board. If needed, engage a consultant to manage and facilitate the work and maintain momentum or sense of urgency to complete the project.
 - d. Evaluate how scalable oversight can benefit both the projects and agencies' experience of the gated funding process.
 - e. Eliminate the rework required for technology budget template releases; consider alternate tools or technologies.

Observation #2: There is room for improvement in project design and discovery efforts.

Agencies continue to submit project documentation that points to a deficiency of planning, data gathering and critical thinking. Project discovery involves up-front research, estimation, options analysis, data analysis, consideration of risks and issues and opportune timing. Thorough project discovery will pay dividends when it comes to reviews of decision packages, investment plans and technology budgets.

Project design work is a critical, strategic step in building a foundation to structure a business improvement initiative. Often, design work is performed via a feasibility study – but not always. Agencies may perform quasi-feasibility studies on their own or during the creation of the project charter. There is no single path to quality project design. While a comprehensive and well-substantiated feasibility study is helpful in many cases, it is not the answer for everyone.

Neglecting to design a strategic project organization or governance structure can have any number of negative consequences – from lack of project success to underbudgeting for essential services to cancellation. More specifically:

- Schedule or budget overruns.
- Project delays to await more funding.
- Ineffective governance models or decision-making criteria.
- Insufficient or under-skilled resources to complete the scope.

³ Note that this transformation project is in the initiation phase and procurement of professional services is in progress.

- Failure to budget for quality assurance, contractors, IV&V, maintenance and operations, etc.
- Failed procurements.

Recommendations

4. Enable and encourage agencies to perform a thorough project design effort:
 - a. Develop and offer governance training informed by best practices.
 - b. Develop and offer a course on project cost and schedule estimation.
 - c. Consider a Community of Practice offering on project design.
 - d. Detect planning opportunities early and mentor agencies to use available tools and best practices.
 - e. Consider creative outreach to agencies to offer best practices and guidance.
 - f. Consider the gamification⁴ of project decision package submittals and/or investment plans to stimulate creativity and a cultivate a sense of competition while advancing skills and competencies.

Observation #3: Overconfidence and lack of experience affect IT projects negatively.

State project managers and project sponsors continue to operate at a low level of maturity and awareness of best practices. Significant re-thinking of the training and orientation procedures for these roles is necessary.

While the state does employ some talented and skilled project managers, deficiencies in key risk areas (e.g., vendor management, performance measurement, advanced scheduling techniques) continue to challenge projects across the state, sometimes causing delays as long as one year or more and incurring multi-million-dollar change requests.

At the sponsor level, overconfident and underexperienced sponsors routinely fail to engage early enough (and with the right interventions) to make a difference.

These knowledge and experience gaps can result in schedule and cost overruns and often compromise project quality and outcomes.

Last year the project management partners recommended training for project sponsors. This recommendation bears repeating.

Recommendations

5. Identify or develop training offerings to build essential skills for project managers and project sponsors. Local colleges offer project management certifications. Other options include community of practice events, enhancing the repository of templates/reference documents and best practices, sample models for governance and steering, roles and responsibilities, mentoring or custom course development.

⁴ Gamification refers to the process of making activities competitive, offering points or rewards to motivate behavior, or other strategies to engage process participants.

6. Make it easier for project managers and sponsors to follow best practices. Consider offering relevant examples, providing detailed recommendations specific to each project and integrating best practices into oversight communications (e.g., frequent helpful tips, discussion boards, links to white papers, etc.)

Other suggestions include modifying the project kickoff agenda to address relevant education concepts, and creating a dynamic, searchable online database of best practices and process help documentation.

Consider the creation of a project management training and certification program; all project managers and sponsors would be required to certify before they could manage/sponsor a project. Training would be beneficial for steering committees and all members of project governance.

Looking toward 2022

In 2022 the project management partners will continue to support Washington State IT projects in partnership with the agencies, the OCIO, the Legislature and the Office of Financial Management (OFM). The project management partners are committed to establishing an enduring support program that enhances and streamlines OCIO oversight processes and tools.

In addition to the recommendations in the previous section, PMP plans for 2022 include:

- Identifying additional methods to intervene early to:
 - Prepare agencies for writing a business case
 - Craft a feasibility study.
 - Influence budget requests.
 - Assist with budget and schedule estimation and prepare spend plans.
 - Design right-sized project governance models and management controls.
 - Provide strategic recommendations.
- Continuing to grow the Community of Practice and its agency representative advisory board with the goal of making it self-sustainable by year-end.
- Contributing to OCIO efforts to simplify the technology budget template and gated funding process.
- Evaluating the current set of PMP performance measures (published in Appendix B) and make recommendations for modifying them to better assess PMP and OCIO effectiveness and their influence on the success of IT projects.
- Continuing direct service to Washington State IT projects.

Contact

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Appendix A: Project management partners

The OCIO currently has four master-level project managers.

Richelle Glascock has been working with the state's smaller agencies to provide hands-on support to coach projects on how to set up a project management framework and navigate the gated funding process. She is a Project Management Institute (PMI) certified Project Management Professional (PMP) who brings to the team experience as both a project manager and independent quality assurance on state IT projects.

Shelley McDermott is a master-level project manager with a BA in business from Evergreen State College and PMP certification from the PMI. Her background includes assessment and implementation of complex business initiatives, program and project leadership and strategic planning. Shelley excels at managing high-risk, high-visibility projects and leading teams, and has successfully delivered results on both public and private sector organizations.

Megan Pilon⁵ is a master-level project manager, PMI certified Project Management Professional (PMP) and a PMI Agile Certified Practitioner (PMI-ACP). Megan has over 30 years of information technology experience, over 25 years working with Washington state agencies and 23 years in project management. She has extensive experience with Washington state high-profile projects and understands what it takes to deliver IT projects. She has worked for the Legislature, the Office of Financial Management (OFM) and in private industry as a service delivery and consulting director. (*Megan transitioned to the One Washington team in October 2021).

Stacy Steck is a PMP and holds an MBA. She has served the state on several successful, long-term projects and brings more than 25 years of experience in the field of project and program management to this role. Stacy was a leader in the healthcare industry and had a leading role in implementing electronic health record systems. Additionally, she has a certification in enterprise resource planning (ERP) solution configuration and has implemented ERP modules (HR and Budgeting) as part of her consulting career.

Project Management Partners

- Richelle Glascock
- Shelley McDermott
- Megan Pilon⁵
- Stacy Steck

⁵ Megan Pilon transitioned to the One Washington program team in October 2021. Her position will be refilled.

Appendix B: Progress Against Performance Measures

As previously noted, the 2020 supplemental operating budget provides the OCIO funding for “experienced information technology project managers to provide critical support to agency IT projects...[and] provide master level project management guidance to agency IT stakeholders.” The [2019 Independent Recommendations on Oversight of IT Projects](#) report recommended that the project management partners develop performance measures with outcomes that contribute to OCIO metrics and performance goals. This appendix presents performance against these goals.

The project management partners will assess annually how well these performance measures are influencing project success. If there is minimal to no correlation, the project management partners will work with the OCIO to evaluate other performance measures and adjust accordingly. The 2020 metrics established the baseline. In 2021 we determined that these measures are not indicative of project success. In 2022, we will define more relevant measures for PMP impact on project success.

Measure	2021 Result	2020 Result (if available)
1. Count of agencies and projects receiving expert level project management guidance.	3,200 hours worked 37 state agencies 66 projects	2,200 hours worked 36 state agencies 50 state projects
2. Project risk reduced with PMP support services: the count and percentage of gated funding projects where a project’s risk rating (green, yellow, red) decreased after receiving OCIO expert-level project management guidance. ⁶	Target: 50% Actual: 37%	Target 50% Actual: N/A
3. Average months assessed high risk: Average period a gated funding project remained in red (OCIO-assessed as high-risk) status after engagement with an OCIO project management partner. ⁷	Target: 3 months Actual: 5.8 months average	Target: 3 months Actual: 4.5 months average
4. Agency satisfaction with project management partners.	92% agree PMPs added value. 88% agree PMP had positive impact. 88% satisfied with services received.	60% agree PMPs added value. 60% agree PMP had positive impact. 60% satisfied with services received.

⁶ Note: Measure #2 will not be tracked or reported in 2022 because it hasn’t proven meaningful. A project could decrease in risk for a variety of reasons and a PMP could spend every minute working on a “red” project and it may never make its way out of the red. The original hypothesis, that PMP engagement on a project will directly correlate to a reduction in risk, appears to be false.

⁷ Note: Measure #3 will no longer be tracked or reported in 2022. The project management partners and the OCIO must reevaluate how to measure project management partner impact on project risk and adjust measures and targets for 2022.

Appendix C: 2021 Customer Agency Survey Response Summary

Eighty-nine project sponsors and agency project managers who engaged with a project management partner in 2021 were invited to participate in an anonymous satisfaction survey between November 5 and November 17.

Survey responses

The following provides the results to the eight multiple choice questions of the survey.

Measure	2021 Result	2020 Result (if available)
Responses received	25 / or 34% of total invitees	38 / or 50% of total invitees
Question #1 My OCIO project management partner brought valuable expertise and best practices to my project.	92% agree or strongly agree	60% agree or strongly agree
Question #2 My OCIO project management partner responded to my requests and questions in a timely manner.	95% agree or strongly agree	70% agree or strongly agree
Question #3 Working with my OCIO project management partner had a positive impact on my project.	88% agree or strongly agree	60% agree or strongly agree
Question 3 additional detail "If you feel that your project management partner improved the quality of your project, please expand on your conclusion. In what ways was it improved? With what tools or expertise?" <i>(Responses abbreviated for space.)</i> <ul style="list-style-type: none"> • Expertise and experience with OCIO policies, processes, and documents. • Valuable templates. • Our PMP ensured that our project's governance process was open and transparent. • Help with technology budgets: technology budget prowess! • Deliverable reviews. • Valuable experience with large, complex projects; able to provide thorough reviews and comments. • Facilitation of governance meetings and methods to get to decision making. • Leadership mentoring and executive sponsor support. 		
Question #4 How likely are you to seek our services on a future gated funding project?	80% likely or highly likely	65% likely or highly likely
Question #5 How likely are you to recommend our services to another agency managing a gated funding project?	88% likely or highly likely	70% likely or highly likely

Measure	2021 Result	2020 Result (if available)
Question #6 How satisfied are you overall with the services you received?	88% satisfied or very satisfied	60% satisfied or very satisfied
Question #7 (new in 2021) How satisfied are you with the quality and applicability of the sample templates you received?	80% satisfied or very satisfied	N/A
Question #8 (new in 2021) How satisfied are you with the advice you received?	92% satisfied or very satisfied	N/A

Other comments and suggestions for improvement

Respondents also were invited to provide open-ended comments.

Common themes

The following provides a summary of common themes from respondent comments.

- Richelle Glascock received strongly positive reviews from her agency clients – predominantly smaller agencies – who appreciate her ability to provide consulting and expert advice on technology budgets, investment plans and vendor selection and procurement risks and issues. Small agencies, in general, appreciate the support of the project management partners.
- Many agencies remain confused about the gated funding processes. They note that the processes are not well defined or communicated and can be inconsistent. This is an area where the OCIO can invest time and improvement effort.
- Agencies perceive the roles and responsibilities of oversight consultants and master level project managers to be blurred and not well defined. The OCIO recognizes this opportunity to clarify and communicate these roles.

Opportunities for improvement

Other respondent comments identified opportunities for potential improvement or additional areas of project management consultation.

- Continue to offer and improve support for technology budget development and the gated funding and oversight processes.
- Include more technical services and acquisition advice.
- Work with the OCIO team to improve and streamline the gated funding and oversight processes.
- Improve OCIO customer service, responsiveness and communication with agency clients.
- Collaborate with the OCIO to consult on upcoming investments to improve initial planning and budget requests.
- Collaborate with the OCIO to define acceptance criteria for gated funding deliverables.

Appendix D: Previously Shared Best Practices

While the project management partners share best practices as part of their routine work with state agency IT projects, the following **Table 2: Previously Shared Best Practices** provides reference to those best practices more formally shared in quarterly best practices summary reports to agency IT stakeholders and legislative fiscal staff as well as with the statewide project management community of practice (PM CoP).

Table 2: Previously Shared Best Practices

Best Practice Shared	Date	Forum
Set up project governance structures.	Jul. 1, 2020	Quarterly Best Practices Summary
Prepare for procurement.	Jul. 1, 2020	Quarterly Best Practices Summary
Have a vendor manager review vendor's progress in meeting contractual obligations.	Jul. 1, 2020	Quarterly Best Practices Summary
Establish foundational project management.	Jul. 1, 2020	Quarterly Best Practices Summary
Articulate a clear business case.	Oct. 1, 2020	Quarterly Best Practices Summary
Establish strong governance.	Oct. 1, 2020	Quarterly Best Practices Summary
Select a right-fit project manager.	Oct. 1, 2020	Quarterly Best Practices Summary
Manage organizational change.	Oct. 1, 2020	Quarterly Best Practices Summary
Lead the go/no-go decision.	Oct. 1, 2020	Quarterly Best Practices Summary
Conduct procurements that protect the state's investment.	Oct. 1, 2020	Quarterly Best Practices Summary
Share IT project management best practices through a community of practice.	Jan. 1, 2021	Quarterly Best Practices Summary
Use lessons learned to prevent repeating project failures while maximizing opportunities to implement good practices and processes on existing and future projects.	Jan. 1, 2021	Quarterly Best Practices Summary
Provide a set of best practice-based project management processes and deliverables.	Jan. 1, 2021	Quarterly Best Practices Summary
Develop a technology budget.	Jan. 1, 2021	Quarterly Best Practices Summary
Partner with the Office of the Chief Information Officer (OCIO) oversight consultants.	Jan. 1, 2021	Quarterly Best Practices Summary
Differentiate program management from project management.	Apr. 1, 2021	Quarterly Best Practices Summary
Use business analysts throughout a project initiative.	Apr. 1, 2021	Quarterly Best Practices Summary
Respond to QA findings and recommendations.	Apr. 1, 2021	Quarterly Best Practices Summary
Optimize project management in a virtual world.	Feb. 24, 2021	PM CoP
Effectively enable change.	Apr. 21, 2021	PM CoP
Establish a realistic project budget and spend plan.	Jun. 16, 2021	PM CoP
Establish effective executive sponsorship.	Jul. 1, 2021	Quarterly Best Practices Summary

Best Practice Shared	Date	Forum
Enable vendor relationship management.	Jul. 1, 2021	Quarterly Best Practices Summary
Plan for contingency reserve and management reserve in schedule and budget.	Jul. 1, 2021	Quarterly Best Practices Summary
Conduct effective investment planning.	Aug. 19, 2021	PM CoP
Governance part II: Use your executive steering committee.	Oct. 1, 2021	Quarterly Best Practices Summary
Vendor relationship management part II: Leverage best practices and lessons learned.	Oct. 1, 2021	Quarterly Best Practices Summary
Leverage the benefits of agile project management.	Oct. 1, 2021	Quarterly Best Practices Summary
Project estimating: Apply best practice techniques, tips and tricks.	Oct. 1, 2021	Quarterly Best Practices Summary
Leverage the benefits of agile project management.	Oct. 20, 2021	PM CoP