NSSC: A Brief History

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a brief history

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The NASA Shared Services Center (NSSC) is an innovative public-private partnership between the National Aeronautics and Space Administration (NASA), the States of Mississippi and Louisiana, and a service provider, Computer Sciences Corporation (CSC).

Launched in March 2006, the NSSC offers high-quality support services to NASA in the areas of financial management, human resources, information technology and procurement. Shared services can be viewed as a form of outsourcing that occurs within an organization and leverages and improves internal Information Technology (IT) assets and other technological developments. The result enables the organization to achieve further improvements to business process quality, usually in the areas of finance, accounting, procurement, IT, and human resources. This approach also reduces costs by increasing quantities within the organization that primarily performs specific services in high volume, transactional, administrative support activities.

Shared services consolidates an organization’s similar business activities to provide service to multiple internal customers with a goal to lower costs, achieve higher service levels, and enhance overall organizational value. The shared services concept is a common approach in industry; currently over 80% of Fortune 500 companies employ shared services.

Benchmarking data indicate that organizations operating in a shared services environment are closer to the competitive benchmark level of performance than those organizations not using shared services. NASA created the NSSC to realize these benefits and to leverage skills and investments.
Research into shared services was not NASA’s first foray into the realm of consolidation. In the 1990’s, NASA centralized a variety of administrative activities at several Agency locations: change of station and foreign travel voucher processing at Johnson Space Center (JSC); payroll processing at Marshall Space Flight Center (MSFC); and IT support services at MSFC.

NASA realized certain transactional activities and certain highly specialized activities in financial management, human resources, procurement, and IT would be more effectively and efficiently performed in a consolidated organization. Implementation of an integrated enterprise management solution in Fiscal Year 2002 created the platform for NASA to further investigate a consolidated services model.

NASA investigated the shared services concept and realized mission support could be improved by concentrating, combining, and co-locating certain administrative and business activities into a new shared services organization. The basic concept included consolidating key business services and then integrating Agency information systems and technologies into a single service center. To be successful, NASA realized disparate administrative and business activities from across the Agency would have to be transitioned and transformed into standardized processes that were highly focused on the service provided to customers.

In the past, such activities were provided by relatively small, single-function business organizations located and integrated into NASA Centers. For example, each NASA Center performed drug testing administration through their Human Resources Office using different contractors and processes. By consolidating drug testing administration into a shared services organization, NASA would realize the benefits of both a standard process and the economies of scale an Agency-wide contract would afford.
In addition to achieving standardized business and specialty services that were more consistent, more timely, and of higher quality, NASA also projected a substantial cost savings, estimated at $6.6 million per year after steady-state (completion of a 3-year transition period). Operational efficiencies would allow the redeployment of staff and budget to core mission needs resulting in cross-functional synergy. Many challenges affected the NSSC opening, however, including functional business research, that had to encompass all 10 NASA field centers that span the nation; the necessity of drastically evolving the Agency’s business practices and philosophy; and achieving senior management, functional leadership, and NASA employee awareness, buy-in, and eventually, ownership. Notwithstanding the risks, technical complexities, and change and communication efforts, NASA realized to keep pace with modern business practices, promote continual process improvement of business and specialty services, and increase the focus on core missions, a shared services environment was necessary.

Despite the ostensible benefits, moving to a shared services environment was a significant cultural change for NASA, and considerable resistance had to be overcome. Employees and managers who had been accustomed to receiving personal services at their Centers would have to learn new business processes and interact with unfamiliar individuals at a remote site. Center managers felt uneasy about the notion of having services provided by an entity that would no longer report directly to them. Employees who worked in the functional areas directly affected by the change would see their jobs and work environment dramatically altered. Key to a shared services success would be NASA employees acknowledging the new service center’s potential and effectively managing the change process. Additionally, strong leadership would be necessary to articulate a vision of the future to ensure employees understood why such a change was critical to NASA’s future.
The Vision for Space Exploration calls for humans to return to the Moon by the end of the next decade, paving the way for eventual journeys to Mars and beyond. After completing the International Space Station and retiring the Space Shuttle fleet by 2010, the Vision calls for human and robotic explorers to work together on new journeys to worlds beyond.

The PMA calls for performance improvement throughout the government with a focus on spending less on institutional activities so that funds may be allocated to more mission critical projects. The PMA’s goal for improvement is founded largely on the performance achievements found in the private sector.

The NSSC provides the Agency with a wide array of benefits, including delivering services at lower costs through improved timeliness, accuracy, and consistency of information; promoting stronger strategic management of NASA resources; and improving performance efficiencies in support of the President’s Management Agenda (PMA).

The NSSC also supports NASA’s Vision for Space Exploration by freeing critical resources for reinvestment back in the NASA mission areas. NASA must operate as one team, make decisions for the common good, foster collaboration across the Agency, and promote more efficient systems and processes all while applying its many diverse capabilities to accomplish the Vision for Space Exploration.

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The NSSC Wasn’t Built In A Day

Though NASA had only begun formulating the One NASA effort, and the Vision for Space Exploration had yet to be articulated, it was still imperative the Agency identify a means to reduce administrative burdens and redundancies across the Agency to further enable the completion of crucial missions. Once again, NASA was ahead of the curve with the decision to implement a shared services center … dutifully named the NASA Shared Services Center. The implementation of the NSSC provided a robust foundation for future NASA performance and process improvements.

The journey to a shared services model was a challenging, exhilarating, and often trying endeavor. To transform the NSSC concept into a reality, NASA formed a study team, led by Mr. Ken Winter, in November 2001 to determine if NASA should implement a Consolidated Business Services Organization (CBSO); the original name of the consolidated organizational concept, whose goal was to investigate the feasibility of consolidated services for the Agency. The team’s findings were included in a study report released March 2002 entitled, “Consolidated Business Services: A New Opportunity for Better Services.”

The CBSO report was developed as a part of NASA’s Strategic Resources Review (SRR). The benefits of implementing a CBSO were later linked to the objectives of President Bush’s Management Agenda. Shared services have a brief history in both the public and private sectors dating back to the early 1990s; however, in recent years, growth of shared services in the private sector has increased dramatically. The CBSO Team’s report concluded that NASA could improve service quality, reduce costs, and establish a framework for a continuous improvement culture through the establishment of the NSSC. The report would eventually serve as a foundation for further investigation and planning by the NSSC Implementation Team.
In March 2002, NASA’s Enterprise Council approved the CBSO Team’s recommendation to implement a shared services center. In August 2002, the Agency appointed an Implementation Team, led by Mr. James L. Jennings, NASA Associate Deputy Administrator, to define the structure, scope, dynamics, and details of the NSSC. The Implementation Team was appointed with the clear mission, “To establish a consolidated shared services organization that will provide higher quality, more cost effective and efficient services for selected NASA business and technical services.”

The NSSC Implementation Team adopted a proven methodology to ensure a thoughtful and thorough examination of all issues pertaining to consolidation. The methodology demonstrated the rationale supporting the process and depicted the timing of events, both past and present that were necessary to successfully manage the NSSC project. The five stages of the methodology used throughout the NSSC project were to:

1) determine that a shared services center merits further investigation; 2) confirm that it is practical to implement shared services; 3) develop a solution that can be implemented and is possible; 4) implement operational change successfully; and, 5) stabilize change and identify and implement continual process improvements.

The Implementation Team conducted rigorous analyses to also determine cost/benefit, site selection, competitive strategy, governance, and organizational structure.

Over the next year, the NSSC Implementation Team supported by functional sub-teams in facilities, financial management, human resources, information technology, procurement, and resources management, collected comprehensive data, reviewed qualitative and quantitative functional characteristics, and conducted concentrated analyses to determine whether an activity in any one of the identified functional areas was a candidate for migration to the NSSC. The team also reviewed, revalidated, and augmented the original CBSO Team’s report, with several recommendations included for NASA Senior Management approval.

In February 2003, the Implementation Team presented their recommendations to NASA’s Executive Council (EC): 1) proceed with implementation activities; 2) establish the governance structure for the NSSC; and, 3) hire an Executive Director and Deputy. The Agency endorsed the NSSC’s direction and implementation of shared services wit in NASA: the first of many milestones achieved.

**Implementation Timeline**

- *SRR identified Business Services Consolidation as important goal 11/00*
- *NSSC Concept 3/02*
- *Functional Subteams Formed 5/02*
- *Implementation Team Formed 10/02*
- *Study Team Charters 3/02*
- *Study Report 3/02*
- *Final NSSC Implementation Plan Completed 10/03*
- Detailed Transition Planning and Competitive Sourcing 10/03
- Executive Director on Board 9/03
- NSSC Initial Operations 10/04
- Phased transition of activities 10/05 – 10/07
- NSSC Center Activation 10-07

**NSSC Initial Operations**

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In April 2003, the EC approved the team’s recommendation for consolidation of shared services into a single site and for activities to be transitioned to the consolidated NSSC.

In May 2003, the EC approved the NSSC Competitive Sourcing Strategy. NSSC represented the single largest piece of NASA’s Competitive Sourcing Plan submitted to the Office of Management and Budget (OMB) in June 2002. The submission discussed subjecting the NSSC to a public-private competition to determine the Service Provider that would support core civil servants performing the inherently governmental activities. Competitive Sourcing is one of the five initiatives on the PMA.

In July 2003, the NSSC Implementation Team went to the EC with its last implementation recommendation—site selection, which was later modified. The team had conducted an extensive, independent review using site selection factors for leading shared services organization. The EC approved the team’s selection of Orlando, Florida, as the site because of its proximity to the Kennedy Space Center (KSC), ease of access from all other NASA facilities, and, more importantly, lower Department of Labor rates. This decision was later overturned by a decision to permit a competition for site selection involving NASA centers and their local municipalities and state/federal governing bodies.

In September 2003, the Implementation Team released the NSSC Implementation Plan Report which became the business case and blueprint for the new NSSC.

NASA is an agency that is efficient, effective, and accountable to the American people. NASA’s first Implementing Strategy (IS-1) as identified in the 2003 Strategic Plan is to “achieve management and institutional excellence comparable to NASA’s technical excellence.” We are continually exploring new ways to improve our Agency and to truly become “One NASA.” Currently, many initiatives are underway to achieve these Agency goals. One of these crucial initiatives is the development and implementation of the NASA Shared Services Center (NSSC). The NSSC would deliver to NASA employees across the Agency, a higher level of service and a commitment to becoming “One NASA.”

—James L. Jennings,
NASA Associate Deputy Administrator
Two years of study by the CBDO Team and the NSSC Implementation Team culminated in a recommendation to consolidate a variety of transactional and administrative activities performed at each NASA center in the areas of financial management, human resources, procurement, and information technology. NASA senior management endorsed the recommendation that consolidation in these areas would allow the NSSC to increase operational efficiency and improve overall customer service. A brief description of the selected services is provided below.

In the area of financial management, the NSSC would provide the following services:

1) processing accounts payable transactions (from receipt of initial invoice to the final payment based on acceptance) for government contracts, grants, purchase card transactions, small purchases, and other payables;
2) consolidated billing, collection, and closeout services for reimbursable and non-reimbursable accounts receivable transactions;
3) payroll and time and attendance support for all NASA personnel;
4) travel reimbursement transactions for all authorized travel, including domestic, international, and change of station; and,
5) contractor-held property analysis and validation.

The NSSC would provide the following HR services:

1) support to personnel programs to include: drug testing administration; general employment inquires; position classification appeals; recruiting logistics; awards processing; human resources studies; and Senior Executive Service awards, bonuses, and appointments;
2) employee development and training support including: NASA-external training; training data entry; surveys and assessments; and planning, on-line training, and NASA’s GS-1102 procurement training program support;
3) employee benefits support including: benefits processing; change of station/relocation services; outside employments; new hire in-processing; leave donor and advanced sick leave program; and health fair coordination; and,
4) support for maintenance of official employee and performance records and personnel action processing and related records.

The Information Technology function would provide:

NASA’s Computing Communications Services; IFM Competency Center Services; and the ODIN Program Management Services.

The NSSC would provide the following Procurement functions:

1) pre-award and post-award support to grants and cooperative agreements;
2) Small Business Innovative Research and Small Business Technology Transfer contracts;
3) training purchases;
4) eProcurement;
5) other Agency-wide procurements; and,
6) support of the NASA Contracting Intern Program.

After identifying the four functional areas and the activities that fit the shared services business model, NASA established an Agency Transition Team. Each NASA Center appointed a center transition team lead and functional team leads in each of the four functional areas previously discussed. The implementation of the NSSC began to gain momentum, increase functional buy-in at the Agency and Center level, and commit senior management to further NSSC ownership.
On December 8, 2003, the site nomination guidelines and criteria were released stating that the NSSC must be in one location within 50 miles of an existing NASA Center. Also, a public announcement was issued declaring that NASA would hold an A-76 public-private competition, a process guided by the OMB Circular A-76. An A-76 competition pits private sector proposals against a government team proposal for the right to perform work outlined in a Request for Proposal (RFP).

In January 2004, the NSSC was officially established, and Richard E. Arbuthnot was named the first Executive Director. Many of the original Implementation Team members now became NSSC Transition Team Members. The NSSC Executive Director would serve as the project lead for the NSSC Transition Team that would oversee transition planning until the NSSC organization was fully stand-up. Also in January, the Agency issued a call to NASA Centers for site proposal submissions and six of the nine NASA field Centers responded. Site proposals were received from: Glenn Research Center located in Cleveland, Ohio; JSC in Houston, Texas; KSC in Florida; Langley Research Center in Hampton, Virginia; MSFC in Huntsville, Alabama; and Stennis Space Center (SSC) in Mississippi. All six submissions exceeded the Agency’s expectations, and the decision was made to allow potential offerors an opportunity to choose one of the six sites as the future home of the NSSC.
The Performance Work Statement (PWS) Team, led by JSC’s Cathy Claunch, worked diligently to complete the draft PWS for the NSSC and released the first draft on March 26, 2004. Following completion and release of the PWS, NASA procurement representatives, select members of the NSSC Transition Team, and newly appointed Source Evaluation Board (SEB) members drafted and released the RFP for comments to industry. Given the broad scope of the activities slated for the NSSC and the uniqueness of the overall public-private competition, there was an intense amount of interest from the private sector.

To facilitate the RFP process, the NSSC Transition Team, Agency procurement representatives, the SEB, NASA senior executives, and over a hundred representatives from industry met in Washington D.C. to have open discussions regarding the draft RFP and PWS. This activity briefing was designed to bring potential offerors (both prime and subcontractors) together so the Agency could explain how the overall competition would be administered and to answer industry questions.

After many revisions, updates, and iterations, the final RFP was issued on September 13, 2004.

Despite the complexity of the RFP and PWS and the scope of the multidisciplinary work involved, NASA felt confident that interested and engaged offerors could complete their proposals in the allotted time. This confidence emanated from the process transparency that had occurred since the inception of the NSSC and the active and eager participation of industry in reviewing and commenting on the RFP and the PWS.

On November 8, 2004, four offerors submitted proposals. It was a memorable event viewing multiple boxes being delivered to the NSSC SEB location in downtown Washington D.C. Only those who responded to the RFP, or reviewed the offerors’ proposals, can fully appreciate the amount of effort such an important and challenging task required.
Over the course of that winter and into the spring of 2005, the NSSC SEB team poured over contract, mission suitability, and cost volumes; interpreted technical approaches; translated staffing solutions; and analyzed numbers and spreadsheets.

That spring, the SEB team submitted its findings to NASA’s eleventh administrator, Dr. Michael Griffin, and awaited his approval to award the contract. Highlighted in the NSSC’s findings were a number of cost benefits for the Agency. These included an eventual savings of $26 million dollars by 2009 and a payback period of 3.5 years whereby the initial start-up investment would be returned to the Agency. Mr. Griffin approved these findings on May 17, 2005, and NASA awarded the NSSC Service Provider Contract to CSC of Falls Church, Virginia, who selected SSC in Mississippi as the NSSC site.

Immediately following the contract announcement, NASA received two protests to the award: one from a private competitor and the other from the government’s proposal team. By August 2005, the private company had withdrawn their protest with the Government Accountability Office, and the Agency denied the government team’s protest in its entirety. With both protests resolved, the SEB disbanded, and once again the NSSC began preparing for its journey toward a successful shared services operation. NSSC employees reported to SSC, enthusiastically awaiting October 1, 2005.
The culmination of a four-year long endeavor to consolidate administrative and business support services for America’s space agency was finally coming to fruition. NSSC and CSC team member employees began work at SSC on August 22, 2005. A week later, on August 29, 2005, Hurricane Katrina made landfall along the Mississippi and Louisiana gulf coasts. Many employees evacuated, but others stayed behind and volunteered at SSC where they staffed emergency call centers; volunteered at shelters and day camps; distributed supplies; and provided comfort to one another. Go-live for the NSSC was indeterminately suspended.

The devastation and destruction along the Gulf Coast forced the NSSC to reconvene the project team in Washington D.C. to continue working activity transition issues. It was hoped the Gulf Coast area would be able to adequately recover and prove stable enough to support a fledgling organization; however, the October 1, 2005, go-live was delayed.

The NSSC worked in conjunction with CSC to determine when returning and opening might be possible. It became apparent after several weeks that the devastation to the Gulf Coast region had drastically impacted the availability of housing and infrastructure and staffing capabilities. The NSSC transition team prepared a Recovery Plan, that recommended readjusting the opening date from October 1, 2005, to March 1, 2006, and presented it to the NASA Administrator on September 23, 2005. Dr. Griffin issued his go-ahead that evening. It was not a difficult decision to make—the NSSC would return to the Gulf Coast and honor NASA’s commitment to the states of Louisiana and Mississippi.

As evidence of the NSSC’s commitment, a job fair was held at SSC on October 22, 2005. It was a stunning success and demonstrated the NSSC team’s ability to synergize, communicate, and achieve tremendous results in the face of daunting challenges. The NSSC received a total of 897 résumés for career contractor positions and approximately 200 for civil service positions.

Hurricane Katrina was the costliest and one of the deadliest hurricanes in the history of the United States. It was the sixth-strongest Atlantic hurricane ever recorded and the third-strongest hurricane on record that made landfall in the United States. Katrina formed on August 23 during the 2005 Atlantic hurricane season and caused devastation along much of the north-central Gulf Coast of the United States. Most notable in media coverage were the catastrophic effects on the city of New Orleans, Louisiana, and on coastal Mississippi. Due to its sheer size, Katrina devastated the Gulf Coast as far as 100 miles (160 km) from the storm’s center.
The NSSC employees once again relocated to SSC on January 3, 2006, to begin completing critical projects necessary to open the NSSC doors in March. On February 24, 2006, supporters and employees were honored at the NSSC Groundbreaking Ceremony for the permanent facility, slated to be completed fall 2007. Over 600 people celebrated the event, including federal, state, and local officials and friends from the Stennis Space Center community.

“I wanted you to understand where you fit in the big picture and why it’s important. Many, many, many, Apollo veterans have come up to me and said, ‘you know, during the Apollo years, it didn’t matter what you did if you were contributing toward the goal, you were part of the team.’ And people say that they see that concept coming back thanks to the President’s Vision for Space Exploration that Congress has so overwhelmingly ratified. And I believe that is true. And, so you are as much a part of our return to the Moon and eventual exploration of Mars as anybody who is turning a wrench or calculating an orbit or any of the many other things we do to make it all happen.”

— NASA Administrator, Dr. Griffin
The NSSC opened for business March 1, 2006 and within five months began fulfilling its potential. Over 31 activities migrated to the NSSC by October 1, 2006; the close of NASA’s 2006 fiscal year. Plans continued for transitioning the remaining 24 activities identified in the implementation plan consistent with the original schedule. The NSSC met or exceeded the service level indicators for 95% of the transitioned activities and delivered all services for significantly less than planned, giving NSSC customers a credit of $3.7 million. The NSSC had also successfully implemented NASA’s first large working capital fund, which provides the flexibility to operate as a true shared services center by billing customers for the services actually used.

“None of this would have been possible without the great effort expended by the entire NSSC Team!”

— NSSC Executive Director, Rick Arbushnot
It’s Been One Challenging Ride

Despite many remaining challenges, NSSC employees are dedicated and zealous in making the NSSC a service center of excellence and customer focus. Today, the NSSC’s Vision and Mission have not evolved considerably from the original idea expressed by the Implementation Team in 2002, it was as good an idea then as it is now; still relevant and achievable. The NSSC’s Vision to provide “unparalleled service” and our Mission to “provide timely, accurate, high-quality, cost-effective, and customer-focused support for selected NASA business and technical services” must be realized for the NSSC to continue to be essential to the Agency’s Vision for Space Exploration. Our business is customer and demand driven, and to be successful we must provide the best possible service at the lowest possible cost.

To that end, a strong model has been constructed that enhances leadership and facilitates decision making. The NSSC conducts readiness reviews prior to the transition of any activity, which provides a forum and opportunity for customers to participate in “go-live” decisions. In the spirit of “customer focused”, a strong communication and change management strategy has been prepared and executed. NSSC stakeholders have been engaged as partners in the journey by creating Center Transition Teams with representatives from each functional area at each Center, and NSSC liaisons also located at each Center.

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The NSSC continues to be dedicated to supporting, enhancing, and continually improving the delivery of shared services to its customers by implementing improvements throughout the organization to gain cost efficiencies and enhance operations. The NSSC will aggressively use process re-engineering, advances in technology, and a partnering process to develop a series of initiatives to automate and standardize NASA-wide shared services. Keys to success of the integration effort will be effective partnering with Agency functional area policy makers, as well as Enterprise, Center, and HQ Operations customers.

By achieving efficiencies, standardizing processes, and creating more lean and effective business services across the Agency, NSSC employees directly impact and influence the exploration of the heavens. It has been a difficult and trying journey, but, as President Kennedy stated.

“We choose to go to the moon. We choose to go to the moon in this decade and do the other things, not because they are easy, but because they are hard, because that goal will serve to organize and measure the best of our energies and skills, and because that challenge is one that we are willing to accept, one we are unwilling to postpone, and one which we intend to win … .”

Much like the Gemini and Apollo programs, the NSSC has faced many obstacles from within and outside the Agency, has suffered tremendous losses from Hurricane Katrina, and has overcome what appeared to be insurmountable odds. Through it all, its teams, employees, and advocates are what have fueled the organization to its current levels of success. NSSC employees are dedicated because they too contribute to NASA: its missions; its successes. They too share its challenges; its tragedies; its losses. As President Bush stated,

“Mankind is drawn to the heavens for the same reason we were once drawn into unknown lands and across the open sea. We choose to explore space because doing so changes our lives and lifts our national spirit. So let us continue the journey.”

The NSSC is proud to be a partner in this journey: a journey that trumpets NASA as a pillar of human, technical, and business achievement; a journey that significantly contributes to the development, innovation, and evolution of the nation and the planet; and a journey that serves as an inspiration for current and future generations as only NASA can.