



REQUEST FOR EXPRESSION OF INTEREST (EOI)

CALL FOR SCALABLE AND INNOVATIVE CONCEPTS TO DELIVER AFFORDABLE HOUSING INTERVENTION Procurement Reference: NSSF/CONS/2025-2026/00002

Invitation to Bid

1.0 The **National Social Security Fund (NSSF)** is seeking **innovative homeownership savings and financial solutions** that are aligned to its strategic objectives, build on its recently launched voluntary saving product (**Smart life Flexi**) and would ultimately ease access to **affordable housing**. Detailed terms of reference can be found on www.nssfug.org together with this EOI.

Interested bidders should provide information demonstrating that they are eligible and possess the required qualifications to perform the services, supported with relevant documentation.

2.0 The short-listing criteria is defined below:

2.1 Eligibility Requirements

- a) Copy of a valid trading license 2025 or its equivalent
- b) Copy of a certificate of registration / incorporation from Uganda Registration Services Bureau (URSB) or its equivalent for local firms and notarised Power of Attorney for Foreign firms.
- c) Copy of a tax clearance certificate 2025 or its equivalent for bids from outside Uganda
- d) Copy of a valid NSSF clearance certificate as at deadline for receipt of EOI or its equivalent for bids from outside Uganda
- e) Signed statement that the consultant is not insolvent, in receivership, bankrupt or being wound up.
- f) Signed statement that the business activities of the Consultant have not been suspended.
- g) Signed statement that the consultant has not failed to sign an awarded contract in the last 3 years.
- h) Signed statement that the Consultant is not the subject of legal proceedings for any circumstances.
- i) Signed statement that the Consultant does not have conflict of interest in relation to the subject of procurement.
- j) Copy of a manufacturer's letter of authorization or its equivalent for the proposed solution.**
- k)** Consultants may associate with other firms in the form of a registered joint venture or consortium to enhance their qualifications. The form of association where applicable should be indicated in the Expression of Interest.

Joint Venture Requirements

For any joint venture / association / consortium, the documentation above (bullets a – i) shall be required for each member and the following additional documents for the joint venture/association/consortium:

- a) A copy of joint venture / association / consortium agreement registered with URSB for local firms. If signed outside Uganda, it should be notarized from the country of origin. The agreement shall be legally binding on all partners showing that:
 - All partners shall be jointly and severally liable for execution of the contract in accordance with the contract terms
 - One of the partners will be nominated as being in charge/Lead partner, authorized to incur liabilities, and receive instructions for and on behalf of any and all partners of the joint venture / association / consortium.
- b) A joint power of attorney registered with URSB if signed in Uganda and a notarized Power of Attorney from the country of origin if signed outside Uganda, with each party to the joint venture / association / consortium having their own Powers Of Attorney to bind their respective firms.

- l) Interested Eligible Consultants may obtain further information at the address given below from 8am – 5pm during working days.
- m) One (01) copy of sealed Expression of Interest must be delivered to **NSSF Workers House, 13th Floor, Southern Wing, PDU Office** at or before 11:00AM on **10th October 2025** and a softcopy submitted through the link here:
https://nssf-my.sharepoint.com/:f/g/personal/fkamukama_nssfug_org/Eouja1mENeNImCXc2l9i5u0BdZHaBvMsgpTpudOyLk4t6A
- n) The detailed Expression of interest and the Terms of Reference are available at the NSSF website at www.nssfug.org

Technical Evaluation Criteria

	Criteria	Marks Assigned
A.	Methodology	50
1.	<p>The bidder should demonstrate a good level of understanding of the problem from a macro perspective with the ability to connect the issues below with the high cost of housing;</p> <ul style="list-style-type: none"> • Analysis of mortgage market (uptake) • Tax regime on supplies • Cost of capital • Number of house / home developers • Land Pricing <p>Each well-elaborated bullet above shall carry up to one mark to a maximum of 5 marks.</p>	5
2.	<p>Demonstrate a good level of understanding of the problem from a micro perspective; Evidence may be provided by way of published research and/or consumer surveys addressing the following:</p> <ul style="list-style-type: none"> • Predominant behaviour in terms of house purchase / development • Default rates on housing loans or facilities • Uptake of pre-selling and booking of prospective housing • Insurance pre- and post-development of housing • Foreclosure <p>Each well-elaborated bullet above shall carry up to one mark to a maximum of 5 marks.</p>	5
3.	Demonstrate how the proposed solution brings new value to the ecosystem and how it addresses the problems of:	
	<ul style="list-style-type: none"> • Affordability to the prospective homeowner, The proposal shall Classify and categorise prospective homeowners backed by research to recommend affordable options for the citizens. The proposal in addition shall provide how Financing perspective (does(n't) bring the cost of housing down -mortgage rates) 	5
	<ul style="list-style-type: none"> • Ability to integrate with NSSF's voluntary saving product (Smart life), Demonstrate understanding of the smart life product and how your proposal supports and supplements it clearly demonstrating value. 	10

	Criteria	Marks Assigned
	<ul style="list-style-type: none"> Ability to leverage on the housing ecosystem to scale effectively, show that the proposed solution can address the housing demand without a comparative rise in operating costs to the Fund 	5
4.	<p>Demonstrate how the key outputs for this opportunity will be achieved.</p> <p>i) Digital platform proposed (2 marks)</p> <p>ii) Investment framework (Institutional investors shall be attracted) (1.5 marks)</p> <p>iii) Innovative interventions to achieve cost reduction. (1.5 marks)</p>	5
5.	Share high level approach for conducting the pilot; Provide a project plan with clear deliverables and their respective timeframes	5
6.	Share the assumptions to be validated by the pilot; and	5
7.	Indicate how knowledge transfer will be achieved for the NSSF team.	5
B.	Bidder's Experience	10
	The bidder should provide evidence (at least 3 copies of contracts or project completion certificates or recommendation letters) highlighting their experience in real estate projects preferably for affordable housing.	10
C.	Staff Experience	40
	<p>The bidder has sufficient manpower and experience to pilot as well as execute the solution with a team structure as below:</p> <p>Project Team Lead – a seasoned professional with up to 10 years' experience leading and designing innovative solutions in the East Africa market with evidence of having led at least 1 disruptive solution in the real estate sector.</p> <p>a) 1-5 years' experience- 4 marks or 6-10 years of experience-6 marks</p> <p>b) Led at least one disruptive technology (impact to an organisation, community or country at large)- 4 marks.</p> <p>c) Should have <i>a bachelor's degree in any relevant field and Project Management Certificate from any internationally recognised institution, attach CV and Academic certificates</i>- 4 marks.</p>	14
	<p>Real Estate Investment Advisor – a seasoned professional in the real estate sector with at least 9 years' experience in business model design, and delivery of affordable real estate developments.</p> <p>a) 1-5 years' experience- 1 marks or 6-9 years of experience-3 marks</p> <p>c) Led at least one initiative towards affordable business model design and delivery (impact to an organisation, community or country at large)- 5 marks.</p> <p>d) Should have <i>a bachelor's degree in real estate or related field, attach CV and relevant certificates</i>-2 marks.</p>	10
	<p>Legal Advisor – a seasoned legal expert with 8 years' experience in structuring legal frameworks in PPP-model type engagements (experience in affordable housing is an advantage)</p> <p>a) 1-5 years' experience- 1 mark or 6-8 years of experience-3 marks</p>	8

	Criteria	Marks Assigned
	b) Developed at least one initiative towards PPP-model type engagements- 4 marks. c) <i>Should have a bachelor's degree in law</i>); -1 mark.	
	Technology and Digital Platforms Specialist – a seasoned software engineer with at least 7 years' experience in digital product development and management within the fintech sector- 6 marks <i>-with a bachelor's degree in information technology or computer science</i>)-2 marks	8
	PASS MARK	100

Only shortlisted bidders shall be invited for the next stage (s). 75% minimum qualifying mark.

Interested eligible bidders may obtain further information at the address given below from 09:00am – 04:00pm on working days.

The planned procurement schedule (subject to changes) is as follows:

Activity	Date
Publication of EoI Notice	11th September 2025
Closing date for receipt of EoI Responses	10th October 2025
Evaluation time	Within 10 days.
Display of shortlist listed firms	Within 5 days from Contracts Committee decision.

MANAGING DIRECTOR

TERMS OF REFERENCE

Background

The National Social Security Fund (“NSSF”, “the Fund”) is steadfast in its commitment to securing the financial future of its members. In alignment with its mandate to provide adequate retirement benefits, the Fund strategically diversifies its investment portfolio with real estate positioned as an alternative asset to drive long-term asset growth. This decision is driven by the objective of hedging against inflation and ensuring stable, long-term returns.

The Fund currently allocates approximately 7.6% of its UGX 25 trillion portfolio to real estate, amounting to UGX 1.9 trillion. This allocation underscores our confidence in the real estate market’s potential to deliver consistent growth and income. Our investment in this sector has delivered over 300 housing units in the market – contributing to sustainable development goal (SDG) 11 of making cities and human settlements inclusive, safe, resilient and sustainable.

Despite the Fund’s efforts, Uganda continues to grapple with a substantial housing deficit of 2.4 million units. A significant portion of Uganda’s population remains unable to achieve affordable homeownership, a challenge exacerbated by the absence of structured and accessible home financing mechanisms. With mortgage penetration at a mere 1.6% of Gross Domestic Product (GDP), the dream of owning a home remains out of reach for many Ugandans. This situation underscores the urgent need for innovative solutions and collaborative efforts to bridge this gap and make homeownership a reality for more citizens.

Examining the situation in Kenya, it becomes evident that their housing crisis stems from a significant shortfall in affordable housing – estimated at over 2 million units. This deficit affected low and middle-income earners, who face the brunt of limited access to decent, secure, and affordable homes. The scale of this challenge underscores a systematic issue i.e. the demand for housing has far outpaced supply, driven by rapid urbanization, population growth, and economic pressures. The result is a widening gap that not only threatens social stability but also hampers inclusive economic development. Moreover, Kenya’s housing sector is also characterized by complexity and fragmentation, involving a broad spectrum of stakeholders—ranging from homeowners and private developers to institutional investors, financial institutions, regulators, and both national and county governments.



The Government of Kenya (GoK) committed to deliver a series of ambitious social programmes to promote long-term economic development for Kenya citizens through its Big Four Agenda: (1) affordable housing; (2) universal health coverage; (3) enhancing manufacturing; and (4) food security & nutrition. As part of this vision, the State Department for Housing and Urban Development (SDHUD) has been mandated to deliver the Affordable Housing Programme (AHP) and will manage the delivery through the

project life cycle.

The housing pillar in the Big Four agenda will facilitate the development of 500,000 low-cost homes, together with the supporting infrastructure, using innovative funding mechanisms and technologies by 2022 (Extract: www.eru.ecitizen.go.ke).



The Problem and Objectives

The Problem

Over 62% of Ugandans lack access to essential financial services, further complicating the path to homeownership. The existing mortgage products are characterized by high interest rates and short repayment periods, which render them unaffordable for the majority. This financial landscape highlights the critical need for more inclusive and affordable financing options.

Against this background, NSSF sees value in re-orienting its real estate investment strategy to address the dual needs of financial return and social impact.

NSSF is therefore seeking innovative solutions that can leverage long-term savings of its membership, easing access to affordable housing. Building on the success of its recently launched voluntary saving product, Smartlife Flexi (which offers flexible goal-driven savings), the proposed intervention should provide similar flexibility with a focus on housing. The expectation is that the solution should be innovative enough to:

- Address most members who are currently locked out of traditional mortgage-based products customizable savings plans
- Integrate seamlessly with NSSF's digital platforms for registration, contributions, and general administration of its members
- Empower the member to self-serve and be part of the key decisions in one's home ownership journey.

More details on our Smartlife Flexi product are provided in the infographic on the right.

WHAT IS Smartlife Flexi?

Smartlife Flexi is a voluntary goal-based savings plan that enables you to save for defined periods and goals of your choice. This product is based on a voluntary membership principle that gives one the power to choose how much to save, when to save, for how long to save while earning a competitive monthly return which is accrued daily. The product offers flexible deposits and exit options for customers.

WHO IS ELIGIBLE?

- i. Income earners above the age of 16 who are willing to save. These include Ugandans within the country and out of the country if they have a National Identification Number.
- ii. Non-nationals living and working in Uganda with a valid passport.
- iii. Refugees in Uganda with valid identification.
- iv. Members who wish to remit voluntary contributions over and above their standard contributions.

FEATURES OF Smartlife Flexi

- i. The product offers one an opportunity to save for the short and medium-term financial needs e.g education, buying land, building a house, accumulation of savings for a rainy day, save up to invest in a business among others.
- ii. The minimum amount one can save at any one time is **UGX 5,000** with no limit to the maximum amount subject to the limits imposed by one's chosen contribution channel.
- iii. Members cannot withdraw for the first twelve months upon depositing but will earn a daily return credited monthly. Beyond the 12 months, members can make withdrawals to meet their goals.
- iv. Members can get in and exit at any time after the first 12 months. There is no penalty or fines charged at exit.
- v. Members shall enjoy additional offers at a later stage upon consent; like the access to a comprehensive ecosystem of service providers starting with insurance providers at the most competitive terms.
- vi. It offers an engaging experience with our members through digital goal-based wallets with inbuilt tools to keep the members on track of their savings and achieve their life aspirations.



The Objectives

The primary objective of this intervention is to establish a structured and affordable homeownership savings and financing solution that will ultimately transform the housing sector of Uganda in terms of promoting organised, safe and inclusive human settlement that will:

- Enable members to save towards homeownership through a structured and flexible saving plan
- Drive membership growth for NSSF, in alignment with the Fund's strategic objective of expanding membership to 15 million by 2035, achieving at least 50% national coverage
- Develop targeted strategies to mobilize mass-market home ownership schemes targeting formal and informal associations, groups, investment clubs etc
- Provide an alternative financing model that appeals to members who are locked out of the existing mortgage market
- Enable self-service via digital technology
- Attract other institutional investors to co-invest and build an ecosystem with the Fund in promoting affordable housing products
- Actively enhance engagement and participation of real estate developers as part of a structured offtake solution for affordable housing.

The Opportunity

The Fund is inviting bidders to develop, implement and scale a structured homeownership savings and financing solution aligned with its strategic objectives and its intention of on-boarding at least 500,000 members to save towards homeownership within the first three years of its launch.

As key outputs for the entire opportunity, the Fund will be interested in seeing innovative methods, technologies and/or approaches that can bring the cost of construction down significantly. These may include:

1. Digital platforms that integrate with the Fund's Smartlife product, and enables seamless enrolment and saving towards home ownership
2. A structured investment framework that can attract long-term institutional investors to co-invest with the Fund for this opportunity
3. Innovative technologies and/or approaches that can be used to bring down the cost of construction.

As part of this process, successful bidders will be required to:

- Run a pilot program over a 6-month period, covering at least 500 members, that validates (with data) the solution's potential for sustainable scale
- Share the required regulatory and governance requirements that will enable the solution to operate and scale nationwide
- Share a phased, 3-year national rollout plan to aid the scaling of the solution.

It is anticipated that the successful bidder will deliver a comprehensive affordable housing solution (or ecosystem) to the Fund within 3 years, covering at least the following areas:

A. Structured Housing Savings scheme

- (i) A dedicated housing savings scheme that allows members to contribute incrementally towards homeownership
- (ii) Flexible contribution plans tailored to different income levels and employment sectors (formal and informal)
- (iii) Incentives for long-term savings, such as interest accruals, government subsidies, or employer contributions
- (iv) Simplify the member's journey to homeownership through a digitalized experience to onboarding, saving and eventual ownership of a home.

B. Affordable Homeownership Financing models

The proposed solution should introduce innovative financing models that reduce the burden of upfront costs and high interest rates, including (but not limited to):

- (i) A structured financing model allowing members to gradually acquire homeownership through flexible and tailored payments
- (ii) Group financing models that enable pooled savings, sector-specific financial products, and tailored homeownership plans for professional groups such as nurses, teachers, drivers, civil servants, and informal sector workers.

C. Digital Housing Ownership platform

- (i) A technology-driven solution that provides an end-to-end platform for members to:
 - Enrol in the Savings Plan
 - Track their savings, contributions, and financing eligibility
 - Select available housing units
 - Access financing options and apply for homeownership
 - Digitise contracting and ensure they are legally binding as a means of simplifying both the member and the Fund's administrative functions
- (ii) Automated eligibility assessment that can determine the risk profile of a member applying for a home and their ability to meet the conditions of the scheme
- (iii) Integration with NSSF's Smartlife saving product for seamless member onboarding and data synchronization.

Note: The Fund remains open to try new digital technologies (e.g. blockchain, artificial intelligence, e-signatures, etc.) if its value, security and simplicity can be demonstrated.

D. Regulatory and Governance Framework

Share relevant information and/or requirements on regulatory and governance requirements that are necessary for the operationalization and scaling the solution nationwide.

Phases for this intervention

We envision our engagement with successful bidders will be across three (3) key phases:

Phase 1 (Concept Submission) – This phase will involve the bidder submitting a concept note (EoI) that outlines their understanding of the Fund's problem, how they think it can be solved, how the solution contributes to the Fund's objective of increasing its membership, enabling homeownership nationwide, and Return on Investment.

The bidder will also submit their technical experiences, capacities and supporting references that highlight their ability to conceptualize, prototype, test and scale similar solutions.

Phase 2 (Prototype and Detailed Concept Development) – Once shortlisted, bidders in this stage will co-create with the Fund, key stakeholders and a sample of the Fund's existing and potential membership to build a high-fidelity prototype that will highlight the solutions' viability and potential if scaled.

The bidder will be expected to demonstrate data from their co-creation exercise that validate/invalidate their original assumptions, and present new insights that inform their prototype, final proposed design, business and operating models, and costs and needs for a phased national scaling over 3-years.

Costs and risks associated with building the prototype will be borne by the bidder.

Phase 3 (Scaling) – Once selected, a final contract will be developed that will formalize a partnership between the bidder and the Fund for this multi-year project. Other additional requirements (such as the need for Governance Frameworks) may also be included as part of the scope.

Submission Guidelines

In line with Phase 1, interested bidders should submit an **Expression of Interest (EoI)** in a **Power Point Deck format not exceeding 15 slides** that includes:

Methodology – The bidder's understanding of the Fund's desire, your proposed solution, implementation roadmap, the anticipated impact and clear assumptions that support the solution. Also the description of how the pilot will be run to validate assumptions.

The following are required for the EoI but **will not** count towards the 15 required slides of your Power Point Deck:

- (i) **Company Profile** – Overview of the bidder, bidder registration documents (such as certificate of registration, trading license, etc) and compliance documents (such tax clearance);
- (ii) **Technical Capacity** – Evidence of the bidder's ability to implement the proposed solution at scale, including details on staff capacity across key functions. The submission should highlight key personnel and their relevant skill sets required to execute the project successfully.
- (iii) **References** – Provide documentation to support the bidder's track record, such as copies of contracts, project reports, and references from previous projects in structured savings, real estate investment or affordable housing. This should demonstrate the bidder's experience and capability in delivering similar solutions successfully.