

# KADDUNABBI CHALLENGES SANDE'S APPOINTMENT AS NEW IRA BOSS

By Farooq Kasule

The outgoing chief executive officer (CEO) of the Insurance Regulatory Authority (IRA), Al-Haji Ibrahim Lubega Kaddunabbi, has challenged the appointment of Dr. Protazio Sande as the acting CEO of the national insurance body before the determination of the case in which he seeks to retain the office for another term of five years.

In a letter dated June 2, 2026, to Ramathan Ggoobi, the finance ministry permanent secretary and secretary to the Treasury, Kaddunabbi, through his lawyer Isaac Bakayana, contends that the appointment of Sande is illegal because the position is non-existent under IRA's human capital management manual of 2013.

Citing section 21 of the Insurance Act, Kaddunabbi

## BETWEEN THE LINES

◉ Musiime contends that Sande was appointed in an acting capacity to avoid the vacuum that could expose the sector, pending the appointment of a substantive CEO.

argues that Ggoobi lacks the power to appoint any person to any position of IRA.

"Therefore, we demand your immediate withdrawal of your unlawful appointment that violates the law by creating an illegal office and in direct violation of a court order. Our further instructions are to commence contempt of court proceedings if this unlawful appointment is maintained," the letter reads.

Kaddunabbi contends that the recommendation by the IRA board for him to appoint

Sande was made under a non-existent provision of the IRA's human capital management manual of 2013.

Kaddunabbi also argues that the appointment of Sande is in violation of a court order issued by High Court Judge Joyce Kavuma dated May 29, 2026, maintaining the status quo until the disposal of the interim and temporary injunction regarding the matter.

However, IRA's lawyers John Musiime and Kenneth Mugira argue that the administrative order issued by Justice Kavuma neither renewed nor extended Kaddunabbi's contract of employment beyond its expiry on May 31 this year, nor did it appoint him.

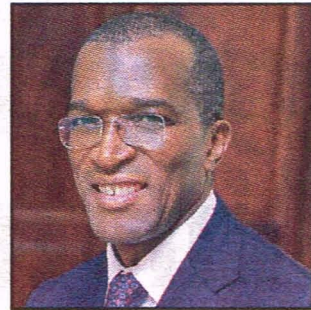
Justifying the appointment of Sande, Musiime contends that the court did not confer on Kaddunabbi any authority to continue exercising the powers and functions of

the CEO after expiry of his contract, nor did it invalidate or suspend the exercise of lawful statutory powers by the appointing authority following the expiration of his contract.

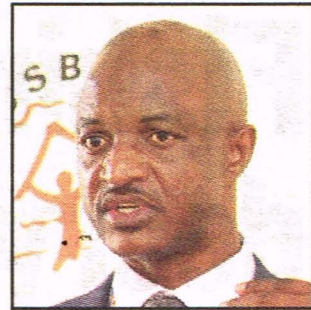
Musiime argues that Kaddunabbi's actions of continued exercise of the function of the CEO not only amount to corporate trespass, but also unlawful usurpation of statutory authority and a flagrant abuse of judicial process.

"Your client, who is presently under active investigations by the Criminal Investigations Directorate following adverse findings of financial and administrative impropriety against him, ought to know that such lawless conduct will inevitably attract severe civil and criminal sanctions," a June 1 letter by Dentons Advocates reads.

Musiime contends that Sande



Lubega Kaddunabbi



Powers questioned: Ggoobi

was appointed in an acting capacity to avoid the vacuum that could expose the sector pending the appointment of a substantive CEO.

Justice Kavuma has since fixed the matter for hearing on June 12.

## GENESIS OF THE ROW

Kaddunabbi's contract expired on Sunday. However, the IRA board declined to recommend renewal of his contract for another term of five years.

This prompted Kaddunabbi to petition the court, challenging a decision not to renew his contract.

In the judicial review application lodged at the Civil Division of the High Court in Kampala, Kaddunabbi wants the court to quash the board's decision dated February 16,

2026, declining to recommend renewal of his contract for another term of five years.

Kaddunabbi, who has been at the helm of the insurance body since May 2011, insists that he is still eligible for re-appointment based on the IRA Human Resource Manual and the Insurance Act.

He contends that the new Act of 2017, which introduced the term limits, cannot retrospectively apply to the previous service and he is thus eligible for re-appointment for another term of five years.

However, IRA contends that Kaddunabbi's contract of employment was strictly for a fixed term of five years commencing on June 1, 2021, having previously served more than 10 years under the old law.