



The SLRCS together with the IFRC and the National Dengue Control Unit (NDCU) of the Ministry of Health (MoH), has officially launched the Simplified Early Action Protocol (SEAP) for Dengue Prevention. Photo: SLRCS (Media Unit)

EAP No: EAP2024LK01	Operation No: MDRLK022	Period covered by this annual report: 03/06/2025 to 31/12/2025
EAP approved: 03/06/2025	EAP timeframe: 2 Years (03/06/2025 to 30/06/2027) Y1: June 2025 to June 2026 Y2: June 2026 to June 2027	

Annual Budget: 72,000 CHF¹

EAP Budget: 219,999 CHF

¹ The amount shown represents Y1 budget. A specific budget figure for the reporting period (June to December 2025) is not available at this time.

SUMMARY OF THE EARLY ACTION PROTOCOL



The objective of the early action protocol is to curb the rising trend of the dengue outbreak with a view to reducing the number of cases in five targeted high-risk districts across Sri Lanka; Colombo, Kalutara, Gampaha, Kandy and Jaffna.

This Simplified Early Action Protocol (sEAP) has been allocated CHF 219,999 for the implementation of anticipatory actions to reduce and mitigate the number of dengue cases in the targeted five districts. The total includes an allocation of CHF 142,859 to preposition stock and undertake annual readiness activities to implement early actions, and CHF 77,140 is to carry out early action activities when the trigger is reached.

The pre-agreed readiness activities, pre-positions activities and the early-action activities by the National Society are described in the sEAP Summary [here](#).

This report summarizes the annual readiness and preposition activities completed in the reporting period. The report also includes any changes or updates made to the initial plan. Dengue remains one of the most significant public health threats in Sri Lanka, with recurrent outbreaks causing high morbidity, pressure on health systems, and socio-

economic disruption, particularly in urban and peri-urban areas. Historical trends show a strong correlation between monsoon rainfall, increased mosquito breeding, and subsequent dengue outbreaks.

The sEAP for Dengue was developed by the Sri Lanka Red Cross Society (SLRCS) to enable timely, anticipatory actions before dengue outbreaks escalate into large-scale epidemics. By linking climate and epidemiological triggers to pre-agreed actions, the sEAP strengthens preparedness and reduces the human and operational costs of reactive response. Specific objectives include strengthening early warning and early action mechanisms, reducing mosquito breeding sites through community-based interventions, improving public awareness and behavior related to dengue prevention, and supporting overstretched health facilities during peak outbreak periods.

The sEAP uses clearly defined readiness and early action triggers based on meteorological and epidemiological data. Readiness is initiated when forecasted rainfall exceeds 100 mm, signaling favorable conditions for mosquito breeding with an expected lead time of two to four weeks. Early action is triggered when national weekly dengue caseloads exceed 1,500 cases during peak months, or when cases in target districts rise to 1.5 times their historical average. These triggers allow SLRCS to act before transmission reaches critical levels.

Key activities under the sEAP include identification and mapping of high-risk zones, community-based surveillance of mosquito breeding sites, and large-scale public clean-up campaigns. Awareness and behavior-change activities were conducted through door-to-door visits, distribution of IEC materials, and school-based dengue prevention programs. Trained volunteers supported Public Health Inspectors in household inspections, environmental management, and community mobilization. During outbreak periods, volunteers were also deployed to selected hospitals to assist with patient flow management, data support, and maintaining hygienic ward environments.

The sEAP Implementation is led by the SLRCS in close coordination with the Ministry of Health (MoH), National Dengue Control Unit (NDCU), Meteorological Department, and local authorities. Activities are guided by weekly epidemiological reports and district-level risk analysis, ensuring targeted and data-driven interventions. Red Cross branches and trained volunteers play a central role in community engagement and field implementation, while continuous monitoring, coordination meetings, and lessons-learned reviews ensure accountability, quality, and adaptive management throughout the operational period.


During the reporting period (**June to December 2025**), the Dengue sEAP prioritized establishing a strong foundation for anticipatory action through national-level coordination, readiness planning, and pre-positioning. Formal coordination with the NDCU and MoH enabled technical guidance, approvals, and alignment with national dengue surveillance and response systems. High-risk MOH areas were identified using existing data, with hotspot mapping ongoing alongside district health authorities. Procurement and pre-positioning of cleaning materials, WASH supplies, and most specialized dengue kits were completed and stored at the SLRCS central warehouse, enhancing operational readiness. Project kick-off, orientation, and coordination meetings strengthened partnerships and institutional preparedness, despite delays in some planned training and community activities.

Implementation faced several challenges, related to delays in obtaining formal approvals due to changes in the national political and administrative context, which affected timely engagement at district level. In addition, the impact of Cyclone Ditwah significantly disrupted planned readiness activities, as both SLRCS and government counterparts prioritized cyclone response in affected districts. As this is the first sEAP implemented by SLRCS, limited familiarity with anticipatory action concepts among some government stakeholders also posed initial challenges, requiring additional sensitization and dialogue.

Key lessons learned include the importance of early and continuous engagement with approval authorities, the need to build flexibility into implementation timelines to accommodate concurrent emergencies, and the value of embedding sEAP activities within existing government systems to enhance acceptance and sustainability.

Moving forward, SLRCS will strengthen advocacy and orientation on anticipatory action, complete delayed readiness activities such as training, in early 2026, and expedite remaining procurements. No major contextual changes requiring amendment to the sEAP have been identified at this stage; however, continued monitoring will inform if there is any necessary adjustments required, as implementation progresses.

SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 Health & Care	CHF preposition budget:	CHF preposition actual:
	9,840	361
	CHF readiness budget:	CHF readiness actual:
	8,760	0

Narrative description of plan vs achievements

Readiness Activities

At the outset of the project, a national-level coordination meeting was held with the Director and technical consultants of the National Dengue Control Unit (NDCU), where the project's objectives, planned interventions, and implementation strategies were presented. This was followed by discussions focused on district-level operational planning and coordination, emphasizing the need for technical guidance on national approval processes and engagement with district health authorities to ensure alignment with government systems for effective implementation.


In collaboration with the NDCU, existing district-level stakeholder networks for dengue prevention were acknowledged, and the SLRCS was integrated into these networks as a key partner. This integration has strengthened connections with district health authorities and relevant stakeholders.

Surveillance data were also collected to identify high-risk areas within selected districts, based on the MoH divisions. Ongoing efforts aim to pinpoint specific hotspots in these high-risk zones, such as schools and public venues, with mapping of these locations pending completion in collaboration with district health authorities.

To enhance community response to dengue and improve waste management practices, consultations with NDCU technical experts led to the development of a standardized curriculum and training guide. A national-level training programme was scheduled for SLRCS staff and district-level health authorities, including Regional Directors of Health Services and Regional Epidemiologists, in five targeted districts. However, due to the cyclone's impact, the implementation of this training was postponed. Additionally, training sessions on safe water storage practices, focusing on proper covering, emptying, and cleaning of domestic water containers, were also delayed and rescheduled for early 2026.

Pre-Positioning Activities

The procurement process for cleaning materials, equipment, and specialized dengue kits which includes surveillance mirrors, drone cameras, ladders and other necessary tools, was conducted in accordance with the SLRCS procurement guidelines. These resources are essential for identifying and eliminating mosquito breeding sites. Most items have been successfully acquired and stored at the SLRCS central warehouse. The final three items—surveillance mirrors, ladders, and a drone—are anticipated to be purchased by early 2026. Meanwhile, the design and pre-positioning of IEC materials were delayed due to approval from the MoH. Discussions with the NDCU will be held to address this and ensure the activity is completed within the next quarter.

 Water, Sanitation and Hygiene	CHF preposition budget:	CHF preposition actual:
	1,500	70
	CHF readiness budget:	CHF readiness actual:
	15,000	0

Narrative description of plan vs achievements

Readiness Activities

The training on solid waste management and epidemic control was intended to target SLRCS volunteers and community members at the district level. This training was not conducted during the reporting period as scheduled initially due to delays in obtaining approval from ministry officials. However, this has been discussed with the NDCU Technical experts, and they have already communicated with district health authorities to provide technical support at district level for the training. The activity will be completed in the next quarter.

Pre-positioning Activities:

The procurement of materials and equipment (cleaning materials, hand wash, soaps etc.) has been completed along with the dengue kits and prepositioned at SLRCS central warehouse until transport to district level.

	CHF preposition budget:	CHF preposition actual:
	-	-



Community Engagement and Accountability

CHF readiness budget:

3,150

CHF readiness actual:

0

Narrative description of plan vs achievements

Readiness activities

The Community Engagement and Accountability (CEA) protocol is designed to enhance the skills and knowledge of communities, Red Cross staff, and volunteers in eradicating dengue outbreaks in targeted districts. Although this specific training activity has not yet occurred, it is strategically planned to coincide with district-level training sessions focused on epidemic control and effective waste management.

This integrated approach aims to ensure that participants are well-prepared to address critical health issues within their communities. Additionally, an initial kick-off meeting was successfully held on 20 July 2025 for SLRCS staff and governance members, explicitly addressing the dengue sEAP.



SLRCS organized a kick-off meeting with the districts-level stakeholders and key partners to strengthen collaboration (Photo: SLRCS)

In November, five district-level orientations took place across all intervention districts to inform volunteers and key stakeholders about the SEAP implementation strategy and protocol. Over 100 volunteers and 50 key partners and stakeholders participated in these orientations. Throughout this process, the orientations offered essential technical guidance and oversight to ensure the training was practical and aligned with broader early action protocol. This comprehensive strategy underscores a commitment to empowering local actors in addressing public health challenges.

This comprehensive strategy underscores a commitment to empowering local actors in addressing public health challenges.



Education

CHF preposition budget:

10,350

CHF preposition actual:

0

CHF readiness budget:

21,600

CHF readiness actual:

0

Narrative description of plan vs achievements


Readiness Activities

Strengthening school circles (students, teachers, parents, etc.) to respond to dengue epidemics activities have not yet been implemented, as the dengue hotspot identification process is still ongoing. Once the list of high-risk schools is finalized, school circles will be established, or existing school circles will be strengthened to support dengue prevention and response activities. Training in dengue response and waste management, along with empowering children in schools to lead and monitor high-risk environments and dengue response activities, will be included in the remaining sEAP period implementation plan. SLRCS will identify 60 high-risk

schools, and training and orientation sessions will be conducted targeting those schools. This initiative aims to strengthen community resilience by educating, engaging, and encouraging proactive measures against dengue, while fostering a sense of ownership in health and environmental initiatives. This aligns seamlessly with the final implementation plan and seeks to create a lasting impact and raise awareness in the community.

Pre-positioning Activities

The procurement of cleaning equipment, including dengue kits, has been finalized. All items are now stored at the SLRCS Central Warehouse and will be distributed to the districts according to the implementation plan. On the other hand, the design and preparation of IEC materials were not accomplished as scheduled due to restrictions from the MoH. This situation will be discussed further with the NDCU, and the completion of this activity is anticipated in the next quarter. Additionally, the acquisition of mosquito repellent is still pending and is expected to be addressed in the upcoming implementation phase.


 Environmental Sustainability	CHF preposition budget:	CHF preposition actual:
	-	-
	CHF readiness budget:	CHF readiness actual:
	-	-

Narrative description of plan vs achievements

Readiness Activities

Awareness on waste management and waste reduction for communities and schools – this activity has not yet been conducted due to approval delays from the ministry officials. It will be implemented alongside the waste management trainings at community and school levels.

Enabling approaches

 Coordination and Partnerships	CHF preposition budget:	CHF preposition actual:
	-	-
	CHF readiness budget:	CHF readiness actual:
	-	-


Narrative description of plan vs achievements

Readiness Activities

Coordination efforts were undertaken with key movement partners and stakeholders, including the Department of Meteorology, the MoH, NDCU, and the Anticipatory Action Working Groups. Four coordination meetings were held with the NDCU, which subsequently facilitated communication and follow-up with district health authorities. SLRCS focal points and district officers actively engaged in coordination efforts at the implementation level.

At the project's outset, the Anticipatory Action Working Groups were informed and contributed technical inputs for project implementation. Representatives from these groups will be invited to participate in mid-

term reviews and lessons-learned events. Lessons learned from past dengue response interventions were discussed and integrated into the operational plans at both the national and district levels, which helped shape the design and prioritization of preparedness and response activities. To secure necessary approvals for project implementation, relevant health authorities were informed in accordance with guidance from the NDCU. Furthermore, a press conference was organized on 22 December 2025 in collaboration with SLRCS, NDCU, and the MoH to officially launch the project.

 Secretariat Services	CHF preposition budget:	CHF preposition actual:
	-	-
	CHF readiness budget:	CHF readiness actual:
	17,455	-

Narrative description of plan vs achievements

Readiness activities

The National Society received support to complete readiness activities through regular missions conducted by the IFRC Delegation. Following the initial kick-off meeting held on 20 July 2025, a follow-up meeting took place with SLRCS staff and the IFRC delegation in Sri Lanka. Overall, the IFRC Country Cluster Delegation (CCD) and the in-country programme team extended coordination support to the National Society team for effective collaboration with the MoH and the NDCU. The continuous monitoring process is in place to ensure the readiness activities are being implemented in a timely and effective manner.

Pre-positioning Activities

IFRC's programme support was part of the procurement team, responsible for procuring dengue kits and cleaning materials. This ensured that the procurement process followed the guidelines and that the items met quality standards.

 National Society Strengthening	CHF preposition budget:	CHF preposition actual:
	3,600	298
	CHF readiness budget:	CHF readiness actual:
	51,604	0

Narrative description of plan vs achievements

Readiness Activities

During the reporting periods, three coordination meetings were held with Movement partners, NGOs, and relevant stakeholders, including the MoH and NDCU, to explain the protocols and the implementation process. The coordination requirements were clearly discussed to obtain the relevant approvals from the MoH. To address the dengue outbreak effectively, a dengue task force was established within the National Society to collaborate closely with these stakeholders, monitor the situation, and gather and share pertinent information. Plans are currently underway to conduct training for the task force. Additionally, regular follow-up and monitoring activities are being conducted at the district level to track progress and ensure the effective implementation of strategies.

Pre-positioning Activities

Visibility items intended for National Society staff and volunteers have not yet been provided. This will be done in the first quarter of 2026.

CHALLENGES, LESSONS LEARNED, PROPOSED AJUSTMENTS

Challenges

Delays in Obtaining Necessary Approvals

Due to changes in the national political context, several national-level procedures and key government appointments were revised. As a result, the SLRCS experienced delays in engaging with newly appointed officials at the NDCU. Orientation sessions had to be repeated for the newly appointed officials, and formal approvals from the MoH took longer than anticipated. Until these approvals were received, engagement at the district level could not proceed. To address these challenges, SLRCS maintained continuous communication with NDCU and the MoH to monitor approval processes and conducted orientation sessions for newly appointed officials to reduce delays.

Unexpected Climate Events and Changing Priorities

The impact of Cyclone Ditwah affected four of the target districts, except for Kalutara, leading to shifts in local priorities and an unexpected increase in dengue cases. Although the readiness levels and early action triggers were reached, the operation could not be implemented immediately because the readiness activities at the ground level had not been completed at that moment.

Introduction of a New Approach (sEAP and Anticipatory Action)

As this is the first sEAP implemented by SLRCS, limited understanding of the AA concept among government officials, branch staff and volunteers poses a challenge. This lack of familiarity requires additional time and effort to explain the approach and gain institutional acceptance, which affected implementation speed. To overcome these challenges, targeted sensitization and orientation sessions were conducted for government officials and stakeholders, sharing evidence and lessons learned from previous anticipatory action initiatives in other countries.

Lessons Learned

Importance of Early Engagement and Advocacy

Engaging early with the NDCU and obtaining the necessary approvals from the MoH proved to be critical for smooth implementation at the district and community levels. Advocacy with relevant stakeholders ensured their support and facilitated timely initiation of activities on the ground.

Value of Past Experience and Established Coordination Mechanisms

Leveraging lessons from previous operations and existing coordination mechanisms at the local level helped build trust with communities and local authorities. This trust enabled effective collaboration, smoother mobilization of volunteers, and stronger support from grassroots stakeholders during the implementation of dengue preparedness and response activities.

Strengthening partnerships with local government entities and ensuring their active participation in readiness phases will enhance the overall effectiveness of the SEAP.

Organizing the orientation on simplified protocol equipped the staffs and volunteers with the clear understanding of the EAP and boosted their confidence during the implementation.

FINANCIAL REPORT

The prepositioning and readiness activities in 2025 of the Dengue sEAP recorded an expenditure of CHF 729 (1% of annual budget). More details:

Item	Amount (CHF)	%
Total Approved Budget (2 Years)	219,999	100%
Budget Allocated - Year 1	72,000	32%
Expenditure - Year 2025	729	1% (annual utilization)
Cumulative Expenditure to Date	729	1% (overall utilization)
Remaining Balance (Overall sEAP)	147,999	99%

The variance is primarily due to delays in implementing readiness activities and prepositioning efforts, which were caused by delays in obtaining necessary approvals from the MoH. Additionally, the impact of Cyclone Ditwah in November 2025 diverted the branches' resources to emergency response.

Please refer to the interim financial report attached for more details.

Note: As the SEAP was approved on 3 June 2025, this report only covers the period from that date to 31 December 2025. Meanwhile, the CHF 72,000 allocated for the full Year 1 period supports the National Society's operational activities, and the implementation reported here reflects activities conducted between June and December 2025 only.

The CHF 76,680 expenditure reflected in the interim financial report represents the Year 1 cash transfer (including related costs) provided to the National Society, rather than actual expenditure incurred. Although more than 80 per cent of the required procurement for 2025 pre-positioning activities was completed, the corresponding settlement documents were submitted to the finance department in January 2026 and are therefore not captured in this reporting period. Updated and reconciled budget and expenditure figures will be presented in the next reporting cycle.

Contact information

For further information, specifically related to this operation please contact:

In the Sri Lanka Red Cross Society

- **Secretary General:** Dr Mahesh Gunasekera, email: mahesh.gunasekara@redcross.lk , +94 7003471084
- **Operational coordination:** Dilini Ranasinghe, email: dilini.ranasinghe@redcross.lk , +94 71 2160999

In the IFRC Country Cluster Delegation

- **IFRC Country Cluster Support Team:** Mr. John ENTWISTLE, Head of Country Cluster Delegation, john.entwistle@ifrc.org , +7 09100010236

In the IFRC Asia Pacific Regional Office in Kuala Lumpur:

- **Sarah** Mohammad Iqbal, Coordinator, Disaster Response Emergency Fund (DREF); email: sarah.iqbal@ifrc.org

In IFRC Geneva:

- **Malika** Noisette, DREF (Anticipatory Pillar) Senior Officer; email: malika.noisette@ifrc.org

Reference

Click here for:

- [EAP Summary and budget](#)

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/6-12	Operation	PLK522
Budget Timeframe	2025/6-2027/6	Budget	APPROVED

Prepared on 25/Feb/2026

All figures are in Swiss Francs (CHF)

MDRLK022 - Sri Lanka - Dengue sEAP / *

Early Actions Timeframe: 03 Jun 2025 to 30 Jun 2027

I. Summary

Opening Balance	0
Funds & Other Income	219,999
DREF Anticipatory Pillar	219,999
Expenditure	-76,680
Closing Balance	143,319

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	102,249		102,249
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs			0
AOF4 - Health	117,750	76,680	41,070
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	219,999	76,680	143,319
SFI1 - Strengthen National Societies			0
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC			0
Strategy for implementation Total			0
Grand Total	219,999	76,680	143,319

FBAF Early Actions

INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/6-12	Operation	PLK522
Budget Timeframe	2025/6-2027/6	Budget	APPROVED

Prepared on 25/Feb/2026

All figures are in Swiss Francs (CHF)

MDRLK022 - Sri Lanka - Dengue sEAP / *

Early Actions Timeframe: 03 Jun 2025 to 30 Jun 2027

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
General Expenditure	18,779		18,779
Travel	18,779		18,779
Contributions & Transfers	187,793	72,000	115,793
Cash Transfers National Societies	187,793	72,000	115,793
Indirect Costs	13,427	4,680	8,747
Programme & Services Support Recover	13,427	4,680	8,747
Grand Total	219,999	76,680	143,319