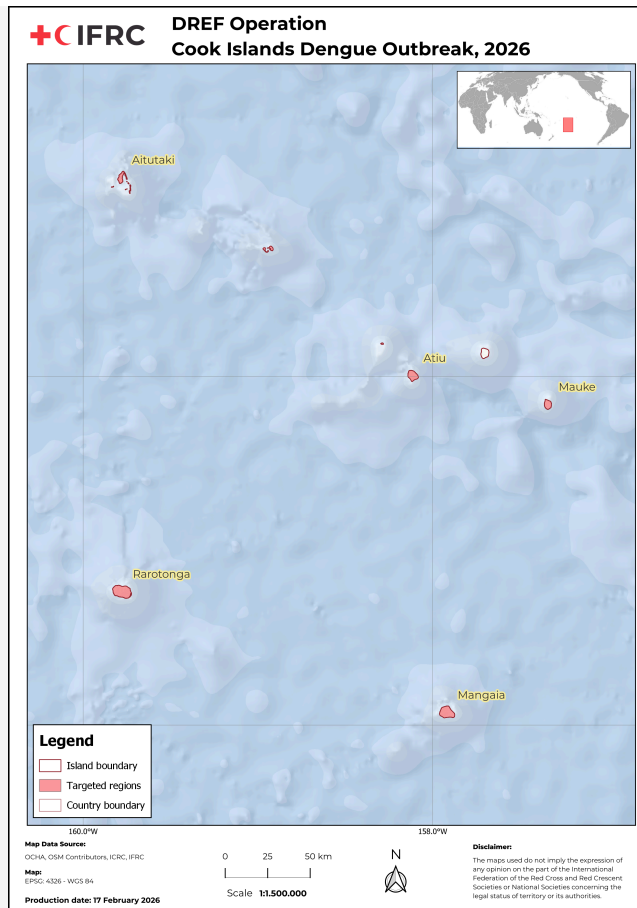




PDM underway with dengue kit recipients (Photo: CIRCS).

Appeal: MDRCK003	Total DREF Allocation: CHF 161,039	Crisis Category: Yellow	Hazard: Epidemic
Glide Number: EP-2025-000232-COK	People Affected: 15,000 people	People Targeted: 10,000 people	
Event Onset: Slow	Operation Start Date: 02-02-2026	New Operational End Date: 31-07-2026	Total Operating Timeframe: 5 months
Reporting Timeframe Start Date: 02-02-2026		Reporting Timeframe End Date: 10-06-2026	
Additional Allocation Requested: 0		Targeted Regions: Cook Islands	

Description of the Event



Map of targeted areas (Source: IFRC IM)

Date when the trigger was met

02-02-2026

What happened, where and when?

A dengue fever outbreak was officially declared in the Cook Islands on 22 May 2025. Since the declaration, transmission spread across the main island of Rarotonga and several outer islands, including Aitutaki, Atiu, Mauke, and Mangaia, affecting both urban and remote communities. At the peak of the outbreak, the rapid increase in cases placed considerable pressure on the national health system and required a coordinated multi-sectoral response.

Since the declaration of the outbreak, the Cook Islands has recorded a cumulative total of 1,251 dengue cases, with 1,250 people making a full recovery and one dengue-related death. During the height of the outbreak, a high proportion of cases were reported among children, increasing public health concerns and highlighting the need for strengthened community-based prevention measures.

The outbreak placed significant strain on health services, particularly in relation to surveillance, case management, public awareness, and vector control activities. Communities in the outer islands experienced additional challenges due to their geographical isolation, limited access to health services, reduced health workforce capacity, and logistical constraints in transporting personnel and essential supplies.

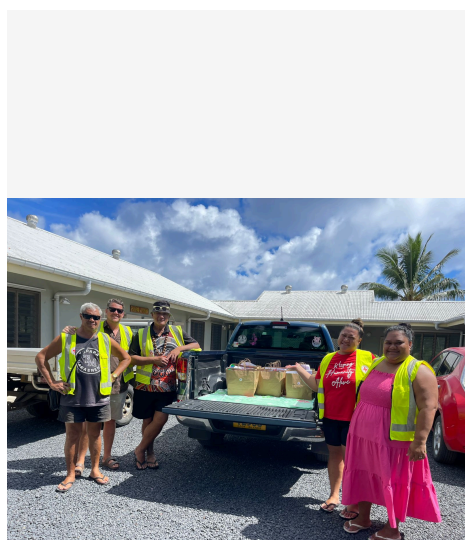
In response to the outbreak, the Government of the Cook Islands activated a national taskforce led by the Ministry of Health (MoH) to coordinate preparedness and response activities. Public awareness campaigns, community outreach, and environmental clean-up initiatives were implemented to promote dengue prevention and early care-seeking behaviours. As case numbers escalated, the MoH formally requested support from the Cook Islands Red Cross Society (CIRCS), with 2 February 2026 serving as the trigger date for the DREF operation.



Upon activation, CIRCS mobilized its volunteer network to support the national response through the distribution of dengue prevention kits, dissemination of Information, Education and Communication (IEC) materials, community awareness activities, and support to vector control initiatives. Priority was given to households most at risk, particularly families with children and communities in the outer islands.

Since the launch of the operation, the epidemiological situation has improved, and the number of active dengue cases has significantly declined. However, the risk of resurgence remains due to favourable climatic conditions for mosquito breeding and the recurrent nature of dengue outbreaks across the Pacific. According to the latest guidance from the MoH, enhanced dengue surveillance will continue to ensure the early detection of new cases and maintain the country's dengue-free status. In addition, the routine Tutaka Programme (community clean-up campaign) will continue throughout the remainder of the year, supplementing surveillance efforts through ongoing environmental management and the elimination of mosquito breeding sites.

The continuation of the DREF operation remains essential to sustain community engagement, support ongoing surveillance and vector control activities, reinforce public awareness, and consolidate the gains achieved during the emergency response. These actions will help reduce the risk of future outbreaks and strengthen community resilience against vector-borne diseases.



Staff and volunteers organizing Dengue Packs for distribution (Photo: CIRCS)



Volunteers, staff and church members packing the dengue kits (Photo: CIRCS)



Meeting with village elders during the clean-up campaign. (Photo: CIRCS)

Scope and Scale

The dengue outbreak affected communities across the Cook Islands, with transmission recorded on the main island of Rarotonga and several outer islands, including Aitutaki, Atiu, Mauke, and Mangaia. Since the outbreak was declared in May 2025, the country has recorded a cumulative total of 1,251 dengue cases, including one dengue-related death and 1,250 full recoveries. During the peak of transmission, a high proportion of cases were reported among children, increasing public health concerns and highlighting the need for strengthened community-based prevention measures.

According to the Cook Islands Statistics Office, the resident population of the Cook Islands is approximately 17,300 people, all of whom remain potentially vulnerable to future dengue transmission due to the country's tropical climate and the widespread presence of mosquito breeding habitats. Geographic isolation, dispersed island populations, and limited access to health services in the outer islands continue to present operational challenges for surveillance, early detection, and rapid response.

The coordinated efforts of the MoH, the CIRCS, and partner organizations have contributed to a significant reduction in active dengue cases. However, experience from previous dengue outbreaks in the Cook Islands and across the Pacific demonstrates that the risk of resurgence remains, particularly where favourable environmental conditions support mosquito breeding and transmission.

According to the MoH, dengue surveillance activities will continue throughout the remainder of the year to support the early detection

and management of any new cases and to help maintain the country's dengue-free status. The routine Tutaka Programme (community clean-up campaign) will complement these surveillance efforts through sustained environmental management and the elimination of mosquito breeding sites within communities.

In addition, the MoH and the CIRCS continue to work closely together to strengthen national preparedness through regular blood donation initiatives. As part of the ongoing dengue operation, CIRCS is supporting the Ministry of Health with weekly blood bank replenishment activities and the recruitment of new voluntary blood donors to help maintain adequate blood supplies. This activity is an important preparedness measure, as severe dengue cases can require blood and blood product support, and maintaining a stable donor base strengthens the country's capacity to respond to current and future public health emergencies.

The scope of the DREF operation has therefore evolved from supporting the immediate emergency response to sustaining critical activities that reduce the risk of further dengue transmission and support the national response. The operation continues to support community awareness, vector control, volunteer mobilization, blood donor recruitment, environmental clean-up campaigns, and engagement with high-risk communities, while working closely with the MoH to maintain surveillance and rapidly respond to any new cases.

The continuation of these activities remains essential to maintain community vigilance, reduce mosquito breeding habitats, support ongoing surveillance efforts, and mitigate the risk of a resurgence of dengue cases. By combining risk communication, community-based prevention, environmental management, and support to the national health response, the operation aims to reduce the humanitarian impact of dengue and prevent further transmission across the Cook Islands.

Source Information

Source Name	Source Link
1. Dengue Sitrep: Ministry of Health	https://www.health.gov.ck/dengue-update-46/
2. SPC Epidemics Alert	https://spc.int/phd/epidemics/
3. Cook Islands Statistics Office	https://stats.gov.ck/vital-statistics-and-population-estimates/#:-:text=In%20June%20Quarter%202025%2C%20the.changes%20in%20the%20resident%20population.

Summary of Changes

Are you changing the timeframe of the operation	No
Are you changing the operational strategy	Yes
Are you changing the target population of the operation	No
Are you changing the geographical location	No
Are you making changes to the budget	Yes
Are you requesting an additional allocation?	No



Please explain the summary of changes and justification:

Since the launch of the operation, the dengue situation in the Cook Islands has improved, with a significant reduction in reported cases. However, vector surveillance and community clean-up activities continue to identify mosquito breeding sites across affected communities, indicating an ongoing risk of renewed transmission. As a result, the operational strategy has been revised to transition from an intensive emergency response towards sustaining targeted prevention, surveillance, and preparedness activities to reduce the risk of renewed transmission.

Implementation of the operation has progressed well, with a satisfactory expenditure rate and a remaining balance resulting from operational efficiencies and cost savings. Savings were achieved through procurement processes, lower-than-anticipated operational costs, and activities that were reduced in scope or not fully implemented due to the evolving epidemiological situation.

The remaining balance has been reallocated to support priority activities that align with the revised operational strategy and emerging needs. The budget reallocation is justified by the need to sustain critical response capacities and maximise the impact of available resources. Reallocated funds will strengthen targeted vector control measures, community engagement and risk communication, distribution and post-distribution monitoring activities, blood donor recruitment and blood bank support, logistics and procurement capacity, and ongoing surveillance and environmental clean-up efforts in coordination with the MoH.

In addition, additional resources have been allocated to strengthen the Lessons Learned Workshop to ensure that operational experiences, good practices, and recommendations are effectively documented and used to improve future public health emergency preparedness and response. These adjustments will enable the operation to maintain essential public health interventions while ensuring the efficient and accountable use of available funds.

IFRC Network Actions Related To The Current Event

Secretariat	The IFRC does not have a permanent in-country presence in the Cook Islands; however, the response is supported through the IFRC Country Cluster Delegation (CCD) Pacific. For this operation, CIRCS will receive support across key Secretariat service areas, including financial management, logistics coordination, National Society Development (NSD), and technical advice to strengthen planning, implementation, and accountability of the response, while ensuring alignment with IFRC standards and procedures.
Participating National Societies	The New Zealand Red Cross (NZRC) is the primary Partner National Society supporting this operation, providing remote assistance to CIRCS in the areas of NSD, financial support and oversight, and technical advice to strengthen operational planning, implementation, and reporting for the response.

ICRC Actions Related To The Current Event

The ICRC does not have a permanent presence in the Cook Islands; however, for this emergency response, limited remote support is provided in the form of technical assistance for communications and IEC tools to support public awareness and information dissemination.



Other Actors Actions Related To The Current Event

<p>Government has requested international assistance</p>	<p>Yes</p>
<p>National authorities</p>	<p>The MoH in the Cook Islands continues to lead and coordinate the national dengue response through a whole-of-government approach, working closely with relevant ministries and local island authorities. Current response efforts focus on strengthened surveillance and case management, environmental vector control measures, and nationwide risk communication campaigns. Public messaging across radio, television, and social media platforms emphasizes dengue prevention measures, including eliminating mosquito breeding sites, using mosquito repellents and nets, wearing protective clothing, recognizing early symptoms, and seeking prompt medical attention when warning signs appear.</p> <p>The MoH is also maintaining active monitoring of dengue transmission trends across Rarotonga and the outer islands, with regular public updates to ensure transparency and community awareness. Health facilities remain on alert to manage suspected and confirmed cases, while inter-agency coordination continues to support an effective and unified outbreak response.</p>
<p>UN or other actors</p>	<p>WHO is supporting the Cook Islands MoH to reduce dengue transmission through strengthened surveillance, early case detection, and outbreak forecasting. Key actions include technical guidance on vector control and clinical management, logistics support for response activities, and risk communication to raise public awareness and promote preventive behaviors.</p>

Are there major coordination mechanism in place?

The CIRCS will ensure strong coordination through established national mechanisms led by the Ministry of Health. The Ministry has established and activated a National Dengue Taskforce to coordinate and oversee an effective outbreak response across Rarotonga and the outer islands. As an auxiliary to public authorities, CIRCS plays an active and integral role within this taskforce structure.

CIRCS regularly shares situation reports and response mapping with the MoH and, going forward, will strengthen this with partners, including the WHO, to maintain transparency, avoid duplication, and ensure alignment with national priorities. The National Society actively participates in coordination meetings and joint planning discussions, contributing to consolidated needs assessments and agreed targeting approaches.

Through this mechanism, CIRCS supports community-level assessments, dengue prevention awareness campaigns, and the distribution of mosquito nets, repellents, and IEC materials in areas identified as gaps by the taskforce. This structured and ongoing coordination ensures that Red Cross interventions are fully integrated into the national response, strengthening overall coverage, efficiency, and impact from the earliest stages of the outbreak.

Needs (Gaps) Identified



Community assessments, clean-up campaigns, surveillance activities, and Post-Distribution Monitoring (PDM) findings indicate that mosquito breeding sites remain present in several communities, while awareness and access to preventive measures continue to vary across population groups.



According to information provided by MoH, dengue transmission affected multiple islands, including Rarotonga, Aitutaki, Atiu, Mauke, and Mangaia. While the epidemiological situation has improved, environmental conditions that support mosquito breeding remain present, requiring continued community engagement, vector control activities, and public awareness efforts.

Implementation of the operation has also highlighted gaps in beneficiary identification. Recent PDM findings indicate that some individuals affected by dengue sought treatment through health facilities but were not captured through the available case lists shared with CIRCS. To address this gap, CIRCS has expanded its outreach activities beyond laboratory-confirmed case lists to include schools, vulnerable groups, and individuals identified through community assessments, referrals, and coordination with government and community partners.

In addition, MoH continues to work closely with CIRCS on blood donor recruitment and blood bank replenishment activities. Maintaining adequate blood supplies remains an important component of the overall dengue response and supports the health system's capacity to manage severe dengue cases and other ongoing medical needs.

Key findings and considerations:

- Community awareness and risk communication activities remain necessary to sustain dengue prevention behaviours and reduce the risk of renewed transmission.
- Mosquito breeding sites continue to be identified through community assessments and clean-up campaigns, requiring ongoing vector control and environmental management measures.
- Vulnerable groups, including children, older persons, persons with disabilities, pregnant women, and low-income households, require targeted support to improve access to dengue prevention measures.
- PDM findings highlighted gaps in identifying all individuals affected by dengue through routine surveillance data alone, requiring a broader community-based targeting approach.
- Continued blood donor recruitment and awareness activities are required to support blood bank replenishment efforts led by MoH.
- Ongoing distribution of dengue prevention kits and IEC materials remains necessary to support high-risk communities and vulnerable populations.



Water, Sanitation And Hygiene

As the dengue outbreak continues in the Cook Islands, controlling mosquito breeding in affected communities has become a critical component of the response. Many urban and outer-island neighborhoods face increased transmission risk due to accumulated waste, clogged drains, and areas of stagnant water that serve as ideal mosquito breeding sites. Addressing these environmental risks is essential to reducing the spread of dengue and protecting high-risk populations, including children and the elderly. Organized community clean-up campaigns are a key intervention to minimize these hazards, mobilize volunteers, and raise awareness of preventive practices.

Initial assessment key findings:

- Environmental factors, including stagnant water, uncollected waste, and clogged drains, are sustaining mosquito breeding and transmission risks.
- Hygiene promotion and community awareness of dengue prevention are limited, reducing the effectiveness of preventive measures.
- Clean-up campaigns and other community-based WASH interventions are necessary to eliminate breeding sites and minimize outbreak risks.
- CIRCS currently lacks the capacity to fully scale these interventions without additional support and volunteer mobilization.



Protection, Gender And Inclusion

In emergency settings such as the ongoing dengue outbreak, vulnerable groups—including children, the elderly, pregnant and lactating women, and persons with disabilities—face heightened protection risks. These needs are often overlooked without inclusive planning, creating a critical gap in ensuring safe and equitable response efforts. Limited sex-, age-, and disability-disaggregated data further constrains the ability to design interventions that adequately address the diverse needs of affected populations.

The CIRCS applies PGI principles, as well as child safeguarding standards, across all response activities. However, to maximize effectiveness, these principles must be consistently integrated at all stages of the operation to ensure the safety, dignity, access, and participation of the most vulnerable.



Key findings and considerations:

- Prioritize the safety and well-being of children, the elderly, pregnant women, and other vulnerable groups across all interventions.
- Collect and use sex-, age-, and disability-disaggregated data to guide tailored programming.
- Apply PGI in Emergencies Minimum Standards and the DAPS framework to ensure equitable and safe assistance.
- A Child Safeguarding Risk Analysis (CSRA) needs to be conducted by the National Society.



Community Engagement And Accountability

There is a clear need for enhanced public education and awareness on dengue transmission, prevention, and early symptom recognition, particularly in remote and hard-to-reach communities across the Cook Islands. While mass media, such as radio and television, remain important communication channels, their potential to drive behaviour change has not been fully maximised, and community-specific outreach remains limited. Without structured feedback mechanisms, misinformation can spread, and community concerns may go unaddressed, limiting both trust and participation in preventive measures.

Furthermore, there are currently no confidential and accessible channels for community members to provide feedback or raise concerns, restricting the responsiveness and accountability of the health response. Strengthening community engagement is therefore essential—not only to inform communities about dengue prevention, but also to ensure that they are aware of and actively involved in CIRCS activities.

Initial assessment key findings:

- There is a need for stronger public education and dissemination of information through local media.
- Structured community engagement is required to ensure that communities are informed of CIRCS activities.
- CIRCS needs to establish a confidential feedback mechanism (e.g., a dedicated phone line) to enable safe and effective two-way communication with affected populations.

Any identified gaps/limitations in the assessment

A list of laboratory-confirmed dengue cases has been provided to the CIRCS to conduct its standard community-level needs assessment, identifying the scope of the outbreak and the immediate needs of affected populations. CIRCS deployed assessment teams of staff and volunteers to reach affected communities across Rarotonga and the outer islands, gathering critical information to inform response planning.

Beyond gaps in public awareness and preventive measures, CIRCS faces internal capacity constraints that may limit the efficiency of its dengue response. The Society's Disaster Risk Management (DRM) Officer is only a few months into the role and requires support in coordinating operations. To address this, a Developing Operations Manager is engaged to establish operational systems and lay the groundwork for CIRCS's response.

Given that CIRCS last implemented a DREF operation in 2010 and a DREF for dengue in 2009, IFRC monitoring visits will also be conducted to ensure the smooth roll-out of activities and adherence to standards. Sustaining volunteer engagement requires allowances for 20 volunteers over the operation period, along with logistical support, including vehicles, fuel, and inter-island transport to reach affected communities.

Initial assessment key findings:

- The DRM Officer is new to the role and requires operational support.
- Volunteer engagement requires allowances to maintain involvement throughout the response period.
- Logistics support (vehicles, fuel, ferry costs) is essential to reach affected and remote communities.



Operational Strategy

Overall objective of the operation

The overall objective of the operation remains unchanged and is to assist approximately 10,000 people affected by the dengue outbreak in the Cook Islands through targeted prevention, awareness, and lifesaving support activities.

Key actions continue to focus on reducing the risk of dengue transmission in hotspot communities and among vulnerable groups through the distribution of dengue prevention kits, community clean-up campaigns, targeted vector control measures, public awareness activities, and support to ongoing public health initiatives in coordination with MoH. Information, Education and Communication (IEC) materials will continue to be disseminated through households, schools, community spaces, and public campaigns to promote dengue prevention, early symptom recognition, and protective behaviours.

The operation also continues to support community engagement, blood donor recruitment and awareness activities, and other response measures that complement national efforts to reduce the humanitarian impact of the outbreak and mitigate the risk of further transmission.

This response remains a locally driven, community-focused intervention designed to reduce dengue transmission, enhance public knowledge, and strengthen community resilience, particularly among high-risk populations such as children and the elderly. By combining preventive tools, environmental management, and awareness-raising, CIRCS aims to support communities in limiting the impact of the outbreak and promoting sustainable health practices.

Operation strategy rationale

The overall emphasis of this response remains on community-based interventions designed to reduce the risk of further dengue transmission and support the ongoing national response in a timely and cost-effective manner. As the epidemiological situation has evolved, the operational strategy has been adapted to address emerging needs identified during implementation while continuing to support MoH efforts to mitigate the risk of resurgence.

These interventions rely on sustained community engagement and the active involvement of the CIRCS volunteer network across Rarotonga and the outer islands, including Aitutaki, Atiu, Mauke, and Mangaia. Ensuring that staff and volunteers are properly equipped, trained, and supported remains central to the effective delivery of response activities.

In its auxiliary role to government, CIRCS continues to work closely with MoH to support community awareness, vector control, surveillance activities, and public health initiatives. The operation aims to reduce infection risks, strengthen household-level protection, and support broader public health efforts through coordinated prevention and response activities.

Health Sector

To reduce exposure to mosquito bites and limit further transmission, CIRCS will continue the distribution of dengue prevention kits containing mosquito repellents, mosquito coils, and other protection items, accompanied by culturally appropriate Information, Education and Communication (IEC) materials.

Based on implementation experience and operational needs, the response strategy has been adjusted to expand outreach beyond households identified through MoH case lists. Awareness activities are also being conducted in schools, vulnerable communities, and public events to strengthen dengue prevention messaging and encourage community participation in source reduction activities.

Targeted vector control measures will continue to complement community clean-up campaigns. Data collected during field activities have identified mosquito breeding sites that cannot be effectively removed through environmental clean-up alone. In coordination with MoH, targeted larvicide treatment will support ongoing source reduction efforts in priority locations identified through surveillance and community assessments.

In addition, CIRCS continues to support MoH with weekly blood bank replenishment activities and the recruitment of new voluntary blood donors. Maintaining adequate blood supplies remains an important component of the overall dengue response and supports the health system's ability to manage severe dengue cases and other ongoing medical needs.

The Epidemic Control for Volunteers (ECV) training was revised from five days to three days following technical guidance. Operational



savings generated through this adjustment are being reinvested to strengthen logistics and procurement capacity, improving operational efficiency, accountability, and the delivery of response activities.

Risk Communication and Public Awareness

Strengthening public knowledge on dengue prevention, early symptom recognition, and protective behaviours remains essential to reducing transmission. CIRCS will continue implementing a multi-channel communication strategy using community outreach, IEC materials, television, radio, and public campaigns to maximize coverage across affected islands.

The integration of dengue awareness activities into community events, blood donor campaigns, clean-up initiatives, and World Blood Donor Day activities will strengthen public engagement, promote behaviour change, and reinforce key public health messages. In collaboration with MoH, CIRCS will also use these platforms to support voluntary blood donor registration and recruitment, helping to maintain adequate blood supplies while increasing community awareness of the importance of blood donation during public health emergencies.

These integrated communication activities will strengthen community participation, support ongoing dengue response efforts, and encourage collective action to reduce the risk of further transmission.

Community Engagement and Environmental Prevention

Community participation remains central to the response. CIRCS continues to support community-led clean-up campaigns, public awareness activities, and volunteer mobilization to reduce mosquito breeding sites and encourage collective action against dengue.

Post-Distribution Monitoring (PDM) activities have commenced to assess the effectiveness, relevance, and utilization of the assistance provided, as well as to measure beneficiary satisfaction and identify gaps or areas for improvement. Findings from the PDM and community feedback will help inform the remaining operational activities and ensure that assistance remains relevant to the evolving needs of affected communities.

A feedback and complaints mechanism will continue to provide safe and accessible channels for communities to raise concerns, provide suggestions, and seek information, strengthening transparency, accountability, and community trust throughout the operation.

WASH: Vector Control

Targeted clean-up campaigns will continue in high-risk communities across Rarotonga and the outer islands to eliminate stagnant water sources and reduce mosquito breeding habitats. These activities will be implemented in close collaboration with MoH and local communities.

Where breeding sites cannot be effectively removed through community clean-up efforts, targeted larvicide treatment will complement environmental management activities to reduce the risk of ongoing mosquito breeding and renewed transmission.

Protection, Gender, and Inclusion (PGI)

To ensure a safe and inclusive response, PGI and Child Safeguarding sessions were integrated into the Epidemic Control for Volunteers (ECV) training delivered under the operation. CIRCS staff and volunteers were oriented on key principles to promote dignity, safety, and equitable access to assistance, with particular attention to the needs of children, older persons, women, persons with disabilities, and other vulnerable groups.

The integration of PGI and Child Safeguarding into the ECV training strengthened staff and volunteer capacity to identify and mitigate protection risks, promote safe community engagement, and deliver humanitarian assistance in a safe, inclusive, and accountable manner throughout the dengue response operation.

Targeting Strategy

Who will be targeted through this operation?

This operation will target communities most affected by the current dengue outbreak, with a focus on vulnerable populations across the main island of Rarotonga and all outer islands, including Aitutaki, Atiu, Mauke, and Mangaia.



This includes:

- Low-income and rural households with limited access to health services and information.
- Children, persons with disabilities, pregnant and lactating women, the elderly, and other socially vulnerable groups.
- Red Cross staff and volunteers, who serve as frontline responders, as well as teachers and community leaders supporting awareness and prevention activities.
- Households with infected members, particularly where breadwinners need to care for children diagnosed with dengue, to ensure protection and support during recovery.

This targeted approach ensures that high-risk and socially vulnerable groups are prioritized for prevention, education, and vector control interventions, maximizing the impact of the response.

Explain the selection criteria for the targeted population

The overall targeting approach remains unchanged, with priority given to households and communities affected by the dengue outbreak. Initially, the primary source of beneficiary identification was the list of laboratory-confirmed dengue cases provided by MoH, enabling CIRCS to provide timely support to affected families and reduce the risk of further transmission.

Implementation of the operation and recent PDM findings have demonstrated that not all individuals affected by dengue were captured through the available case lists. In some instances, people sought treatment at health facilities but their information was not shared with CIRCS, resulting in potential gaps in assistance. To address this, CIRCS has broadened its targeting approach to include community-based assessments and outreach activities to identify additional households and individuals who may have been affected by the outbreak.

Particular attention continues to be given to vulnerable populations, including children, pregnant women, older persons, persons with disabilities, and low-income households, who may be at greater risk of severe dengue outcomes or have limited access to preventive measures.

To strengthen inclusive targeting, CIRCS is working with the Ministry of Internal Affairs to identify vulnerable groups, including low-income earners, older persons, and persons with disabilities. CIRCS is also coordinating with other non-government organizations and community partners to identify individuals with specific needs, including persons with disabilities and pregnant mothers who may benefit from dengue prevention kits and awareness activities. In addition, dengue kits will be distributed through schools to increase the reach of prevention measures among children and their families.

MoH surveillance data continues to inform response activities; however, the operation has adopted a more flexible and community-based approach to beneficiary identification. In addition to information provided by MoH, CIRCS is using community assessments, PDM findings, school outreach, referrals from partner organizations, and engagement with local authorities to identify and support people affected by dengue and those most at risk of infection.

This revised approach strengthens the inclusiveness of the response, improves coverage of vulnerable populations, and helps ensure that assistance reaches people who may not have been captured through routine surveillance systems alone

Total Targeted Population

Women	3,106	Rural	27.5%
Girls (under 18)	1,586	Urban	72.5%
Men	3,797	People with disabilities (estimated)	6%
Boys (under 18)	1,511		
Total targeted population	10,000		



Risk and Security Considerations (including "management")

Does your National Society have anti-fraud and corruption policy?	Yes
Does your National Society have prevention of sexual exploitation and abuse policy?	Yes
Does your National Society have child protection/child safeguarding policy?	Yes
Does your National Society have whistleblower protection policy?	Yes
Does your National Society have anti-sexual harassment policy?	Yes

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
Potential disaster happening during the period of implementation, which can affect the national society's capacity to respond to multiple emergencies.	<ul style="list-style-type: none"> - Coordination and technical support from CCD office. - Activation of regional surge capacities to support CIRCS. - Coordination and partnership with other humanitarian actors.
Logistical risk may arise with international / national procurement, which can arise from delays in transportation, customs issues or natural disasters or vendor supply	The National Society will receive support from the IFRC Logistics team to ensure efficient and transparent procurement. This includes guidance on supplier selection, contract management, and quality assurance, as well as support with transport and timely delivery of goods. The IFRC will also ensure that ERP is raised early and swiftly to prevent any delays.
Potential delay of procurement of larvicide.	The budget includes provision for local procurement of PPE and related items, such as hats, non-surgical masks, gloves, raincoats, and garbage bags. If the larvicide procurement and distribution cannot be completed within the operational timeframe, CIRCS will proceed with the local procurement and distribution of these PPE items as an alternative mitigation measure to support community clean-up activities, vector control, and staff/volunteer safety.



Please indicate any security and safety concerns for this operation:

The primary security and safety concern for this operation is the welfare and safety of staff and volunteers during the delivery and distribution of goods. Risks include exposure to dengue, heat stress, fatigue, and minor injuries while conducting field activities in community settings. To address these risks, CIRCS will implement clear safety protocols, including volunteer briefings, adherence to Ministry of Health guidance, use of appropriate PPE, safe handling and distribution procedures, and regular monitoring of staff and volunteer wellbeing to ensure a safe working environment throughout the operation.

The National Society security framework applies to its staff and volunteers. Should IFRC staff be deployed, the IFRC security framework will apply. Comprehensive measures will be implemented to ensure the safety and security of all RCRC personnel engaged in the operation. These measures include continuous situation monitoring, timely security updates, tracking of staff movements (via phone or WhatsApp), security assessments in operational areas, and pre-deployment security briefings.

In addition, contingency planning measures are in place, and completion of relevant IFRC e-learning courses (including Basic Knowledge and Prevention Measures for Responders, Personal Security, Security Management, and Volunteer Security) is required. The IFRC CCD security focal point maintains close coordination with humanitarian partners, National Society branches, and local authorities in operational areas.

Has the child safeguarding risk analysis assessment been completed?

Yes

Planned Intervention



Budget: CHF 76,157

Targeted Persons: 6,750

Targeted Male: -

Targeted Female: -

Indicators

Title	Target	Actual
# of people reached by epidemic preparedness and response activities	6,750	2,840
% of people using mosquito nets on a regular basis	80	0
# of volunteers trained in vector control	20	22
# of people reached with epidemic-related health promotion activities	5,000	5,000
# of people donating blood	200	0

Progress Towards Outcome

Progress Towards Outcome:

The operation has made good progress towards achieving its health outcomes through community-based prevention, awareness, and



vector control activities implemented across Rarotonga and the outer islands.

To date, 2,840 people have been reached through epidemic preparedness and response activities. This includes the distribution of dengue prevention kits, community outreach, and targeted support to affected and at-risk populations. A total of 568 households have so far received dengue prevention kits containing mosquito repellents, mosquito coils, and IEC materials, while kits distributed in the outer islands also include mosquito nets. In line with the revised operational strategy, CIRCS has expanded targeting to include schools, vulnerable groups, and individuals identified through community assessments and partner referrals.

A total of 22 participants, including CIRCS staff and volunteers, MoH staff and volunteers, and student nurses involved in the operation, have been trained in vector control and Epidemic Control for Volunteers (ECV), exceeding the original target of 20 participants. The training strengthened local capacity in dengue prevention, risk communication, safe community engagement, vector control measures, and Protection, Gender and Inclusion (PGI), supporting the effective implementation of response activities.

The development of culturally appropriate IEC materials has strengthened public awareness activities across the operation. Combined with community outreach, school engagement, media campaigns, clean-up initiatives, and public events, the operation has achieved its target of reaching 5,000 people with epidemic-related health promotion activities. These activities have promoted dengue prevention measures, early symptom recognition, environmental management, and community participation in reducing mosquito breeding sites.

The planned replenishment of 150 mosquito nets has been completed, ensuring sufficient supplies for distributions in the outer islands where mosquito nets form part of the dengue prevention kits.

The indicator measuring the percentage of people using mosquito nets on a regular basis will be assessed through the ongoing Post-Distribution Monitoring (PDM) process. PDM activities have commenced and will evaluate the effectiveness, relevance, and utilization of the assistance provided, while informing the remaining response activities.

List of Activities

- Train 20 volunteers on ECV
- Develop IEC materials on health promotion
- Distribution of dengue prevention kits containing mosquito repellent, mosquito coils and IEC materials to 1,350HH. Kits distributed in outer islands (400HH) contain mosquito nets.
- Conduct Awareness Raising activities on dengue prevention
- Replenishment of 150 mosquito nets
- Conduct post-distribution monitoring
- Blood recruitment and registration in collaboration with MoH
- Conduct blood drives and awareness



Water, Sanitation And Hygiene

Budget: CHF 9,535

Targeted Persons: 5,000

Targeted Male: -

Targeted Female: -

Indicators

Title	Target	Actual
# of people receiving protection from environmental sanitation activities (i.e. solid waste management, drainage, vector control)	5,000	860

Progress Towards Outcome

Implementation of community clean-up activities and awareness sessions: Community clean-up campaigns and dengue awareness activities have been implemented across Rarotonga and the outer islands in close collaboration with MoH, local communities, and volunteers. These activities have focused on the identification and removal of mosquito breeding sites, environmental management, and the promotion of key dengue prevention messages. Community assessments undertaken during the campaigns have also generated



valuable information on ongoing vector risks, helping to guide targeted response activities and strengthen public participation in reducing dengue transmission.

PDM activities have commenced to assess the effectiveness, relevance, and utilization of the assistance provided. The PDM process is collecting beneficiary feedback on dengue prevention kits and awareness activities, measuring satisfaction, and identifying any gaps in assistance. Findings from the PDM are being used to inform the remaining operational activities and strengthen the overall quality, accountability, and inclusiveness of the response.

List of Activities

- Implementation of community clean-up activities and awareness sessions
- Conduct post-distribution monitoring



Protection, Gender And Inclusion

Budget: CHF 0

Targeted Persons: 27

Targeted Male: -

Targeted Female: -

Indicators

Title	Target	Actual
# of staff and volunteers trained on protection risk and safeguarding	27	22
# of CSRA conducted by the National Society	1	1

Progress Towards Outcome

A total of 22 staff and volunteers, including CIRCS staff and volunteers, MoH staff and volunteers, and student nurses involved in the operation, participated in the Epidemic Control for Volunteers (ECV) training. The training included sessions on Protection, Gender and Inclusion (PGI) and Child Safeguarding, strengthening participants' understanding of protection risks, safe community engagement, inclusion of vulnerable groups, and safeguarding considerations during public health emergency responses.

The integration of PGI and Child Safeguarding into the ECV training has strengthened the capacity of personnel involved in the operation to deliver assistance in a safe, inclusive, and accountable manner, with particular attention to children, older persons, persons with disabilities, pregnant women, and other vulnerable groups.

List of Activities

- Conduct CSRA
- Orientation for staff and volunteers on protection risks and child safeguarding
- Sex, age and disability disaggregated data to be collected to guide interventions
- PGI in emergencies minimum standards will be used to ensure DAPS approach is mainstreamed in all interventions



Community Engagement And Accountability

Budget: CHF 11,761

Targeted Persons: 10,000

Targeted Male: -

Targeted Female: -



Indicators

Title	Target	Actual
# of people reached by media campaigns	10,000	13,000
% of people surveyed who feel the National Society's support/services meets their most important needs/provides useful support	50	29
The National Society has a functioning feedback mechanism in place for the whole organisation (Yes =1. No=0)	1	1

Progress Towards Outcome

Media campaigns have been implemented through television, radio, social media, and community outreach platforms to strengthen public awareness of dengue prevention and early symptom recognition. Communication activities have also been integrated with community events, clean-up campaigns, blood donor recruitment activities, and World Blood Donor Day to maximize public engagement and reinforce key public health messages across the affected islands.

CIRCS staff and volunteers have conducted household visits and community awareness sessions across Rarotonga and the outer islands to promote dengue prevention measures, encourage the elimination of mosquito breeding sites, and provide guidance on early care-seeking behaviour. In line with the revised operational strategy, outreach activities have also been expanded to schools, vulnerable groups, and individuals identified through community assessments, referrals from the Ministry of Internal Affairs, and partner organizations.

A dedicated feedback mechanism has been established to enable communities to confidentially raise concerns, provide suggestions, and seek information regarding CIRCS activities. The feedback system complements the ongoing PDM process and strengthens accountability, transparency, and two-way communication with affected communities throughout the operation.

List of Activities

- Conduct media campaigns
- Conduct household visits and awareness sessions
- Establish a dedicated phone line for confidential feedback



Secretariat Services

Budget: CHF 33,677

Targeted Persons: 0

Targeted Male: -

Targeted Female: -

Indicators

Title	Target	Actual
# of IFRC surge personnel deployed	1	1
# of monitoring visits conducted	2	0



Progress Towards Outcome

An Developing Operations Manager was deployed to support CIRCS with the coordination and implementation of the dengue response operation. The role has focused on strengthening operational planning, reporting, logistics, procurement processes, activity monitoring, and overall coordination of response activities across the affected islands. The support has also contributed to strengthening internal systems and operational capacity within CIRCS throughout the implementation period.

Continuous technical and coordination support has been provided by the IFRC Country Cluster Delegation and relevant technical focal points throughout the operation. This support has included guidance on operational planning, procurement, logistics, finance, reporting, budget revisions, monitoring, and accountability. Regular coordination between CIRCS, MoH, and IFRC has helped address operational challenges, adapt activities to evolving needs, and ensure the effective implementation of the response operation.

An IFRC monitoring visit remains planned during the remaining implementation period. The visit will provide an opportunity to review operational progress, support accountability and compliance requirements, identify lessons learned, and provide additional technical guidance to CIRCS as the operation approaches completion.

List of Activities

- Conduct monitoring visits
- Deployment of Operations Manager surge support
- Provide continuous technical and coordination support



National Society Strengthening

Budget: CHF 29,907

Targeted Persons: 0

Targeted Male: -

Targeted Female: -

Indicators

Title	Target	Actual
# of staff and volunteers involved with the operation	27	15
# of lessons learned workshop conducted	1	0

Progress Towards Outcome

The operation initially allocated volunteer allowances to support sustained engagement throughout the dengue response. During implementation, CIRCS mobilized volunteers to support distributions, awareness activities, clean-up campaigns, blood donor recruitment activities, and community outreach. Volunteer allowances were provided to those directly involved in DREF-supported activities in accordance with operational requirements.

As the operation progressed, volunteer participation levels were lower than originally anticipated due to competing commitments and the availability of volunteers across the islands. At the same time, a significant proportion of operational responsibilities, including coordination, planning, reporting, procurement follow-up, logistics, monitoring, stakeholder engagement, and activity implementation, were undertaken by CIRCS staff to ensure continuity of the response. As a result, a portion of the unutilized volunteer allowance budget was reallocated to partially support staff costs directly associated with the implementation and management of the DREF operation, ensuring the efficient delivery of planned activities and achievement of operational objectives.

A Lessons Learned Workshop remains planned for the latter part of the operation and will bring together CIRCS staff, volunteers, MoH representatives, and key stakeholders involved in the response. The workshop will provide an opportunity to review achievements, challenges, good practices, and operational lessons from the dengue response, while identifying recommendations to strengthen future public health emergency preparedness and response efforts in the Cook Islands.



List of Activities

- Provision of volunteer allowances
- Organize a lesson learned workshop

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

The operation will be implemented by a small, focused team of National Society staff and volunteers under clear leadership and defined roles.

Human resources for the operation

The operation engages a total of 15 personnel, comprising 7 National Society staff members and 8 volunteers supporting response activities across Rarotonga and the outer islands. Staff and volunteers contribute to community awareness activities, dengue kit distributions, clean-up campaigns, blood donor recruitment initiatives, monitoring activities, logistics support, and coordination with key stakeholders.

National Society staff are responsible for operational coordination, planning, logistics, procurement follow-up, reporting, monitoring, and financial management. Volunteers support community outreach, awareness sessions, distributions, environmental clean-up activities, beneficiary engagement, and other field-based response activities.

This staffing structure reflects the operational realities of the response, where a significant proportion of implementation activities have been delivered by CIRCS staff, supplemented by a core group of active volunteers supporting community-level interventions.

Roles and responsibilities

National Society staff will be responsible for coordination and logistics, including sourcing and collecting items, organizing materials, and overseeing the preparation of dengue prevention and support packs. Volunteers will support the operation by assembling and packaging the kits, ensuring they are prepared efficiently and according to agreed standards.

Leadership and coordination

Overall leadership and coordination of the operation will be overseen by the National Society Secretary General, with designated staff coordinating daily activities, volunteer engagement, and pack preparation.

Does your volunteer team reflect the gender, age, and cultural diversity of the people you're helping? What gaps exist in your volunteer team's gender, age, or cultural diversity, and how are you addressing them to ensure inclusive and appropriate support?

The CIRCS ensures that its volunteer team reflects the gender, age, and cultural diversity of the communities it serves. Volunteers include men and women of different age groups and are drawn from both urban and outer island communities, enabling culturally sensitive and context-appropriate engagement. This diversity helps CIRCS tailor messaging, outreach, and support to meet the specific needs of different groups, including children, the elderly, and socially vulnerable populations.

Will surge personnel be deployed? Please provide the role profile needed.

A Developing Operations Manager surge is deployed to support the CIRCS in coordinating and implementing the dengue response. The Developing Operations Manager will have experience in humanitarian emergency operations, including logistics, planning, monitoring,



and team management, and be skilled in translating strategic priorities into practical operational plans.

The role of the Developing Operations Manager will include:

- Establishing and managing day-to-day operational systems for response activities.
- Coordinating volunteers and staff to ensure timely delivery of mosquito nets, repellents, IEC materials, and clean-up campaigns.
- Supporting the DRM Officer in operational planning, resource allocation, and reporting.
- Ensuring compliance with organizational policies, standards, and safeguarding requirements.

The Secretary General of CIRCS will maintain overall oversight and final decision-making authority for the operation, ensuring alignment with national priorities and accountability throughout the response.

If there is procurement, will it be done by National Society or IFRC?

Procurement process will be done jointly by SRCS and IFRC CCD Suva office. Procurement will be done locally where possible with technical support from the IFRC. Should there be a need for international procurement, the process will be undertaken by the GHS&SCM AP team in close coordination with the CCD Office. Procured items will be distributed to the most affected communities, while some will be used for the replenishment of supplies

How will this operation be monitored?

The operation will be closely monitored to ensure timely implementation, accountability, and effectiveness, with overall oversight provided by the Secretary General of the CIRCS. Programmatic progress will be tracked through distribution records, beneficiary lists, and daily dengue case data shared by the MoH, allowing the National Society to assess whether affected households are receiving support as planned.

Financial monitoring will be conducted using the National Society's finance system, with regular reporting and acquittals completed within two months of expenditure. Internal reporting tools and activity logs will support programmatic oversight, while IFRC monitoring visits will provide additional guidance and support throughout the response.

At the conclusion of the operation, a lesson learned workshop will be held to review outcomes, share experiences, and inform future emergency preparedness and response efforts.

Please briefly explain the National Societies communication strategy for this operation

The National Society will implement a multi-channel communication strategy to ensure timely, transparent, and consistent information sharing with teams, partners, and affected communities.

Communication strategy overview

The National Society will use a coordinated communication approach to support dengue prevention messaging, operational updates, and community awareness throughout the operation.

Internal communication: Internal communication will be managed through emails, Incident Management System (IMS) meetings, and coordination briefings, ensuring staff and volunteers receive timely updates on case referrals, distributions, and operational progress.

External communication and public information: External communication will be delivered through social media updates (Facebook), radio and television broadcasts, and information shared via local stakeholders, including the Ministry of Health (MoH) and Emergency Management Cook Islands (EMCI).

Community engagement and transparency: Transparent and effective communication with affected communities will be ensured through the distribution of information flyers and handouts alongside dengue prevention packs, as well as verbal messaging provided during distributions. Community-level communication will be reinforced through trusted local partners and health authorities.

Media strategy: A light media approach will be used, including Facebook posts and radio/TV messaging, to raise awareness, promote prevention behaviours, and inform the public about the National Society's response activities.



IFRC communication support: The IFRC will support the operation by providing IEC materials, which will be used in community outreach and public awareness activities. No direct IFRC media engagement is planned for this operation.



Budget Overview



DREF OPERATION

MDRCK003 - Cook Islands Red Cross Society DREF Dengue Outbreak

Operating Budget

Planned Operations	97,453
Shelter and Basic Household Items	0
Livelihoods	0
Multi-purpose Cash	0
Health	76,157
Water, Sanitation & Hygiene	9,535
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	11,761
Environmental Sustainability	0
Enabling Approaches	63,585
Coordination and Partnerships	0
Secretariat Services	33,678
National Society Strengthening	29,907
TOTAL BUDGET	161,039

all amounts in Swiss Francs (CHF)



Contact Information

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

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[Click here for the reference](#)

