



## 3.0 Indicators for shelter programmes

If undertaking shelter programming it is important to select indicators which allow effective and useful monitoring of progress against objectives and outcomes and manageable reporting to donors. This guidance note presents some typical indicators that may be used in design and monitoring of shelter programmes.

Indicators are presented for the following types of shelter programmes:

- 3.1 Programmes to provide safe and adequate emergency or temporary shelter
- 3.2 Programmes to provide access to household Non-Food Items (NFIs)
- 3.3 Programmes to provide direct support to recovery & building back safer
- 3.4 Programmes to provide technical assistance to (self-)recovery & building back safer
- 3.5 Programmes to support the ability to realise housing, land and property rights
- 3.6 Programmes to ensure safe settlements and equitable access to services
- 3.7 All types of shelter programmes & cross-cutting indicators

Use these indicators in combination with the [CARE Gender Marker](#) and [Emergency Shelter Gender Marker Tip-Sheets](#) to design programmes and develop proposals which are gender sensitive (mark 1) or fully mainstream gender considerations (mark 2a), and to develop monitoring for your shelter programmes.

Other guidance on shelter programming can be obtained from the [Emergency Shelter Team pages](#) on the Minerva online fileshearing site.



### How to use these indicators

Gender briefs and rapid gender analyses should always be consulted before selecting indicators, to ensure that indicators are suitable. When indicators refer to individuals they must always be sex and age disaggregated appropriate to the output or outcome they relate to. When indicators refer to groups, such as households, it is important to understand what that grouping means in a particular context and whether it is appropriate.

Indicators should only be used with careful thought. Adjust them to suit the context. Select only indicators appropriate for your project.

The indicators presented on the following pages vary in whether they are qualitative or quantitative and in what usefulness they will play in monitoring, evaluation and project management. They fall into four broad categories, and are labelled as such:

- Overall indicators of **outcomes**: these are mainly qualitative indicators of whether the overall programme objective will be adequately met. They are useful for qualitatively evaluating the overall effectiveness of programmes.
- Indicators of assistance delivered, or project **outputs**: these are quantitative indicators of what has actually been done in a

programme. They are useful for project management and reporting, and hence are very suitable for inclusion in proposals.

- Indicators of specific programme **objectives** (e.g. area of covered space): These are useful for quantitatively evaluating the effectiveness of the activities in the programme. Consider carefully how you will measure these before selecting them (e.g. area of covered space is very difficult to measure if all shelters are different).
- Indicators of **satisfaction, relevance and quality**: These are useful for post-distribution monitoring and evaluation to assess whether the assistance being given is timely, appropriate, relevant and in line with beneficiaries' priorities. They are indirect measures of satisfaction with the assistance.

A sensible combination the three types of indicators will contribute to successful proposals, manageable reporting and useful monitoring of effectiveness. The indicators will also inform terms of reference and objectives for evaluations of projects.

For further support contact:

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3.1 Programmes to provide safe and adequate emergency or temporary shelter	
Typical indicators	Notes
<b>Overall indicators (outcomes)</b> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings with safe and adequate emergency or temporary shelter (in accordance with agreed standards)</li> <li>Number of women, girls, men and boys with safe and adequate emergency or temporary shelter (in accordance with agreed standards)</li> </ul>	<p>The use of 'safe' means that protection issues must be suitably addressed. At a minimum this means appropriate partition of spaces, appropriate privacy and security and appropriate access to water and sanitation. The use of 'adequate' means that agreed standards of space and quality are achieved. Refer to the SPHERE standards as a minimum, but also consider local requirements. Standards should be agreed wherever possible with the shelter cluster or other coordination mechanisms, government and affected men, women, boys and girls.</p>
<b>Assistance delivered (outputs)</b> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings which have received shelter, shelter kits, winterisation kits or shelter materials to agreed standards.</li> <li>Number of households who have received cash transfers/rental support of agreed value</li> </ul>	
<b>Living space (objectives)</b> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys with ##m<sup>2</sup> of covered space.</li> <li>Number of households or other appropriate groupings with ##m<sup>2</sup> of covered space.</li> <li>Number of women, girls, men and boys per shelter.</li> </ul>	<p>SPHERE may be used as a starting point for what is adequate space, but the suggested indicator of 3.5m<sup>2</sup> is not suitable in all cases and should not be used without thought or coordination.</p>
<b>Privacy, dignity &amp; safety (objectives)</b> <ul style="list-style-type: none"> <li>Number of shelters with a minimum of # separated internal spaces to provide privacy.</li> <li>Number of households with sufficient private space for appropriate privacy and separation for women, girls, men and boys.</li> <li>Number of families or other appropriate groupings with separate, private shelters which are not shared with others.</li> <li>Number of women, girls, men and boys with access to safe and private places to wash.</li> <li>Number of women, girls, men and boys with safe access to gender separated toilets.</li> </ul>	<p>See the rapid gender analysis to understand household dynamics and gender issues which may affect the need for different internal spaces. As a minimum, every emergency shelter should allow for sub-division into two separate spaces.</p> <p>Families and individuals at risk of abuse and GBV should not have to share living spaces with strangers or people who are not their immediate relatives. Indicators which track this are particularly important in multiple occupancy buildings and collective centres, which are frequently used in urban contexts.</p>
<b>Normality, functioning households (objectives)</b> <ul style="list-style-type: none"> <li>Number of households with appropriate and safe spaces for cooking.</li> <li>Number of girls and boys who have safe spaces to study.</li> </ul>	





### 3.1 Programmes to provide safe and adequate emergency or temporary shelter

Typical indicators	Notes
<p><b>Supplementary support (outputs)</b></p> <ul style="list-style-type: none"> <li>• Number of women, girls, men and boys who have received orientations or training in the appropriate use of shelter materials or in appropriate ways to construct emergency or temporary shelter.</li> <li>• Number of women, girls, men and boys identified as particularly vulnerable who have received direct support to construct emergency or temporary shelter.</li> </ul>	Support should be given to those who cannot build their own shelters, especially if community support mechanisms are not strong enough. This may need additional cash or provision of labour.
<p><b>Indicators of satisfaction, relevance &amp; quality (post distribution monitoring)</b></p> <ul style="list-style-type: none"> <li>• Number of women, girls, men and boys who agree that shelter assistance meets their most urgent needs</li> <li>• Number of women, girls, men and boys who report feeling safe in their shelters.</li> <li>• Number of women, girls, men and boys who report the assistance was delivered sufficiently quickly and was still relevant to their needs.</li> </ul>	This indicator is recommended in preference to asking if people are 'satisfied' with assistance received. It is more specific and reliable. It is important these questions are asked by women of women and girls and men of men and boys, in private or separate groups.



3.2 Programmes to provide access to household Non-Food Items (NFIs)	
Typical indicators	Notes
<b>Overall indicators (outcomes)</b> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings<sup>2</sup> which have sufficient and appropriate household items<sup>3</sup> to live in dignity and safety.</li> <li>Number of women, girls, men and boys who have equal access to sufficient and appropriate household items<sup>3</sup> to live in dignity and safety.</li> </ul>	Access to non-food items can be provided by direct distribution of the items, or by cash transfer programming. Ensuring access to clothing and bedding is the top priority, but depending on the context other items may be very important to ensure people can resume some degree of normality, including WASH items. Wherever possible standards for NFIs and materials should be agreed with the shelter cluster, other coordination mechanisms, the government and affected women, girls, men and boys.
<b>Clothes (objectives)</b> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys who have at least two full sets of clothing of <u>their own</u>, in the correct size, and appropriate to the culture, season and climate.</li> </ul>	Clothing should be distributed in market-style distributions or using cash or vouchers to ensure people can choose appropriate sizes and types of clothing. Separate distributions for men (& boys) and women (& girls) are likely to be appropriate in many contexts.
<b>Bedding (objectives)</b> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys who have an appropriate combination of blankets, bedding, sleeping mats or mattresses (and insecticide-treated bed nets where required<sup>3</sup>) to ensure sufficient thermal comfort and enable safe and culturally appropriate sleeping arrangements.</li> <li>Number of women, girls, men and boys who have their own blanket and sleeping mat/mattress.</li> </ul>	It is vital to understand appropriate sleeping arrangements (taking into account annual and diurnal temperature variations) and to ensure appropriate access to bedding. The default should be that each person should have their own separate sleeping arrangements (i.e. mattress/sleeping mat and blanket).
<b>Heating (objectives)</b> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings which can safely meet their needs for firewood, fuel or electricity for heating.</li> <li>Number of households or other appropriate groupings which have culturally and environmentally appropriate stoves for heating.</li> </ul>	Meeting needs for fuel safely requires that it can be collected without risk of theft or violence, that it can be stored without excessive fire-risk, and that its use does not cause serious health risks (e.g. excessive smoke inhalation). It also means use of fuel does not cause serious environmental harm which would damage sustainability of communities.



3.2 Programmes to provide access to household Non-Food Items (NFIs)	
Typical indicators	Notes
<p><b>Cooking &amp; eating (objectives)</b></p> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings with access to two family-sized cooking pots with handles and lids, a basin for food preparation or serving, a kitchen knife, two serving spoons and any other utensils required to allow normal cooking &amp; eating.</li> <li>Number of women, girls, men and boys with equal access to a dished plate, a spoon or other customarily used eating utensils and a mug or drinking vessel.</li> <li>Number of households or other appropriate groupings which can safely meet their needs for firewood, fuel or electricity for cooking.</li> <li>Number of households or other appropriate groupings which have culturally and environmentally appropriate stoves for cooking.</li> </ul>	<p>Cooking and eating habits vary enormously. Appropriate cooking sets and utensils should be available. Cooking is most often done at household level, but it is vital to ensure provision ensures all in the household have access to sufficient food by understanding household arrangements.</p> <p>Meeting needs for fuel safely requires that it can be collected without risk of theft or violence, that it can be stored without excessive fire-risk, and that its use does not cause serious health risks (e.g. excessive smoke inhalation). It also means use of fuel does not cause serious environmental harm which would damage sustainability of communities.</p>
<p><b>Electrical NFIs (objectives)</b></p> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys living in shelters with lighting in at least one internal space</li> <li>Number of women, girls, men and boys with access to handheld lights/flashlight/torches.</li> <li>Number of women, girls, men and boys with equal access to a radio.</li> </ul>	<p>Lighting is not normally a top priority for immediate post-disaster needs, but can be important as a second-phase response. There is little evidence that lighting affects prevalence of GBV, but there is good evidence that it affects psychological well-being and perceptions of safety.</p> <p>Where radios are a primary means of accessing information, distributing radios can be an effective emergency response.</p>
<p><b>Indicators of satisfaction, relevance &amp; quality (post distribution monitoring)</b></p> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys who agree that household NFI assistance (or cash alternatives) met their most urgent needs.</li> <li>Number of women, girls, men and boys who report the assistance was delivered sufficiently quickly and was still relevant to their needs.</li> <li>Ratings out of 5 for the quality and relevance of each item given.</li> <li>Number of households who have not used NFIs provided</li> <li>Number of households who have sold NFIs provided</li> </ul>	<p>These indicators should be considered for post-distribution monitoring and evaluations of programmes. Asking if assistance meets most urgent needs is preferred to asking if recipients are satisfied.</p>





### 3.3 Programmes to provide direct support to recovery and building back safer

Typical Indicators	Notes
<p><b>Overall indicators (outcomes)</b></p> <ul style="list-style-type: none"> <li>Number of women, girls, men and boys with safe, dignified, resilient and durable shelter.</li> <li>Number of houses built back safer.</li> <li>Number of houses repaired incorporating safer building measures.</li> <li>Number of houses retrofitted with safer building measures.</li> <li>Number of houses built in accordance with applicable building codes</li> </ul>	<p>What is meant by safe, dignified, resilient and durable should be agreed with relevant coordination mechanisms, such as the cluster, and with beneficiaries. Refer also to the rapid gender analysis to ensure key gender issues are included in definitions.</p> <p>Building codes should only be used for engineered buildings, designed with professional input from structural engineers. In most circumstances buildings are non-engineered and use traditional non-codified methods of construction.</p>
<p><b>Assistance delivered (outputs)</b></p> <ul style="list-style-type: none"> <li>Number of households or other appropriate groupings which have received kits of construction materials and/or cash to agreed standards and value to enable repair, reconstruction and/or relocation.</li> <li>Number of households or other appropriate groupings which have received durable shelters.</li> </ul>	<p>While kits are often defined in proposals, it is important that monitoring is done to ensure they are appropriate, and standards are agreed with relevant coordination mechanisms. Kits should be adjusted if required. In some case tool kits may be shared between multiple households, but this can cause unequal access or mean tools are damaged or worn out before some households are able to use them.</p> <p>Where agency-driven construction of temporary, 'transitional' or core shelters is part of the programme, an indicator of the number of shelters delivered is appropriate.</p>
<p><b>Labour &amp; livelihoods (objectives &amp; outputs)</b></p> <ul style="list-style-type: none"> <li>Number of women and men who have been actively involved in construction of houses.</li> <li>Number of skilled and unskilled women and men who have been employed in construction of their own homes.</li> <li>Number of skilled and unskilled women and men who have been employed in construction of houses by CARE.</li> </ul>	<p>Shelter recovery and reconstruction programmes should always seek to be coordinated with and address livelihoods issues. Involvement of more people tends to indicate better community engagement and ownership.</p>
<p><b>Build back safer (objectives)</b></p> <ul style="list-style-type: none"> <li>Number of houses/buildings which incorporate agreed &amp; coordinated safe building practices and standards (after ## months).</li> </ul>	<p>Key safe building practices should be defined and agreed with government and other coordination mechanisms. Recovery and transition to permanence is a process, so this indicator may need to be measured for some time after the end of programmes to demonstrate the final outcomes. In large programmes this needs to be planned and resources for this identified.</p>



### 3.3 Programmes to provide direct support to recovery and building back safer

Typical Indicators	Notes
<b>Household spaces &amp; facilities (objectives)</b> <ul style="list-style-type: none"> <li>Number of houses including safe and culturally appropriate spaces for cooking.</li> <li>Number of houses including safe and culturally appropriate toilets and spaces for washing within ##m.</li> <li>Number of houses with safe access to potable water to agreed standards within ##m.</li> </ul>	<p>Cooking, eating, washing and other domestic habits vary enormously. It is important that people are able to live in houses that allow them to resume and maintain normality.</p> <p>Household WASH indicators should be verified by CARE's WASH experts and in accordance with WASH cluster agreed standards; but should be included in shelter programme indicators to ensure they are not neglected.</p>
<b>Environment (outputs)</b> <ul style="list-style-type: none"> <li>An environmental impact assessment has been carried out to inform shelter programme design.</li> </ul>	<p>For major recovery and reconstruction programmes it is important a detailed environmental impact assessment is completed. Reconstruction can use significant environmental resources, and the damage done can have lasting effects on the sustainability and vulnerability of communities.</p>
<b>Indicators of satisfaction, relevance and quality</b> <ul style="list-style-type: none"> <li>Number of houses completed to the satisfaction of the women, girls, men and boys who occupy them (after ## months).</li> <li>Number of houses containing sufficient space, and appropriate partition of space, according to the women, girls, men and boys who occupy them.</li> <li>Percentage/amount of cash transfers spent on recovery of shelter/housing.</li> <li>Number of women, girls, men and boys who report the assistance was delivered in a timely manner.</li> </ul>	<p>'Completed to the satisfaction of' is not the same as asking if people are satisfied with their house. It is important to understand if people consider their houses to be complete and if they meet all their needs, or if they still intend to add to them or alter them. As noted previously, this may take longer than the duration of the programme, so large programmes should identify resources for evaluations to take place some time after the end of the programme.</p>





### 3.4 Programmes to provide technical assistance to (self)-recovery and building back safer

Typical Indicators	Notes
<p><b>Training/ knowledge transfer (outputs)</b></p> <ul style="list-style-type: none"> <li>• Number of women, girls, men and boys reached by promotion of safer building messages</li> <li>• Number of women, girls, men and boys who have attended safer building awareness/promotion sessions.</li> <li>• Number of women and men who have received formal construction standards/safer building training.</li> <li>• Number of women and men who have achieved formal standards or qualifications</li> <li>• Number of training courses which provide child-care for participants</li> </ul>	<p>It is important to define what is meant by 'reached', and to be clear what is meant by orientations, awareness sessions and formal training. These should be appropriate to the knowledge and skills being transferred, and ideally there should be some level of compliance or certification from appropriate government or technical institutions, and at the very least from the shelter cluster.</p> <p>Provision of child-care is important to ensure primary care-givers, most often women, can freely attend training.</p>
<p><b>Technical assistance to construction (outputs and objectives)</b></p> <ul style="list-style-type: none"> <li>• Number of households who have received # technical support visits from trained personnel during construction.</li> <li>• Number of technical support visits per household per week/month.</li> <li>• Number of households employing qualified or trained personnel.</li> <li>• Number of households meeting quality assurance milestones during construction.</li> </ul>	<p>The number or frequency of technical support visits required should be chosen at the start of the programme but amended if monitoring shows it to be necessary.</p>



### 3.5 Programmes to support the ability to realise housing, land and property rights

Typical Indicators	Notes
<p><b>Overall indicators (outcomes &amp; objectives)</b></p> <ul style="list-style-type: none"> <li>• Number of households with demonstrable, agreed and enforceable title to their house and/or land.</li> <li>• Number of households with fair and enforceable rental or tenancy agreements</li> <li>• Number of women with enforceable and equal title to their property, house and/or land.</li> <li>• Number of women and girls with clear and enforceable right to inherit property and the title to their house and/or land.</li> </ul>	
<p><b>Assistance delivered (outputs)</b></p> <ul style="list-style-type: none"> <li>• Number of women and men who have received advice or legal consultations about their tenure or property rights.</li> <li>• Number women, girls, men and boys who have attended training or orientation sessions on land and property rights.</li> <li>• Number of formal rental or ownership agreements signed by applicable parties and appropriately registered</li> </ul>	



<b>Programmes to provide safe settlements &amp; equitable access to services</b>	
<b>Typical Indicators</b>	<b>Notes</b>
<p><b>Settlement planning (objectives)</b></p> <ul style="list-style-type: none"> <li>• Number of shelters/houses located on safe sites.</li> <li>• Number of shelters/houses on sites with adequate drainage.</li> <li>• Number of women, girls, men and boys with access to primary health services.</li> <li>• Number of women and adolescent girls with access to sexual, reproductive and maternal health services.</li> <li>• Number of girls and boys with access to primary and secondary education.</li> <li>• Number of men and women with access to livelihoods and markets.</li> <li>• Number of women, girls, men and boys who feel their settlement is safe and secure.</li> <li>• Number of households with access to solid waste disposal services.</li> <li>• Number of women, girls, men and boys with safe access to culturally appropriate gender-separated toilets within ##m.</li> <li>• Number of households with safe access to potable water to agreed standards within ##m.</li> </ul>	<p>These indicators should be considered in programmes when the programme addresses both household and settlement level issues, in particular for relocation programmes or programmes which involve site and settlement planning (e.g. camps).</p>





All types of shelter programmes / cross-cutting indicators	
Typical indicators	Notes
<p><b>Overall indicators (outcomes)</b></p> <ul style="list-style-type: none"> <li>Shelter and settlement solutions to meet the essential needs of all the disaster affected population are agreed with the population themselves and relevant authorities in coordination with all responding agencies</li> </ul> <p><b>Accessibility &amp; inclusivity (objectives &amp; outputs)</b></p> <ul style="list-style-type: none"> <li>All shelters occupied by people with specific accessibility needs have those needs addressed in their shelters, and are at most 50m from accessible water and sanitation facilities.</li> <li>All water points and at least 10% of sanitation facilities are accessible to people with disabilities</li> <li>Distributions are accessible to people with specific accessibility needs and additional support is provided to these people to transport materials.</li> <li>NFIs and shelter material kits are adjusted to suit the specific needs of disabled people.</li> <li>Additional support is provided to elderly people to access and make use of support and services.</li> </ul>	<p>See IFRC's <i>"All Under One Roof, Disability-inclusive shelter and settlements in emergencies"</i></p>

