

Guidance on the common indicators of the Recovery and Resilience Facility

Statistical guidance for Member States

This document is based on the text of the Commission Delegated Regulation (EU) 2021/2106 of 28 September 2021 on supplementing Regulation (EU) 2021/241 of the European Parliament and of the Council establishing the Recovery and Resilience Facility by setting out the common indicators and the detailed elements of the recovery and resilience scoreboard.

This guidance is intended to assist national authorities in reporting data under the common indicators by giving further statistical information. It has not been endorsed by the European Commission and shall be regarded as expressing the preliminary views of Commission services.

This guidance was updated on 19 January 2024 to add complementary information to the general principles and common indicators where relevant and to include an annex with good practices and lessons learned from the previous reporting exercises.

Table of Contents

1. General principles	3
1.1. Reporting period	3
1.2. Estimates on implemented measures	4
1.3. Counting methodology	4
1.4. Baseline and accumulation	5
1.5. Methodology applied	5
2. Statistical concepts and aggregates	6
3. Common indicators	8
3.1. Savings in annual primary energy consumption	8
3.2. Additional operational capacity installed for renewable energy	10
3.3. Alternative fuels infrastructure (refuelling/recharging points)	12
3.4. Population benefiting from protection measures against floods, wildfires, and other climate related natural disasters	13
3.6. Enterprises supported to develop or adopt digital products, services and application processes.....	17
3.7. Users of new and upgraded public digital services, products and processes	19
3.8. Researchers working in supported research facilities	20
3.9. Enterprises supported (of which small – including micro, medium, large).....	22
3.10. Number of participants in education or training	23
3.11. Number of people in employment or engaged in job searching activities	25
3.12. Capacity of new or modernised health care facilities	27
3.13. Classroom capacity of new or modernised childcare and education facilities	28
3.14. Number of young people aged 15-29 receiving support.....	30
4. Annex: Tips and Common issues.....	31
4.1. Reporting Period	31
4.2. Implementation of milestones and targets.....	31
4.3. Stock Vs Flow indicators	32
4.4. Reporting data ONLY from RRF support.....	32
4.5. Estimated data	33
4.6. No data yet or Zero.....	33
4.7. Change request	33
4.8. Gender and age disaggregation	33

1. General principles

All data for the indicators must be collected from **reforms and investments supported by the Facility. This concerns all reforms and investments included in the approved recovery and resilience plans (RRPs)**, irrespective of whether they are partly or fully financed by the RRF or whether they have costs attached to them.

The common indicators will reflect the progress towards the objectives of the Facility under the reforms and investments included in the recovery and resilience plans. A measure can contribute to several common indicators, through all or some of the projects it includes.

A Member State does not have to report on an indicator if none of the reforms and investments of its plan contribute to it. These exceptional cases are agreed with the Commission in the operational arrangements.

The contribution of reforms and investments towards the common indicators is not tied to their milestones and targets and related timelines of completion. This means that as long as the measures supported by the RRF achieve outputs/results and thus contribute to the common indicators, including beyond their target value, this data should be reported in the reporting on the common indicators.

The common indicators reported are generally consistent and coherent with those used for other EU funds. Some indicators are similar to the ones used in the context of the structural funds, and in such cases **the same methodology shall be used by Member States to collect and report** the data for the RRF.

All common indicators are considered to be “Output” or “Result” indicators and aim at tracking the progress towards reaching the objectives of the RRF. While output indicators measure the specific deliverables of an RRF-supported activity or project (e.g., recharging/refuelling points installed, researchers or enterprises benefitting from support), result indicators go beyond output indicators as they seek to capture a change in the situation and its effects to the beneficiaries, such as the population and/or enterprises targeted (i.e. citizens benefitting from additional protection against climate change and natural disasters, people benefitting from new public digital services, or trainings etc.).

Each common indicator has been allocated to the policy pillars under which most measures contributing to the indicator are expected to fall. However, this is purely indicative, and **Member States should report on all relevant measures for each common indicator, even those that are categorised under other policy pillars in their RRP.**

1.1. Reporting period

The reporting shall cover the full period of implementation of the plan. **The reporting shall cover the period as from 1 February 2020 onwards, semi-annually using the cut-off dates of 31 December and 30 June each year.** All Member States with a Council implementing decision (CID) adopted before the respective cut-off dates are required to report on the measures included in this CID during the corresponding reporting round. E.g. *a Member State with a CID adopted in November 2021 means that the Member State is required to report in the February 2022 round on the impact of the measures included in this CID.* For further updates/amendments of the plans, the latest plan that has been adopted by CID by the respective cut-off dates is the basis for the reporting.

The figures to report in August of year N shall represent the outputs/results of the measures **which have been made operational** during the period from January to June of year N and the value reported in February of year N+1 shall represent the outputs/results of the measures **which have been made operational** during the period between July and December of year N. *E.g.: for the year 2022, the bi-annual reporting will occur in August 2022 with a cut-off date in June 2022 and in February of 2023 with a cut-off date in December of 2022.*

The reported value should not reflect progress which is expected to be achieved by the end of the implementation of the RRP (i.e., by the end of 2026). Where no progress has been achieved in a given reporting period, Member States should report 0.

1.2. Estimates on implemented measures

For some indicators there may be a time lag between the time a project is operational, or a reform has entered into force, and the point in time at which their outputs/results are measured. In those cases, Member States have the possibility to use **an estimate**. Should a Member State decide to report an estimate, the methodology used should be provided to the Commission. The aim of providing estimated data is to **report as soon as possible** on the potential achievements on the Scoreboard. Such estimated data should be **revised when the real data is available**.

Therefore, in cases where the real impact can only be measured with a time lag, the performance reporting system is based on a two-staged approach:

- first stage: the Member State provides their best estimates and associated methodological approaches on the potential outputs/results;
- second stage: at each bi-annual reporting period, the estimates provided at the earlier stage should be revised and overwritten with real data wherever possible.

E.g.: the number of new renewable energy facilities created may be estimated when they become operational and revised according to their real and effective production (wind strength/duration, real yearly production of solar panels, etc.). The same applies to the availability of a new public digital service which might potentially be used and best estimated to a relative percentage of the population and revised after a period with the real number of connected users.

1.3. Counting methodology

The counting should **ensure that an entity (person, enterprise) is reported only once per measure for the reporting period, regardless of how many times it receives support** or participates in the particular measure under the Facility, except when indicated otherwise in the indicator. *E.g.: for the use of new education facilities; the indicator shall represent the size of the cohort benefiting from the measure, not the frequency of use.*

However, entities which benefit from different measures under the Facility that pursue different objectives shall be counted separately.

E.g.: a person benefitting from two different training programmes supported under two different measures of an RRP, with the objective of one being to improve digital skills and of

the other being to train for sustainable farming jobs: Here the same person would be reported twice.

Similarly, the measures (or some of its projects) financed by the Facility may provide support over a long period. In these cases, the entity receiving the **support shall be counted once at the first relevant reporting period.**

E.g.: participants shall be counted once per education or training activity followed on the reporting period the person started participating, even if it lasts several years. Conversely, a participant to two different education or training activities should be counted twice (once per training or education activity and/or objective).

1.4. Baseline and accumulation

The initial baseline (i.e. for the first reporting round) shall always be 0. After that and depending on the nature of the indicator, the baseline shall either be:

- adjusted every reporting round to the achieved value of the previous reporting round for **stock (or stock-related) indicators**, or
- reset to 0 every reporting round for **flow indicators**.

The achieved value shall refer to **the outputs/results achieved *due* to the RRP measures implemented *during* the reporting period and not cumulated with previous periods.** The values of the indicators are **submitted through the Commission IT tool (FENIX).** The cumulating will be done by the Commission through FENIX.

1.5. Methodology applied

In order to ensure comparability of the common indicators, Member States shall strictly comply with this guidance document. For each common indicator where the counting requires estimates, or a specific methodological approach that goes beyond what is described in this guidance, the Member State shall inform the Commission. The Member States shall **upload these methodological explications in FENIX.**

The Commission foresees an update of this guidance to build on the experience of the first reporting rounds. This guidance will be downloadable directly from the FENIX interface on common indicators. If you have a question on the common indicators that is not answered by this guidance, please send your question to ECFIN-RRF@ec.europa.eu. All answers will be published in a Q&A document, downloadable on the FENIX interface on common indicators and updated on an ad-hoc basis.

2. Statistical concepts and aggregates

Gender	
Definition	<p>Gender refers to an individual's personal and social identity as a man, woman or non-binary person (a person who is not exclusively a man or a woman).</p> <p>Conceptions of gender vary between cultures, regions and countries. A number of Member States have legal provisions or practices recognising that individuals may not fall into either of the two categories (Man or Woman) or may not wish to be associated with one of them. For these Member States, these individuals shall be recorded as having a “non-binary” gender. Gender can therefore be men, women or non-binary.</p>

Age	
Definition	<p>Age expressed as the number of birthday anniversaries passed on the date of reference. It is the same as the number of completed years lived by a person. There are five age group disaggregates which are 0-17, 18-29, 30-54, 55 and over.</p>

Size of enterprise	
Definition	<p>The enterprise shall be defined as the smallest combination of legal units that is an organisational unit producing goods and services, which benefits from a certain degree of autonomy in decision making, especially for the allocation of its current resources, carrying out one or more activities at one or more locations. An enterprise may be a sole legal unit. Legal units shall include legal persons whose existence is recognised by law independently of the individuals or institutions that may own them or are members of them, such as general partnerships, private limited partnerships, limited liability companies, incorporated companies etc. Legal units shall also include natural persons who are engaged in an economic activity in their own right, such as the owner and operator of a shop or a garage, a lawyer or a self-employed handicrafts person (Commission (Eurostat), based on Council Regulation (EEC) No. 696/93, Section III A of 15.03.1993).</p> <p>For the purpose of the indicators, enterprises shall be defined as profit-oriented organisations that produce goods and services to satisfy market needs. See the classification of enterprises below. This excludes non-profit oriented organisations, while public enterprises that are profit-oriented should be counted.</p>

	The size of the enterprise supported shall be measured at the start of the RRF support.
Classification	If either of the 2 thresholds (employees and self-employed and annual turnover/balance sheet) is exceeded the enterprises shall be categorised in the size category above; (Commission (Eurostat) based on EC Recommendation 2003/361/EC, Annex, Articles 2-3).
Small	Small, including micro, enterprise (0-49 employees and self-employed and annual turnover \leq EUR 10 million or balance sheet \leq EUR 10 million).
Medium	Medium enterprise (50-249 employees and self-employed and annual turnover $>$ EUR 10 million - \leq EUR 50 million or balance sheet $>$ EUR 10 million \leq EUR 43 million).
Large	Large enterprises ($>$ 250 employees and self-employed and turnover $>$ EUR 50 million or balance sheet $>$ EUR 43 million).

3. Common indicators

3.1. Savings in annual primary energy consumption

Indicator code	RRFCI01
Indicator Name	Savings in annual primary energy consumption
Measurement unit	MWh/year
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	<p>Pillar 1 Green transition</p> <p>Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs</p>
Definition and concepts	<p>Total annual primary energy consumption reduction for supported entities due to support from measures under the Facility. The value reported is the primary energy consumption savings (expressed in annual terms) due to measures supported by the RRF and implemented during the reporting period. The aim is to be able to assess the savings that can be achieved on an annual basis thanks to the RRF.</p> <p>For buildings, interventions shall be sufficiently documented to be able to calculate these values, for example by using Energy Performance Certificates or other monitoring systems respecting the criteria as set in Article 10.6 of the Energy Performance of Building Directive (Directive 2010/31/EU). For processes in enterprises, the annual primary energy consumption shall be documented based on energy audits in line with Article 8 of the Energy Efficiency Directive (2012/27/EU), or other relevant technical specifications.</p> <p>Public buildings shall be defined as buildings owned by public authorities and buildings owned by a non-profit organisation, provided that such bodies pursue objectives of general interest such as education, health, environment and transport. Examples include building for public administration, schools, hospitals etc.</p>
Time measurement	Upon completion of output and issuance of the energy performance certificate, energy audit or other relevant technical specification (as defined in the general principles).
Counting methodology	<p>The achieved value should be calculated by subtracting the energy consumption before the intervention by the new energy consumption (either estimated or real) after the intervention.</p> <p>Energy savings of a renovated unit shall only be counted once, upon finalisation of the intervention.</p>
Disaggregation	None.
References	Directive 2010/31/EU of the European Parliament and the Council on the energy

	<p>performance of buildings.</p> <p>Directive (EU) 2018/844 of the European Parliament and of the Council of 30 May 2018 amending Directive 2010/31/EU on the energy performance of buildings and Directive 2012/27/EU on energy efficiency (OJ L 156/75, 19.6.2018)</p> <p>Energy Efficiency Directive (2012/27/EU)</p>
Corresponding Structural Funds indicator(s)	RCR26 Annual primary energy consumption (of which: dwellings, public buildings, enterprises, other)
Notes	This indicator is meant to include the savings in annual primary energy consumption after energy efficiency projects or building renovations to make industrial processes or existing building stock more energy efficient. Therefore, it should not include new buildings.

3.2. Additional operational capacity installed for renewable energy

Indicator code	RRFCI02
Indicator name	Additional operational capacity installed for renewable energy
Measurement unit	MW
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	Pillar 1 Green transition Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs
Definition and concepts	<p>Additional capacity installed for renewable energy due to the support from measures under the Facility, and which is operational (i.e. connected to the grid, if applicable, and fully ready to produce or already producing energy). The value reported is the number produced over the reporting period.</p> <p>Production capacity shall be defined as the “net maximum electrical capacity” as defined by Eurostat as “the maximum active power that can be supplied, continuously, with all plant running, at the point of outlet (i.e. after taking the power supplies for the station auxiliaries and allowing for the losses in those transformers considered integral to the station)”.</p> <p>Renewable energy shall be defined as "energy from renewable non-fossil sources namely wind, solar (thermal and photovoltaic) and geothermal energy, ambient energy, tide, wave and other ocean energy, hydropower, biomass, landfill gas, sewage treatment plant gas, and biogas" in line with Article 2(1) of Directive (EU) 2018/2001. The indicator shall also capture electrolyser capacity for green hydrogen production built up with support by measures under the Facility.</p>
Time measurement	As soon as the production capacity is operational (i.e. ready to produce or already producing energy) as defined in the general principles.
Counting methodology	As defined
Disaggregation	It shall be disaggregated by: <ul style="list-style-type: none"> (i) capacity for renewable energy production and (ii) electrolyser capacity for hydrogen production
References	Eurostat for the definition of production capacity Directive 2018/2001 for the definition of renewable energy
Corresponding Structural Funds indicator(s)	RRC32 Additional operational capacity installed for renewable energy

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3.3. Alternative fuels infrastructure (refuelling/recharging points)

Indicator code	RRFCI03
Indicator name	Alternative fuels infrastructure (refuelling/recharging points)
Measurement unit	Refuelling/recharging points
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF pillars	Pillar 1 Green transition Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs
Definition and concepts	Number of refuelling/recharging points (new or upgraded) for clean vehicles supported by measures under the Facility. The value reported is the number produced over the reporting period. A recharging point shall be defined as an interface that is capable of charging one electric vehicle at a time or exchanging a battery of one electric vehicle at a time. A refuelling point shall refer to a refuelling facility for the provision of alternative fuel through a fixed or a mobile installation. Alternative fuel shall be defined to include fuels or power sources which serve, at least partly, as a substitute for fossil oil sources in the energy supply to transport and which have the potential to contribute to its decarbonisation and enhance the environmental performance of the transport sector and that are in line with Directive 2018/2001.
Time measurement	The refuelling/recharging point shall be counted as soon it is operational (i.e. ready to transfer or already transferring energy) as defined in the general principles.
Counting methodology	As defined
Disaggregation	It shall be disaggregated by: (i) recharging points and (ii) refuelling points. (iii) As part of (ii), hydrogen refuelling points shall be reported separately.
References	Article 29 of Directive 2018/2001 that sets out sustainability and greenhouse gas emissions saving criteria for biofuels, bioliquids and biomass fuels.
Corresponding Structural Funds indicator(s)	RCO59 Alternative fuels infrastructure (refuelling/ recharging points)
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3.4. Population benefiting from protection measures against floods, wildfires, and other climate related natural disasters

Indicator code	RRFCI04
Indicator name	Population benefiting from protection measures against floods, wildfires, and other climate related natural disasters
Measurement unit	Persons
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	Pillar 1 Green transition Pillar 4 Social and territorial cohesion
Definition and concepts	<p>Number of persons living in areas where protection infrastructure (including green infrastructure and nature-based solutions for adaptation to climate change) is built or significantly upgraded due to support by measures under the Facility in order to reduce vulnerability to flood, wildfire and other climate related natural risks (storms, droughts, heatwaves).</p> <p>For wildfire and other climate related natural risks (storms, droughts, heatwaves, etc.), the indicator shall cover protection measures which are clearly localised in high risk areas and which address directly the specific risks, as opposed to more general measures implemented at national or regional level, and where vulnerability to such risks decreases as a result of the supported projects. For floods, the indicator shall count the resident population at risk.</p> <p>The value reported is the number of persons that are living in an area where infrastructure has been built or significantly been upgraded during the reporting period.</p>
Time measurement	The number of persons shall be counted upon the date the infrastructure supported by the measures under the Facility is operational (as defined in the general principles).
Counting methodology	This should be reported for each new infrastructure, regardless of whether it contributes to protecting the same population as another supported infrastructure, since the same population can be subjected to multiple risks.
Disaggregation	None
References	At risk areas and populations are defined in the Climate Adaptation Strategy ¹
Corresponding Structural indicator(s) Funds	<p>RCR35 Population benefiting from flood protection measures</p> <p>RCR36 Population benefiting from wildfire protection measures</p> <p>RCR37 Population benefiting from protection measures against climate related natural disaster (other than flood and wildfires)</p>

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¹ <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2021:82:FIN>

3.5. Additional dwellings with internet access provided via very high capacity networks

Indicator code	RRFCIO5
Indicator name	Additional dwellings with internet access provided via very high capacity networks
Measurement unit	Dwellings
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	Pillar 2 Digital transformation Pillar 4 Social and territorial cohesion
Definition and concepts	<p>Total number of dwellings with access to very high capacity networks, as defined in the BEREC Guidelines on Very High Capacity Networks (BoR (20) 165)¹ that only had access to slower connections or did not have internet access at all before the support by measures under the Facility. As such, it shall also consider 5G network coverage (i.e. 5G fixed wireless access (FWA) in line with the BEREC Guidelines) and upgrades to gigabit speed. The improved internet access must be a direct consequence of the support by measures under the Facility. The indicator shall measure dwellings with the possibility to access and not the actual take-up. Possibility to access means that the service is accessible to the dwelling, notwithstanding whether they subscribe to it or not.</p> <p>A dwelling shall be defined as "a room or a suite of rooms in a permanent building or a structurally separated part of a building which (...) is designed for habitation by one private household all year around" (see Commission (Eurostat)). This shall not be understood as counting the number of rooms of dwellings, but rather that each dwelling is an entity that can contain a household, irrespective of the number of rooms. All private dwellings from studio flats to mansions are covered.</p>
Time measurement	Dwellings shall be counted upon the date they get access to a very high capacity network supported by the measures under the Facility (as defined in the general principles).
Counting methodology	The indicator does not count collective dwellings such as hospitals, old peoples' homes, residential homes, prisons, military barracks, religious institutions, boarding houses, workers' hostels etc.
Disaggregation	None.

¹ These BEREC (Body of European Regulators for Electronic Communications) Guidelines, designed in accordance with Article 82 of the European Electronic Communications Code (EECC), are drafted to provide guidance on the criteria that a network is to fulfil in order to be considered a very high capacity network.

References	<p>BEREC Guidelines on Very High Capacity Networks (BoR (20) 165, adopted on 1.10.2020): Article 2(2) of the European Electronic Communications Code (EECC) currently defines the term ‘very high capacity network’ as follows: “Very high capacity network’ means either an electronic communications network which consists wholly of optical fiber elements at least up to the distribution point at the serving location, or an electronic communications network which is capable of delivering, under usual peak-time conditions, similar network performance in terms of available downlink and uplink bandwidth, resilience, error-related parameters, and latency and its variation”.</p> <p>Eurostat definition of Dwelling: https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Dwelling</p>
Corresponding Structural Funds indicator(s)	RCO41 Additional dwellings with broadband access of very high capacity
Notes	Mobile 5G services cannot fulfil the BEREC performance conditions qualifying them as equivalent to fiber connections and should therefore be excluded from reporting under this indicator. Enterprises or business premises should not be counted under this indicator.

3.6. Enterprises supported to develop or adopt digital products, services and application processes

Indicator code	RRFCIO6
Indicator name	Enterprises supported to develop or adopt digital products, services and application processes
Measurement unit	Enterprises
Type of indicator	Flow
Baseline	0, reset every reporting round
RRF Pillars	Pillar 2 Digital transformation Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs
Definition and concept	Number of enterprises supported to develop or adopt new or significantly upgraded services, products and processes based on digital technologies, due to support by measures under the Facility. This includes advanced digital technologies such as, but not limited to, automation, artificial intelligence, cybersecurity, block chain, cloud and edge infrastructures and data spaces, quantum and high performance computing. Significant upgrades shall cover only new functionalities.
Time measurement	Enterprises shall be counted upon the date they receive support by the measures under the Facility (as defined in the general principles). Specifically, depending on the type of support: <ul style="list-style-type: none"> • Enterprises supported by grants: upon reception of the grant (to note that this approach deviates from the approach applied under the ERDF). • Enterprises supported by financial instruments: For loans and guarantees, first payment from the bank to the final recipient of the underlying loan. For venture capital, first investment from the support in the final recipient. • Enterprises supported with non-financial support: The first time the enterprise received the non-financial support under the measure
Counting methodology	An enterprise shall be counted once per support scheme, even if it lasts several years. An enterprise supported under two <i>different</i> digitalisation schemes should be counted twice – once per digitalisation scheme (as defined in the general principles). It is understood that this indicator is a subset of indicator 9, in the sense that the number reported under this indicator should always be smaller than the number reported under indicator 9.
Disaggregation	It shall be disaggregated by: size of enterprise and separately: <ul style="list-style-type: none"> (i) for enterprises supported to develop digital technologies and solutions and (ii) for enterprises supported to adopt digital solutions to transform their services, products or processes.

References	Definitions of enterprises and their size in the general principles of this guidance.
Corresponding Structural indicator(s) Funds	NA
Notes	

3.7. Users of new and upgraded public digital services, products and processes

Indicator code	RRFCI07
Indicator name	Users of new and upgraded public digital services, products and processes
Measurement unit	Users/year
Type of indicator	Flow
Baseline	0, reset every reporting round.
RRF Pillars	Pillar 2 Digital transformation Pillar 5 Health, Economic Social and Institutional Resilience
Definition and concept	<p>Number of users of the digital public services, products and processes newly developed or significantly upgraded during the reporting period through support by measures under the Facility. Significant upgrades shall cover only new functionalities.</p> <p>Users refer to the clients of the public services and products newly developed or upgraded through support by measures under the Facility, and to the staff of the public institution using the digital processes newly developed or significantly upgraded through support by measures under the Facility.</p>
Time measurement	Upon first connection to the service (as defined in the general principles).
Counting methodology	<p>When reporting takes place more than once a year, Member States should report the number of users for the reporting period covered up to the cut-off date. The data per year will be calculated by the Commission.</p> <p>Counting the same user of an online service several times shall not be considered as double counting, whether individual users can be identified or not.</p> <p>Users of a new/upgraded service should be counted over the period of implementation of the plan in order to capture the uptake.</p>
Disaggregation	None.
References	
Corresponding Structural Funds indicator(s)	RCR11 Users of new and upgraded public digital services, products and processes
Notes	A user can be a physical (individual) or legal entity (enterprise), depending on the type of service and its objective.

3.8. Researchers working in supported research facilities

Indicator code	RRFCI08
Indicator name	Researchers working in supported research facilities
Measurement unit	Annual Full Time Equivalent (FTE)
Type of indicator	Flow
Baseline	0, reset every reporting rounds
RRF Pillars	Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs
Definition and concept	<p>Number of researchers using directly, in their line of activity, the public or private research facility or the equipment for which support by measures under the Facility is awarded. The indicator shall be measured in terms of annual full time equivalents (FTEs), calculated according to the methodology provided in the OECD Frascati Manual 2015.</p> <p>The support must improve the research facility or the quality of research equipment. Replacements without quality increase shall be excluded, as is maintenance.</p>
Time measurement	Researchers (FTE) shall be counted upon the date their facility or equipment receives support by the measures under the Facility (as defined in the general principles).
Counting methodology	<p>Annual FTE of R&D personnel shall be defined as the ratio of working hours actually spent on R&D during a calendar year divided by the total number of hours conventionally worked in the same period by an individual or a group. Therefore, every reporting period Member States should compute the number of hours researchers spent working in the supported facility/using the supported equipment and divide this number by the total number of hours conventionally worked in the same period. The number of hours conventionally worked is determined on the basis of normative/statutory working hours.</p> <p>The R&D vacant positions shall not be counted, neither support staff for R&D (i.e. posts not directly involved in R&D activities). If more researchers are employed in the facility as a direct consequence of the project (i.e. vacant positions filled or new posts created), the new researchers can be counted towards this indicator.</p> <p>By convention a person cannot perform more than one FTE on R&D on a (bi-)annual basis. The number of hours conventionally worked shall be determined on the basis of normative/statutory working hours. A full time person shall be identified with reference to their employment status, the type of contract (full time or part time) and their level of engagement in R&D (see OECD Frascati Manual 2015, Chapter 5.3).</p> <p>One research post (FTE) can only be counted once per reporting period. A researcher (FTE) occupying a post with a multiple year contract should be counted once per reporting period.</p> <p>A research facility may receive support several times, which may serve different researchers. On the other hand, the same researchers should not be counted twice.</p>
Disaggregation	It shall be disaggregated by gender.
References	OECD Frascati Manual 2015 for calculating Annual Full Time Equivalent

<p>Corresponding Structural indicator(s)</p>	<p>Funds RCO06 Researchers working in supported research facilities</p>
<p>Notes</p>	<p>Research facilities are understood as entities whose primary goal is to independently conduct fundamental research, industrial research, and experimental development and to disseminate the results of such activities by way of teaching, publication or knowledge transfer. Examples include universities or research institutes, technology transfer agencies, innovation intermediaries, research-oriented or virtual collaborative entities, and they can be public or private (see also Commission Regulation (EU) 651/2014 declaring certain categories of aid compatible with the internal market in application of Articles 107 and 108 of the Treaty (GBER) (Article 2 (83)) - Definitions for Aid for research and development and innovation).</p>

3.9. Enterprises supported (of which small – including micro, medium, large)

Indicator code	RRFCIO9
Indicator name	Enterprises supported (of which small – including micro, medium, large)
Measurement unit	Enterprises
Type of indicator	Flow
Baseline	0, reset every reporting round
RRF Pillars	Pillar 3 Smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs
Definition and concept	<p>The indicator shall count all enterprises that receive monetary or in-kind support by measures under the Facility (as defined in the general principles).</p> <p>Examples of non-financial support include services such as (non-exclusive list): advisory services (consulting assistance and training for the exchange of knowledge and experience etc.) or support services (provision of office space, websites, data banks, libraries, market research, handbooks, working and model documents etc.). One-off interactions (ex: phone calls for information requests) are not included.</p>
Time measurement	<p>Enterprises shall be counted upon the date they receive support by the measures under the Facility. Specifically, depending on the type of support:</p> <ul style="list-style-type: none"> • Enterprises supported by grants: upon reception of the grant (to note that this approach deviates from the approach applied under the ERDF). • Enterprises supported by financial instruments: For loans and guarantees, first payment from the bank to the final recipient of the underlying loan. For venture capital, first investment from the support in the final recipient. • Enterprises supported with non-financial support: The first time the enterprise received the non-financial support under the measure
Counting methodology	<p>An enterprise shall be counted once per support scheme, even if it lasts several years. An enterprise supported under two <i>different</i> support schemes should be counted twice – once per support scheme (as defined in the general principles).</p> <p>It is understood that this indicator encompasses indicator 6. The number reported under this indicator should always exceed the one reporting under indicator 6.</p>
Disaggregation	It shall be disaggregated by size of enterprise.
References	Definitions of enterprises and their size on the general principles of this guidance.
Corresponding Structural Funds indicator(s)	RCO01 Enterprises supported (of which: micro, small, medium, large)
Notes	

3.10. Number of participants in education or training

Indicator code	RRFCI10
Indicator name	Number of participants in education or training
Measurement unit	Persons
Type of indicator	Flow
Baseline	0, reset every reporting round
RRF Pillars	Pillar 2 Digital transformation Pillar 4 Social and territorial cohesion Pillar 6 Policies for the next generation
Definition and concept	<p>The indicator shall take into account the number of newly engaged participants to education (ISCED 0-6, ISCED 7-8, adult/lifelong learning) and training activities (off-the-job/in-the-job training, continuous vocational education and training, etc.) supported by measures under the Facility, including participants to digital skills trainings. It shall therefore be collected and reported on by i) participants in education or training, and of those, ii) participants in digital skills training.</p> <p>“Newly engaged” means that in case of education or training programme that already existed and have been improved by the RRF, only participants joining after the RRF support shall be counted.</p> <p>In line with Annex VII of the RRF Regulation displaying the digital tagging under the Facility, digital skills training is to be understood within the meaning of intervention field 108 (Support for the development of digital skills), which states: “This refers to digital skills at all levels and includes: highly specialized education programmes to train digital specialists (that is technology focused programmes); training of teachers, development of digital content for education purposes and relevant organisational capabilities. This also includes measures and programmes aimed at improving basic digital skills.”</p>
Time measurement	Participants shall be counted upon entering the education or training activity in supported projects by the Facility.
Counting methodology	Participation shall be counted once per education or training activity, even if it lasts several years. Additionally, a participant to two <i>different</i> education or training activities should be counted twice – once per training or education activity (as defined in the general principles).
Disaggregation	<p>It shall be disaggregated by:</p> <ul style="list-style-type: none"> i) participants in education or training <ul style="list-style-type: none"> a. Gender b. Age ii) as part of the (i), participants in digital skills training shall be reported separately <ul style="list-style-type: none"> a. Gender b. Age
References	ISCED is the reference international classification for organising education programmes and related qualifications by levels and fields. ISCED 2011 (levels of education) has been

	<p>implemented in all EU data collections since 2014. ISCED 2011 has nine education levels, from level 0 to level 8 (tertiary education is more detailed):</p> <ul style="list-style-type: none"> • ISCED 0: Early childhood education ('less than primary' for educational attainment) • ISCED 1: Primary education • ISCED 2: Lower secondary education • ISCED 3: Upper secondary education • ISCED 4: Post-secondary non-tertiary education • ISCED 5: Short-cycle tertiary education • ISCED 6: Bachelor's or equivalent level • ISCED 7: Master's or equivalent level • ISCED 8: Doctoral or equivalent level <p>Persons in training encompasses the classifications of learning activities defined by Eurostat, as in the Manual on classification of learning activities (CLA)². These include formal and non-formal education and as defined in the adult education survey (AES³). Regulation (EU) 2021/241 Annex VII, Intervention field 108 Support for the development of digital skills</p>
Corresponding Structural Funds indicator(s)	EECR02 Participants in education or training upon leaving
Notes	

² <https://ec.europa.eu/eurostat/en/web/products-manuals-and-guidelines/-/ks-gq-15-011>

³ [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Adult Education Survey \(AES\) methodology#Coverage and mandate](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Adult_Education_Survey_(AES)_methodology#Coverage_and_mandate)

3.11. Number of people in employment or engaged in job searching activities

Indicator code	RRFCI11
Indicator name	Number of people in employment or engaged in job searching activities
Measurement unit	Persons
Type of indicator	Flow
Baseline-	0, reset every reporting round
RRF Pillars	Pillar 3 Smart, sustainable and inclusive growth Pillar 4 Social and territorial cohesion
Definition and concept	<p>Unemployed or inactive persons who have received support by measures under the RRF, and who are in employment, including self-employment, or who were inactive when receiving that support and who are newly engaged in job searching activities, immediately after receiving that support. This covers three aggregates:</p> <ul style="list-style-type: none"> • people that previously were in unemployment, received support by measures under the RRF and then changed status to employment; • people that previously were outside the labour force (inactive), received support by measures under the RRF and then changed status to employment; • people that previously were outside the labour force (inactive), received support by measures under the RRF and then changed status to unemployment. <p>"Engaged in job searching" shall be defined to include persons usually without work (i.e. without a job, but potentially engaged in unremunerated work – such as volunteering activities), immediately available for work and actively seeking work (i.e. a job), as per the definition of "Unemployed" laid down in the EU regulation for the EU Labour Force Survey. In addition, persons who have newly registered with the public employment services as jobseeker shall always be counted as engaged in job searching, even if they are not immediately available for work.</p> <p>For the purpose of this guidance "Unemployed" are persons without a job, available for work and engaged in job searching activities. In addition, persons considered as registered unemployed according to national definitions are always included here even if they do not fulfil all three of these criteria. Inactive are persons currently not part of the labour force (in the sense that they are not employed or unemployed according to the definitions provided).</p>
Time measurement	Persons shall be counted upon the starting date of their activity (searching or employment).
Counting methodology	One person can only be reported once over the reporting period (as defined in the general principles). An individual can however be reported in another reporting period even if it has been reported in a previous one, if the individual has benefited from an additional support from RRF and has transitioned to employment or searching activity.
Disaggregation	It shall be disaggregated by gender and age.
References	§18 and §20 in Directorate-General for Employment, Social Affairs and Inclusion, Labour market policy (LMP) statistics – Methodology 2018

<p>Corresponding Structural indicator(s)</p>	<p>Funds EECR04 Participants in employment upon leaving EECR01 Participants engaged in job searching activities upon leaving</p>
<p>Notes</p>	<p>For the data collection of this indicator, the same principles as under structural funds (ESF+) should be applied: “immediately after receiving the support” means that the indicator captures the situation immediately (or, within 4 weeks) after the participants leave the supported operation. The exit date does not need to coincide with the full implementation of the operation in which the reported person participated. Only results that have manifested themselves within this 4-week period should be recorded.</p>

3.12. Capacity of new or modernised health care facilities

Indicator code	RRFCI12
Indicator name	Capacity of new or modernised health care facilities
Measurement unit	Persons / year
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	Pillar 4 Social and territorial cohesion Pillar 5 Health, Economic Social and Institutional Resilience
Definition and concept	<p>The maximum annual number of persons that can be served by a new or modernised health care facility due to support by measures under the Facility at least once during a period of one year.</p> <p>Modernisation shall not include energy renovation or maintenance and repairs. Healthcare facilities shall include hospitals, clinics, outpatient care centres, specialized care centres etc.</p> <p>Measures contributing to this indicator do not necessarily aim to increase the capacity of healthcare facilities, but rather contribute to improving healthcare systems through new building construction or the modernisation of existing ones.</p>
Time measurement	When the respective medical services of the new or modernised healthcare infrastructure supported by the Facility are operational (as defined in the general principles).
Counting methodology	The capacity of one new or newly modernised medical service or healthcare infrastructure should only be reported once, when it is first operational.
Disaggregation	None.
References	NA
Corresponding Structural Funds indicator(s)	RCO69 Capacity of new or modernised health care facilities
Notes	Modernisation can cover digitalisation as long as the digitalisation relates directly to the facility itself and/or its adjustment to accommodate new digital tools.

3.13. Classroom capacity of new or modernised childcare and education facilities

Indicator code	RRFCI13
Indicator name	Classroom capacity of new or modernised childcare and education facilities
Measurement unit	Persons
Type of indicator	Stock
Baseline	Initially 0, subsequently adjusted to the achieved value of the previous reporting round
RRF Pillars	Pillar 4 Social and territorial cohesion Pillar 6 Policies for the next generation
Definition and concept	<p>Classroom capacity in terms of the maximum number of places in the new or modernised early childhood education and care and maximum number of pupils/students who can be enrolled in and use the education facilities (ISCED 0-6, ISCED 7-8) due to support by measures under the Facility. Classroom capacity shall be calculated in accordance with national legislation, but it shall not include teachers, parents, auxiliary personnel or any other persons who may also use the facilities.</p> <p>Early childhood education and care facilities such as crèches and pre-schools shall refer to those designed for children from birth to the start of primary education (ISCED 0). Education facilities shall include schools (ISCED 1-3, ISCED 4) and higher education facilities, incl. universities (ISCED 5-6, ISCED 7-8). The indicator shall cover childcare or education facilities that are newly built or modernised (for example, for increasing hygiene and safety standards), and modernisation shall not include energy renovation or maintenance and repairs.</p> <p>Measures contributing to this indicator do not necessarily aim to increase the classroom capacity of childcare and education facilities, but rather contribute to improving education systems through new building construction or the modernisation of existing ones.</p>
Time measurement	When the respective classroom of the new or modernised education infrastructure supported by the Facility is operational (as defined in the general principles).
Counting methodology	The capacity of one new or newly modernised classroom or education infrastructure should only be reported once, when it is first operational.
Disaggregation	None

References	<p>ISCED is the reference international classification for organising education programmes and related qualifications by levels and fields. ISCED 2011 (levels of education) has been implemented in all EU data collections since 2014. ISCED 2011 has nine education levels, from level 0 to level 8 (tertiary education is more detailed):</p> <ul style="list-style-type: none"> • ISCED 0: Early childhood education ('less than primary' for educational attainment) • ISCED 1: Primary education • ISCED 2: Lower secondary education • ISCED 3: Upper secondary education • ISCED 4: Post-secondary non-tertiary education • ISCED 5: Short-cycle tertiary education • ISCED 6: Bachelor's or equivalent level • ISCED 7: Master's or equivalent level • ISCED 8: Doctoral or equivalent level
Corresponding Structural Funds indicator(s)	RCO66 Classroom capacity of new or modernised childcare facilities RCO67 Classroom capacity of new or modernised education facilities
Notes	Modernisation can cover digitalisation as long as the digitalisation relates directly to the facility itself and/or its adjustment to accommodate new digital tools.

3.14. Number of young people aged 15-29 receiving support

Indicator code	RRFCI14
Indicator name	Number of young people aged 15-29 receiving support
Measurement unit	Persons
Type of indicator	Flow
Baseline	0, reset every reporting round
RRF Pillars	Pillar 6 Policies for the next generation
Definition and concept	The number of young persons aged 15-29 years old receiving monetary or in-kind support by measures under the Facility. Support shall be counted per measure granting support, even if it lasts several years.
Time measurement	Participants shall be counted upon the date they receive support by the measures under the Facility (as defined in the general principles).
Counting methodology	A young person shall be counted once per support received/measure, even if it lasts several years. Additionally, a young person supported under two <i>different</i> schemes should be counted twice – once per support scheme (as defined in the general principles). It is understood that this indicator could include persons supported under indicators 10 and 11. The numbers reported under the age bracket 18-29 for indicators 10 and 11 should always be smaller than the number reported for this indicator.
Disaggregation issues	The indicator shall be disaggregated by gender.
References	NA
Corresponding Structural Funds indicator(s)	EECO07 Participants aged 18-29 years
Notes	Social housing/education/training/employment support/etc. are considered as in-kind support under this indicator.

4. Annex: Tips and Common issues

The common indicators are designed to reflect the progress towards the objectives of the Facility under the reforms and investments included in the recovery and resilience plans (RRPs). Ensuring the quality and reliability of the common indicator reporting requires a joint effort by the Commission and Member States. The data reporting is ‘owned’ by the Member States. When reporting, we encourage Member States to ensure that data submitted is reliable and plausible, cross-checking with their knowledge of the implementation of the plan. The Commission may request Member States to provide clarifications on the plausibility of reported indicators. Common examples of plausibility issues include dramatic increases/decreases in values from one reporting round to the next; values covering a very high percentage of the population; use of incorrect units of input.

For specific questions in relation to the common indicators, please do not hesitate to reach out directly to ECFIN-RRF@ec.europa.eu. The Commission will provide written explanations and answers to such questions via email.

Below, we outline some issues frequently encountered, and provide tips and suggestions to support Member States in improving the quality of common indicator reporting. Please note that further complementary information is available in the Statistical guidance for Member States, the Q&A document, and the sections of the FENIX manual relating to the bi-annual reporting on common indicators (all are downloadable in FENIX).

4.1. Reporting Period

As per the RRF Regulation, reporting occurs each February and August and covers data collected during the preceding semester. For example, data submitted in the February 2024 reporting round should only include data of interventions where outputs and results were achieved and/or have become operational between July 1st – December 31st 2023, and data submitted in the August 2024 reporting round should only include data from January 1st – June 30th 2023. Delegated Regulation (EU) 2021/2106 sets out the deadlines for the reporting on the common indicators on 28 February and 31 August each year. The respective reporting rounds are therefore opened in FENIX from 1st - 28/29th February and from 1st- 31st August.

4.2. Implementation of milestones and targets

The purpose of the common indicators is to reflect concrete progress with respect to the implementation of the plans. In some cases, Member States have reported data on what is expected to be achieved in line with the provisional timeline in the CID Annex and not necessarily what has been achieved on the ground during the reporting period. As per the guidance on common indicators, data reported for the common indicators should only include RRF-supported interventions once they are completed or, in the case of infrastructure, once it is operational. Importantly, the reported value should not reflect progress which is expected to be achieved by the end of the implementation of the RRPs (i.e., by the end of 2026). Where no progress has been achieved in a given reporting period, Member States should report 0.

Ensuring that data is only reported when measures are completed or operational is also one of the recommendations of the European Court of Auditors' special report on the performance monitoring framework of the RRF.

4.3. Stock Vs Flow indicators

7 indicators are defined as stock indicators and a further 7 as flow indicators. Stock indicators are cumulative and therefore increase over time. The baseline for the stock indicator in the first reporting round is 0. Member States should ONLY report incremental values in each reporting round. FENIX will generate a new cumulated value for each round which will be equal to the sum of the previous baseline and incremental value reported. FENIX will bring this new cumulated value forward and display it as the new baseline value in the subsequent reporting round. Member States therefore do not need to report cumulative values. An example of a stock indicator is *CI-02 on additional renewable energy capacity measured in MW capacity installed*.

Flow indicators relate to the performance within the given 6-month reporting period ONLY and may therefore fluctuate quite a bit between rounds. The baseline is displayed as 0 in every reporting and no cumulative values are displayed. An example of a flow indicator is *CI-06 on enterprises supported to develop or adopt digital products, services and processes*.

Some indicators have been mistakenly reported in the past as stock indicators rather than flow indicators (e.g. CI-07 and CI-09). For example, some Member States have reported cumulative figures for CI-07 - Users of new and upgraded public digital services, products and processes.

Stock Indicator	Flow Indicator
CI-01: Savings in annual primary energy consumption	CI-06: Enterprises supported to develop or adopt digital products, services and processes
CI-02: Additional operational capacity installed for renewable energy	CI-07: Users of new and upgraded public digital services, products and processes
CI-03: Alternative fuels infrastructure (refuelling/recharging points)	CI-08: Researchers working in supported research facilities
CI-04: Population benefiting from protection measures against floods, wildfires, and other climate related natural disasters	CI-09: Enterprises supported (of which: small – including micro, medium, large)
CI-05: Additional dwellings with internet access provided via very high-capacity networks	CI-10: Number of participants in education or training
CI-12: Capacity of new or modernised health care facilities	CI-11: Number of people in employment or engaged in job searching activities
CI-13: Classroom capacity of new or modernised childcare and education facilities	CI-14: Number of young people aged 15-29 receiving support

4.4. Reporting data ONLY from RRF support

The common indicators are designed for the purpose of monitoring and evaluating progress under the Facility towards the achievement of the general and specific objectives. As such only progress achieved through the support of the RRF should be included in the data submitted for the common indicators. This includes all measures in the RRFs, irrespective of whether they are fully or partially financed by the RRF or have no estimated costs attached to them.

There is a risk in some cases that the impact of the RRF may be overstated via the common indicators if data submitted reflects total progress in the country towards a goal rather than only the

progress made through RRF support. For example, *CI-03 on Alternative fuels infrastructure or CI-05 on Additional dwellings with internet access provided via very high-capacity networks*.

4.5. Estimated data

Where real data is not (yet) available, Member States should endeavour to provide estimates. When providing estimates, Member States **MUST** (i) tick the box marked “estimated value” in FENIX, **AND** (ii) upload a document outlining the estimation methodology and calculations. This document should contain an appropriate level of detail and be clearly understandable.

Clicking ‘estimated value’ will allow the possibility for the Member State to update the data independently at a later date via a change request.

4.6. No data yet or Zero

If the measure has not produced any tangible results in the reporting period, Member States should report the value 0.

If implementation is ongoing and tangible results have been produced in the reporting period but data is not yet available because, for instance, there is a time lag in the data collection, Member States should tick the box ‘no data yet’.

Clicking ‘no data yet’ will allow the possibility for the Member State to update the data independently at a later date via a change request.

4.7. Change request

If the boxes ‘No data yet’ or ‘Estimated value’ have been ticked in a specific round, the reported values can be updated by the Member State at any time.

As soon as real data becomes available, Member States should proactively introduce a ‘change request’ in FENIX, by selecting the relevant indicator and reporting period and by clicking “Add change request.” The change request should include the new value and a justification or comment in the field text field to provide an explanation if necessary.

4.8. Gender and age disaggregation

As per the RRF Regulation, Recovery and Resilience Plans are expected to contribute to and mainstream gender equality and equal opportunities across all objectives. To this end, a number of common indicators feature a gender disaggregation i.e., CI-08, CI-10, CI-11, CI-14 and additionally an age disaggregation i.e. CI-10 and CI-11

Where real data on gender or age disaggregation is not available, Member States should provide estimated values per gender and age group, following the same procedure as outlined above for reporting estimates. It is important that the estimation methodology is plausible and where feasible not a simple estimate based on gender balance or age cohorts in general population e.g. the overall gender balance in research institutes across the Member State could be used.