

RRF common indicators – Q&A

This Q&A document intends to complement the guidance on the RRF common indicators with more specific and targeted information. It is a living document and will be updated continuously as new questions are addressed.

This Q&A document was updated on 05 September 2023.

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General

Scope

Q: What is the latest possible reporting period for general indicators? Is it possible to report after the end of the RRF implementation?

A: Implementation of the reforms and investments shall be completed by 31 August 2026. Therefore, the last reporting period is expected to be in February 2027.

Q: Is there an expectation that targets will also be set for sub-indicators?

A: Common indicators under the RRF do not have targets to reach, neither at global nor at disaggregated levels.

Q: What is the specific extent of underlying data that we need to document?

A: For each common indicator where the counting requires estimates, or a specific methodological approach that goes beyond what is described in the guidance note, the Member State shall inform the Commission. The Member States shall upload these methodological explications in FENIX.

Q: Do MS also have to report on common indicators for reforms or investments included in the RRP, where they are not receiving any money from the RRF (either because they have no cost, or are financed with national or other EU funding sources)?

A: All data for the indicators must be collected from reforms and investments supported by the Facility. From the moment a reform or an investment is included in the RRP (irrespective of its funding source), it is considered to be supported by the Facility, and it has to abide by all the requirements of the RRF Regulation, including having milestones and targets and being included in the reporting on the common indicators.

Reporting modalities

Q: Do the authorities have to keep reporting indicators for measures, even if targets haven been met prematurely?

A: 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 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.

Q: Could you also please confirm that indicators are mandatory for reforms that are nationally funded?

A: As per the common indicators guidance, data for the common indicators must be collected from all reforms and investments included in the approved recovery and resilience plans, irrespective of their source of funding. From the moment they form part of the plan and contributed to its positive assessment, they should be reported on.

Q: Do Member States need to provide an overview of the different projects that contribute to the individual indicator in the comment/methodology section of FENIX?

A: It is not necessary to list all underlying projects (although we welcome any information that help understanding how the authorities reached the reported number). However if estimates or particularities in the counting are introduced, this shall be explained in detail.

Q: Is it necessary to comment on the specified value if it is 0 or it is enough to write value „0“? For this first round, most common indicators value will be 0.

A: If the achieved value of a common indicator for now is 0, there is no need to comment although you can upload any methodology you are/will be using to compute the data already in this first reporting round. However, the RRF is meant to support measures starting from February 2020 and there must therefore already be data to report at least on those measures that have been implemented over the last two years. We would therefore advise that you take another look at the available data.

Q: When should we use check boxes „No data yet“, „Estimated value“?

A: There are four scenarios for reporting on the common indicators:

- For the measures contributing to the common indicators, you have the real data available and report it in FENIX (ideal scenario).
- In some cases, you may wish to report estimated values and revisit them in later reporting rounds, or you may only have estimates available. For these cases, you should tick the “Estimated value” box, which allows for a future update of the reported value for the period concerned, if you wish to include the real data instead.
- If due to a time lag, the data is not yet available, but you know that there will be data available for the concerned reporting period to report later, you can indicate this by checking the box “No data yet”.
- Should there be no data to report with no foreseen update (i.e. in those cases where measures contributing to the common indicator will only start later in the implementation timeline), you should indicate 0 and not tick the “Estimated value” box.

Q: In which language should the documents justifying the achievement of the indicator be provided?

A: The uploaded documents should ideally be in English.

Q: Could you please elaborate on what documents are needed to prove the achievement of the common indicator?

A: Methodological document explaining how the data was collected, especially when using estimates, are the type of documents that is expected as justification.

Q: Are there any plans to provide any feedback on the data provided?

A: The following weeks after the end of the reporting round will be used by Commission services to check the data and contact Member States bilaterally in case of doubts or questions.

Q: What is exactly meant with „when measures have been made operational“ / „time a project is operational“?

A: In practice, “when the measures have been made operational” means that, for example, the new school building has been built (but it does not mean that e.g. teaching already has to have started), or the new education reform has entered into force

Q: If we do not have data on certain indicators as the investments are not yet finished, can we report 'not applicable' instead of zero? (It would be preferable).

A: There are two cases possible:

- In case the measure is being implemented but the data has not yet been gathered at the time of the reporting, the Member State may:
 - either estimate the data for the first reporting round and review it at the next round with real figures
 - or report zero and tick the box in the FENIX interface that the data is not yet available and will be added in the next reporting round.
- In case there is no data on this indicator for this reporting round because the underlying investment is not yet implemented at the time covered by the reporting period, MS should indicate 0 until such time as data can start being reported.

Reporting 'not applicable' is not the correct answer in this case and is not an option in the FENIX interface. The applicability of common indicators is decided jointly with the Commission in the context of negotiating the Operational arrangements. It cannot be decided unilaterally by a Member State.

Q: Should the data be completed measure by measure (for instance on the model of the green expenditure reporting?) or should we only report data that are already aggregated for these 14 indicators? Testing the interface will surely allow us to better understand the expectations.

A: The data should be provided at the level of the plan, meaning that the data is collected for all measures and is then being reported in the form of an aggregated number. There should be no project/measure specific disaggregation in the reporting.

Q: Is it always needed to attach evidence to the achievement of indicators (documents)?

A: We do not require evidence in a strict sense, just a document explaining the background of the methods used to calculate the numbers provided, for example details on estimation methods.

Estimates

Q: What should be done if a measure contributes to an indicator but no concrete data is available, only general statistics? These data will not be available in the future either.

A: In those cases where no concrete data is available nor will it be available in the future, we also invite MS to provide estimates of the achieved results. This can be done by ticking the "Estimated value" tick box in FENIX. When Member States provide estimated data, they should also provide a methodological explanation in FENIX of how this estimate is calculated.

Q: Could you provide more clarification on when the Member State would opt for the estimate? We see the example used in the guidance, however, there can be several measures where the estimate needs to be used because the data is for example not yet collected (e.g a call on educational training has been open, some trainings may have even already been provided but the data proving the number of trained persons have not been yet counted and collected). Would this example also fall under the need to use the estimate?

A: Estimates may be used for any indicator as soon as the reform or investment is fully operational but its real impact cannot be measured on the reporting period. The example with the number of trained persons fall under this category as soon as the methodology used is fully described (example based on average success rate of similar training in the past).

Q: The guidance expect the Member State to revise the estimated data during the bi-annual reporting period – does it mean that the data will be revised on a different time base than the common indicator reporting since the bi-annual reporting has different deadlines than the common indicator reporting?

A: The data shall be updated at each reporting round of the common indicators, each year by 28 February and 31 August. When revising estimated data, this should be done on the basis of more accurate ‘real’ data relating to the same time base as the ‘old’ data.

Q: If the Member State does not have the real data during the next bi-annual reporting period, can the MS revise the data at the later stage?

A: Yes, Member States have the possibility to use estimates until the real data is available. This can take a few reporting rounds, and does not have to be at the next one. The real data for the indicators becomes immutable.

Q: Can you give us more clarity on the methodology that needs to be provided to the Commission on the estimates used. Is there any more information on how detailed the methodology should be? Would the commission provide any template on this? Is it expected from the Member State to send the methodology in advance for the Commission to agree on the approach used so that we can avoid any later complications? Would the methodology be assess by the Commission too?

A: The methodology should contain a narrative on the methodological choices with the justification and similarity with the reporting done on the corresponding indicator(s) in the context of other EU funds, the formula and example of data. The Commission will be analysing the data reported by Member States at the end of each reporting round and will contact Member States bilaterally if clarifications are needed on individual indicators and/or methodologies. At this stage, the Commission does not foresee the publication of a template.

Disaggregation

Q: We are finding problems when reporting disaggregated data for certain common indicators. It is likely that at least for this first round of reporting we will not be in a position to report disaggregated data for some indicators. How does the Commission intend to approach this problematic? How will you report non-disaggregated data in the scoreboard?

A: In case the reporting requirements imposed on recipients of Union funding is not yet fully in place before the first reporting round, the Member State may estimate the proportion related to each disaggregated data for the first reporting round and review it at the next round with real figures.

Publication of the data

Q: What is the expected date of release to the public of the indicators that we report?

A: The reporting for the update of the common indicators shall take place each year by 28 February and 31 August. The Commission subsequently intends to update the Recovery and Resilience Scoreboard website by April and October.

Audit

Q: Is there any specific audit or revision by the EC on the system for data collection and estimation foreseen?

A: In implementing the Facility, the Member States, as beneficiaries of funds under the Facility, shall take all the appropriate measures to protect the financial interests of the Union. To this effect, the Member States shall provide an effective and efficient internal control system. The summary of the audits carried out, including weaknesses identified and any corrective actions taken, shall accompany the request for payments.

The system for data collection of the common indicators has just been established and first data is being provided by Member States. The Commission may decide to revise certain provisions after each reporting round, if this improves the effectiveness and efficiency of the data collection process.

An efficient monitoring system should be established by Member States in order to match the reporting requirements of the RRF Regulation, and the common indicators are one of them. However, the Commission is currently not planning to audit nor verify the correctness of the information provided via FENIX concerning the common indicators reporting.

Q: Microdata: Is it necessary to keep them and document them in preparation for a future audit?

A: An efficient monitoring system should be established by Member States in order to match the reporting requirements of the RRF Regulation, and the common indicators are one of them. We therefore suggest to store all data used to report on the common indicators. However, the Commission is currently not planning to audit nor verify the correctness of the information provided via FENIX concerning the common indicators reporting.

RRFCI 1 - Savings in annual primary energy consumption

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, as they cannot be considered as savings because there was no building before the new construction took place.

Regarding savings in complex partial renewal projects, the methods set in Article 10.6 of the Energy Performance of Building Directive can be used as a guideline, and Energy Performance Certificates or other monitoring systems respecting the criteria mentioned therein can be used to calculate the values. An energy audit can also be used, where the auditor will prepare a technical report with the savings achieved.

RRFCI 2 – Additional operational capacity installed for renewable energy

For the conversion of tons (ton of oil equivalent) to MWh, please use the conversion proposed by Eurostat: [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Tonnes_of_oil_equivalent_\(toe\)](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:Tonnes_of_oil_equivalent_(toe)).

RRFCI 3 – Alternative fuels infrastructure (refuelling/recharging points)

RRFCI 4 – Population benefiting from protection measures against floods, wildfires, and other climate related natural disasters

In order to be eligible, the funded project shall be located in an area identified as high-risk in terms of natural disaster. Regarding the identification and counting methodology of the population benefiting from the protection against flood, the Commission advises Member States to check how they report under the corresponding indicators in the ERDF framework. Typically, an estimate of the population living in the newly protected area could be used, in so far as the methodology to arrive to the estimate is described and sent to the Commission in FENIX.

The definition for wildfire measures specifies that the indicator shall cover “protection measures, which are clearly localised in high risk areas and which address directly the specific risks”. Therefore, and in line with the description of the corresponding structural funds indicator RCR 36, “Population benefiting from wildfire protection measures”, referring to supported projects that decrease vulnerability to wildfires, the population that would benefit from these protection measures should be counted under this common indicator, provided that they are clearly localised in high risk areas and which address directly the specific risks.

RRFCI 5 – Additional dwellings with internet access provided via very high capacity networks

The BEREC Guidelines set out the criteria that need to be applied when defining what can be considered a VHCN. Mobile 5G services cannot fulfil the BEREC performance conditions qualifying them as equivalent to fibre connections and should therefore be excluded from reporting under this indicator. What the Guidance refers to is rather 5G Fixed Wireless Access (FWA) acting as a substitute to fibre.

RRFCI 6 – Enterprises supported to develop or adopt digital products, services and application processes

The guidance states that an enterprise supported under two different digitalisation schemes should be counted twice – once per digitalisation scheme (as defined in the general principles). In view of displaying comparable figures between all Member States, the reporting shall be followed strictly and differentiate the digitalisation schemes in the counting.

In case the reporting requirements imposed on recipients of Union funding is not yet fully in place before the first reporting round, the Member State may estimate the proportion related to

each digitalisation scheme for the first reporting round and review it at the next round with real figures.

RRFCI 7 – Users of new and upgraded public digital services, products and processes

Users do not have to be identified, one could count the number of connections; if this is not possible, please provide an explanation of the reason why.

A user can be a physical (individual) or legal entity (enterprise), depending on the type of service and its objective.

In the case of a service targeted at legal entities, the counting should be based on one user per entity. For instance: If the registration of the accounting balances is digitalised, only the accountant or representatives of this team effectively using the digital service inside the company should be counted.

In case of a service targeted at facilitating the work of employees within enterprises, the counting should be based on one user per employee using the service. For instance: should the organisation of meetings with public authorities be digitalised, the number of employees using the service within the company would be counted.

The size of the company should not be taken into account for the counting.

In case of pupils or students receiving loose electronic equipment (such as tablets or digital eEducation services), they can be understood as users of new (or upgraded) digital products and therefore, this would be covered by common indicator 7.

RRFCI 8 – Researchers working in supported research facilities

Common indicator 8 aims to capture the support to researchers using the equipment for which support by measures under the RRF is awarded. As such, also external researchers using the research equipment can be counted, provided that the equipment in question is used directly in their line of activity.

Please note in this context that 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. 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.

Any individual researchers (converted to full time equivalent) benefiting from the new/modernised facility or the quality of research equipment is eligible, even if the research facility is inside a hospital.

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).

The term researcher should be understood to comprise personnel directly involved in R&D activities, and as such 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).

RRFCI 9 – Enterprises supported (of which small – including micro, medium, large)

Hiring subsidies provided to enterprises primarily aim to benefit the jobseeker/person employed and not the enterprise itself. As such, any measures providing hiring subsidies to enterprises should be reported under common indicator 11 (Number of persons in employment or engaged in job searching activities), i.e. every person that has received a job offer due to the hiring subsidy.

Unless enterprises are the direct focus of the tender (such as in the case of financial instruments to support SMEs, or in the case of support to digitalise that you mention), the awarding of public tender cannot be considered as a support from the Facility. It is considered as a standard public procurement procedure.

The following time measurement rules apply under this indicator and indicator 6:

- Enterprises supported by grants: upon reception of the grant.
- 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.

Kindergartens can be counted as enterprise if and only if they fulfil the following conditions:

- They are profit oriented organisations that produce goods and services to satisfy market needs.
- They benefit from a certain degree of autonomy in decision making, especially for the allocation of their current resources.

Indicator 13 might in fact be better placed to cover investments into Kindergartens under the RRF.

Non-profit organisations are not eligible as mentioned in the guidance document and delegated act. This applies to both indicator 9 and 6.

However, non-profit organisations could be covered under indicator 7 if applicable to the measures in question.

For public companies, the definition of enterprises as profit-oriented organisations that produce goods and services to satisfy market needs still applies. The ownership structure or having public

obligations does not preclude an organisation from being an enterprise. A (partially) state owned telecommunications company that acts in a market-oriented manner for profit would constitute an enterprise, an organisation which is part of the government and provides services or products without profit orientation would not.

RRFCI 10 – Number of participants in education or training

In case of pupils or students receiving loose electronic equipment (such as tablets or digital eEducation services), they can be understood as users of new (or upgraded) digital products and therefore, this would be covered by common indicator 7.

Any individual (men, women or non-binary) attending the training or education level is eligible to this indicator. Teachers delivering the training should not be included in this indicator. However, when the teachers attend a training targeted at them or an education activity, they become participants and should be counted. People in employment attending training are also included, since the indicator covers both education (all education levels) and training (including adult learning).

The indicator shall be collected and reported on by actual participants in education or training and not potential participants (e.g., the whole trained workforce). In the case of education or training programmes that already existed and have been improved by the RRF, only participants joining after the RRF support shall be counted.

RRFCI 11 – Number of people in employment or engaged in job searching activities

For the data collection of indicator 11, 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.

RRFCI 12 – Capacity of new or modernised health care facilities

Investments creating new ICU places in existing hospitals are counted under this indicator.

For indicators 12 and 13, “modernization” can cover digitalisation as long as the digitalisation relates directly to the facility itself and/or its adjustment to accommodate new digital tools. If the investment relates to e.g. loose electronic equipment such as tablets or digital eEducation services which could be placed/used anywhere, Member States should rather use indicator 7 (‘Users of new and upgraded public digital services, products and processes’).

RRFCI 13 – Classroom capacity of new or modernised childcare and education facilities

RRFCI 14 – Number of young people aged 15-29 receiving support

Volunteering programmes targeted at young people fall under “in-kind support” in the understanding of this indicator.

Social housing/education/training/employment support are considered as in-kind support under this indicator.

Young people have to be the direct beneficiaries of a measure supported by the RRP to be included in this indicator.