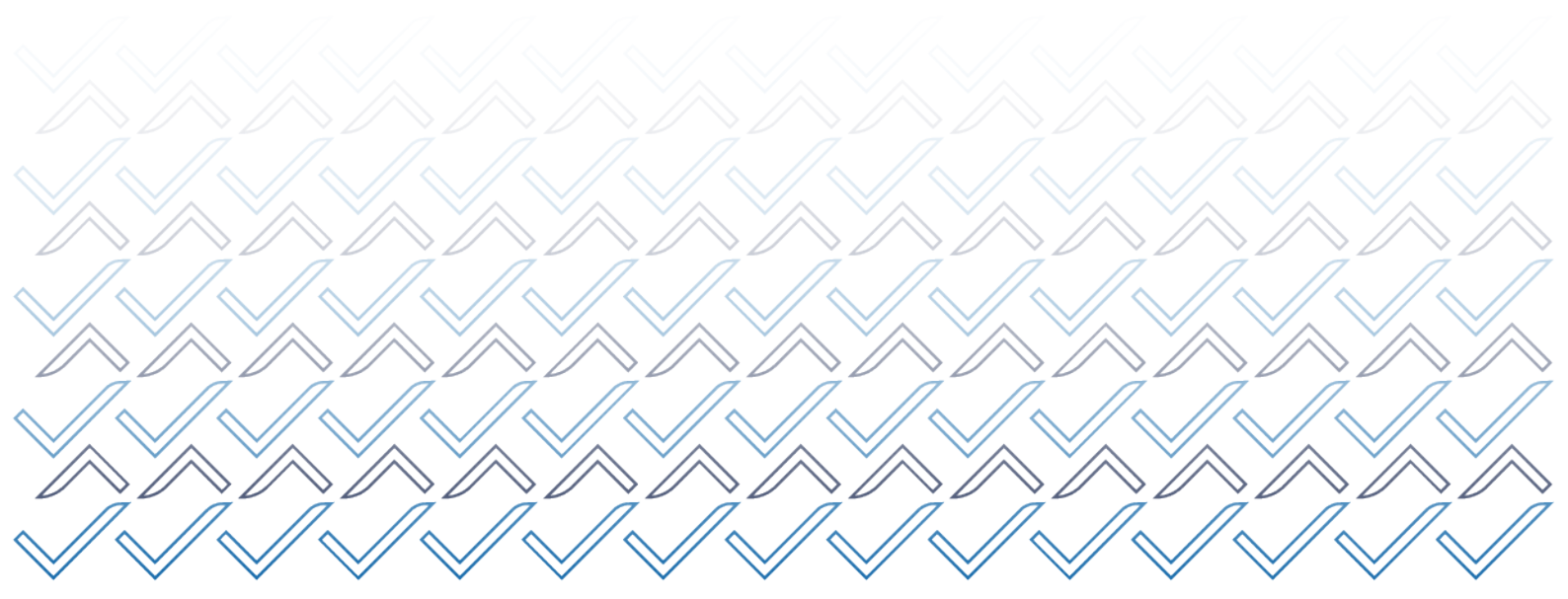


PUBLIC AUDIT REPORT

DIGITAL TRANSFORMATION OF EDUCATION IN SCHOOLS

30 April 2025

Nr. VAE-4



The National Audit Office - the supreme audit institution - oversees whether the state's assets are managed and used legally and efficiently, and how the state budget is implemented. By providing audit observations and recommendations, the National Audit Office promotes the positive and effective impact of public audit on the public financial management and control system, and on results- and public needs-oriented public governance. For more information on the activities of the National Audit Office and the results of the public audit, please visit www.valstybeskontrole.lt.

Audit Team: Rasa Kudžmienė (Head of Department), Kristina Česaitienė (Team Leader), Ieva Tamkevičienė, Gabija Navickaitė, Rasa Guobienė, Virginija Balkojytė, Nerijus Domsakis, Ieva Norušaitienė, Vytenis Žukas, Neringa Mecutaitė.

The public audit report has been submitted to: the Committee on Audit and Committee on Education and Science of the Seimas of the Republic of Lithuania, the Ministry of Education, Science and Sport of the Republic of Lithuania, the National Education Agency.

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MAIN FACTS

891

general education schools were functioning on 1 September 2024, of which 766 were municipal, 25 state, and 100 non-state.

356 thousand

general education pupils were enrolled on 1 September 2024-09, of which 320,9 thousand were in municipal schools, 8,7 thousand in state schools and 26,6 thousand in non-state schools.

**94.8 million
EUR**

spent on the digital transformation of education in 2022-2024, including EUR 38.3 million from the state budget (education money), EUR 30.8 million from municipal budgets, and EUR 25.7 million from EU projects directly related to digitalisation.



75%

of the schools assessed have not carried out an assessment of their level of digitalisation and are therefore unable to choose the most appropriate digitalisation tools to improve the quality of education and pupils' achievement.



6 EUR

per pupil per year has been allocated annually for 15 years for the introduction and use of ICT, therefore schools meet the need for this money from the education money allocated for other educational needs.



Between 1.3 and 21

pupils in the assessed schools use one computer, with the target being 5 pupils using one computer.



35%

of the schools assessed did not use the free *Microsoft Office 365 A3* licences available to them, for which the Ministry of Education, Science and Sport spent a total of EUR 2.3 million in 2022-2024.



93%

of teachers surveyed in 2024-2025 used digital teaching/learning tools. This shows that digital technologies are an integral part of the educational process.



86%

teachers in the schools assessed had improved their digital skills through training in 2022-2024, and the need for such training has not decreased.

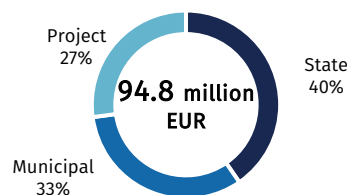
INTRODUCTION

The National Progress Strategy "Lithuania 2050"¹ talks about the use of modern technologies in the general education system. The Digital Education Guidelines² state that digitisation of education is not the goal, but a means to achieve goals such as access to quality education for all students, personalised learning, and improved learning outcomes. The direct impact of digitalisation on student achievement is difficult to identify, e.g. the UNESCO report³ indicates that educational technologies can be useful in teaching and learning, but the rapid pace of technological change and vendor-driven information on benefits make it difficult to assess which technologies work best, in which contexts and under which conditions.

Digital education can contribute to better access to educational content and methods, and to greater social inclusion⁴, but the use of digital content must be moderate. The study⁵ found that the use of digital devices for learning purposes for up to 1 hour per day had the greatest positive impact on learning achievement.

Between 2022 and 2024 EUR 94.8 million will be spent on the digital transformation of education: EUR 38.3 million from the state budget (education money directly related to digitalisation), EUR 30.8 million from municipal budgets (excluding education money) and EUR 25.7 million from project money⁶ (Figure 1).

Fig. 1. Money spent on digitalisation of education in schools 2022-2024 EUR million



Source - National Audit Office based on data from the Education Management Information System, the Ministry of Education, Science and Sport and www.finansai.lt

¹ National Progress Strategy "Lithuania's vision for the future - "Lithuania 2050"", p. 28.

² Internet access: [https://emokykla.lt/upload/media/public/Kita-aktuali-medziaga/Skaitmeninio%20%C5%A1vietimo%20gair%C4%97s%20_%20galutinis%20\(2\).pdf](https://emokykla.lt/upload/media/public/Kita-aktuali-medziaga/Skaitmeninio%20%C5%A1vietimo%20gair%C4%97s%20_%20galutinis%20(2).pdf) (viewed 2025-03-03).

³ UNESCO. 2023. Global Education Monitoring Report Summary 2023: Technology in education: A tool on whose terms?

⁴ Council of Europe Recommendation on key enablers for successful digital education and training.

⁵ Education in the Eastern Partnership: Findings from PISA, OECD/ UNICEF, 2024; Managing screen time: how to protect and equip students against distraction, OECD, 2024.

⁶ EUR 16.2 million for the project "Digital Transformation of Education" (EdTech), EUR 9.5 million for the project "Educational Tools for Schools" (EUR 17.8 million to be spent in 2025).

On 1 September 2024, there were 891 general education schools (766 municipal, 25 state, 100 non-state) with 356 thousand⁷ general education pupils (320.9 thousand in municipal schools, 8.7 thousand in state schools, 26.6 thousand in non-state).

The objective of the audit was to assess whether the digital transformation of education in general education is being implemented effectively.

Main audit questions include whether the impact of the digital transformation of education on the quality of education is monitored; whether public investment in the digital transformation of education will ensure that it achieves and sustains its objectives; whether digital teaching and learning is enabled; whether digital tools are available to promote active learning; whether hybrid (distance) learning is prepared; and whether the digital competences of teachers and school leaders are developed. The audit criteria are given in Annex 1. The municipalities and schools assessed are listed in Annex 3.

The audited entities are: the Ministry of Education, Science and Sport, which formulates the state policy in the field of education, organises, coordinates and controls its implementation; the National Education Agency, which analyses the situation of school provision in the country, makes proposals on the content of education, implements and develops innovations in general education, and provides opportunities for pedagogical staff to improve their qualifications.

The audit period is 2022-2024 and data from the previous year and 2025 were used to assess changes.

The audit was carried out in accordance with international standards of supreme audit institutions. The scope of the audit and the methods used are described in more detail in Annex 1 "Scope and Methods" (p. 20).

⁷ Of which 9.6 thousand pre-school children.

AUDIT RESULTS

1. The digital transformation of education in general education schools is insufficiently effective, with shortcomings identified in terms of ease of use and safety of equipment, accessibility of digital teaching tools, development of teachers' and school leaders' digital competences, and insufficient public investment for the continuation of digital transformation of education.

1. THE POLICY MAKER MONITORS THE DIGITALISATION OF EDUCATION, BUT MONITORING IN MUNICIPALITIES AND SCHOOLS NEEDS TO BE IMPROVED

2. The Education Development Programme⁸ sets out five target indicators related to the digitalisation of education, which are calculated annually by the National Agency for Education (NAE) for the period 2022-2024 and used for decision-making purposes, such as determining the volume of computers to be purchased (Annex 4).
3. 21% (3 out of 14) of the sampled municipalities and 11% (9 out of 80) of the sampled schools did not set indicators and targets related to the digital transformation of education.

Examples of reasons given by municipalities and schools for not setting digitalisation-related indicators

Municipalities have not set indicators because digital innovation is part of ongoing projects and schools are equipped according to their needs.

Schools did not set indicators because they did not see the need for them, they are developing without them, they are focusing on updating content and inclusive education, digitalisation was not a priority for the school and there was a lack of money.

4. 25% (20 out of 80) of schools indicated that they had assessed their level of technology use/ digitalisation. 9% (7 out of 80) of schools with no digitalisation-related indicators planned for 2025 had not assessed their digitalisation. Schools that have assessed their level of digitalisation are in a better position to identify areas for improvement, targets and means to achieve them.

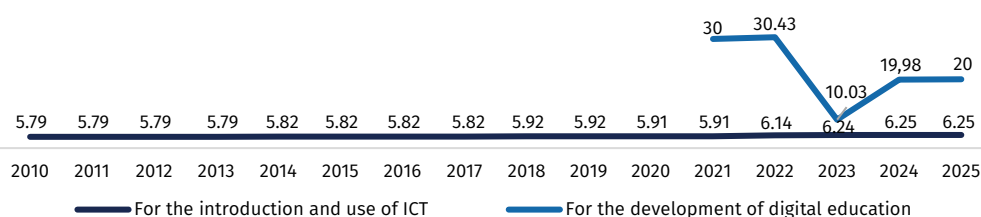
Recommendation to the Ministry of Education, Science and Sport (MoESS): In order to inform decisions on improving the digitalisation of education in schools, indicators should be established to measure the level of digitalisation of schools, including teachers' digital competences and the use of technology in schools.

⁸ Education Development Programme of the Ministry of Education, Science and Sport of the Republic of Lithuania, manager of the Development Programme 2021-2030, approved by Government Resolution No 1016 of 1 December 2021, Chapter III, Measure "Implementing the EdTech digital transformation of education".

2. STATE INVESTMENT PARTLY ENSURES THE CONTINUITY OF THE DIGITAL TRANSFORMATION OF EDUCATION

5. The development of the digital transformation of education is planned and executed through projects, and maintenance and continuity must be ensured through regular funding (i.e. state and municipal money).
- ✓ During the audit period, there were two ongoing EU-funded projects directly related to the implementation of digital technologies and innovation in the education sector. The project "Digital Transformation of Education (EdTech)" spent EUR 16 million between 2022 and 2024 on activities related to general education, such as the development of digital teaching tools, teacher training and hybrid equipment kits. As of 2024, the project "Educational Tools for Schools" has purchased EUR 9.5 million worth of computer equipment for schools, with a further EUR 17.8 million⁹ to be spent in 2025. Not all schools are involved in digitalisation-related projects, e.g. 367 schools in the country have tested digital solutions in the EdTech project, and 260 have received hybrid equipment, compared to a total of about 900 schools in the country during the audit period.
 - ✓ One of the regular sources of funding for the digital transformation of education is education money. Per-pupil funding for education has increased from EUR 2 330 in 2022 to EUR 3 556 in 2025, while funding per pupil for education needs directly related to digitalisation - the implementation and use of information and communication technologies (ICT) and digital education development - has remained unchanged (Figure 2). ICT has been funded at around EUR 6 per pupil for 15 years, while digital development has been allocated funding since 2021.

Fig. 2. Education spending per pupil for 2010-2025 on the implementation and use of information and communication technologies and digital development in education, EUR



Source - National Audit Office based on data from the Ministry of Education, Science and Sport

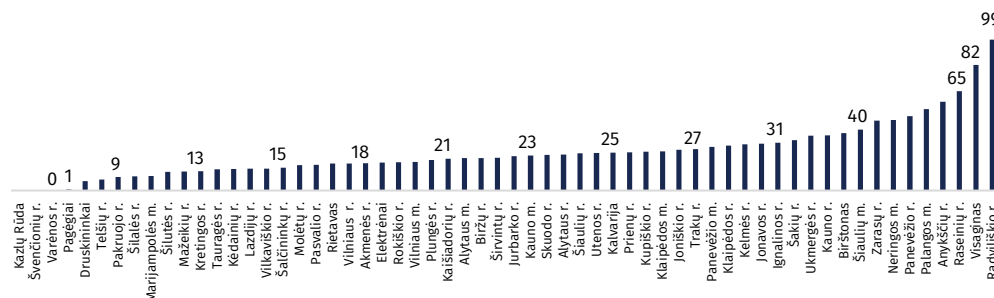
- ✓ Almost all municipalities reallocate money between educational needs and spend more on digitalisation: 88% (53 out of 60) of municipalities spent more than 110% on ICT in 2024 (from 113% to 637%), and 25% (15 out of 60) spent more than 110% (from 112% to 326%) on the digital development of education (Annex 5). Schools are using money planned for ICT for other educational needs, such as salaries, professional development, teaching materials. The main reason for the reallocation of money is that the money allocated to this educational need does not meet the needs of today, as equipment, software and

⁹ EUR 15.8 million for the purchase of computer equipment and accessories, and EUR 2 million for language teaching laboratory equipment.

licences are needed. In 2024, it is estimated¹⁰ that more than EUR 1 billion of training funds will be allocated and used annually.

- ✓ Municipal budgets are one of the sources¹¹ of funding for education, but not all municipalities¹² have contributed to the digital transformation of education in 2022-2024. The municipalities' share ranged from EUR 1 to EUR 104 per pupil in 2022, from EUR 3 to EUR 121 in 2023 and from EUR 1 to EUR 99 in 2024 (Figure 3) (Annex 6).

Fig. 3. Municipal budgets' money for digitalisation of education per child (not including education money) in 2024, EUR



Source - National Audit Office based on data from the Ministry of Education, Science and Sport and data from municipal budgets

6. Technologies are changing, and existing computer equipment needs to be constantly updated. 63% (50 out of 80) of the schools assessed indicate that the main funding challenges are in supporting the digitalisation of education and ensuring continuity.

Recommendation to the MoESS: In order to ensure the maintenance and development of measures related to the digitalisation of education, after assessing the need for money for educational needs - the implementation and use of information and communication technologies and the digital development of education - and after taking into account the state's financial capacity, take decisions on the funding to be allocated to schools for digital transformation.

3. CONDITIONS FOR TEACHING AND LEARNING USING DIGITAL EQUIPMENT NEED TO BE IMPROVED

7. The number of computers for learning in schools increased by 10% in 2024 compared to 2023. We found that the situation varies across schools:
 - ✓ In 2024, almost four pupils used one computer in schools in the country, compared to three in the sample of 80 schools. The target is 5 pupils¹³, although this has already been reached in 2019¹⁴. This indicator varied by a factor of about three in municipalities

¹⁰ National Audit Office Report No VAE-4 of 15 May 2024, "Use of appropriations for education".

¹¹ Law on Education, Article 65.

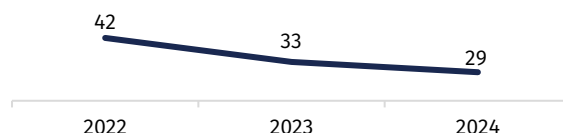
¹² Six municipalities in 2022, three in 2023 and three in 2024 have not allocated money in their budgets for the digital transformation of education.

¹³ 2024 target of 19.5 computers per 100 pupils, i.e. 5 (100/19.5) pupils using one computer.

¹⁴ National Audit Office Report No VAE-11 of 14 September 2020 "Do the changes in education determine pupils' better achievements".

(between 2 and 6 pupils using one computer) and by a factor of more than 16 in the sample (between 1.3 and 21) (Annex 7 and Annex 14). 29% (22 out of 76) of schools had fewer computers available for learning than the maximum number of pupils participating in the electronic achievement test¹⁵. In most cases, schools borrow computers from other schools or other schools provide facilities with computers. The number of schools in the sample lacking computers for the achievement tests is decreasing each year (Figure 4);

Fig. 4. Proportion of selected schools with fewer computers for learning than the maximum number of pupils participating in the electronic achievement tests (%)



Source - National Audit Office based on school data

- ✓ 60% (48 out of 80) of schools do not have data on pupils who are unable to use a computer at home for learning purposes. Before the pandemic, not all schools¹⁶ had such data. A higher proportion of schools that collected such data provided home computers to pupils (Annex 8). 96% of the schools assessed reported that they provide access to computers on school premises for all pupils.
 - ✓ 71% (57 out of 80) of schools did not assign computers to every teacher. Schools report that computers are located in classrooms, other areas (library, teachers' room) and are available for use by the teachers who teach the lessons. Laptops accounted for 59% (1 466 out of 2 478) of the total number of computers provided to teachers, which means that not all teachers are able to be mobile at school and/or home.
8. The school should take measures to ensure the safe and responsible use of the necessary infrastructure¹⁷, but 49% (39 out of 80) of schools have not installed basic security measures such as firewalls, antivirus software on their computers, or have not installed them on all the computers they use. 39% (31 out of 80) of schools did not have an approved policy or procedure for cybersecurity and/or equipment use. Almost a quarter (19 out of 80) of schools did not have individual login accounts for teachers. Schools ensure data protection by password-protecting computers and teachers have personal secure login environments (e.g. *Tamo*, *Google Workspace*, etc.).
 9. Technical (IT) support was not sufficient in 13% (10 out of 80) of schools, although the sample had a responsible person (93%) or service contracts (6%). Schools and municipalities reported that the low salaries of IT staff made it difficult to provide comprehensive technical support. They also indicated that specialists are part-time in school or provide remote consultancy, although there is a continuous need for them (Annex 9).
 10. *Microsoft Office 365 A3* licences, for which the Ministry spent EUR 2.3 million between 2022 and 2024, were not used by 35% (28 out of 80) of schools. 15% (12) of the schools indicated that they were not aware of this possibility because they had not been informed by the Ministry

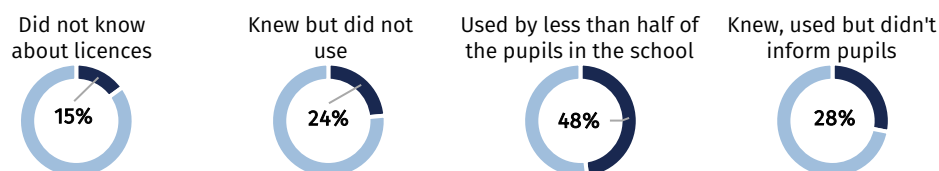
¹⁵ National Pupil Achievement Test (NPAT) - 4th and 8th grade pupils, Primary Education Achievement Test (PEAT) - 10th grade pupils, Intermediate Tests and State Maturity Examinations (SME) - 3rd and 4th grade gymnasium students.

¹⁶ National Audit Office Report No VAE-11 of 14 September 2020 "Do the changes in education determine pupils' better achievements".

¹⁷ Digital Education Guidelines 2023, p. 10.

or by the NAE in charge of the transfer of the licences to the schools. Almost a quarter of schools did not use the licences although they were aware of them, while in other schools less than half of the pupils used the licences or the schools did not inform the pupils about it (Figure 3). Schools do not use the A3 licence because they have decided to stick with their existing A1 licence and only provide the new licence to new pupils (Annex 10).

Fig. 5. Proportion of schools that did not know about, did not use, or made little use of *Microsoft Office* 365 A3 licences, %.



Source - National Audit Office based on school data

Licences that have cost at least EUR 0.8 million have not been used¹⁸.

Recommendation to the MoESS: In order to ensure that public budget money is spent in a targeted way and that schools have access to the digital products and/or licences they need, evaluate the planned purchases with the involvement of school representatives and make decisions on the products to be purchased and the method of purchase that best suits the needs of the schools; inform schools about the products being purchased by the Ministry; and evaluate data on the use of the purchased products by schools.

11. Internet speed, based on the number of pupils¹⁹, is not guaranteed in 47% (37 out of 78) of schools. Schools indicate that excessive load (high number of computers connected to the internet, especially during exams) and financial constraints limit the choice of a more suitable internet plan. The NAE does not have data on schools with the 1 Gbps internet speed recommended²⁰ by the Council of the EU (Annex 11). Internet access opens up new opportunities²¹ for quality and inclusive education and training, and ensures a smoother running of electronic achievement tests. We have recommended²² the NAE in writing that the limits of the indicator²³ be adjusted to allow for the necessary decisions to be taken regarding the internet speed in schools.
12. 91% (73 out of 80) of the schools surveyed have a plan in place for what to do if distance or hybrid education is needed. However, 60% (40 out of 67) of schools where not all classrooms are equipped with distance or hybrid teaching facilities reported that they are not sufficient. In half of the schools (41 out of 80), some education was delivered at a distance in 2023-2024. In 34% of them, all pupils²⁴ received such education, e.g. in Panevėžys, one day each month for pupils in grades 5-8 is delivered by distance

¹⁸ EUR 2.3 million was spent on licences, and at least 35% of schools did not use licences (2.3×0.35).

¹⁹ The 2023 Digital Education Guidelines recommend speeds of at least 300 Mbps for schools with up to 300 pupils; 500 Mbps for schools with 300-700 pupils; and 1 Gbps for schools with 700 or more pupils.

²⁰ Council of the European Union Recommendation of 23 November 2023 on key enablers for successful digital education and training (C/2024/1115).

²¹ Ibid.

²² No SD-(210-9.3.1-E-6233)-371 of 30 April 2025.

²³ The limits for the indicator "School Internet connection speed" are currently: no Internet in the school; up to 30 Mbps; 30 to 100 Mbps; 100 Mbps and more.

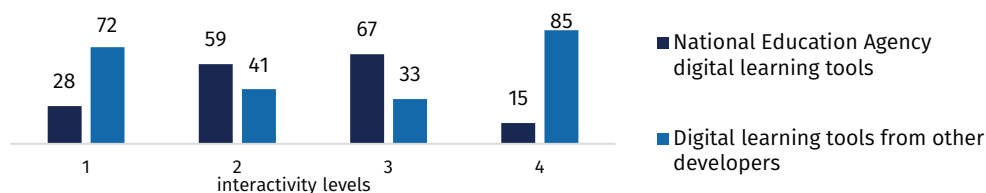
²⁴ Exception - primary school pupils.

education. This ensures that digital literacy skills are continuously developed and maintained.

4. AVAILABILITY OF DIGITAL TEACHING/LEARNING TOOLS TO SUPPORT ACTIVE LEARNING TO BE IMPROVED

13. 93% (929 out of 1002) of teachers used digital teaching/learning tools in 2024-2025 (Annex 14). Of these, 64.5% (599) indicated that they used the tools²⁵ available on the Education Portal²⁶. The NAE carried out information dissemination about the update of the portal in September 2024, but the teachers in the Focus Group study²⁷ were not aware of this fact or did not know what was updated. We recommended the NAE²⁸ in writing that measures be established and implemented to periodically inform schools about the updated Education Portal.
14. The Education Portal publishes digital learning tools from NAE and other developers, which are divided into 4 interactivity levels²⁹. 57% (84 out of 148) of the digital learning tools on the portal are level 2-4. 72% (46 out of 64) of the passive interactivity³⁰ (level 1) are other developers' digital learning tools (Figure 6). The NSA indicates that all levels of interactivity are appropriate, applicable to different forms of education and responding to different educational needs.

Fig. 6. Proportion of digital learning tools on the Education Portal by level of interactivity and developer in 2025, %



Source - National Audit Office based on data from the National Education Agency

The Education Portal contains one or more free-to-use digital learning tools for all general education subjects except physical education³¹, psychology and law³². The availability of suitable digital learning tools depends on the subject, the class, the purpose of the digital learning tool and other factors. The largest selection of freely available digital learning tools is for Lithuanian language and literature and history

²⁵ A survey of 1 002 teachers conducted by the National Audit Office: in January 2025, 7.3% (73 out of 1 002) of teachers indicated that they did not use the digital learning tools in 2024-2025; 92.7% (929 out of 1 002) did.

²⁶ Education portal emokykla.lt.

²⁷ Teachers' attitudes towards the use of digital teaching tools in education. Focus group study conducted by KANTAR for the National Audit Office, December 2024-January 2025.

²⁸ No SD-(210-9.3.1-E-6233)-371 of 30 April 2025.

²⁹ Levels of interactivity of virtual teaching/learning tools, approved by Order No VK-481 of the Director of the National Agency for Education of 20 May 2024.

³⁰ These are tools that are reviewed sequentially and do not require active user involvement. In Education Portal 1, the interactive level is mainly composed of video and audio/media material.

³¹ In primary and secondary education.

³² There are no digital learning tools, but there are digital tasks in the Task Bank.

(Annex 12). Together, these subjects account for 35 % (46 out of 132) of the total number of freely available digital learning tools, but 56.5 % (26 out of 46) of them are Level 1 tools. In the development of the digital learning tools, the NAE focused more on subjects related to Lithuania and the Lithuanian language (Lithuanian language and literature, history, geography). The choice of digital learning tools varies considerably depending on the subject, but there are no financial opportunities for expansion - according to the Ministry, there are currently no funding sources for the development of new digital learning tools (the development of one digital learning tool can cost between EUR 300-500 thousand). The NAE pointed out that the 2022 update of the general education curricula has removed tools from the Education Portal that are no longer relevant to the curricula, and therefore it will take time for more digital teaching/learning tools to become available on the Education Portal.

15. Task Bank is a part of the Education Portal, where 7.7 thousand tasks³³ are published. produced by the NAE, which are not categorised by level of interactivity. The digital tasks promote active learning by testing knowledge acquisition, application and thinking skills. There are no digital tasks in the Task Bank for each subject or topic of the general curriculum (e.g. no tasks for Lithuanian language and literature (grades 5-10), civics, economics and entrepreneurship, geography (grades 6-8), history (grades 5-8), informatics for III-IV gymnasium classes, engineering technology tasks). The NAE has indicated that digital tasks are available in digital textbooks. The Task Bank is being filled in³⁴.
16. Teachers lack digital learning tools for working with pupils with Special Educational Needs (SEN), especially in mathematics and foreign languages³⁵. The same digital learning tools published in different places on the portal may be presented as (not) adapted for SEN³⁶. It is not possible to select tools according to their adaptation to special needs. 4% (287 out of 7 700) of the tasks in the Task Bank are adapted for pupils with SEN – it is not ensured that pupils with SEN have access to learning tools that meet their needs.
17. The importance of combining digital and traditional teaching methods was highlighted by the teachers who took part in the *Focus Group* study. According to them, the use of digital learning tools does not develop students' skills such as reading, reading comprehension, information retention, speaking and writing (Annex 14).

Changes during the audit: On 25 April 2025, the NAE has adjusted the filters for objects submitted to the digital learning tools and the Task Bank so that objects are listed according to the highest disability or impairment group.

Recommendation to the MoESS: To increase the accessibility and use of digital learning content, complete the Task Bank with tasks that are suitable for all pupils, including those with special educational needs.

³³ Accessed 28-02-2025.

³⁴ The Task Bank is completed by the NAE.

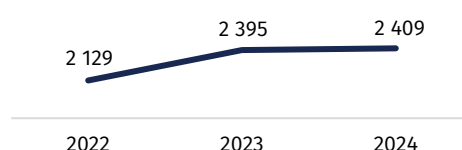
³⁵ Teachers' attitudes towards the use of digital teaching tools in education. *Focus group* study conducted by KANTAR for the National Audit Office, December 2024-January 2025.

³⁶ For example, in the Education Portal, the philosophy video is listed as adapted to digital learning tools in the "NEA tools" section, and as not adapted in the "All tools" section.

5. NOT ALL TEACHERS AND SCHOOL LEADERS ARE DEVELOPING DIGITAL COMPETENCES

18. To ensure quality and inclusive digital education and training, it is important to build the capacity³⁷ of leaders, teaching and support staff in education and training institutions. Competency assessment helps to identify skills development needs, but in the period between 2022 and 2024 (Annex 13):
- ✓ 45% (36 out of 80) of schools did not have information on whether teachers had self-assessed digital competences. Almost half of the reporting schools (20 out of 44) used online self-assessment tools to assess teachers. 49% (39 out of 80) of schools did not monitor the frequency with which teachers self-assessed digital competences. 89% (1 447 out of 1 626) of the reporting schools (36) assessed teachers' digital competences at least once every three years
 - ✓ 51% (41 out of 80) of school leaders did not self-assess their digital competences and 18% (7 out of 39) of school leaders used online self-assessment tools. 19% (15 out of 80) of school leaders have not self-assessed digital competences for more than five years.
19. In 14% (11 out of 80) of schools between 2022 and 2024, 14% (11 out of 80) of the teachers had not improved their digital competences through training, and in these schools the teachers had not also self-assessed these competences (or the school did not have data on teachers' self-assessment) (Annex 13). 33% (26 out of 80) of school leaders had not received any training in digital competences in the period 2022-2024. The number of participants in such training organised by teacher training institutions decreased by 70% between 2021 and 2023 (from 21 526 to 6 512 participants)³⁸. The number of participants in digital competence training increased between 2022 and 2024 according to the schools assessed (Figure 7).

Fig. 7. Number of teachers who have developed digital competences



Source - National Audit Office based on data from a sample of 80 schools

20. Teachers indicated³⁹ a lack of training tailored to the updated general curricula, and a lack of specific advice on which applications or tools (especially those available free of charge) they could use in practice in their classrooms. Teachers find it more attractive to receive training when teachers from other schools share their experiences: they show what they use and how they use it, how they adapt it to the updated general curricula (Annex 14).

³⁷ Council of the EU Recommendation of 23 November 2023 on key enablers for successful digital education and training (C/2024/1115), p 4, para. 16.

³⁸ NEA 2022 and 2023 teaching staff development monitoring reports.

³⁹ KANTAR study "Teachers' attitudes towards the use of digital teaching tools in education", December 2024-January 2025, pp. 23-24.

21. Municipalities and schools indicated that teachers often lack the time and motivation for training and application of digital learning tools, and suggested what could be done to encourage periodic training (example).

Examples of measures identified by municipalities and schools that could encourage the periodic development of digital competences of teachers and school leaders

Periodic professional development could be supported by: regular digital competency self-assessments and needs analyses; school professional development plans with priority areas; quality training; innovative training programmes; and ongoing professional development programmes that respond to the needs of school leaders and teachers.

Good practices in municipalities: quality training that reflects current trends in digital literacy (e.g. artificial intelligence); efforts to organise in-service training for all teachers in the school at the same time; parallel training with the introduction of new technologies; teachers learning in classrooms with technicians, methodologists; teachers sharing good practices.

We have made recommendations to the Ministry in writing⁴⁰ that the development of digital competences should be included in the priority areas of competence development for teaching staff in the period 2026-2028.

⁴⁰ No SD-(210-9.3.1-E-6233)-371 of 30 April 2025.

PLAN FOR IMPLEMENTATION OF RECOMMENDATIONS

Expected impact of the audit: the implementation of the recommendations will make digital technologies more accessible to teachers and pupils, and general education more personalised, interactive and inclusive.

Key audit result	Recommendation (change sought)/measures	Indicators for measuring change and their values*			Entity to which the recommendation is addressed/implementing measures	Deadline for implementation of the recommendation (change sought)**/measures**
		Indicator	Initial value	Target value		
1.1. Policy maker monitors digitalisation of education, but monitoring in municipalities and schools needs to be improved 25% (20 out of 80) of schools indicated that they had assessed their level of technology use/digitalisation. 9% (7 out of 80) of schools with no digitalisation-related indicators planned for 2025 had not assessed their digitalisation. Schools that have assessed their level of digitalisation are in a better position to identify areas for improvement, indicators to be achieved and the means to achieve them.	Medium importance 1. In order to have the necessary information to inform decisions on improving the digitalisation of education in schools, establish indicators measuring the level of digitalisation of schools, including teachers' digital competences and the use of technology in school.	Percentage of schools that have assessed their level of digitisation at least once every 3 years.	17.5	60	Ministry of Education, Science and Sport	2028-07-01
		Percentage of schools reaching the highest level of digitalisation, %	0	20		
	1.1. To supplement the format of the general education school environment data report "2 - school" with indicators illustrating the level of digitalisation of schools, based on the standard of educational provision approved by the Minister of Education, Science and Sport				Ministry of Education, Science and Sport	2026-09-01
	1.2. To complement the Education Management Information System with publicly available indicators illustrating the level of digitisation in general education school environment data report "2 - school"				National Agency for Education	2027-07-01

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1.2. State investment partly ensures the continuity of digital transformation in education Funding per pupil for education needs directly related to digitalisation - the introduction and use of ICT and digital development - has remained stable. ICT has been allocated around EUR 6 per pupil for 15 years, while digital development has been allocated funding since 2021. Almost all municipalities reallocate money between educational needs and spend more on digitalisation: 88% (53 out of 60) of municipalities spent more than 110% on ICT in 2024 (from 113% to 637%), and 25% (15 out of 60) spent more than 110% (from 112% to 326%) on the digital development of education. Not all schools participate in EU-funded digitisation projects.	Medium importance 2. To ensure the maintenance and development of measures related to the digitalisation of education, after assessing the need for money for educational needs - the introduction and use of information and communication technologies and the digital development of education - and taking into account the state's financial capacity, take decisions on the funding to be allocated to schools for digital transformation.	The financing needs for the educational needs ("ICT introduction and use" and "Development of digital education") have been assessed and the necessary decisions have been taken to ensure the financing needs for these needs.	Not implemented	Implemented	Ministry of Education, Science and Sport	2028-07-01
	2.1. Assess the need for additional training funding for the introduction of information and communication technologies and the development of digital education and include it in the upcoming state budget for 2027-2029				Ministry of Education, Science and Sport	2027-07-01
2.1. The conditions for teaching and learning with	Medium importance 3. To ensure that public money is well spent and that schools have access to the products/licences they need::	Proportion of schools using Ministry-funded/purchased products, %	0	90	Ministry of Education, Science and Sport	2027-07-01

Key audit result	Recommendation (change sought)/measures	Indicators for measuring change and their values*			Entity to which the recommendation is addressed/implementing measures	Deadline for implementation of the recommendation (change sought)**/measures**
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digital equipment have shortcomings Microsoft Office 365 A3 licences, for which the Ministry spent EUR 2.3 million between 2022 and 2024, were not used by 35% (28 out of 80) of schools. 15% (12) of the schools indicated that they were not aware of this possibility because they had not been informed by the Ministry or by the NEA, which manages the transfer of licences to schools. Almost a quarter of the schools did not use the licences even though they were aware of them, while in other schools less than half of the pupils used the licences or were not informed by the schools. Schools do not use the A3 licence because they have decided to stick with their existing A1 licence and only provide the new licence to new pupils.	3.1. evaluate the products to be acquired, with the involvement of school representatives, and make decisions on the products to be purchased and the method of purchase that best suits the needs of schools; 3.2. implement measures to inform schools about the products purchased by the Ministry; 3.3. evaluate data on the use of purchased products in schools.					
	3.1. When organising the purchase of licences, e.g. Microsoft Office 365 A3, carry out an analysis, with the involvement of school representatives, of the utilisation of the licences purchased and, based on the data, acquire the optimum number of licences.				National Agency for Education	2025-12-01
	3.2. Inform heads of municipal education departments and heads of municipal and state general education schools about the availability of licences, e.g. Microsoft Office 365 A3 (measure to be implemented annually).				Ministry of Education, Science and Sport	2025-09-01
	3.3. Carry out a utilisation analysis of the products acquired.				National Agency for Education	2026-12-01
	High importance	Increase in the number of tasks (excluding	0	15		2027-07-01

Key audit result	Recommendation (change sought)/measures	Indicators for measuring change and their values*			Entity to which the recommendation is addressed/implementing measures	Deadline for implementation of the recommendation (change sought)**/measures***
		Indicator	Initial value	Target value		
2.2. Availability of digital teaching/learning tools to support active learning to be improved The Task Bank is part of the Education Portal, where 7.7 thousand digital tasks developed by the NAE are published. There are no digital tasks in the Task Bank for each subject or topic of the general education curriculum (e.g. there are no tasks for Lithuanian language and literature for grades 5-10, geography for grades 6-8). In the Task Bank, 4% (287 out of 7 700) of the tasks are adapted for pupils with special educational needs.	4. To increase the availability of digital educational content, 4.1. to complete the Task Bank with tasks that are appropriate for all pupils, including those with special educational needs.	achievement tests) in the Task Bank of the Education Portal, %.			National Agency for Education	
		Increase in the number of tasks adapted for pupils with special educational needs (excluding achievement tests) in the Task Bank of the Education Portal, %.	0	20		
	4.1. Sign contracts with service providers for the development of digital learning tools published in the Task Bank (measure to be implemented annually)				National Agency for Education	2025-09-01
	4.2. Publish the developed digital learning tools in the Task Bank of the Education Portal (measure to be implemented annually)				National Agency for Education	2025-12-31

* Detailed data on the indicators for measuring change are presented in Annex 2, "Data on indicators for measuring change".

** Measures and deadlines for their implementation, for achieving change and for measuring indicators have been provided by the Ministry of Education, Science and Sport and the National Agency for Education.

*** During the monitoring of the implementation of the recommendations, the measures or indicators for measuring changes in the implementation plan may be adjusted or modified in accordance with the procedures set out in the description of the procedure for monitoring the implementation of the recommendations of the National Audit Office. An up-to-date list of measures and indicators for measuring changes is available in the open data of the National Audit Office at www.valstybeskontrole.lt.

Head of Performance Audit Department 1

Rasa Kudžmienė

Principal Public Auditor and Audit Team Leader, Performance Audit Department 1

Kristina Česaitienė

ANNEXES

- Annex 1. Audit criteria, procedures performed and methods used
- Annex 2. Data on indicators for measuring change
- Annex 3. Municipalities and schools selected/evaluated
- Annex 4. Indicators related to the digital transformation of education
- Annex 5. Spending of education money on education - ICT introduction and use and digital development of education
- Annex 6. Municipal budget money for digitisation
- Annex 7. Number of computers in schools
- Annex 8. Schools collecting data on pupils who need a computer for home learning
- Annex 9. Technical IT support in schools
- Annex 10. Information on the (non-)use of Microsoft Office 365 A3 licences
- Annex 11. Internet speed in schools
- Annex 12. Number of digital teaching tools by subject in the Education Portal
- Annex 13. Improving teachers' digital competences
- Annex 14. Teachers' attitudes towards the use of digital teaching tools in the educational process - result of the Focus Group Discussion

