VALSTYBĖS KONTROLĖ
PUBLIC AUDIT

CONSOLIDATION OF THE STATE‘S INFORMATION RESOURCES INFRASTRUCTURE

13 June 2025

No VAE-8

SUMMARY

Audit Relevance

Until 2020, state institutions owned and maintained the IT infrastructure needed to perform their functions. In order to streamline the state's IT management processes and reduce the cost of acquiring and maintaining them, the consolidation of the IT infrastructure started in 2015. A new shared infrastructure was created to accommodate the information systems managed by the state institutions and the centralised provision of information technology services was launched. It is important that the process of consolidation of the IT infrastructure is well planned and monitored, that standardised IT services required by service users are provided centrally, and that the importance of data and information systems is assessed.

Objective and Scope of the Audit

The objective of the audit was to assess whether the process of consolidation of the State's information resources infrastructure is effective and efficient.

Key audit questions:

- ✓ whether the conditions are in place to achieve the objectives of consolidating the State's information technology infrastructure;
- ✓ whether the prerequisites are in place for the adequate protection of the State's information technology infrastructure, data and information systems;

- ✓ whether state IT services are provided centrally.

Audited entities:

- ✓ Ministry of Economy and Innovation, which formulates public policy on the management of public information resources;
- ✓ State Agency for Digital Solutions, which manages the shared information technology infrastructure and provides centralised information technology services.

We collected information and cooperated with the Ministry of Finance, the managers of state data centres: the State Telecommunication Centre, the Lithuanian Radio and Television Centre, the managers of state information systems, and the users of centrally provided information technology services.

The audit period is 2020-2024. In order to assess trends and changes, in some cases we used data from the previous years and 2025.

The audit was carried out in accordance with international standards of supreme audit institutions. The audit criteria, procedures performed and methods used are described in more detail in Annex 2 "Audit criteria, procedures performed and methods used" (p. 34).

Key Audit Results

The consolidation of the State's information resources infrastructure would be more efficient and effective if the achievement of the stated objectives were measured, all services included in the catalogue of information technology services were centrally provided and used by the users of the services, the assessment of relevance was fully regulated, and the importance of the data and information systems was assessed by the managers of the information systems.

Achievement of not all IT infrastructure consolidation objectives is observed

- ✓ In order to ensure the centralised provision of IT services, the Ministry of Economy and Innovation has to calculate[1] each year the required state budget allocations for the centralised provision of services[2], to coordinate with the beneficiaries and to provide this information to the Ministry of Finance in order to ensure that centralised IT services receive the necessary funding. In the second half of 2020, the first service contracts were signed and services were launched. However, the allocations required for the centralised provision of IT services were not calculated in any of the years according to the quantities and fees of the planned services, either because the fees for IT services were not approved (2020-2021 and 2024) or because the quantities of the planned services were not agreed with all the users of IT services. The planning of allocations without taking into account the established fees and the scope of the

[1] From 1 November 2024 - State Agency for Digital Solutions.

[2] Government Resolution No 498 of 13 May 2015 “On Consolidation of the State Information Technology Infrastructure and Optimisation of its Management”, p. 6.2.5; Government Resolution No 349 of 15 May 2024 “On the Implementation of the Law on State Information Resource Management”, p. 5.3.6; Methodology for Calculating the Amounts of the State Budget Allocations for the Provision of Information Technology Services Approved by the Minister of the Economy and Innovations by the Order of the Minister of Economy and Innovations of 13 August 2020 No 4-665, pp. 18-21.

services to be provided does not take into account the actual need for allocations for centralised IT services. This does not ensure that allocations are planned according to the needs of the users of IT services (Sub-section 1.1, p. 12).

- ✓ The aim of the IT infrastructure consolidation process is to unify the state's IT management processes, reduce the cost of acquiring and maintaining them, and meet the needs of service users through centralised services. EUR 100 million has been spent on this process between 2015 and 2024. It has created a new shared IT infrastructure to accommodate information systems managed by public institutions and to provide centralised IT services. The Ministry of Economy and Innovation annually analyses the information provided by the State Agency for Digital Solutions on the contracts concluded for the provision of information technology services, the availability of information technology services, the quality of the services provided to them by the users, etc. To measure the results of the consolidation process, indicators have been established which show the extent of the institutions involved in the consolidation process. From 2022 onwards, the key indicator to measure the achievement of the objectives of the consolidation process has been the share of state institutions receiving consolidated information technology services. Its target values for 2022-2024 have been met. This indicator was chosen because the baseline value was known and it was easy to measure its achievement. However, it does not show the extent to which service users make use of centralised IT services and the savings made on public budget allocations. Without indicators to measure all the objectives of the consolidation process, it is difficult to objectively assess the benefits of the process and to take decisions to ensure that the objectives are achieved (Sub-section 1.1, p. 12. 12; Sub-section 1.2, p. 18).

Security of the State's information technology infrastructure, data and information systems needs to be improved

- ✓ In order to determine which data and information systems are critical for the performance of an institution's or the State's functions as a whole, the institutions managing the State's information systems must assess their importance. The importance depends on the level of impact a potential data breach could have on the State, institutions and citizens. In order to properly assess the importance of data and information systems managed by the institutions, a methodology for assessing the importance of State information resources must be adopted and the process for assessing importance must be regulated in detail. However, the methodology adopted does not define the terms used, nor does it regulate which factors should be assessed and how to calculate their influence in determining the potential impact of a breach on public security, public finances, public and administrative services and other areas. The lack of regulation of the process of assessing the importance of data and information systems managed by the institutions creates the preconditions for a subjective assessment of the importance. This creates a risk of downgrading data and information systems of higher importance to a lower level and of applying lower security requirements for their storage than appropriate (Sub-section 2.1, p. 20).
- ✓ The results of the importance assessment of data and information systems are used to develop security policies, determine the terms of contracts with IT service providers and decide on the use of cloud services, which is why it is important to ensure timely importance assessments of the data and information systems managed by the institutions. By March 2025, 44% (32 out of 72) of the institutions had not updated 41%

(127 out of 307) of the importance assessments of the information systems they manage. Failure to update the importance assessment of data and information systems does not provide the State with up-to-date information on their importance. Without this information, it is difficult to choose appropriate cloud solutions (Sub-section, p. 22).

- ✓ In order to ensure the proper provision of information technology services for the storage of hardware in a public data centre, it is important to conclude service contracts, specifying the parameters of the services to be provided, and the rights and obligations of the State Agency for Digital Solutions and the managers of the public data centres. From 2020, these services will be provided at the State Telecommunications Centre and the Lithuanian Radio and Television Centre under lease or usage agreements signed for real estate. These contracts do not specify the parameters of the services to be provided, nor do they address the responsibilities of the parties, as the managers of the State Data Centres have been appointed as IT service providers on 30 October 2024, i.e. more than 4 years after the launch of the services. In February 2025, the descriptions of the services they provide for the storage of hardware in the public data centre were included in the Directory of Information Technology Services. The absence of a contract for the provision of hardware storage services in the public data centre, the absence of a specification of the parameters of the service to be provided and the absence of a definition of the responsibilities of the Agency and the managers of the public data centres, makes it impossible to ensure that the parties to the contract are accountable for the protection and storage of the IT infrastructure, as it is not established who is responsible for what. This is important to ensure the protection of the information resources infrastructure and the data it contains. Developments started during the audit period: in April 2025, the State Agency for Digital Solutions entered into an IT service contract with the Lithuanian Radio and Television Centre AB, which sets out the parameters of the services to be provided, the responsibilities of the contracting parties, etc. (Sub-section 2.3, p. 23).

Centralised provision and use of all information technology services is not ensured

- ✓ As a result of the feasibility study[3], the need for IT services for users was identified and a catalogue of IT services was adopted. It identifies the services and provides their description. However, 22% (4 out of 18) of the services selected for assessment in the audit were not available in 2024: maintenance of the database management system, printing, maintenance of local area networks, hosting of hardware in the state data centre. The main reason for this is the lack of IT specialists in the State Agency for Digital Solutions. The hardware hosting service was not provided in the public data centre, as there were no additional cabinets. Failure to provide all the services included in the IT service catalogue according to the identified need does not ensure the provision of standardised IT services, which are handled individually by each institution, as was the case before consolidation began (Sub-section 3.1, p. 26).

[3] Services for assessing trends and prospects for state information technology infrastructure planned to be financed by the EU Structural Funds in the 2014-2020 period.

- ✓ It is foreseen that all service users must have access to the Agency's centralised information technology services[4]. We found that 42% (5 out of 12[5]) of the centrally provided IT services by the State Agency for Digital Solutions assessed were being used by less than 15% of the selected institutions requiring these services[6] at the end of 2024. The institutions indicated that their IT specialists have the competences to provide the services; they have existing contracts with external service providers; and the State Agency for Digital Solutions is not in a position to provide computer workstation maintenance, software, workstation equipment, etc. to all service users. Without centralised IT services, the efficiency and effectiveness of the consolidation process will not be ensured and the objectives will not be achieved (Sub-section 3.2, p. 27).

Recommendations

To the Ministry of Economy and Innovation

1. To implement the consolidation process efficiently and effectively and to achieve its objectives, assess annually the benefits of the consolidation process and the achievement of its objectives, take decisions on the establishment of a realistic funding model that would allow the provision of all services included in the catalogue of IT services, and encourage the users of the services to make use of the centralised services (Audit result 1 and Audit result 3).
2. To ensure the security of data and information systems, complement the assessment methodology by specifying how to assess the potential level of impact of a data breach on the State, institutions and citizens, identify institutions that have not assessed their importance, and encourage and promote this assessment (Audit result 2).

The measures and deadlines for the implementation of the recommendations, the expected impact of the audit and the indicators for measuring change are set out in the report in the section "Plan for the implementation of the recommendations" (p. 30). Up-to-date information on the status of implementation of the recommendations, results and developments is published in open data on the National Audit Office website https://www.valstybeskontrole.lt/LT/AtviriDuomenys.

[4] Government Resolution No 349 of 15 May 2024 "On Implementation of the Law of the Republic of Lithuania on State Information Resources Management", p. 5.4.

[5] Of the 18 IT services selected for the assessment, four are not provided by the State Agency for Digital Solutions and two are provided automatically through an IT service contract.

[6] 52 institutions were assessed.