



**NATIONAL AUDIT OFFICE  
OF THE REPUBLIC OF LITHUANIA**

**PUBLIC AUDIT REPORT**

**MANAGEMENT OF STATE INFORMATION  
RESOURCES**

31 January 2013, No. VA-P-90-3-3  
Vilnius

**SUMMARY**

Audit started      10 November 2011  
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Full audit report in Lithuanian is available on the website  
of the National Audit Office: [www.vkontrole.lt](http://www.vkontrole.lt)

Weakness of the management of the state information resources and information, which are based on information and electronic communication technology tools, did not allow the state to effectively manage its information resources, therefore in 2006 the Government approved the Approach to Management of State Information Resources, which entrenched the idea of comprehensive management of these resources. Preparations for restructuring the management of information resources took five years, however, the Law on Management of State Information Resources, which entered into force as from 2012, has not gained the desired momentum yet, despite its positive impetus in the field of the management of the state information resources. The amended requirements for the management of information resources are difficult to apply because of a failure to make adequate preparations to integrate the management of the state information systems, registers and other information and communication technologies: not all used concepts of

information resources, information and communication technologies have been harmonised, not all legal acts implementing this Law have been drafted.

The state information resources management structure has been changing by redistributing institutional responsibilities for these resources management areas. However, the absence of a single policy maker in this field has resulted in ineffective management of this area due to incompatibility of interests of institutions, not all interdepartmental commissions are actually functioning, and no responsibility for certain management areas of the state information resources has been assigned. Fragmented policy making in this area affects the entire development of the state information resources – strategic development orientations of the information resources have not been harmonised, and the established assessment criteria fail to reveal all results of strategic development of the information resources.

The mechanisms developed by the state to control the implementation of the information resources policy also fail to operate as intended, there is no comprehensive and reliable information about the creation, management, development, protection of these resources and other processes because information systems for the monitoring of their control were still being developed and the developed ones were defective. An inventory of the information infrastructure and an analysis of the current state would reveal the exact amount and importance of the state information resources. Provision of stages of enhancement of the state information resources would enable planning and implementing uniform and harmonised information and communications technologies in all public sector institutions and integrating these technologies more effectively.

Lithuania's Progress Strategy "Lithuania 2030" provides for improving the culture of public governance by changing towards reasonable decision-making and culture of consensus. The Government has already planned to apply principles of organisational management and information technology management in public administration, therefore skilful management of the state information resources requires that their management model is based on internationally accepted standards, methodologies and best practices in information technology management.

The annual amount allocated by the state for investments in information technology totals about LTL 200 million, however, the envisaged funding control procedures are not sufficiently effective. During the period 2008-2011, no institution made any assessment of the feasibility of the investments of LTL 384.89 million in information technology and compatibility of the expected results with the information society development orientations, although at that time these investments accounted for 50 per cent of all state capital investments in information technology. In addition, mechanisms of funding the costs incurred in handling and maintaining the state information resources at the national scale do not provide any controls of the assessment of

expenditure planning and feasibility. The total annual amount used for this area (LTL 146 million) approximately accounts for 71 per cent of the information technology investment budget.

Information technology enables improvements of the public sector performance, however, the possibilities to harmonise the management processes and to reduce information technology maintenance and enhancement costs are not used at the national level, and the amounts of EU support funds allocated by different institutions for standardised document management, financial accounting, strategic planning and other solutions differ from 3 to 20 times. It is planned that by 2015 50 per cent of population will be using electronic public and administrative services, however, so far people prefer traditional ways of the provision of public and administrative services because not all electronic services are attractive. Some of them are not convenient, provided with disturbances, not suitable for people with disabilities, or used inefficiently (e.g. the service of the submission of construction-related applications was used only by 2 per cent of people applying to the institution in question).

State institutions have accumulated a large amount of various electronic information, however, they do not make full use of the possibilities of automated inter-institutional data exchange and re-use of information technology solutions already available at the institutions. Registries have technical possibilities to carry out electronic data exchange, but 86 per cent of the data on the registers interaction is erroneous. State institutions use more than 60 per cent of the potential of purchased information technology tools, however, adequate enhancement of the information and communication technology infrastructure and its effective use cannot be ensured without having assessed the entire state information infrastructure at the national level.

**The object of the audit** – management of the state information resources. Audit procedures were performed in all major institutions which form and implement the policy of information resources: Ministry of Transport and Communications, Ministry of the Interior, Ministry of Justice, Information Society Development Committee under the Ministry of Transport and Communications, and Communications Regulatory Authority, a few other entities were interviewed as well. The audit was conducted on the assumption that the audited and other entities provided comprehensive and objective information and copies of the documents correspond to the originals.

**The objective of the audit** was to assess effectiveness of the management of the state information resources and of the use of their possibilities:

- suitability of the chosen state resources management model;
- rationality of the use of the State Budget funds when managing information resources;
- use of the possibilities of the state information resources to improve the performance of the public sector.

The audit conclusions were formulated upon an analysis of the status and coordination of the state information resources from the beginning of 2008 until the middle of 2012. The audit scope and methods are provided in Annex 1 and the Recommendations Implementation Plan – in Annex 2 of the Report.

## **Audit conclusions**

### **On suitability of the state information resources management model:**

1. The reform of the management of the state information resources was started in 2006 without having chosen a clear management model, which has resulted in a failure to provide for necessary conditions for the management of all state information resources:

1.1. Neither concepts of information resources, information and communication technologies nor classification systems of the state information resources have been harmonised, therefore it is difficult to distinguish between different forms of these resources, to establish and implement electronic information management and security requirements, and to select appropriate security measures.

1.2. Not all requirements for the management of the state information resources are consistent, there are no plans to establish requirements covering one goal, meaning or content, and to review all legislation regulating the management and security of information resources, information technology tools, therefore legislation amendments which are being drafted might not ensure regulation quality and effectiveness. No requirements of special importance have been set for the management, security and maintenance of the information infrastructure and new information technology solutions, therefore not all electronic information of the state and information infrastructure is managed in a proper way.

2. Consistent formation of the policy of the state information resources has not been ensured:

2.1. Inter-relations have not been established between all planning documents of the state information resources, there is a delay in the implementation of the measures, the developed monitoring systems are not inter-connected, no standardised monitoring criteria have been set for the state information resources, which has resulted in fragmented development of the planning of the state information resources.

2.2. Strategic issues of the development of the information and knowledge society of the state are not considered as required and no responsibility for the management areas of some state information resources has been assigned, which has lead to bureaucracy in determining information

society development orientations and partial duplication of institutional activities, there is a lack of systematic collection of information about the state information resources.

3. The management of the state information resources is not effective, possibilities of integrity of these resources have not been used:

3.1. The attempts to create and to introduce common tools of interaction of the state information resources were not effective due to absence of an analysis of the present status of the information infrastructure and planned stages of enhancement of information resources, which has lead to a failure to use a possibility to consistently plan and introduce information and communication technologies in all public sector institutions, to enhance interconnection of the existing systems and to provide higher quality services at lower cost.

3.2. The developed controls of the implementation of the state information resources policy are not reliable, there is no detailed information about all processes of the creation, management, development, security, etc. of the state information resources or about the amount and types of the information resources, electronic communications networks, and systems and networks which process classified information in the public sector, therefore the information collected at the national level does not reflect the actual status of the state information resources and cannot be used for the development and integration of information resources.

**On the planning and rational use of the state information resources:**

4. The developed mechanism of the funding of the state information resources fails to sufficiently ensure justifications of the use of funds, payback and compatibility with information society development orientations, because funds are allocated for investments without having considered justification of the application of information technology and possibilities of continuity of the solutions being designed: the amount of investments into information technology during the period 2008-2011 which was not assessed totals 50 per cent of all state capital investments in these technologies over the said period; planning and justification of the use of costs incurred during administration and maintenance of the state information resources has not been assessed either.

5. Funds for the maintenance of the state information resources could be used more economically, because possibilities to use the available solutions of information resources, to standardise management processes and to reduce information technology costs are not used when creating and maintaining the state information resources.

**On the use of the possibilities of the state information resources:**

6. The created electronic services are unattractive and little used because the designed online catalogues of electronic services are complicated and the electronic services of the public sector and the information environment are only partially adapted for people with disabilities. It is not always safe to use the electronic services of the public sector because of the absence of electronic data security measures in conformity with the established requirements.

7. Re-use of electronic information accumulated by the public sector is limited by shortage of information about the interaction of the information resources managed by the state, centralised use of the available resources is not encouraged, which results in ineffective exploitation of the possibilities of the technical reserves and interaction of the state information resources.

### **Audit recommendations**

#### **To the Government of the Republic of Lithuania:**

1. With a view to providing for conditions for coherent and integral management of all state information resources, to improve the state information resources management model on the basis of the information technology management methods proposed by international and Lithuanian standards and recommendations of the best practices in information technology management:

1.1. to develop a coherent classification system for information resources managed by the state to be based on uniform principles;

1.2. to supplement the plan of the implementation of the Law of the Republic of Lithuania on Management of State Information Resources with provisions on revision and harmonisation of legislation;

1.3. to establish indicators and criteria of the assessment of effectiveness and security of information technology applicable for all areas managed by the state.

2. With a view to form a coherent policy on all state information resources:

2.1. to provide for measures to improve coordination of the implementation of the information resources policy;

2.2. to designate an institution responsible for the formation of the policy on the information resources which process classified information and to organise inventory of these resources;

2.3. to ensure prioritisation of information technology investments and approval of the priorities set at the state level;

2.4. to collect and publish information about the electronic communications networks managed by the state.

3. With a view to ensuring rational use of funds and compatibility of investments with the information society development orientations, to provide for the following:

3.1. regulatory and control measures designed to ensure centralised planning of the most important information society development projects funded by all financing sources, which would cover assessment and monitoring of their feasibility, technological compatibility and impact at the state level;

3.2. requirements that development of feasibility studies and investment projects on information resources would encompass assessment of possibilities to use information technology solutions created by other state institutions.

4. With a view to ensuring more coherent planning of expenditure from the State Budget, to develop an information technology costs planning system.

**To the Ministry of Transport and Communications:**

5. To prepare sets of articles on information resources, information and communications technology terms to be used in the Lithuanian language and provide them to the State Commission of the Lithuanian Language in order to ensure consistent use of the terms of this area and to enable specialists in various fields to use the terms entered in the Term Bank of the Republic of Lithuania.

6. With a view to better linking the information resources used by state institutions and re-usable data:

6.1. to coordinate processes of agreement of documentation on information technology establishment and security and to control that electronic data is provided by validated registers and information systems;

6.2. to enter relevant data on information resources in registers and the register of information systems.

**To the Ministry of Transport and Communications and the Information Society Development Committee under the Ministry of Transport and Communications**

7. With a view to optimising the infrastructure of the state information resources and efficient use of the possibilities of purchased information and communication technology:

7.1. to conduct an inventory of the infrastructure of the state information resources, to develop a model of the common use of the infrastructure of the information resources managed by the state, and to draw up a plan of the enhancement of the state information infrastructure;

7.2. to evaluate and publish information about information technology solutions developed by the state, reserves of available resources and possibilities of their use;

7.3. to create a catalogue of typical information technology services to be used as a basis by information technology units of state institutions when providing services to other state institutions;

7.4. to centrally manage information about software licences purchased by state institutions or on behalf of the state.

**To the Ministry of the Interior and the Information Society Development Committee under the Ministry of Transport and Communications:**

8. With a view to increasing users' trust in electronic services and ensuring that e-government services are provided in high quality and convenient manner:

8.1. to review and update processes of electronic services of institutions adapting the services to the user's needs prior to the installation or upgrading of these services;

8.2. to take measures to develop information technology solutions suitable for people with disabilities;

8.3. to ensure provision of electronic services of the public sector institutions through the central e-government portal in accordance with relevant security and accessibility requirements.

**To the Information Society Development Committee under the Ministry of Transport and Communications:**

9. To develop the state information resources interaction platform improving legal, organisational, semantic, technical aspects of compatibility and to install electronic data security measures meeting the established requirements.