



Targeting key ‘threat actors’ to reduce work-related crime and undeclared work

Norway

	<p>Summary</p> <p>Under the National Interagency Analysis and Intelligence Centre (NTAES), eight joint operation groups (crime centres) were established to facilitate regional and local cooperation between authorities, to identify and target, among other things, key ‘threat actors’ (<i>trusselaktøren</i>)ⁱ i.e individuals at high risk of engaging in undeclared work or work-related crime, and impose sanctions where violations were discovered.</p>
<p>Title of the practice in original language</p>	<p><i>Felles styringsmodell for det tverretatlige a-krimssamarbeidet, Mål- og resultatstyring for det tverretatlige a-krimssamarbeidet</i></p>
<p>Name(s) of authorities/bodies/ organisations involved</p>	<ul style="list-style-type: none"> ▶ The Norwegian Labour Inspection Authority; ▶ The Norwegian Tax Administration; ▶ The Norwegian Labour and Welfare Administration (<i>Nav</i>); ▶ The Norwegian police.
<p>Sectors</p>	<p>All</p>
<p>Target groups</p>	<ul style="list-style-type: none"> ▶ Persons, networks, or organisations actually involved or who have potential to become involved in work-related crime (directly targeted).
<p>Purpose of measure</p>	<p>Deterrence: improve detection</p>

	<p>Aims and objectives</p> <p>To improve the detection of work-related crime and undeclared work, jointly organised groups use data and share information to investigate key threat actors or individuals setting up companies, rather than targeting specific companies (one individual may have registered several companies operating in various sectors).</p>
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Background context

- ▶ It is estimated that the cost of work-related crime is between EUR 2.4 billion – EUR 9.3 billion, with the former representing 1.2% of Norway’s GDP;ⁱⁱ
- ▶ Enterprises trying to evade their responsibility as employers and criminals adapting to control efforts and regulations are on the rise, increasingly camouflaging their activities behind a seemingly law-abiding facade. Illegal activities are moved between enterprises and planned bankruptcies are used to evade authority requirements.ⁱⁱⁱ The National Joint Analysis and Intelligence Centre (NTAES) revealed that 45% of threat actors in work-related crime had held a leading role in an enterprise that had declared bankruptcy;^{iv}
- ▶ Confronted with a more challenging environment, the government focused its efforts on increased prevention, a better basis of knowledge, and more targeted information. The labour inspectorate, the police, the Norwegian Tax Administration, and the Norwegian Labour and Welfare Service organised a broad-based collaboration to combat work-related crime. The first joint crime centre was established in 2014, while the remainder were set up between 2015 and 2022.^v

Key objectives of the measure

General Objective:

- ▶ To improve the detection of work-related crime and undeclared work by focusing on ‘key threat actors’.


Specific Objectives:

- ▶ To reduce the capacity and intentions of ‘key threat actors’ to carry out workplace crime, create income, and launder profits;^{vi}
- ▶ To use data and share information to investigate individuals who may have set up several companies, rather than target companies themselves;
- ▶ To ensure foreign employees have been empowered to safeguard their rights and fulfil their obligations;
- ▶ To ensure that consumers and employers/principals do not contribute to work-related crime through purchases of goods and services.

Main activities

The threat actors are identified via a knowledge process at the joint centres:

	<ul style="list-style-type: none"> ▶ Each individual agency collects information about threat actors operating in a certain geographical area. This can, for example, be done via controls; ▶ Information from all agencies in the collaboration is collected and collated; ▶ The information then goes through a process of analysis and assessment. A report is produced and communicated to the management team at the centre; ▶ The management team decides which actor or actors will be prioritised for further work and controls at the centre.
<p>Funding/organisational resources</p>	<ul style="list-style-type: none"> ▶ The practice is funded by the Norwegian government from the national budget. The different authorities involved provide the staffing.

	<p>Outcomes</p> <p>An evaluation of the Norwegian interagency cooperation has been carried out and the agencies have been tasked with developing the collaboration in accordance with the findings in the report. Interagency collaboration is vital in the fight against work-related crime in Norway.</p>
<p>Achievement of objectives</p>	<ul style="list-style-type: none"> ▶ The Norwegian interagency cooperation has been evaluated by the audit company KPMG. The ministries have tasked the agencies with developing the collaboration in accordance with the findings in the report;^{vii} ▶ In the period 2014-19, 38% of threat actors were linked to businesses inspected by the labour inspectorate,^{viii,ix} whilst 72% of threat actors were previously reported for offences. In total, 941 cases were brought against threat actors. Approximately 140 cases have resulted in a conviction, while 250 cases were dropped due to the status of the evidence; ▶ All the agencies involved in the crime centres agree that no single agency can win the battle against work-related crime in Norway. Interagency collaboration is absolutely necessary. However, the work and the interagency organisation have not yet been fully developed, it is constantly evolving. This is still a work in progress.



<p>Lessons learnt and success factors</p>	<p>While there are complexities and challenges in relation to the organisation and management of the crime centres, interagency cooperation is necessary in the fight against work-related crime.^x Without cooperation between the agencies, it is very difficult to reduce the activity of the threat actors. When the different agencies' information and tools are combined and used, the chance of success is greater.</p>
<p>Transferability</p>	<p>The practice is transferrable. Political will to implement such a measure as well as interinstitutional cooperation between the relevant authorities particularly on the sharing and exchange of data would increase the likelihood of success.</p>

Further information

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<p>Useful sources and resources</p>	<p>Revised Strategy for combatting work-related crime link:</p> <p>https://www.regjeringen.no/en/dokumenter/strategi-mot-arbeidslivskriminalitet-2019/id2628152/</p> <p>The Norwegian Labour Inspection Authority website:</p> <p>https://www.arbeidstilsynet.no/en/</p> <p>The Norwegian Tax Administration website:</p> <p>https://www.skatteetaten.no/en/person/</p> <p>The Norwegian Labour and Welfare Administration, Nav, website:</p> <p>https://www.nav.no/en/home</p>

ⁱ A threat actor is defined as "an individual, a group of individuals or an organization that has a known intention to, and capacity to take over, change or destroy values." See Nasjonalt tverretattlig analyse- og etterretningscenter, NTAES (2020), *Situasjonsbeskrivelse 2020 Arbeidslivskriminalitet (Situation description 2020: Working Life Criminality)*. Available at: <https://ntaes.no/reports/NTAES%20Rapport%20Situasjonsbeskrivelse%202020.pdf>

ⁱⁱ Norway's Government strategy to combat work-related crime (2017 review) referred to in Nordic Labour Journal, 'Renewed drive to fight work-related crime in the Nordics,' by Björn Lindahl, 25 March 2022.



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- ⁱⁱⁱ The information for this section was taken from the following two reports: Norwegian Ministries (2019), Revised Strategy for Preventing Work-related Crime. Available at: https://www.regjeringen.no/contentassets/7f4788717a724ef79921004f211350b5/a-0049-e_revised-strategy-for-combating-work-related-crime.pdf and ØKOKRIM (Eco Crime) (2020), Threat Assessment 2020. Available at: <https://okokrim.custompublish.com/getfile.php/4701294.2528.tbnwkumaikslu/%C3%98KOKRIMs+Threat+assessment+2020.pdf>
- ^{iv} ØKOKRIM (2020), *op. cit.*
- ^v Norwegian Ministries (2019), *op.cit.*
- ^{vi} Nasjonalt tverretatlig analyse- og etterretningssenter, NTAES (2020), *op. cit.*
- ^{vii} Evaluation of agency cooperation against labour crime Report prepared by KPMG for Labor and Ministry of Inclusion, The Ministry of Finance and Justice and Ministry of Emergency Situations, December 2022, available in Norwegian at: <https://www.regjeringen.no/globalassets/departementene/aid/dokumenter/2022/evaluering-av-etatssamarbeid-mot-arbeidslivskriminalitet.pdf>
- ^{viii} The findings are based on 102 unique actors (persons), of which 80 are defined as threat actors and the remaining 22 are potential threat actors or of interest to the a-crime centres. See NTAES (2020), *op. cit.*
- ^{ix} The information for this paragraph was excerpted from, NTAES (2020), Situation description 2020: Working Life Crime, available in Norwegian at: <https://ntaes.no/reports/NTAES%20Rapport%20Situasjonsbeskrivelse%202020.pdf>
- ^x KPMG (2022), *op cit.*