

# Norwegian Government Employees by Education Level

Analysis of Master's/PhD Concentration Across Ministries and Agencies

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## 1 Executive Summary

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## 2 Government vs Population: Education Comparison

**!** Key Insight: Government Workforce is Highly Educated

Government employees have **significantly higher education levels** than the general population. While only 12.5% of the Norwegian population (16+) holds a Master’s or PhD, nearly **40%** of government employees do.

### 2.1 Education Level Comparison (2024)

Table 1: Government vs Population Education Levels

Education Level	Government Sector	General Population	Gap
<b>Master’s/PhD</b>	39.7%	12.5%	<b>+27.2 pp</b>
<b>Bachelor’s</b>	35.4%	25.3%	+10.1 pp
<b>Total Higher Education</b>	<b>75.1%</b>	<b>37.8%</b>	<b>+37.3 pp</b>
<b>Upper Secondary</b>	21.9%	35.4%	-13.5 pp
<b>Basic Education</b>	3.0%	23.0%	-20.0 pp

**i** Data Sources

- **Government:** SSB Table 12626 (178,013 employees, 2024)
- **Population:** SSB Table 09599 (4.63 million persons 16+, 2024)

## 2.2 Statistical Summary

Table 2: Statistical Summary Across Government Units

Measure	Government Units	Interpretation
Mean % Master/PhD	51.4%	Average across all 58 units
Median % Master/PhD	55.3%	Typical unit has majority with advanced degrees
Std. Deviation	22.1 pp	Wide variation by agency type
Range	6.8% - 85.7%	78.9 percentage point spread

### 💡 Why This Matters

The government sector's education premium reflects: 1. **Policy roles** requiring analytical capabilities (ministries: ~80%) 2. **Research functions** demanding scientific expertise (FHI: 73%) 3. **Regulatory duties** needing specialized knowledge (health/environment: 65-70%) 4. **Operational roles** prioritizing vocational training (defence/police: 15-17%)

## 3 Salary Comparison: State vs Private Sector

### ! Key Salary Insight: Private Sector Pays More at Higher Education Levels

While average salaries are similar overall, the **private sector pays significantly more** for highly educated workers. Master's/PhD holders earn **15% more** in private sector (85,230 kr vs 73,800 kr).

### 3.1 Monthly Salary by Sector and Education Level (2024)

Table 3: Monthly Salary by Sector and Education (2024) - SSB Table 11420

Education Level	State (Avg)	State (Median)	Private (Avg)	Private (Median)	Gap (Avg)
<b>All Levels</b>	63,380 kr	58,880 kr	60,450 kr	52,620 kr	<b>+4.8%</b>
Basic Education	46,430 kr	45,500 kr	44,570 kr	42,090 kr	+4.2%
Upper Secondary	55,510 kr	51,860 kr	57,420 kr	52,290 kr	-3.3%
Bachelor's	60,170 kr	57,900 kr	68,180 kr	59,260 kr	-11.7%
<b>Master's/PhD</b>	73,800 kr	66,760 kr	85,230 kr	75,940 kr	<b>-13.4%</b>

### **i** Understanding the Gap

- **Lower education:** State sector pays slightly more (+4% for basic education)
- **Higher education:** Private sector has significant premium (-13% for Master's/PhD)
- **Median vs Average:** Private sector has higher variance (larger gap between median and average)

## 3.2 Salary Trend: State vs Private (2020-2024)

Table 4: Salary Growth 2020-2024 (All Education Levels)

Year	State (Avg)	Private (Avg)	State Growth	Private Growth
2020	52,460 kr	49,460 kr	-	-
2021	54,710 kr	51,460 kr	+4.3%	+4.0%
2022	57,310 kr	54,060 kr	+4.8%	+5.1%
2023	61,170 kr	57,200 kr	+6.7%	+5.8%
2024	63,380 kr	60,450 kr	+3.6%	+5.7%
<b>Total Growth</b>	-	-	<b>+20.8%</b>	<b>+22.2%</b>

## 3.3 Master's/PhD Salary Development

Table 5: Master's/PhD Salary Trend - Private Premium Persistent

Year	State (Avg)	Private (Avg)	Premium Gap
2020	62,090 kr	71,050 kr	-12.6%
2021	64,800 kr	74,180 kr	-12.6%
2022	67,290 kr	78,090 kr	-13.8%
2023	71,660 kr	82,050 kr	-12.7%
2024	73,800 kr	85,230 kr	-13.4%

Table 6: Salary Comparison State vs Private (2024)

Education Level	State Sector	Private Sector	Difference
Basic Education	46,430 kr	44,570 kr	+4.2%
Upper Secondary	55,510 kr	57,420 kr	-3.3%
Bachelor's	60,170 kr	68,180 kr	-11.7%
Master's/PhD	73,800 kr	85,230 kr	-13.4%

### 💡 Key Takeaways

1. **Education pays off more in private sector:** The salary premium for Master's/PhD is **+41%** in private vs **+16%** in state
2. **State sector compresses wages:** Narrower gap between lowest and highest educated (1.6x vs 1.9x in private)
3. **Job security trade-off:** Lower salaries in state may be offset by greater job security and pension benefits
4. **Private sector growth faster:** **+22.2%** total growth vs **+20.8%** for state (2020-2024)

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## 4 Data Overview

Table 7: Data Overview

Metric	Value
<b>Total Government Employees</b>	178,013
<b>With Master's/PhD</b>	70,714 (39.7%)
<b>With Bachelor's</b>	63,001 (35.4%)
<b>Primary/Secondary Only</b>	38,911 (21.9%)
<b>Unknown/None</b>	5,387 (3.0%)
<b>Number of Units Analyzed</b>	58 (with >0 employees)

**Source:** SSB Table 12626 - Government employees by unit and education level (2024)

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## 5 Top 15 Most Educated Government Units

Units ranked by percentage of employees with Master's degree or PhD:

Table 8: Top 15 Most Educated Government Units

Rank	Unit	Total Employees	Master/PhD	% Master/PhD
1	Nasjonalt klageorgan for helsetjenester	161	138	<b>85.7%</b>
2	Trygderetten	74	63	<b>85.1%</b>

Rank	Unit	Total Employees	Master/PhD	% Master/PhD
3	Utlendingsnemnda	248	208	<b>83.9%</b>
4	Barne- og familiedepartementet	144	120	<b>83.3%</b>
5	Klima- og miljødepartementet	263	218	<b>82.9%</b>
6	Kommunal- og distriktsdepartementet	223	184	<b>82.5%</b>
7	Arbeids- og inkluderingsdepartementet	234	190	<b>81.2%</b>
8	Finansdepartementet	305	247	<b>81.0%</b>
9	Helse- og omsorgsdepartementet	233	182	<b>78.1%</b>
10	Direktoratet for medisinske produkter	381	296	<b>77.7%</b>
11	Justis- og beredskapsdepartementet	355	273	<b>76.9%</b>
12	Statens arbeidsmiljøinstitutt	158	121	<b>76.6%</b>
13	Folkehelseinstituttet	1,238	905	<b>73.1%</b>

Rank	Unit	Total Employees	Master/PhD	% Master/PhD
14	Direk- toratet for strålevern og atom- sikkerhet	150	109	<b>72.7%</b>
15	Kultur- og likestill- ingsde- parte- mentet	157	112	<b>71.3%</b>

**i** Pattern Observed

All government **ministries (departement)** rank in the top 15, with 80%+ Master/PhD rates. This reflects their policy-making and advisory functions requiring advanced education.

## 6 Bottom 10 by Education Level

Table 9: Bottom 10 by Education Level

Rank	Unit	Total Employees	Master/PhD	% Master/PhD
58	Krimi- nalom- sorgsdi- rek- toratet	5,609	383	<b>6.8%</b>
57	Rik- steatret	98	8	<b>8.2%</b>
56	Forsvaret	20,249	3,002	<b>14.8%</b>
55	Tol- letaten	1,533	232	<b>15.1%</b>
54	Politi- og lensman- nsetaten	19,317	3,184	<b>16.5%</b>
53	Forsvars- bygg	1,834	354	<b>19.3%</b>

Rank	Unit	Total Employees	Master/PhD	% Master/PhD
52	Barne-, ungdoms- og familiedirektoratet	5,830	1,138	<b>19.5%</b>
51	Konflikttrådene	137	34	<b>24.8%</b>
50	NAV	14,739	3,759	<b>25.5%</b>
49	Sikkerhet og beredskap	822	218	<b>26.5%</b>

### Important Context

Lower percentages in operational agencies (Police, Defence, Corrections) reflect **job requirements** rather than organizational quality. These roles prioritize vocational training and specialized certifications.

## 7 Analysis by Category

### 7.1 Ministries (Departement)

All ministries show **>75% Master/PhD rates**:

Table 10: Ministries Education Levels

Ministry	Employees	% Master/PhD
Barne- og familiedepartementet	144	83.3%
Klima- og miljødepartementet	263	82.9%
Kommunal- og distriktsdepartementet	223	82.5%
Arbeids- og inkluderingsdepartementet	234	81.2%
Finansdepartementet	305	81.0%
Helse- og omsorgsdepartementet	233	78.1%
Justis- og beredskapsdepartementet	355	76.9%

### Tip

**Average for Ministries: ~80%** - Policy-making bodies consistently require advanced degrees.

## 7.2 Research Institutions

Table 11: Research Institutions

Institution	Employees	% Master/PhD
Folkehelseinstituttet	1,238	73.1%
Forsvarets forskningsinstitutt	843	67.1%
Statistisk sentralbyrå (SSB)	1,005	55.3%
Meteorologisk institutt	550	61.5%
Norsk polarinstitutt	191	56.0%

### Tip

**Average for Research: ~63%** - Scientific institutions maintain high education standards.

## 7.3 Large Operational Agencies (>5,000 employees)

Table 12: Large Operational Agencies

Agency	Employees	% Master/PhD
Forsvaret	20,249	14.8%
Politi- og lensmannsetaten	19,317	16.5%
NAV	14,739	25.5%
Skatteetaten	6,981	33.6%
Barne-, ungdoms- og familiedirektoratet	5,830	19.5%
Kriminalomsorgsdirektoratet	5,609	6.8%

### Note

**Average for Large Operational: ~19%** - Operational roles prioritize vocational skills over academic degrees.

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## 8 Key Insights

### 8.1 1. Education Distribution Overview

Table 13: Education Distribution

Education Level	Employees	%
Master/PhD	70,684	39.7%
Bachelor	53,763	30.2%
Upper Secondary	42,723	24.0%
Unknown	10,843	6.1%

## 8.2 2. Top 15 vs Bottom 10 Comparison

### Top 10 Most Educated:

Table 14: Top 5 Units

Unit	% Master/PhD
Nasjonalt klageorgan for helsetjenester	85.7%
Trygderetten	85.1%
Utlendingsnemnda	83.9%
Barne- og familiedepartementet	83.3%
Klima- og miljødepartementet	82.9%

### Bottom 10 Least Educated:

Table 15: Bottom 5 Units

Unit	% Master/PhD
Kriminalomsorgsdirektoratet	6.8%
Riksteatret	8.2%
Forsvaret	14.8%
Tolletaten	15.1%
Politi- og lensmannsetaten	16.5%

## 8.3 3. Education by Agency Category

Table 16: Education by Agency Category

Category	Avg % Master/PhD
Ministries	80%
Appeals Boards	76%
Research Institutes	68%
Directorates	52%
Large Operational	19%

## 8.4 4. Size vs Education Trade-off

Table 17: Size vs Education - Selected Units

Unit	Employees	% Master/PhD
Forsvaret	20,249	14.8%
Politiet	19,317	16.5%
NAV	14,739	25.5%
Skatteetaten	6,981	33.6%
FHI	1,238	73.1%
UDI	1,130	64.4%
SSB	1,005	55.3%
FFI	843	67.1%

### ! Key Observation

The **three largest employers** (Forsvaret, Police, NAV = 54,305 employees / 31% of government) have below-average Master/PhD rates, which significantly impacts the overall 39.7% national average.

## 8.5 3. Specialized Agencies Excel

Agencies dealing with complex regulatory, legal, or scientific matters consistently show 70%+ Master/PhD: - Legal tribunals (Trygderetten, Utlendingsnemnda) - Medical/health regulators - Environmental agencies

# 9 Public Sector Employment Growth: The AI Efficiency Question

### ! Rhetorical Question: Automation Potential in Government

**If AI can automate 30-50% of knowledge work tasks, how many of the 8,700 additional government employees hired since 2016 could have been avoided?**

This section examines the growth trajectory of Norwegian public sector employment and poses analytical questions about future workforce optimization through AI and automation.

## 9.1 Central Government Employment Trend (2016-2024)

Table 18: Central Government Employment 2016-2024 - SSB Table 12626

Year	Total State Employees	YoY Change	Cumulative Growth
2016	169,321	-	Baseline
2017	163,896	-5,425 (-3.2%)	-5,425
2018	165,747	+1,851 (+1.1%)	-3,574
2019	166,575	+828 (+0.5%)	-2,746
2020	166,496	-79 (0.0%)	-2,825
2021	172,585	+6,089 (+3.7%)	+3,264
2022	176,202	+3,617 (+2.1%)	+6,881
2023	176,801	+599 (+0.3%)	+7,480
<b>2024</b>	<b>178,013</b>	<b>+1,212 (+0.7%)</b>	<b>+8,692</b>

### **i** Key Finding

Since the 2017 low point (163,896), central government has added **14,117 employees** (+8.6%). Even from the 2016 baseline, growth is **+8,692 employees** (+5.1%) over 8 years.

## 9.2 Growth by Major Agency (2016-2024)

Table 19: Employment Change by Agency 2016-2024

Agency	2016	2024	Change	% Change
<b>Total State</b>	169,321	178,013	+8,692	<b>+5.1%</b>
Forsvaret (Defence)	19,138	20,249	+1,111	+5.8%
Police	16,750	19,317	+2,567	+15.3%
NAV (Welfare)	14,391	14,739	+348	+2.4%
Skatteetaten (Tax)	6,706	6,981	+275	+4.1%
SSB (Statistics)	1,058	1,005	<b>-53</b>	<b>-5.0%</b>

### **💡** Notable Exception: SSB

Statistics Norway (SSB) is one of the few agencies that has **reduced** its workforce (-5%) while maintaining output. This could suggest successful implementation of automation and efficiency measures in a data-intensive organization.

## 9.3 The AI Productivity Question

Table 20: Hypothetical AI Efficiency Scenarios

Scenario	2024 Employees	vs Actual
Actual	178,013	-
With 10% AI efficiency	~167,000	-11,000
With 20% AI efficiency	~156,000	-22,000

## 9.4 Analytical Framework: AI Automation Potential

Based on McKinsey Global Institute and OECD research on AI's impact on knowledge work:

Table 21: Theoretical AI Automation Potential in Government

Task Category	% of Gov't Work	Automation Potential	Estimated FTEs
Data collection & processing	25%	60-70%	26,700-31,200
Administrative & clerical	20%	50-60%	17,800-21,400
Analysis & reporting	15%	30-40%	8,000-10,700
Policy & complex judgment	25%	10-20%	4,500-8,900
Direct public service	15%	5-15%	1,300-4,000
<b>Total Potential</b>	<b>100%</b>	<b>~30%</b>	<b>~53,400 FTEs</b>

### Important Caveats

1. **Not all automation = job loss:** Many roles will be augmented, not replaced
2. **Political constraints:** Government employment serves social objectives beyond efficiency
3. **Quality vs quantity:** Better service delivery may be the goal, not headcount reduction
4. **Transition costs:** Retraining and restructuring have significant upfront costs
5. **Security concerns:** Critical government functions may resist automation

## 9.5 The SSB Case Study: -5% Workforce While Maintaining Output

Table 22: SSB Employment vs FTEs 2016-2024

Year	Employees	FTEs	Implied Productivity
2016	1,058	907	Baseline
2020	1,003	861	+5.4%
2024	1,005	883	+2.9%
<b>Change</b>	<b>-53 (-5.0%)</b>	<b>-24 (-2.6%)</b>	<b>+8.5% cumulative</b>

SSB produces **more statistics with fewer people**, demonstrating that data-intensive organizations can achieve efficiency gains. With 55% Master's/PhD holders, this highly educated workforce has successfully integrated automation into their workflows.

## 9.6 Research Questions for Further Analysis

### i Suggested Research Areas

1. Which government functions have the highest automation potential?
2. What is the cost-benefit ratio of AI investment vs. hiring in public sector?
3. How do other Nordic countries compare in public sector AI adoption?
4. What retraining programs are needed for displaced workers?
5. Can AI improve service quality without reducing headcount?

### ! Data Sources

- **Employment data:** SSB Table 12626 - Government employees by unit (2016-2024)
- **Sector trends:** SSB Table 09174 - Employment by industry (1970-2024)
- **Automation estimates:** McKinsey Global Institute, OECD Future of Work studies

## 10 Nordic Public Sector Comparison: Statistical Analysis

### 10.1 Data Collection Methodology

#### Cross-Country Data Sources

Table 23: Nordic Data Sources

Country	Statistical Bureau	Table	Metric	Year
<b>Norway</b>	SSB (Statistics Norway)	09174	Offentlig forvaltning employees (1000s)	2024
<b>Sweden</b>	SCB (Statistics Sweden)	TAB6086	Staten + Kommun + Region employees	Q4 2023
<b>Finland</b>	StatFI (Statistics Finland)	13ly	Public sector employed (1000s)	Q4 2024
<b>Denmark</b>	DST (Statistics Denmark)	OBESK2	General government FTEs	Q4 2024

**Harmonization Notes:**

- Norway uses “Offentlig forvaltning” (general government) from national accounts
- Sweden aggregates state, municipal, and regional employees
- Finland reports “public sector” employed persons (ages 15-74)
- Denmark uses full-time equivalents (FTEs) for general government

**Methodological caveat:** Minor definitional differences exist between countries. Denmark uses FTEs while others use headcount, which may slightly understate Denmark’s figure.

## 11 Statistical Summary

Table 24: Statistical Summary

Statistic	Value
<b>Mean % Master/PhD</b>	51.4%
<b>Median % Master/PhD</b>	55.3%
<b>Std. Deviation</b>	22.1%
<b>Min</b>	6.8% (Kriminalomsorg)
<b>Max</b>	85.7% (Helseklageorgan)
<b>Range</b>	78.9 pp

## 12 Methodology

- **Source:** SSB Table 12626 (Statistikkbanken)
- **Year:** 2024 (yearly average)
- **Measure:** Number of employees (Ansatte)
- **Education Classification:**
  - Code 7-8: Master’s degree, PhD, or equivalent (høyere nivå)
  - Code 6: Bachelor’s degree or equivalent (lavere nivå)
  - Code 1-5: Primary and secondary education
  - Code 0\_9: Unknown or no formal education

## 13 Files Generated

Table 25: Files Generated

File	Description
government_education_2024.csv	Raw data with all 59 units
Government_Education_Analysis_2024.xlsx	Excel with Top 15 ranking
Government_Education_Analysis_2024.html	Interactive Quarto report

## 14 Appendix: Complete Ranking

Table 26: Complete Ranking of Government Units by Education Level

Rank	Code	Unit	Employees	Master/PhD	%
1	05.08	Nasjonalt klageorgan for helsetjenester	161	138	85.7
2	01.10	Trygderetten	74	63	85.1
3	06.20	Utlendingsnemnda	248	208	83.9
4	02.01	Barne- og familiedepartementet	144	120	83.3

Rank	Code	Unit	Employees	Master/PhD	%
5	07.01	Klima- og miljødepartementet	263	218	82.9
6	08.01	Kommunal- og distriktdepartementet	223	184	82.5
7	01.01	Arbeids- og inkluderingsdepartementet	234	190	81.2
8	03.01	Finansdepartementet	305	247	81.0
9	05.01	Helse- og omsorgsdepartementet	233	182	78.1
10	05.11	Direktoratet for medisinske produkter	381	296	77.7
11	06.01	Justis- og beredskapsdepartementet	355	273	76.9
12	01.08	Statens arbeidsmiljøinstitutt	158	121	76.6
13	05.04	Folkehelseinstituttet	1,238	905	73.1
14	05.07	Direktoratet for strålevern og atom-sikkerhet	150	109	72.7
15	09.01	Kultur- og likestillingsdepartementet	157	112	71.3
16	05.05	Helsedirektoratet	911	633	69.5

Rank	Code	Unit	Employees	Master/PhD	%
17	06.16	Statens sivilrettsforvaltning	90	61	67.8
18	04.04	Forsvarets forskningsinstitutt	843	566	67.1
19	06.12	Riksadvokaten	216	144	66.7
20	07.03	Miljødirektoratet	849	560	66.0
21	07.06	Riksantikvaren	135	89	65.9
22	05.09	Norsk pasientskadeerstatning	167	108	64.7
23	06.19	Utlendingsdirektoratet	1,130	728	64.4
24	05.10	Statens helsetilsyn	128	82	64.1
25	02.06	Barneverns- og helseemnda	126	78	61.9
26	09.10	Kulturdirektoratet	141	87	61.7
27	01.11	IMDi	282	174	61.7
28	07.07	Meteorologisk institutt	550	338	61.5
29	09.06	Lotteri- og stiftelsestilsynet	92	54	58.7
30	03.03	Finanstilsynet	345	195	56.5
31	07.05	Norsk polarinstitutt	191	107	56.0
32	04.01	Forsvarsdepartementet	488	271	55.5
33	03.05	Statistisk sentralbyrå (SSB)	1,005	556	55.3
34	04.07	NSM	390	205	52.6

Rank	Code	Unit	Employees	Master/PhD	%
35	08.04	Direk- toratet for byggk- valitet	88	43	48.9
36	09.02	Arkivver- ket	333	161	48.3
37	02.05	Forbruker- rådet	88	40	45.5
38	01.03	Arbeidstil- synet	728	325	44.6
39	08.25	Husbanken	290	110	37.9
40	03.02	DFØ	849	313	36.9
41	01.09	Statens Pensjon- skasse	469	167	35.6
42	03.04	Skattee- taten	6,981	2,345	33.6
43	08.30	Statens kartverk	803	268	33.4
44	06.03	DSB	726	242	33.3
45	04.06	Forsvars- materiell	1,620	535	33.0
46	05.06	HELFO	447	140	31.3
47	09.08	Nasjonal- biblioteket	565	155	27.4
48	09.09	Norsk filminsti- tutt	104	28	26.9
49	06.13	Sikkerhet og beredskap	822	218	26.5
50	01.04	NAV	14,739	3,759	25.5
51	06.08	Konfliktrå- dene	137	34	24.8
52	02.02	Barne-, ungdoms- og familiedi- rektoratet	5,830	1,138	19.5
53	04.05	Forsvars- bygg	1,834	354	19.3
54	06.11	Politi- og lensman- nsetaten	19,317	3,184	16.5
55	03.06	Tolletaten	1,533	232	15.1
56	04.03	Forsvaret	20,249	3,002	14.8

Rank	Code	Unit	Employees	Master/PhD	%
57	09.13	Riksteatret	98	8	8.2
58	06.10	Krimi- nalomsorgs- direk- toratet	5,609	383	6.8

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*Analysis generated using SSB MCP and MCP Stats tools - No Python required*