

# ANNUAL THREAT ASSESSMENT 2015



NORWEGIAN POLICE SECURITY SERVICE

# Contents

Introduction ..... 2

Summary ..... 3

Key Terms ..... 4

Politically Motivated Violence: Extreme Islamism ..... 5

Politically Motivated Violence: Right-Wing and Left-Wing Extremism ..... 10

Threats Against Dignitaries ..... 13

State Intelligence Activity ..... 15

Proliferation of Weapons of Mass Destruction ..... 18

## Introduction

The threat situation in Norway is characterised by both continuity and change. Although we have not witnessed any dramatic events in Norway over the past year, developments are markedly negative. This relates to changes in the threat situation linked to different forms of extremism as well as to activities by the intelligence services of foreign states.

It is difficult to determine the extent of extremism in society and there are many sources of error. There is substantial uncertainty around the actual intention of all individuals who express themselves. Extremism refers to a person's desire to use violence. This entails an internal conviction, which is more or less hidden from others. It is not the case that all extremists express themselves, or that all who express themselves are extremists. We also know that individuals who are heading into an extremist environment can change course, and that the process of radicalisation can be stopped.

Several terrorist groups encourage their sympathisers to carry out acts of violence, often through the use of simple means. The effect that propaganda and incitement to violence can have on vulnerable individuals is generally difficult to assess. Acts of violence carried out by individuals or small groups may happen spontaneously or with minimal preparation. In such situations one cannot count on any advance warning, and traditional civil protection measures will have little or no effect.

Nor do comprehensive and serious changes in geopolitics and security necessarily lend themselves to advance warning. No one managed to predict Russia's occupation of Crimea and the resulting geopolitical and security consequences. The sudden military progress of ISIL in Iraq was not foreseen or warned about in advance either.

Both of the above examples have an impact on the threat picture, and demonstrate that events abroad may have both direct and indirect consequences for developments here at home and for Norwegian interests abroad. They also show that the unpredictability in the threat picture is substantial, nationally and internationally, and that we must be prepared for the unexpected.

The Norwegian Police Security Service's (PST's) main task is to prevent and investigate threats. What we can all do something about, is to try to prevent young people from being lured into thinking that violence is necessary to solve social problems.

The Annual Threat Assessment is an assessment of expected developments within PST's areas of responsibility in the year ahead. The target audience for the Threat Assessment is the Norwegian public who would like public information about expected trends in the threat picture. The assessment is also intended for entities which require an updated threat assessment as part of their long-term risk management. The value of the assessment is therefore dependent on the user's knowledge of risk management and the desire to limit one's vulnerability. In developing the assessment, PST has collaborated with several other authorities, of which the Norwegian Intelligence Service and the Norwegian National

Security Authority are the most important. The contents of the assessment have therefore been aligned within the subject areas for which the services have adjoining areas of responsibility.

## Summary

- The negative trends in the threat situation in Norway are expected to continue in 2015. There are active extreme Islamist groups in Norway who attract new supporters and recruit foreign fighters. For several of these Norway is the enemy. Norwegian participation in military action against ISIL and al-Qaida (AQ) will help strengthen this image of Norway as the enemy.
- Norwegian foreign fighters who join terrorist groups abroad may enhance their intention and capacity to carry out violence. Individuals who are returning home might therefore have a lower threshold for the use of violence in Norway. Norwegian foreign fighters who remain abroad serve as role-models for sympathisers in Norway and can be the driving force behind radicalisation and recruitment.
- Individuals both within and outside the known extreme Islamist milieus sympathise with ISIL and AQ, many of whom do not have foreign war experience. ISIL's and AQ's call for revenge attacks, together with terrorist acts in western countries may influence individuals to carry out acts of violence in Norway.
- The organised right-wing and left-wing extremist milieus in Norway will to a limited extent represent a threat to our society in 2015. A potential terrorist threat that exists is one that is connected first and foremost to individuals who are able to act on their own or in small groups.
- We expect increased activity in some local right-wing extremist milieus. This is mainly due to the influence of right-wing extremists abroad. Preventive measures by the police and other local actors are important in order to stop the growth of larger organised milieus.
- The right-wing extremists, left-wing extremists and the extreme Islamist milieus represent polarised extremities in Norwegian society currently. A provocative act of violence or terrorism from one of these milieus can quickly lead to protests and revenge attacks.
- Dignitaries in Norway can generally carry out their duties without any individuals coming forward with threats or other unlawful attempts to influence them. However, representatives from the most powerful organs of state will be more exposed to threats and undesired incidents, because they represent symbolic targets.
- The two states with which Norway has no security policy co-operation, and which at the same time represent the greatest intelligence-gathering capacity, are Russia and China. Of these, we assess Russian intelligence as having a greater potential to inflict harm on Norwegian interests. The most serious intelligence activity in 2015 will be

directed at Norway's ability to protect the country and its political decision-making processes.

- Iran is expected to continue as the main actor behind unlawful procurement targeting Norwegian companies. We have also noticed an increasing demand for goods and products that are not subject to export control. In addition, we expect the unlawful transfer of know-how to continue.

## Key Terms

- **Radicalisation:** The term radicalisation is used to describe a process in which a person increasingly accepts the use of violence as a means of achieving political, religious or ideological aims.
- **Extremism:** The term extremism is used to describe actors who accept the use of violence to achieve political, religious or ideological objectives. Individuals who have extremist views do not necessarily employ violent means themselves. Nor are individuals who join extremist groups, networks or milieus necessarily extremist. Many are attracted by the opportunity to belong and obtain a certain identity. Some are in a process of radicalisation while others have already been radicalised.
- **Extremist group:** The term extremist group is used to describe groups whose members share ideological views and objectives. Extremist groups have a certain amount of organisation and common activity.
- **Extremist network:** The term network is used to describe individuals who share ideological views and have a certain amount of contact. At the same time, their activities are only organised to a limited extent.
- **Extremist milieu:** The term milieu is used to describe individuals, groups or networks who share an ideological view but whose activities are not co-ordinated or organised. Individuals who move in a particular milieu do not necessarily know of each other.

## Politically Motivated Violence: Extreme Islamism

At the beginning of 2014, PST assessed the terrorist threat against Norway and Norwegian interests from extreme Islamism as heightened. The factors that underpinned this assessment still apply. During 2014 the negative development of the threat situation became clearer. The negative development is expected to continue in 2015.

This is supported by several factors. Firstly, the extreme Islamist milieus in Norway have the capacity to continue to radicalise and attract new followers. The terrorist group, The Islamic State of Iraq and the Levant (ISIL)<sup>1</sup>, functions as a unifying symbol for several individuals in these milieus. In addition, such individuals consider Norway and Norwegian interests a key part of their image of the enemy. Norwegian military participation in the USA-led coalition against ISIL and AQ will contribute further in confirming Norway as the enemy in the eyes of many of these individuals.

Secondly, Norwegian foreign fighters join terrorist groups abroad. Through training, battlefield experience and ideological indoctrination foreign fighters can develop their intention and capacity to commit acts of violence and terrorism. Returning foreign fighters may therefore have a lower threshold for planning or carrying out terrorist acts in Norway. They may also train and motivate each other. Norwegian foreign fighters who remain abroad will be important symbols and role models for individuals in Norway. Some of them will also be the key instigators in radicalising individuals and recruiting new foreign fighters.

Thirdly, many people both inside and outside the known extreme Islamist milieus sympathise with groups like ISIL and AQ. Among these are also individuals without foreign fighting experience. Such individuals are the target of ISIL and AQ's propaganda. In the autumn of 2014, both ISIL and AQ urged their followers to carry out revenge attacks on all who support the USA-led coalition's operations in Syria and Iraq. Such statements may influence individuals to carry out terrorist attacks in Norway also. Terrorist events in western countries, carried out by ISIL/AQ sympathisers may also influence individuals in Norway to carry out violent attacks in this country.

### Status

The largest and most important group of actors who present an Islamist threat to Norway consists of individuals who are inspired by ISIL and partially also AQ. Over the past year ISIL as a symbol and model has increased its support among Norwegian individuals who are attracted by or actively support extreme Islamist ideology.

Several Norwegian Islamists support the establishment of ISIL's self-declared caliphate<sup>2</sup> in Iraq and Syria. They also consider the proclaimed caliph, Abu Bakr al-Baghdadi, as their

---

<sup>1</sup> ISIL is also known by the name IS (The Islamic State). The group changed its name when it declared the establishment of an Islamic caliphate in Iraq and Syria on 29 June 2014.

<sup>2</sup> A caliphate refers to a system of government that is led by a caliph. A caliph is a term for the Prophet Muhammad's legitimate successor as the leader of Muslims.

legitimate leader. The establishment of the self-declared caliphate is an important symbol for many who are attracted by or actively support extreme Islamism in Norway. In addition ISIL uses language, symbols and audio-visual tools in its propaganda that appeal especially to young people. Social media is a key communication channel which allows ISIL to reach out to young people globally.

There are several extreme Islamist milieus in Norway with individuals who support ISIL/AQ. The majority are born or have grown up here in this country. They are mainly young men, but there are also examples of women who are involved. The women are particularly active in spreading propaganda via the Internet. The activity entails radicalisation and recruiting to their milieus. Some are also involved in various forms of money collection to support Norwegian foreign fighters. In addition, there is also the financing of other international terrorist and insurrection groups. The milieu in Oslo and South-Eastern Norway is the most crucial. There are also individuals who are on the fringes of these milieus or who remain totally outside. Some of these individuals are thought to have been through a radicalisation process on their own.

Many individuals who join extreme Islamist milieus in Norway have travelled abroad as foreign fighters<sup>3</sup>. The Norwegian foreign fighters known to PST have mainly joined ISIL in Iraq and Syria. They have travelled from around the country, but the majority come from South-eastern Norway. A few women have travelled to the region, but the majority are young men with no family connections in Syria or Iraq. Many of them have previous criminal convictions. In addition, the majority have low levels of education and a weak connection to the world of work. As of the middle of December 2014 the total number of Norwegian foreign fighters who either has been or is currently in Syria or Iraq is over 70 individuals.<sup>4</sup> PST is also aware that around 20 individuals have returned from the region to Norway. In addition, more than 10 individuals have been killed.<sup>5</sup>

For a number of years there have been individuals in Norway who sympathise with and support terrorist and insurgent groups with limited national or regional involvement. The collection of money for conflicts in their own home countries continues to represent the main activity of these more ethnically homogenous milieus. They are generally not very concerned about Norway or Norwegian issues. Some of these individuals have the capacity to commit violence and may represent a terrorist threat, but first and foremost outside Norway.

## Continued negative trend in the threat situation in 2015

The terrorist threat against Norway and Norwegian interests from extreme Islamists will also experience negative developments during 2015. Norway is a key part of what is

---

<sup>3</sup> A foreign fighter is defined as a person who fights another's war as a third party.

<sup>4</sup> There are likely to be some hidden figures so that the actual total number of freedom fighters is higher.

<sup>5</sup> There are likely to be some hidden figures, in relation to both the number of foreign fighters who return and who are killed.

perceived as the enemy by extreme Islamist milieus in Norway. These milieus influence young people and have demonstrated a great capacity to attract and radicalise new sympathisers. Some of them have also become foreign fighters. This is a development that is expected to continue this year also.

The fact that ISIL has established a self-declared caliphate and proclaimed a caliph as leader strengthens the group's status as a unifying symbol for many who are attracted by, or actively support, extreme Islamism in Norway. This symbolic value may strengthen the ability of members of these milieus to radicalise and recruit new individuals. Individuals who seek out or are vulnerable to such influence will in the first instance feel attracted to established milieus. Some may also become radicalised outside these milieus and may be particularly challenging to uncover. The main location of extreme Islamism in Norway is expected to continue to be Oslo and the South-eastern region of the country.

Norwegian foreign fighters in Syria and Iraq are also a contributing factor to the deterioration of the threat situation again this year. In a few years' time we have seen a development where Norwegian citizens are actively participating in international war and terrorism arenas as foreign fighters. The proportion of Norwegian foreign fighters is among the highest in Europe, taking into account the size of the population. The level of interest in travelling to Syria and Iraq appears to have increased after ISIL established its self-declared caliphate. This is despite media reports of the brutal violent acts and acts of warfare. The USA-led military operations do not appear to have reduced travel activity for the time being.

Individuals who become foreign fighters do not necessarily intend to return to their home country to carry out, or incite others to commit, terrorist acts. However, they may still present a threat to Norway because individuals are exposed to their efforts to defend extremist propaganda in this country. Through being symbols and role models they may contribute to radicalising individuals in Norway and in recruiting new foreign fighters.

Returning foreign fighters are for the time being not assessed to represent a concrete terrorist threat to Norway. However, there are reasons to support the assumption that some of them who return during 2015 may have a violent intention towards Norway. Through their stays abroad, several of the returnees may have cultivated strong bonds to international terrorists. They are willing to regard the leaders of terrorist groups as important authorities, and they may have a strong loyalty to what they regard as the wishes or requests from their leaders. A possible attack in Norway may therefore be planned as an operation from a central leadership based abroad, but also at the initiative of an individual. In addition, returning foreign fighters get a higher status and key positions in these milieus at home and are therefore instrumental in training and motivating others to carry out terrorist acts in Norway.

In the autumn of 2014, both ISIL and al-Nusra<sup>6</sup> called on their sympathisers all over the world to carry out revenge attacks on the USA and their coalition partners. The call came as

---

<sup>6</sup> A terrorist group connected to al-Qaida with its area of operation in Syria and Lebanon.



a reaction to the USA-led military operations in Syria and Iraq. Followers of ISIL and AQ in Norway may be inclined to act on the call for revenge attacks. This can be individuals who are already known by PST, but also individuals who have not been uncovered. Such individuals will not necessarily have experience as foreign fighters, but can just as well identify with and support ISIL. Their action may also influence individuals in Norway to carry out similar attacks here in this country.

## Enemy images, motives and symbolic issues

The enemy image of extreme Islamists is diversified. Everyone who differs from the extremists' interpretation of Islam politically, ideologically, and in their religion, are defined as unbelievers and are therefore regarded as enemies. Global Islamist terrorist actors have a particular objective of conducting a global resistance war against what they regard as a Western conspiracy against Islam and Muslims.

The enemy image of extreme Islamists must also be seen in relation to the dominant lines of conflict in Muslim countries. The current conflict in Syria and Iraq has given a concrete political dimension to the religious differences between extreme Islamists and various groups in the region. Such differences may also be seen in Norway and result in acts of violence directed at Muslim milieus. Kurds and Shia Muslims in Norway generally, may be exposed groups. Jewish symbols and interests are also part of what extreme Islamists in Norway perceive as the enemy.

The call from ISIL in the autumn of 2014 pointed to specific types of targets and countries. Military personnel as well as police and members of the security and intelligence services have been named specifically. At the same time all countries participating in or supporting the coalition's action are pointed out as legitimate targets. These targets are both civilian and military. The enemy image embraces many actors. Different people with opposing views, both Muslims and non-Muslims may therefore be the object of threatening or violent acts by extreme Islamists. This may include researchers, journalists, politicians, religious spokespeople and other participants in public discourse who confront or combat extremists.

The conflict in Iraq and Syria may influence the threat picture in Norway for many years to come. Although Norway has not been explicitly named among the countries that were threatened in the calls from ISIL and AQ, the participation of the Norwegian military in the USA-led coalition contributes to making Norway more prominent in the enemy image of extreme Islamists. Possible new calls and threats from such terrorist groups to Western interests may cause the threat picture to deteriorate. Many new attempted or completed terrorist attacks in Western countries inspired by ISIL or AQ may influence Norwegian extremists to carry out similar acts of violence in Norway.

Meanwhile there will be a number of different circumstances that could trigger terrorist acts in Norway. Previously, events that have been regarded as a provocation or insult to Islam and Muslims have been key mobilisation factors. The dynamic between extreme opposite poles in Norway may also act as triggers for acts of violence and terrorism. In particular,

provocation from right-wing extremists and/or anti-Islamic individuals or milieus may lead to revenge attacks and thereby contribute to escalating the conflict between extremist groups.

## Objectives and methods

PST expects that any terrorist attacks in Norway that are planned and prepared in this country will mainly be carried out using basic methods directed at what is regarded as symbolic targets for extremists. In the European context, terrorist attacks in recent years have been carried out with limited resources and basic methods. The attacks have required no or limited preparation.

However, more resource-intensive means may be utilised in possible attempts to carry out an attack in Norway. Returning foreign fighters may have had training in the use of weapons and explosives. In addition, they may utilise or get support from experienced terrorists if they have established an international terrorist network.

Individuals who operate alone will continue to represent a particular challenge. The attacks on 22 July demonstrated that planning by someone operating alone, even over extended periods of time, is difficult to uncover. Planning of a short duration and minimal preparation makes this problem much greater. In addition, such individuals may be psychologically disturbed with the result that they are unpredictable. In the event of future terrorist attacks by individuals operating alone one cannot expect any warning period. This presents a challenge to society's potential to take risk mitigating measures, and civil protection measures may rapidly become irrelevant. Meanwhile we must continue to take into consideration types of attack in which the perpetrators operate in groups.

## Politically Motivated Violence: Right-Wing and Left-Wing Extremism

Organised right-wing and left-wing extremist milieus in Norway continue to represent to a lesser extent some threat to our society. There are few groups in these milieus and they have few supporters. The right-wing and left-wing extremists mainly join small and loose networks. In addition, there are extremist lone individuals on the fringes of these milieus. Lone individuals in these milieus accept and support to a certain extent the use of threats and acts of violence. Planning and carrying out of larger and more serious acts of violence which creates fear in the population attracts less support. We do not expect any material change in the threat picture for right-wing and left-wing extremists in the year ahead.

The right-wing extremists, left-wing extremists and the extreme Islamist milieus represent polarised extremities in Norwegian society today. The resulting tension is an important force behind the call to, and use of, violence. The level of support for and activity among left-wing extremists has seen a close correlation with the support for and activity among right-wing extremists. In addition, there is a possibility of confrontation between the right-wing extremists and extreme Islamists. Both the right-wing extremists and extreme Islamists have the capacity to carry out serious violent acts if they develop an intention to do so.

A violent incident or act of provocation from one of the extremist groups can quickly trigger protests and revenge attacks. For various reasons this can escalate to more violent confrontations and incidents. These milieus will in the short term be able to mobilise sympathisers for their cause. Over the longer term a continuously heightened level of conflict may increase the number of supporters of, and recruitment to, these milieus.

### Right-wing extremism

The right-wing extremist milieus continue to be characterised by weak organisation, internal conflict and changes in leadership. Their activity is therefore uncoordinated, varied and locally rooted. The future development of the right-wing extremism is therefore uncertain. For the time being lone individuals, and not the organised milieus, will first and foremost represent a potential threat of violence or terrorism.

There are small right-wing extremist milieus scattered around the whole of Norway. Lone individuals have close contact with each other across the different milieus. At the same time the right-wing extremists operate independently of each other. The main activity of these milieus takes place on the Internet. Public commemorations and other physical activities take place sporadically and are locally rooted. Norwegian right-wing extremist groups are also often supported by individuals and groups with similar views abroad. Norwegian right-wing extremists are mainly in contact with foreign right-wing extremists in North-Western Europe.

The right-wing extremists' enemy image is to a large extent characterised by a hostile

attitude to Islam and immigrants, particularly Muslims, and to the authorities. According to right-wing extremist rhetoric, Norway must be defended against hostile powers who are about to overtake the country. The authorities are deemed as chiefly responsible, either for not putting in place counter-measures or for being in league with the enemy. This results in mistrust and hatred of Norwegian authorities and democracy in its current form. In addition, some right-wing extremist milieus continue to have a hostile attitude to other minorities, especially Jews. A final common trait of right-wing extremists is strong nationalist views where Norwegians and Norwegian culture are regarded as superior.

In 2014, organised right-wing extremist milieus carried out several local activities. Propaganda activities in Western and Southern Norway and in Trøndelag are examples of this. Such activities are often initiated by individuals or small networks. Sometimes they operate independently. Other times they are connected to a larger milieu. Whenever the level of local activity increases, it is often due to support from and cooperation with like-minded actors abroad, mainly in North-Western Europe. These actors often have an important role in leading and inspiring Norwegian milieus. They also contribute to the organisation and implementation of activities in Norway.

Some local right-wing extremist milieus are expected to be in a position to become more active in the year ahead. This is mainly due to increasing levels of contact and cooperation with like-minded people abroad. The extent to which right-wing extremist groups are capable of recruiting and radicalising often depends on preventive measures by the police. Local engagement and local preventive measures are also important factors that contribute to limiting the growth of larger organised milieus.

In the absence of unifying characters and concrete forums, the Internet is playing a critical role for right-wing extremist activities. Right-wing extremist activities on the Internet are partially uncoordinated and take place in both open and closed forums. Right-wing extremists speak of individual cases, persons, events and themes, and give them a conspiratorial, right-wing extremist interpretation. They mainly make threats and spread hate propaganda and provocation. They seldom call directly for the use of violence, but many of their statements can be interpreted as an indirect call for violence.

The Internet is expected to continue to be the most important forum for right-wing extremist propaganda, recruitment and radicalisation in Norway in the year ahead. However, the message does not seem to be convincing or alluring. If the activity of right-wing extremists on the Internet were to become more structured and targeted, this forum's significance in recruitment and radicalisation would be strengthened. Such a development might have a particularly negative effect on vulnerable and impressionable lone individuals. Such individuals may be radicalised into acting on their own or in response to calls from other right-wing extremists.

Norwegian right-wing extremists have only had limited opportunities to travel to regions of conflict where their intension and capacity can be developed and international networks built. Over the past year, however, right-wing extremists from Europe have in various ways

involved themselves in fighting activity in Ukraine. Several individuals from different Western European countries have travelled, some with a connection to Norway. The conflict in Ukraine has so far had a limited appeal among right-wing extremists in Norway. If the conflict gets a clearer ideological narrative and basis, this may result in more Norwegian right-wing extremists travelling to this conflict region.

It may also become simpler for Norwegian right-wing extremists to be able to participate in the conflict in Ukraine in the year ahead. This is first and foremost because foreign right-wing extremists who have participated in the conflict will be able to call for and facilitate such participation. Possible participation in the Ukrainian conflict might in turn strengthen Norwegian right-wing extremists' contact with like-minded individuals in other countries. Any participation in fighting must also be expected to strengthen the right-wing extremists' intention and capacity to commit acts of violence in Norway.

### Left-wing extremism

There are few left-wing extremists in Norway, and they represent first and foremost a public order problem. Several individuals regard unlawful and less serious violent activity as both legitimate and effective. At the same time left-wing extremists have a high threshold for committing serious violent acts. Left-wing extremists also carry out few public demonstrations. To the extent any such demonstrations are held, they most often take the form of non-violent, but unlawful protest activity. At the same time, these milieus are thought to have the opportunity to mobilise supporters and sympathisers in the event that they would like to react to individual issues or if they take part in demonstrations that then develop into a violent direction.

The fight against right-wing extremists is the issue which over the last few years has mobilised left-wing extremist milieus. Because the right-wing extremist milieu is small and weak, this results in the left-wing extremist milieus keeping a low profile. Limited engagement by the left-wing extremists in other political or ideological issues contributes to their potential to recruit being low at present.

At the same time, left-wing extremists represent a potential threat of violence against individuals and organisations that are associated with right-wing extremism.

If such activity should take place, we expect first and foremost that it is directed at individuals who left-wing extremists define as right-wing extremists and their events.

Left-wing extremism represents a concrete threat of violence and terrorism in some other European countries. The fight against fascism is the most important issue. In addition, different violent - often anarchist - left-wing extremist groups also engage in other political issues. There is contact between left-wing extremist individuals in Norway and corresponding left-wing extremist milieus abroad. This contact and any possible left-wing extremist activity in another country may help inspire or radicalise individuals in Norway. In any event, we do not expect that left-wing extremist milieus will be drawn in a materially more violent or active direction in the year ahead.

## Threats Against Dignitaries

In Norway we have a form of government that enjoys broad support. Our dignitaries can generally carry out their duties without any individuals coming forward with threats or other unlawful attempts to influence them. However, representatives from the most powerful organs of state will be exposed to threats and undesired incidents, because they represent symbolic targets.

PST has a responsibility to prevent and investigate this type of criminality. The number of serious cases we work on each year is relatively stable. Our experience in this area is that there is a huge variation in what lies behind different attempts to obstruct or impact a dignitary in carrying out their work. The concrete incidents that dignitaries are subjected to, consist of anything from insults, harassment and verbal threats to attempts to carry out physical attacks.

### Motivation for incidents involving threats

When an individual attempts to influence a dignitary through threats or other unlawful means, this is often caused by personal dissatisfaction with something. The dissatisfaction is often connected to the individual's personal circumstances, which in many instances relate to differences in relation to decisions from the welfare or justice system. Threats may also arise as a result of a more substantive political or ideological difference.

The purpose of a threatening approach is usually to frighten the dignitary while at the same time expressing dissatisfaction. The desire for attention and help are also common motives. It is very seldom the case that the person who issues threats would like to carry them out. Attacks that have been carried out on dignitaries in other European countries have most often been carried out with a certain amount of preparation or planning in advance. Plans to attack can, however, be difficult to discover because the preparation phase may be of short duration and without any visible warning signs.

### Key politicians under heavy pressure

The Research department of the Norwegian Police University College (PHS) has researched how far our elected national politicians are subjected to violence, threats or other frightening contacts, and what the experience has entailed. One third of all members of the Norwegian Parliament and the Government responded that they have experienced serious incidents involving threats<sup>7</sup> related to their work as politicians. The research shows that Government ministers are somewhat more exposed than members of Parliament. The Royal Family and representatives of the Supreme Court may also experience threats or

---

<sup>7</sup> Threats of harm to dignitaries or others who are close to them represent 27%; physical attacks or attempted attacks, c. 14%; damage to property and objects, 8%. Source: *Threats and Threat Incidents Directed at Politicians*. PHS Forskning (*PHS Research*) 2014:4

harassment from individuals looking to influence them in carrying out their duties. Depending on the degree of seriousness and scope, this type of threat can contribute to a weakening of fundamental democratic and constitutional functions.

### The threat picture for dignitaries in 2015

Increased activity and exposure in connection with this autumn's election will mean that politicians are more exposed to negative attention in the year ahead. Heavy personal focus combined with issues that are regarded as controversial have previously led to incidents involving threats. Right-wing extremist milieus perceive the authorities as the enemy. It is not expected that these milieus will from the outset have a particular focus on this autumn's elections. However, events and debates, particularly those connected to immigration, might produce an increase in the rhetoric of hatred. The rhetoric of hatred might ultimately have an effect on the intention of an individual to commit violence. Norwegian political, military, humanitarian or economic participation in regions of conflict may also trigger threats against Norwegian dignitaries during 2015.

## State Intelligence Activity

State intelligence activity is carried out to protect a country's political, economic and military interests, and a number of states must be assumed to carry out intelligence activity in Norway. The two states with which Norway has no security policy co-operation, and which at the same time represent the greatest intelligence-gathering capacity, are Russia and China. Of these, we assess Russian intelligence as having a greater potential to inflict harm on Norwegian interests.

The Russian occupation of the Crimean peninsula and Russia's involvement in the political process in Ukraine, have also demonstrated that Russian authorities are willing to use force to achieve their objectives. The situation demonstrates that geopolitical and security stability cannot be taken for granted even in these times. Other states that carry out intelligence activity against Norwegian interests may also potentially challenge this stability in future.

### Intelligence activity can compromise Norway's ability to protect the country

Russian intelligence services are looking for information on Norwegian defence, security and civil protection. Norway is a member of NATO and makes up NATO's border with Russia in the north of the Kola Peninsula. It is a region of military strategic importance to Russia. Russian intelligence is seeking information on Norway's and NATO's military capacity, activity and strategies. The insight provided by intelligence activity can strengthen Russia militarily. At the same time it can compromise both Norwegian and allied geopolitical and security interests. This insight can potentially be used to carry out acts of sabotage against Norwegian civil and military infrastructure.

With defence reform as a point of departure, several states will use their intelligence services to continue their search for high technology and scientific know-how in Norway in 2015. Such advanced know-how and technology are important for the respective states' extensive military reforms. An important objective for these states is to catch up with the West's technological lead.

Because foreign intelligence services carry out intelligence activity against Norwegian interests, we expect several to continue mapping Norwegian counter intelligence. They are attempting to recruit our employees and to get suitable individuals to apply for jobs with us. Foreign intelligence services would like to discover our methods, our personnel and which technological capabilities we have. The purpose is to utilise the know-how they obtain to prevent us from uncovering their activities and to further develop their intelligence gathering methods.

### Intelligence activity can weaken the Norwegian political process

The intelligence services of foreign states are attempting to influence and undermine Norwegian political processes in matters in which Norway and the foreign state disagree.



They are paying particular attention to staff in selected government ministries, staff at Norwegian foreign missions, Norwegian delegations abroad, politicians and staff at the Storting (Norwegian Parliament), researchers as well as consultancies in this work. To the same extent to which individuals and organisations that are of interest to foreign intelligence services in other sectors, they are also subjected to attempts at recruitment, theft of information and interception.

The intelligence services of foreign states try to influence other states' geopolitical and security decisions in their favour. In the coming years the defence and geopolitical and security decisions which Norway and NATO will make based on the conflict in Ukraine will be of particular interest to these intelligence services.

Norwegian support for, and implementation of, international sanctions against Russia and Iran will result in continued Russian and Iranian intelligence activity. The purpose will be to influence our authorities' support for these sanctions as well as to undermine and circumvent the implementation of these sanctions in Norway.

The intelligence services of foreign states have for many years been interested in Norway as a supplier to the European energy market. Over the past year Norway's supply of gas to Europe has gotten a clearer geopolitical and security dimension. Even when the decision to supply is taken by private suppliers, there are political implications for other states' view of Norway. The intelligence services of other states will look for important and sensitive information connected to the supply of Norwegian energy and attempt to influence this. We must also take into consideration that other states whose political situation has become critical may wish to disturb or cause insecurity around Norwegian supply security and supply capability.

Several states are showing an interest in areas including business development, natural resources and space research north of the Arctic Circle and on the Svalbard islands. Some states have objectives and plans for activity in these areas that are incompatible with Norwegian stipulations and Norwegian geopolitical and security interests. There is therefore reason to expect the activity of these states' intelligence services in support of these objectives to continue.

In addition, several states use intelligence activity to map their own dissidents when they have settled abroad and are engaged in political activity. Such activity also takes place in Norway. We expect this activity to continue, and that political refugees may be subjected to mapping, pressure and in some cases also threats. These intelligence services sometimes also try to influence Norwegian authorities into limiting the freedom of expression in Norway of dissidents.

## Intelligence methods are adjusted to the level of development in society

Even in current times, intelligence officers operate under cover of being diplomats, journalists and business representatives, or they turn up as tourists. Intelligence services also adjust their methods to the level of development in society. The digitalisation of Norwegian society and the globalisation of research and business have provided the intelligence services with simpler working conditions. The growth of consultancies provides foreign intelligence services with a potential new tool in their efforts to collect information and influence political processes.

Computer network operations can affect a substantial number of targets simultaneously and thereby steal enormous quantities of classified and sensitive information. Norwegian computer systems are generally poorly protected. Computer network operations may also be used to damage or paralyse Norwegian critical infrastructure. Such operations may also prepare the ground for another serious act of sabotage or warfare which may be used in a potential future conflict or war. Computer network operations are therefore an intelligence method which may have the most serious and extensive harmful effect across the whole spectrum of Norwegian interests.

Computer network operations have been discovered in relation to the Norwegian defence, security and civil protection sector; political process, Norwegian critical infrastructure, entities in the petroleum sector; and it is also used in espionage directed at refugees. If network based operations are to be prevented better, this would require a strengthening of the security culture and vigilance in many Norwegian organisations.

Norwegian business, research and public organisations are becoming more international. As a result they are also hiring individuals with connections to, and background from, states that carry out intelligence activity. This also relates to roles in which one manages sensitive or classified information in public and private organisations. Foreign intelligence services have used the opportunity this provides to threaten such individuals into collaborations that conflict with Norwegian interests. Such intelligence activity is expected in 2015 also.

Over the last few years, foreign intelligence services have shown interest in exploiting consultancies. Norwegian consultancies can currently keep their client lists secret, and can therefore potentially hide other states' interests. Such companies' assessments, resources and contacts in political spheres can provide a good basis for the collection of information about the Norwegian political decision-making process and the ways in which such processes may be influenced. One cannot assume that Norwegian or foreign consultancies know who their customers actually are, or what the true purpose of a possible assignment is.

## Proliferation of Weapons of Mass Destruction

The work against the proliferation of weapons of mass destruction shall prevent certain types of goods, services, technology and know-how from ending up with states or actors who have the intention of producing weapons of mass destruction. Norway is an attractive country for actors who are looking for technology and know-how which can be used to develop and manufacture weapons of mass destruction and their means of delivery. Such procurement activity is mainly carried out covertly.

### Iran continues to be the main actor behind procurement activity

Iran is expected to continue to be the main actor behind unlawful and covert attempts at procurement to support the Iranian nuclear programme and Iran's potential production of weapons of mass destruction. The ongoing negotiations between the international community and Iran have not led to a reduction in the number of covert attempts at procurement from Norwegian organisations. The negotiations have also created a false impression among Norwegian companies that restrictions on the export of dual use goods to Iran have been relaxed.

Other countries are also carrying out covert and unlawful procurement attempts directed at Norway and Norwegian organisations. This particularly relates to countries in Asia and the Middle-East. It is expected that several actors may enter into different types of co-operation arrangements in order to circumvent Norwegian export control. Such co-operation may be established across nationalities and across national borders. This type of procurement attempt may be directed at all types of goods, services and technology which can be used in the production or development of weapons of mass destruction.

### Increasing requests for goods and products that are not subject to export control

Unlawful procurement activity is being directed at a broad spectrum of technology. In the period ahead smaller businesses dealing with technological research and development, sub-contractors for the defence industry as well as producers of high quality products for the petroleum and gas industries will be subjected to procurement attempts. Smaller businesses are particularly exposed if they do not have a conscious awareness of the dual use potential of their products, and of the regulations that govern the export of dual use goods.

Over recent years we have also seen an increase in requests for goods and products whose specifications fall just short of the threshold for what is defined as goods that are subject to export control. The attempts to purchase these goods are linked to military end-users and the trend is expected to continue. Such products, and a number of civilian products with dual-use potential, may also be used in the production of weapons of mass destruction. The products can be used in their current condition, or modified so that they can be used in advanced weapons or missiles.

Actors behind the unlawful procurement activity are attempting to conceal the real end-user and the intended use of the product. Such covert procurement activity often entails the goods travelling through several countries to conceal the final destination. Front companies are used in addition in order to conceal the end-user. Such companies have European names from time to time and websites in European languages.

### The unlawful transfer of know-how is expected to continue

Norwegian educational institutions have in recent years experienced a strikingly high volume of Iranian applicants for subject areas and technological disciplines that are relevant to the development of a weapons programme. Iran and other actors are expected, to an even larger extent than previously, to educate their students and researchers at educational institutions abroad.

The background is that the international non-proliferation efforts in recent years have resulted in a tightening and increasingly stricter implementation of the export control regulations. Developing their own technology has therefore become more important for the countries that would like to produce or develop weapons of mass destruction.

In the years ahead, Norwegian research and educational institutions must also expect to be subjected to the unlawful transfer of know-how. Norwegian authorities must ensure that residence permits are granted on the correct basis. In these cases residence permits are granted on the basis of a specific course of study or working arrangement. The basis of the residence permit falls away if the subject of study or the working arrangement changes during the residency. Norwegian educational institutions are informed of the obligations that are found in international sanctions measures. The obligations entail that the educational institutions must, on the basis of the Export Control Act, assess the extent to which the know-how they produce may have the potential for dual use.