



Norway Country Report

EUFORI Study

European Foundations for
Research and Innovation

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Research and
innovation

EUROPEAN COMMISSION

Directorate-General for Research and Innovation

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Luxembourg: Publications Office of the European Union, 2015

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1 Contextual Background

1.1 Historical background

Norway has a weak philanthropic tradition due to small social, cultural and economic differences within the population. After being subject to Danish rule for 400 years, Norway became independent in 1814, reorganising under its own constitution. Few feudal structures remained, and the nobility was abolished. The civil servants previously appointed by the Danish king had formed an enclave of immigrants, and the upper-middle class was small and not very self-confident. The fishermen and peasants were rather poor, yet they enjoyed more freedom and equality than elsewhere in Europe, even before the Labor movement started pushing for greater equality. This resulted in a common set of values for the upper and lower classes. In the local communities, people reinforced mutual normative control, forcing everybody to work. Not working was criminalised and begging was only allowed for certain groups such as the disabled and school pupils. Resources were scarce, and it was almost impossible to survive the harsh climate without being part of a household that produced heat and food. As Henrik Stenius writes, 'Wealth was limited and those who had more of it were led to think that giving away donations was not necessarily a good deed. Much better was to try to force everybody to do their duty (i.e., work)' (Stenius, 2010: 41). Thus, private charity was very rare, and resources for helping the deserving poor were gathered and distributed mainly by the local church. While the Nordic countries had some examples of hospitals and charitable women's societies, such philanthropic practices came out of an urban culture that was very marginal in Norway, since a major part of the population was scattered along the coast and in rural areas. In the Nordic countries it was difficult to find examples of philanthropy that could sustain the operations of large institutions in the fields of welfare, culture or education (Stenius, 2010: 41-42).

A 'Scandinavian model' of welfare provision, with a relatively strong element of citizenship rights and state responsibility for welfare, was introduced as an idea in the nation's politics even before the turn of the twentieth century (Kuhnle, 1981) – long before the Labor movement came to power. The popular movements emerged in the early 19th century, mobilising people around religion, temperance, the new Norwegian language, labour issues, enlightenment, sports and shooting, as well as help for blind and deaf people. Since then, voluntary organisations have pioneered the provision of welfare services. However, as welfare needs were revealed and defined, it gradually became clear that the voluntary sector lacked the necessary capacity and resources to meet these needs. Thus, the State became accepted as the main source of funding capable of meeting welfare needs (Kuhnle, 1983; Kuhnle and Selle, 1990). Nevertheless, some (limited) space exists for voluntary organisations to provide welfare services in collaboration with the public sector. As such, voluntary and public sector welfare provision have grown simultaneously.

While welfare provision grew, donations remained scarce as strong sentiments against philanthropy evolved. First, the Labor movement considered philanthropy as a concealment of underlying social problems or as a cover operation for the rich to help the rich. Later, organisations for sick and disabled people

argued that nobody should have to rely on other people's generosity to pay for his/her basic needs. A State guarantee to meet these needs was a matter of dignity and basic human rights. Therefore, policy-makers did little to promote private donations by tax deductions or institutional changes. Philanthropy has rather been regarded as a largely unnecessary and outmoded concept, except for serving certain fields perceived as outside the public sector's core responsibility, such as missions, religious congregations, help for the homeless and substance abusers, and foreign development and disaster aid.

In the early 20th century, the popular movements (farmers, fishermen, small-holders, temperance, lay Christian, social and humanitarian associations, as well as a countercultural struggle for a New Norwegian language) grew stronger by activating broad segments of the population through membership activities and volunteering. In relatively poor but equal local communities, many people could give a little of their time even if they were short of money. This practice appealed to people's work ethic. An institution of 'dugnad', or voluntary community effort, had existed since the Middle Ages. People were expected to contribute a certain minimum amount of work to common responsibilities, such as mutually assisting neighbors or building common goods such as churches, roads and community houses. 'Dugnad' also applied to voluntary organisations, which came to be considered a crucial part of this common responsibility. Similar to the other Nordic countries, Norwegian social security focuses on self-help through work and public welfare rather than philanthropy, as donations would not amount to much income (Kuhnle 1981; Stenius 2010). Volunteering, on the other hand, has been used extensively by national voluntary associations. Moreover, social democratic policies have not supported philanthropy, based on the assumption that the results would be disguised rather than reduced social inequality. This means that Norway would grow to be a very rich but not very generous society, as it would appear from the level of monetary donations. However, volunteering and non-market transactions are still much more important sources of income for the voluntary organisations. ^[1]

Historically, there have been few Norwegian foundations accumulated from a large number of donations or from larger private fortunes. Older foundations often have a small capital basis and distribute grants for local purposes (Backe and Krøvel, 1940; Nicolaysen, 1858-1894). Håkon Lorentzen finds that during the 19th century a large number of small foundations were established to provide economic support for vulnerable groups or education for individuals, often limited to inhabitants in a local community or parish (Lorentzen, 2004). This raises the question as to how could foundations supporting R&I evolve in a country where philanthropy only recently came to be considered a significant force? In the next section we will be looking at changes after the Second World War, and thereafter at the changes in the new millennium and what the present foundation landscape looks like.

Foundations in Norway after the Second World War

In the post-war period, several larger foundations originated from relatively wealthy donors, most often related to shipping. In the twentieth century, some ship-owners made large fortunes, particularly from

1 This section about the historical background is based on a chapter called 'Giving in Norway: An ambitious welfare state with a self-reliant nonprofit sector', forthcoming in: Wiepking, Pamala and Handy, Femida (eds) *The Palgrave Handbook on Global Philanthropy*. Basingstoke and New York: Palgrave.

whaling and oil transportation, and parts of their fortunes were channeled into grantmaking foundations. Also, fortunes from some land-based industries were transformed into assets (Lorentzen, 2004). Some foundations were created in order to preserve the structure of an industrial company. By giving up individual ownership rights and placing all stocks in a foundation, the factory or industrial company was assumed safe from fragmentation and speculation. Most often, stocks were placed in a holding company, which was controlled by the foundation. This means that the foundation controlled the market operations of the firm, as well as surplus from production. Parts of that surplus would be channeled back into the foundation and distributed as grants, while the rest would be reinvested in production (Lorentzen, 2004). In 1939 there were 6 000 foundations in Norway (Backe and Krøvel, 1940; Lorentzen, 2004), in 1998, almost 60 years later, this had increased to more than 9 000 registered foundations (Sivesind, Lorentzen, Selle, and Wollebæk, 2002). A typical large foundation would have an asset of NOK 100–500 million, (EUR 12–60 million), and distribute grants of NOK 3–5 million each per year. Less than 5%, or 30-50 foundations, belong to this category. The average annual amount distributed as grants was NOK 266 000 (approximately EUR 3 300) per foundation (Lorentzen, 2004: 27). In Sweden, there were three times as many grantmaking foundations that distributed more than four times as much as in Norway. The Wallenberg-foundation in Sweden alone distributed more than the 50 largest foundations in Norway (Lorentzen and Dugstad, 2010). However, there was also a much smaller number of operative foundations in Sweden in 2002; only 1 560 compared to 6 000 in Norway (Wijkström and Einarsson, 2004). Two thirds of the foundations in 1998 were operative, and one third was a grantmaking foundations (Lorentzen and Dugstad, 2010). Denmark has several large foundations that own businesses but also give grants to scientific, humanitarian and cultural purposes such as the Carlsberg-foundation.

In Norway, many operative foundations have been established since the seventies, in the fields of service provision, research, cultural institutions, and more recently volunteer centres. Still, almost all Norwegian foundations were very small and none of them were large in the Scandinavian context. No private grant-making foundations existed with equity capital above EUR 124.4 million (NOK 1 billion) before the end of the nineties, with expectation of the Freedom of Expression Foundation, which reached EUR 200 million by year 2000.

While the economy grew, and public ownership of private companies was kept at a high level even in the oil era, private capital remained limited. This limited the growth of foundation capital from private sources.

According to Håkon Lorentzen (2004), some of the most prominent foundations in 1998 were:

- The Anders Jahre's Foundation for Promotion of Science (Anders Jahres fond til vitenskapens fremme), established in 1953 and supported by ship-owner Anders Jahre, presents awards and supports scientific work in medicine, law (primarily at the University in Oslo) and chemistry and marine technology (primarily at the Norwegian University for Science and Technology (NUST)). The foundation capital reached EUR 17 million (NOK 144 million) by 2004. This is one of the few examples of private philanthropy supporting an R&I foundation of significant size. In addition, Anders Jahre also established a Foundation for Humanitarian Purposes (Anders Jahres Humanitære stiftelse) in 1966.
- The Sat Sapienti Foundation established in the early 1970s from a donation by Harald Throne Holst,

the owner of a large chocolate factory Freia. The foundation capital was around EUR 12.5 million (NOK 100 million) in 1998 and the foundation is engaged in cultural work, particularly the preservation of ancient buildings. It also promotes Nordic cultural cooperation.

- The Freedom of Expression Foundation – can trace its roots back to the Narvesen Kiosk Company, founded in 1894, which was a family owned stock company that operated on a for-profit basis. However, it had some additional limited philanthropic activities, such as the Narvesen Award and financial support for the education of journalists. The company had a license to operate kiosks on state-owned railway stations. For the purpose of securing free speech through the distribution of newspapers and journals, which was a great concern for many in the politically polarised post-war period, ownership of the Narvesen Kiosk Company was transferred to the not-for-profit Freedom of Expression Foundation. The owners were willing to sell their shares at reduced price and the shares were transferred to a not-for-profit public utility foundation on 1 January 1975. Through a simultaneous merger of Narvesen with Norsk Spisevognselskap, a wholly-owned subsidiary of the Norwegian State Railways (NSB), a ‘structural rationalisation’ was necessary, and this served as a legal backing for granting the private owners of Narvesen tax-exemption for their loss. There was no precedence for this ‘Lex Narvesen’. Contacts at a high political level were important to make the deal possible. The Freedom of Expression Foundation held 59 % and NSB 41 % of the share capital in the merged company, which was subsequently named Narvesen. In 1995 NSB sold its equity in the company, and in 2001 the Freedom of Expression Foundation also sold the last stakes when Narvesen merged with the Reitan-group. With a more complex media-scene and the growing importance of the Internet, the Narvesen Company no longer played a key-role in securing free speech in Norway. However, the Freedom of Expression Foundation continued to promote freedom of expression, in line with the foundation's written mission statement, through the Freedom of Expression Prize and the Freedom of Expression Tribute, direct support for special projects, etc.

Since the 1970s an increasing number of operative foundations have been established by the public authorities to strengthen accountability and limit direct political control of research, cultural and welfare institutions (Lorentzen, 2001). This Norwegian orientation towards the public sector as a first mover has created a grey area between the public sector and civil society, where ownership often is unclear, resources from different sources are entangled, and it is difficult to see where the influence of the public sector ends and the legally required independence of the foundations begins. Many foundations established by private entrepreneurs therefore focus on backing activities, ideas, arrangements and projects that have failed to attract sufficient public support, such as the preservation of cultural memorials, the restoration of ancient buildings, economic support for festivals, musical instruments, cultural activities, a particular service of a public institution, communal volunteer centers, self-help groups or support for extraordinary purposes at public welfare institutions are examples (Lorentzen, 2004). As we will see in the following section, there are several research institutes established as foundations in Norway with support, and in many cases on initiative, from the ministries, directorates, regional university colleges and research councils.

1.2 The Foundation landscape

Since 2000, a number of large foundations by Norwegian standards have emerged, and this has become a very important feature in the present R&I-foundation landscape.

One of the larger Norwegian grantmaking foundations was established by the municipality of Kristiansand in southern Norway with capital from sale of a hydroelectric production company in 2000. The Cultiva foundation supports cultural and knowledge institutions, and contributes to innovation, development and knowledge-building in Kristiansand. Until the end of 2010, EUR 21 million had been given to such purposes, including 3.7 million to the development and establishment of education, competence and expertise at the University of Agder, Noroff College and Sørlandets Knowledge Park. In 2011, the booked foundation capital was EUR 174 million. However, since 2012 no new grants have been awarded as a result of a low return on capital in the slow financial markets. The Competence Development Fund of Southern Norway (CDFSN) was established by fifteen local public authorities in the county of Vest-Agder in 2000, and the foundation's funds were raised from a donation of shares in the newly merged hydroelectric power company Agder Energi AS. In 2011 the booked foundation capital was EUR 80 million. The Cultiva foundation and the Competence Development Fund of Southern Norway (CDFSN) belong to the target group for the EUFORI-project which are foundations that from 2005-2012 have supported or operated research ^[2], research-related activities ^[3] or innovations. ^[4] They are among the 10 largest R&I-foundations in Norway in terms of foundation capital according to data from the Foundation Register (see Table 1), and they were established by the public authorities in year 2000.

The Freedom of Expression Foundation also continued to grow after 2000. After the sale of Narvesen, all the equity capital was invested in the stock market, securities and property, including institutions such as the House of Literature in Oslo, and the Free Word Centre in London that houses organisations working for free speech. The Freedom of Expression Foundation expanded its capital from EUR 200 million in 2001 to EUR 323 million in 2012. This has secured a very strong and independent economic platform and the ability to work in line with the foundation's written mission statement through other means than securing the distribution of printed media. The Freedom of Expression Prize and the Freedom of Expression Tribute still attracts much attention. The Freedom of Expression Foundation awards scholarships and supports education and the production of books, movies and exhibitions, and has initiated new institutions such as the House of Literature in Oslo and the Free Word Centre in London, and has recently supported a research project on freedom of expression. The foundation also has supported the dissemination of research, for example by collaborating with the Sparebankstiftelsen DnB on supporting Store Norske Leksikon, a comprehensive contemporary Norwegian language online encyclopaedia with signed articles by professors,

2 'Research' is defined in the EUFORI-project as basic and/or applied research projects or programmes covering all thematic aspects of science, technology from the social sciences, humanities, engineering and technology, to natural sciences, agricultural sciences and medical sciences.

3 'Research-related activities' include support for projects/programmes on researcher mobility, knowledge transfer, civic mobilisation or advocacy (trying to change social opinions and/or behaviours regarding science), infrastructure, dissemination of research (seminars, conferences, etc.) and science communication (museums and science parks).

4 'Innovation' includes the introduction to the market of a new product, methodology, service and/or technology or a combination of these aspects

researchers and experts, in addition to a medical encyclopaedia, and a biographic encyclopaedia. This is clearly a foundation that has an innovative approach to the purposes it supports. It is one of the largest R&I-related foundations in Norway in terms of foundation capital according to data from the Foundation Register (see Table 1) through supporting dissemination, research-based education and research directly. In recent years, some new large grantmaking foundations emerged from the conversion of savings banks and mutual insurance companies. They have been converted to limited companies to have more flexibility when it comes to capital increases or mergers with other limited companies. In the conversion process, some of the equity capital has been placed in foundations representing the former mutual owners' part of the equity. These foundations make donations to causes in local communities or on a national scale, depending on their previous localisation. The largest is the Savings Bank Foundation DNB (Sparebankstiftelsen DnB), which holds a major share of the stocks of the financial service-company DNB. The foundation may allocate up to 25 % of the paid dividends to charity, with the purpose of continuing the savings banks' tradition of giving monetary gifts to nonprofit causes with a particular focus on culture and activities that involve volunteers and create activities in local communities. In line with the previous saving banks area of operations, the focus is on south-eastern Norway. In addition to giving direct financial contributions, the Savings Bank Foundation invests in causes that benefit the general public. In 2005, they founded the instrument fund, Dextra Musica, with the aim of promoting classical music. The fund owns a collection of stringed instruments which have been placed at the disposal of Norwegian musicians. Furthermore, the foundation invests in fine art which is being exhibited at art museums in Norway.

The UNI Foundation resulted from the merger of the mutual UNI with the limited company Storebrand in 1990. The foundation supports many types of cultural activities, but also research in medicine, the prevention of fire and accidents, environmental protection, and museum and preservation technology. In 2011 the booked foundation capital was EUR 80 million.

The Gjensidige Foundation (Gjensidigestiftelsen) holds more than 60 % of the shares of the large insurance and financial service company Gjensidige Forsikring. The mutual insurance company, with roots in local fire insurance companies in the 1820s, merged with the largest savings bank Sparebanken NOR in 1999, which again merged with Den norske Bank (DnB) in 2002. However, in 2005 Gjensidige Forsikring was separated from the DNB-group. Gjensidige Forsikring was converted to a public limited company in 2010 and the Gjensidige Foundation, which represents the former mutual owners, was converted from a non-commercial to a commercial foundation. In 2011, the book equity of the foundation was EUR 2.85 billion, which makes it the largest R&I-related foundation in Norway. The objectives are to manage its long-term ownership of Gjensidige, to pass on a share dividend to Gjensidige's non-life insurance customers, and in addition to give charitable donations to promote safety, health and the public benefit. From 2007 to 2013, the Gjensidige Foundation distributed over NOK 800 million to more than 3 300 projects. The foundation supports some R&I-projects such as, medical research preventing injuries to children in cars and accident prevention among the elderly, and the Nord-Trøndelag health study (HUNT), which is one of the largest health studies ever performed, a population study combining personal and family medical histories. The Gjensidige Foundation also promotes the dissemination of research through supporting Inspiria 'knowledge centers' (vitensentre) in Tromsø and Arendal, which are popular scientific, experience and learning facilities, where visitors learn by experimenting with a focus on mathematics, science and technology. The

foundation is limited by statutes to give grants only in Norway. Collaboration with European foundations would therefore have to take place in Norway. The Gjensidige Foundation, therefore, sees little need for more European coordination of foundation activities by the EU or other institutions outside Norway.

The Gjensidige Foundation and the UNI Foundation, resulting from recent conversions of mutual insurance companies, are among the 10 largest R&I-related foundations in Norway in terms of foundation capital according to data from the Foundation Register (see Table 1).

A Fund for Research and Innovation (Fondet for forskning og nyskaping, AKA Forskningsfondet) was established by the Government in 1999 in order to fund long-term, basic research with a focus on measures to improve the quality of research. The foundation capital increased from EUR 0.5 billion to almost EUR 10 billion in 2011. About EUR 250 million of the revenue was distributed by the Research Council of Norway, EUR 100 million went to universities and colleges and EUR 87 million was used to pay for Norwegian participation in the European Research Area (ERA) and the Framework Programs. However, the research foundation was discontinued in the state budget for 2012 because the fund was no longer self-sustainable as a result of a long period with low interest rates and consequently a low return on capital. To create a more predictable situation, research funding now comes as regular appropriations in the state budget. The fund was administered by the Research Council of Norway, and as such it was never an independent foundation in accordance with the Foundation Legislation Act. Otherwise, this would have been an excellent case for the EUFORI-study before the Fund for Research and Innovation was discontinued in 2012.

The Extra-foundation established in 1994, funded by a state lottery, targets about one third of its grants to research on health and rehabilitation. In 2013 37 research projects received a total of EUR 9 million, according to the annual report. 16 of the projects were granted to regional health authorities, for the most part conducted by hospitals with research activities, 8 of the projects were granted to universities, and the rest to research institutes and centres of competence etc. There is hard competition and only 13 % of the projects that applied for research funding were successful in getting grants. The Extra-foundation also supports projects in rehabilitation (EUR 8.5 million) and prevention (EUR 8.5 million), and several of these projects may be oriented towards innovation, since the Extra-Foundation has a preference for supporting new projects rather than the continued operation of established organisations.

Another important source of private funding is the Norwegian Cancer Society, a voluntary organisation that supported research with EUR 22.8 million in 2012. The money comes from personal donations, bequests and national fundraising campaigns.

In recent years, a number of new foundations have been established by elderly business men in order to continue their consolidated ownership of large business groups after their deaths. Since the commercial goals remain prominent, this is nothing like the 'pledge giving' involving Bill and Melinda Gates, Warren Buffett and other billionaires dedicating a majority of their wealth to charitable causes. The Tinius foundation (Stiftelsen Tinius) was established in 2007 by Tinius Nagel Erichsen with a foundation capital of EUR 5 million. The foundation controls 60.1 % of the shares of a holding company owning 26.1 % of the media-conglomerate Schibstedt. The foundation's statutes do not mention any grants, but it has still about EUR

149 000 in grants annually from 2009-2011. It is a non-commercial foundation according to the Foundation Register despite having a controlling interest in a business enterprise, probably because the statutes say the foundation should promote editorial independence, freedom of faith, tolerance, human rights and democratic principles. A similar business owning foundation was established in 2013 by Olav Thon, a 90-year-old real estate tycoon. The Olav Thon Foundation has ownership over all the stocks controlling his hotel, real estate and shopping-mall conglomerate. The current value of the stocks is EUR 3.1 billion. The foundation statutes say that the operation should aim for maximum long-term profits. The commercial foundation also donates a yearly fixed amount of EUR 6 million (up to EUR 12 million in exceptional years) to research (awards and project support), excellent entrepreneurship, and building of community houses in areas where the company has business operations. A third business-owning foundation was established by Hans Rasmus Astrup, who developed his family's ship brokerage company into financial and oil-related services. He also built up a large Norwegian and international art collection, and established the Astrup Fearnly Museum AS as a limited company. In 2013, two holding companies Vergjedalsbruket and Astrup Fearnley AS, which together control the Astrup Fearnly conglomerate, with an estimated value of EUR 584 million, were transferred to the Astrup Fearnly Foundation. The purpose is to support culture and arts in Norway, with a particular obligation to continue to develop the Astrup Fearnly art collection, which will be made available to the Astrup Fearnly Museum. A fourth example is The C. Ludens Ringnes Foundation that was established in 2003 by the real estate-tycoon Christian Ringnes. The main project of the foundation is the large Ekeberg sculpture park in Oslo that opened in 2013. The foundation will support this park over a 50 year period with EUR 12 million to establish the park, EUR 12 million to buy new sculptures, and EUR 12 million to maintain the park.

One of the best-known individual philanthropists supporting research is the businessman Trond Mohn and his family. He established the Bergen Research Foundation in 2004 through a donation of EUR 31 million, and Bergen Medical Research Foundation was established through a donation of EUR 6.2 million from Frank Mohn AS in 2004, supporting medical research at Bergen University. In 2011, the foundation capital was EUR 65 million, according to data from the Foundation Register. He also gave the University of Tromsø EUR 12.4 million [NOK 100 million]. These foundations have later been supported by additional donations from the Mohn-family.

The former retail-tycoon Stein Erik Hagen and his foundations donated EUR 15.7 million to research and innovation from 2006-2011. Most important for the R&I-sector is the Foundation for clinical heart research. In addition, he established a foundation for prostate cancer research in 2014 with a donation of EUR 12.4 million. The Kristian Gerhard Jebsen Foundation, established by a ship owner family in 2009, also supports R&I. ^[5] In 2011 the foundation capital was EUR 122 million, according to data from the Foundation Register. The Grieg Foundation was established by ship-owner Per Grieg in 2002 and owns 25 % of the Grieg Group, which does business in shipping, seafood and logistics. In 2011, the foundation capital was EUR 134 million and it supports education of children and young people on a global basis, cultural activities and medical research. The Bergen Medical Research Foundation, the Kristian Gerhard Jebsen Foundation and the Grieg Foundation are among the 10 largest R&I-foundations in Norway in terms of foundation

5 Sources are the internet homepages for each of the foundations.

capital according to data from the Foundation Register (see Table 1), and they have all been established by individual philanthropists since 2000.

Several large operative foundations in Norway are involved in research and development. SINTEF is a large operative research foundation established by the Norwegian University for Science and Technology (NUST) in 1950. According to the statutes of 2009, the base foundation capital is just EUR 8.6 million. However, in 2011 the booked equity capital was EUR 326 million according to data from the Foundation Register, which means it is the largest operative R&I-foundation in Norway in terms of foundation capital (see Table 1). SINTEF is by far the largest foundation which has participated in the EUFORI-survey (see below). The foundation performs research in natural science, technology, medicine and social science in collaboration with the NUST. The NUST and employees of SINTEF control the majority of the executive board. SNF (Samfunns- og næringslivsforskning) is a similar research foundation established by the Norwegian School of Economics and Business Administration in 1991. It has been merged with other research institutes and gone through a number of restructuring processes. Today, the Foundation SNF, the Norwegian School of Economics and Business Administration, and the University of Bergen own SNF AS, which is an operative research organisation. The applied research institute in economics and business administration has 15-20 full-time researchers and engages more than 100 researchers from the scientific staff of the NHH and the UiB and also from other research institutions. The foundation SNF had a booked equity of just EUR 4 million in 2011 and it gives about EUR 124 400 in grants annually, and is participating in the EUFORI-survey. A similar example is Uni-Research, which was formed as a limited company in 2003. The company grew out of the Foundation for University Research in Bergen, which was founded in 1986. Today, Uni Research AS is owned by the University of Bergen (85 %) and the Foundation for University Research in Bergen (15 %). The company operates on a nonprofit basis, and any profits made will be reinvested in its activities. The Foundation for University Research in Bergen had a book equity of EUR 14 million and gave EUR 125 000 in grants in 2011.

Stiftelsen Det Norske Veritas is a Norwegian foundation that controls 63 % of the DNV GL Group AS, a Norwegian limited company resulting from a merger between Det Norske Veritas and Germanischer Lloyd in 2013. It is one of the main global companies in the classification society business with a turnover of EUR 1.6 billion, and it is involved in ship transport, energy (including wind and solar), aviation, automotive, finance, food, healthcare, and information technology. It also conducts research in several fields where it operates.

Several research institutes in Norway are also foundations, such as: Frischsenteret for samfunnsøkonomisk forskning (equity EUR 2.5 million), Instituttet for sammenlignende kulturforskning (equity EUR 1.2 million), Norsk institutt for by- og regionforskning, Institutt for samfunnsforskning (ISF), Norsk institutt for luftforskning (NILU), Fridtjof Nansen stiftelsen på Polhøgda, Chr Michelsens institutt for videnskap og åndsfrihet, Stiftelsen Telemarksforskning Bø, Radiumhospitalets forskningsstiftelse, Transportøkonomisk institutt Stiftelsen norsk senter for samferdselsforskning (TØI), Stiftinga vestlandsforskning, Stiftelsen Telemarksforskning Notodden, Stiftelsen Østlandsforskning, Norsk institutt for by- og regionforskning, Stiftelsen administrativt forskningsfond ved Norges Handelshøyskole, CICERO Senter for klimaforskning, Møreforskning - forskningsstiftelsen for Møre og Romsdal, Nordisk institutt for studier av innovasjon, forskning og

utdanning (NIFU), Stiftelsen kirkeforskning (KIFO). Some of these foundations have been established by ministries promoting research in their field, and others have been established by regional university colleges or by private initiatives. The most important national research foundations get a basic funding from one of the ministries or directorates, or from the Research Council of Norway, but they also compete for research projects initiated and funded by the State, the Research Council, employer and business organisations, trade unions and professional organisations, the EU and other foreign sources, etc.

Håkon Lorentzen claims that 70 % of the grantmaking foundations that existed in 2009 were established by individual donors, 7 % by public authorities and 5 % by private enterprises. ^[6] Among the smaller foundations, 11 % were established by voluntary organisations, in many cases by interest-organisations that established funds to support people in their target group, such as persons with certain illnesses or disabilities. More than half of the foundations had a target area for grants within the municipality (Lorentzen and Dugstad, 2010).

In 2011 there were 7 612 foundations in Norway with a total book equity of EUR 11.2 billion, as the data from the Foundation Register shows. A survey conducted by the Norwegian Foundation Authority, showed that 3 400, or 60 % of the total of 5 844 foundations, were grantmaking foundations with a total book equity of EUR 4.8 billion and EUR 373 million in grants. This excludes 23 % of foundations that did not take part in the survey (Lotteri og stiftelsestilsynet, 2012). In addition, some foundations gave grants, even though the statutes did not include grantmaking as an explicitly stated purpose. Extra-stiftelsen and other foundations registered by the Fundraising Control distributed EUR 123 million in grants, but had only EUR 114 million in book equity, since their grantmaking is based on income from fundraising and lotteries. A total of 825 grantmaking foundations were located in Oslo, 432 in Hordaland County including Bergen, Finnmark County up north only had 7, while the remaining counties varied from 150 to 33 (Lotteri og stiftelsestilsynet, 2012).

Among the 2 581 foundations that had grantmaking as their only purpose in the statutes, 18 % supported research, with 31 % of the total grants of EUR 124 million, followed by education, which received 15 %, social purposes 13 % and culture 12 % of the grants. This means that the dedicated grantmaking foundations in Norway have a strong orientation towards research in terms of the number of foundations, and even more so when it comes to the total amount given in grants. In addition, parts of the grants for education, which was the second largest area, probably supported different kinds of R&I-activities such as the dissemination of research. It is also important to note that since 2000 several large foundations have been established that have significantly strengthened the R&I-field, although some of them also have other activities.

6 The sample is foundations with the Industrial Classification code SN94992 "Fond/legater som støtter veldedige og allmenntilgode formål". A later survey has shown that other foundations also may give grants (Lotteri og stiftelsestilsynet, 2012: p 9)

1.3 The Legal and fiscal framework

The Foundation Legislation Act (law 59 of 15 June 2001) was legally valid from 1 January 2005, replacing the 1980 Act. Among the changes this brought about were a new supervisory body and a central register for foundations. The administrative responsibilities were given to The Norwegian Gaming and Foundation Authority, formerly the Norwegian Gaming Board. It supervises and controls all foundations and also all private and State operated lotteries. The legislation of 2001 requires all foundations in Norway to be registered on a national register administered by The Foundation Authority. The Foundation Register is coordinated with The Central Coordinating Register for Legal Entities, and replaced 19 county-level foundation registers (fylkesmannskontor).

The legal basis for foundations in Norway is a disposition. This can be a gift or transfer, placing an asset of financial value (money, property, securities, etc.) at the independent disposal of a foundation for a purpose defined in the foundation's statutes. The defined purpose can for example be idealistic, humanitarian, social, religious, educational and financial activities. 'Foundations are self-owned legal entities, having the power to enter into contracts with third parties, and be a party in legal actions before the courts and official authorities' (The Norwegian Gaming and Foundation Authority, 2013). There is also a requirement of independence stating that no individual, legal entity or interest outside the foundation is allowed any legal rights or power to influence the foundation and its management. A person having furnished capital assets included in the foundation's founding capital or related parties cannot be the sole board member. A foundation's board with a founding capital of NOK 3 million or more must consist of at least three members. The board is the highest authority of a foundation, but the statutes may prescribe that a foundation can have other bodies than the board and general manager; however the authority is limited to dismissing board members unfit by law, monitoring activities, deciding the amount of remuneration, initiating investigations, appointing auditors etc. The board has the authority to issue instructions and reverse decisions from an advisory, case-preparing, or decision-making body. If a foundation has members, whether they are organisations (i.e., Helse og Rehabilitering) or individuals (Norsk Luftambulans), they can be involved in the nomination of board members, but they cannot have democratic governing rights in relation to the board as in a voluntary organisation. Board members are accountable as individuals, as in a limited stock company. The legitimacy of the board and the foundation's operations are based on the foundation's statutes and The Foundation Legislation Act.

The legal requirement of foundation independence is also installed to prevent the abuse of foundation capital for private purposes, a concern that was brought to the forefront in the law-making process by a number of court cases in the 1990s. No distributions may be made to the founder, the founder's family or relatives, or to companies in which they have a controlling interest.

A foundation can legally be a non-commercial foundation or a commercial foundation. A commercial foundation is engaging in commercial activity or has a controlling interest in a business enterprise outside the foundation itself; all others are non-commercial foundations. The Foundation Authority decides whether a foundation is non-commercial foundation or a commercial foundation. Employees elect representations to the boards of commercial foundations as required under the Limited Liability Companies Act. The

Foundation Legislation Act prescribes the conditions and procedures for the conversion or dissolution of foundations. The Foundation Authority has a key role in these processes. The foundation law does not apply to pension funds, savings banks, or churches or church yards owned by religious congregations.

The sum of income-tax deductible donations from individuals to voluntary associations and foundations was EUR 1 492 [12 000 NOK] from 2005 to 2013. The smallest deductible amount is EUR 62 a year to each organisation. The list of Norwegian organisations that qualify for deductible donations has gradually extended to 498 organisations in 2013, and includes a broad spectrum of activities – from culture and recreation, to the environment, religion, peace and human rights, development and disaster aid, as well as general social and welfare associations. The donated amount must be reported by the organisation to the tax authorities, so only registered gifts can be deducted. In 2011 the average deducted amount was EUR 460, and 564 000 tax payers (Statistisk sentralbyrå, 2013b) or 22 % of employed persons used the opportunity to deduct gifts. This means that many people use the system even though the deductible amount is quite moderate. One reason for this is that an increasing number of people make regular donations, which is easy for the organisations to register and report to the tax authorities.

The government supplements private donations of at least EUR 373,000 (NOK 3 million) given to ‘long-term, basic research’ with 25 % of the donated amount. Authorised recipients of state-supplemented donations are universities with doctoral rights, the Research Council, and the Norwegian Academy of Science and Letters. This arrangement was terminated in 2011, but reintroduced in 2014. An introduction of gift reinforcement for the cultural field has also been discussed. Among the R&I-related foundations that have benefitted from these kinds of government subsidies are Norwegian Universities, the BI Norwegian Business School (which received EUR 7.5 million in government-supplemented donations from 2006-2011) and the Norwegian Academy of Science and Letters.

The conversion of SNF and Det Norske Veritas from operative foundations to foundations owning parts of operative research organisations highlights the limitations of foundations in processes of mergers and increases in capital-base. The same applies to the Gjensidige Foundation and Sparebank Stiftelsen. The Freedom of Expression Foundation share of ownership of the Narvesen Kiosk Company was gradually reduced to a blocking minority position with the Reitan-group as a majority-owner, a situation where the Freedom of Expression Foundation decided to sell out completely and put all its capital into securities. A foundation cannot just issue more stocks or obligations to extend the capital-base as a limited company can, since a foundation has to remain self-owning. The only alternatives are the conversion of the foundation, which is a complicated legal process, or transforming the foundation from an operative foundation to a shareholding foundation. This is a general weakness of foundations as a form of ownership in a dynamic market economy.

1.4 Research/innovation funding in Norway

R&I investments in Norway by businesses, the public sector and other sources amounted to 1.66 % of the gross domestic product (GDP) in 2011. This is lower than the EU average (1.74) and OECD (2.17 %), and also lower than the other Nordic countries, Austria and the Netherlands (OECD, Main Science and

Technology Indicators 2012). There are two common explanations for this. First, the oil-related economy inflates the GDP in Norway. Second, Norwegian business and industry are to a large extent active in typically less research-intensive areas.

The primary sources of funding research and innovation in Norway are the Research Council of Norway, government ministries and directorates, and regional health authorities. The most important national research institutes, of which several are foundations, get basic funding from a ministry or from the Research Council of Norway, but they also compete for research projects initiated and funded by the State, the Research Council, employers and business organisations, trade unions and professional organisations. The private business sector is less active in initiating and funding research than in other Scandinavian countries because of concentration in industries that are less research intensive. The Research Council tries to stimulate more business related research by targeting funding for collaboration between research institutes and private companies.

As we have seen, Norway has a weak philanthropic tradition and no really large foundations dedicated to supporting research and innovation. However, in recent years converted savings banks and insurance companies and a few philanthropists have made significant contributions. Private donations funding research and innovation tend to focus on medical research or natural science.

2 Data Collection

2.1 Identification of foundations supporting R&I

A list of foundations supporting R&I was generated by the Foundation Authority by searching for relevant words in the foundations statutes in the Foundation Register, combined with information from a survey of foundations conducted in 2012 with a response rate of 77 %. Since all Norwegian foundations have to be registered, this should result in a very complete and representative coverage. The only exceptions are some older foundations with hand-written statutes that are not searchable in the Foundation Register. This probably represents a very small part of the foundation capital involved in R&I.

2.2 The Survey

The web-survey was conducted by the EUFORI-secretariat, but the postal survey was distributed by the Institute for Social Research. Invitations were sent by e-mail and with a link to a letter of endorsement from the Association of foundations in Norway, signed by the board leader who was a Member of Parliament for many years and a well-known figure in Norway. Reminders were sent by e-mail two times to raise the response rates, in the middle of June and early in September 2013. A link to a short version of the questionnaire was also sent by e-mail to encourage responses from those who thought the survey was too large. Foundations received a paper version of the questionnaire on request and the returned information was filled in on web-forms. Only 45 of 419 foundations that got a letter by mail with a link to log on, went on to fill in the questionnaire, which means a response rate of 11 %. Furthermore, only 84 of 479 foundations that got an e-mail with a link to log on responded, which means a response rate of 18 %. We contacted 176 organisations by phone to raise the response rate, but that only resulted in 15 web-forms being filled in. ^[7] It was particularly difficult to get a response from foundations administrated by a lawyer's office or some other external body like an university's foundation administration.

After excluding from the survey-analysis 22 foundations ^[8] that replied that they did not operate or fund research or innovations between 2005 and 2012, three that contacted us to say that they were not in the target group, and two reported to have been liquidated, we ended up with an adjusted net-sample of just 102 foundations. The total sample from the Foundation Register was 898. After excluding foundations outside the target group, the adjusted total was 872, which resulted in a response rate of just 12 %. Some of the foundations in the adjusted total sample may in fact not have been involved in R&I between 2005 and 2012. However, it seems likely the total sample covers the target group quite well. First, the selection was based on the Foundation Authority searching through the foundations' statutes and on information

7 Daniel Arnesen was working as a research assistant at the Institute for Social Research with the postal invitations and phone reminders.

8 4 of the 26 foundations that reported not to be involved in R&I had entered a wrong reference number on the web-form and could consequently not be included in the survey.

from the survey of the grantmaking foundations. Second, only 29 foundations of the total of 898 reported that they are not in the target group, either by contacting us directly or by responding to the survey, which would have not taken much effort.

With an adjusted total of 872 and an adjusted net-sample of just 102 foundations, the response rate was just 12 %. Among the 102 organizations that answered the survey 7 did not answer any question except Q1: 'Did your foundation fund/operate research and/or innovation (R&I) activities between 2005 and 2012?' The only information we have about them, is that they are in the target group. This means that we have answers from 95 out of 876, or a response rate of 10.8 %. The response rate decreases throughout the questionnaire. From Q8 onwards, 5 respondents stopped answering; later in the survey 8 more stopped answering. This means that the response rate was 9.4 percent, or even lower for a large part of the survey. As the following analysis will show, this does not appear to be a representative sample.

One reason for the low response rate is UNIFOR, which is a foundation that handles grants from 202 small foundations and endowments established to support students in higher education, research, but also music and arts. The small administration of UNIFOR did not have the capacity to answer for each of these small foundations. However, even if the UNIFOR-foundations are excluded, the response rate is still just 15 %.

The number of missing foundations is too large to be complemented by additional sources without very large expenses. A more feasible and reliable strategy is to use alternative data with a more complete coverage: First, from the Foundation Register we got some information for the total sample. However, it just contains information about booked equity in 2011. Second, we gained access to some items from the survey conducted by the Foundation Authority in 2012 with a response rate of 77 % (Lotteri og stiftelses-tilsynet, 2012). This includes if grantmaking is determined by the foundation statutes, the amount given in grants in 2009-2011, and for what purposes those grants were given. For the foundations that give grants ONLY to research, we can assume that the total amount is related to R&I. However, for the foundations giving grants to research AND other purposes, it is not possible to calculate the share related to R&I.

2.3 The Interviews

Karl Henrik Sivesind carried out interviews with representatives from some of the largest grantmaking foundations involved in R&I: The Freedom of Expression Foundation, Gjensidigestiftelsen and Extra-Stiftelsen. This is because in Norway 9 out of the 10 largest R&I-foundations in terms of foundation capital are grantmaking foundations. Since we had been in contact with these foundations previously and had a lot of source material, we only conducted one interview with each of them. Information about these three foundations and information about several other of the most important R&I-related foundations is presented in section 1.2 'The foundation landscape'.

3 Results

3.1 Results

According to the survey conducted by the Foundation Authority in 2012, 60 % of the foundations in Norway have grantmaking as their sole purpose or as one of the purposes in the statutes. However, one fourth of them did not give any grants in 2011. On the other hand, several foundations give grants even though this is not explicitly stated in the statutes (Lotteri og stiftelsestilsynet, 2012). If we look at the sample of 876 R&I foundations in Norway, 406, or 46 %, gave a grant in 2011 to R&I or some other purpose. The total amount of the grants was EUR 137 million (NOK 1.1 billion), and the foundations that made the grants had a booked equity of EUR 4.7 billion (NOK 38 billion), which means the grants represented 2.9 % of the equity. Many organisations had a negative financial result in 2011, possibly due to low returns on capital in the economic slowdown. Still, the total financial result was EUR 2.11 million (NOK 1.7 billion) for all the R&I-foundations that gave grants in 2011, or 4.5 % of the booked equity. If we look at the EUFORI-survey sample of just 96 foundations, there were 22 (22 %) operative and 72 (71 %) grantmaking foundations compared to 46 % in the total sample of R&I-foundations, which emphasises how biased the EUFORI-sample is.

By bringing in data from the survey of the Norwegian Foundation Authority (Lotteri og stiftelsestilsynet, 2012), we can also determine if the selected R&I-foundations are grantmaking, and if research is the only purpose supported by grants. Before we analyse the whole R&I sample we will take a look at the largest R&I-foundations in terms of booked equity. Table 1 shows that among the 10 largest in terms of booked equity there is one operative foundation that does not give any grants: SINTEF, a research foundation established by the Norwegian University for Science and Technology (NUST) (EUR 325 million). The three largest grantmaking foundations, which were also presented above, are The Gjensidige Foundation (EUR 2.8 billion), the Freedom of Expression Foundation (EUR 325 million), and the Cultiva foundation (EUR 169 million). Then follow some foundations that were established by ship or business owners: The Grieg Foundation, The Kristian Gerhard Jebsen Foundation, The Bergesen Foundation and the Bergen Medical Research Foundation (Established by Frank Mohn AS). The latter is the only foundation with grants for research as its only purpose. The UNI foundation resulted from the merger of the mutual UNI with the limited company Storebrand in 1990; and The Competence Development Fund of Southern Norway (CDFSN) was established by fifteen local public authorities in the county of Vest-Agder in 2000, and the foundation's funds were raised from a donation of shares in the newly merged hydroelectric power company Agder Energi AS.

Table 1: Top 10 foundations in terms of booked capital

Foundation	Capital (EUR million)	Type of foundation according to statutes	Grants given to	Established
The Gjensidige Foundation	2 800	Grantmaking one of the purposes	Research and other purposes	2005 conversion of mutual
Freedom of Expression Foundation	325	Grantmaking one of the purposes	Research and other purposes	1975 by State and individual philanthropists
SINTEF	325	Operative	-	1950 by State technical college
The Cultiva Foundation	169	Grantmaking only	Research and other purposes	2000 by local public authorities
The Grieg Foundation	134	Grantmaking only	Research and other purposes	2002 individual philanthropists
UNI Foundation	120	Grantmaking one of the purposes	Research and other purposes	1990 conversion of mutual
The Kristian Gerhard Jebsen Foundation	120	Grantmaking only	Research and other purposes	2009 individual philanthropists
The Bergesen Foundation	83	Grantmaking only	Research and other purposes	1975 individual philanthropists
The Competence Development Fund of Southern Norway (CDFSN)	80	Grantmaking one of the purposes	Research and other purposes	2000 by local public authorities
Bergen Medical Research Foundation	64	Grantmaking only	Research only	2004 individual philanthropists

Source: Foundation Register data 2011

Three of these largest ten foundations also responded to the EUFORI-survey. SINTEF reports to have spent 80 % of its operating expenditure in 2012 or 187 million on research and 10 % or EUR 23 million on innovation; the Kristian Gerhard Jebsen Foundation used 50 % of its total expenditure or EUR 13.6 million on research; and the Bergen Medical Research Foundation used 47 % its total expenditure, or EUR 6.2 million, on research. SINTEF alone accounted for more than 50 % of the total research spending and 70 % of the total innovation spending for all 61 foundations participating in the EUFORI-survey.

In the survey of the Norwegian Foundation Authority, 210 R&I-foundations reported to give grants only to research and no other purposes. 117 of these foundations did in fact give a grant in 2011. The total sum of these grants was EUR 21 million, or an average of EUR 180 000. If we look at all the R&I-related foundations in Norway, the total grants for all kinds of purposes were EUR 143 million. However, this includes grants for social purposes, culture, education, sports, religion and other purposes, in addition to research. Unfortunately, the data do not make it possible to determine the size of the part given as grants to research. However, the total grants to R&I are probably much larger than the EUR 21 million given by foundations that support only research and no other purposes.

Since the Foundation Law in Norway requires independence, the categories of public vs private foundations are not a valid distinction. Some foundations are established by the public sector, but the board members are still individually accountable for following the statutes and the law. However, in practice

many foundations have little real independence due to reliance on funding and the frame conditions decided by the public sector players.

3.2 Origin of funds

3.2.1 Financial founders

In the EUFORI-survey sample there were 40 foundations established by private individual/family, 9 established by for-profit corporations, 5 by universities, 3 by research institutes, 1 by a hospital, 12 by other nonprofit organisations, 22 by the public sector and 15 by other (full text answers indicate 4 by nonprofit organisations and 4 by the public sector). 10 did not answer the question. It is not possible to know if this is representative for all the R&I-foundations in Norway.

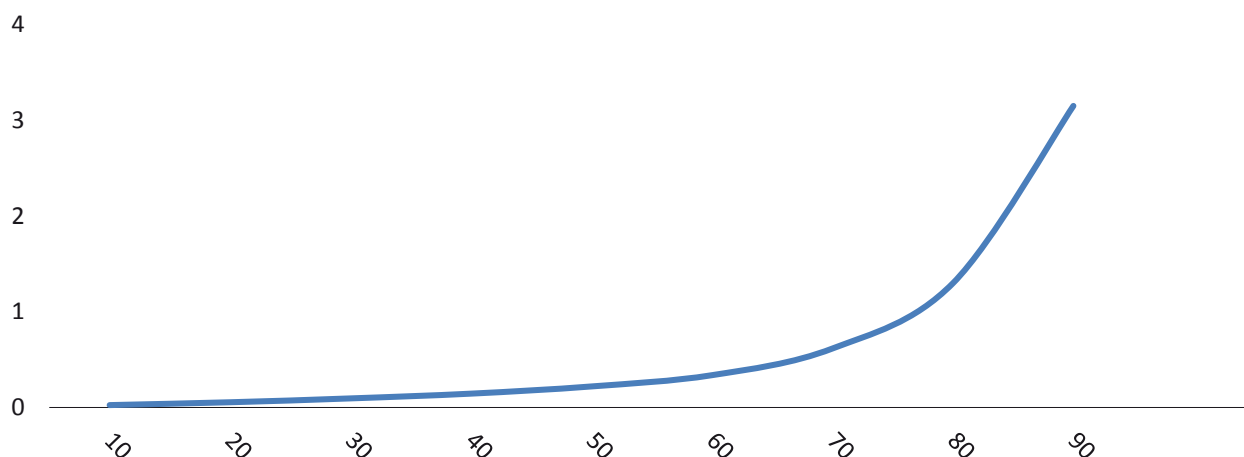
Table 1 shows that all of the 10 largest R&I-foundations have been established since 2000, except SINTEF (1950), the Freedom of Expression Foundation (1975) and the UNI Foundation (1990). Three were established by the public sector: SINTEF, The Cultiva Foundation and The Competence Development Fund of Southern Norway (CDFSN). Two are the result of conversion of mutual insurance companies: The Gjen-sidige Foundation and UNI Foundation. Four were established by individual philanthropists: The Grieg Foundation, The Kristian Gerhard Jebsen Foundation, The Bergesen Foundation and the Bergen Medical Research Foundation. In the case of the Freedom of Expression Foundation, the State was the prime mover, but some of the capital came from the private owners of Narvesen, who sold out to the foundation when it was established at reduced prices. The rest of the capital came from a merger with a subsidiary of the Norwegian State Railways (NSB), of which it is difficult to know the true value of since it was never on the market.

The State was involved in the establishment of many R&I foundations before 2000, some large like SINTEF, and many that do not make it into the top-ten list. However, in recent years, private individuals and families have become a very important source of capital for large R&I-foundations, coming from individual philanthropists and from the conversion of mutual insurance companies.

3.2.3 Assets

The foundations reported the adjusted equity or funds for 2011 to the Brønnøysund Register Centre as a part of their registration of annual accounts. This is required also for foundations by the Accounting Act § 1-2. We therefore have data from 867 foundations of the total adjusted sample of R&I-foundations of 876, or a 99 % coverage. The total adjusted equity is EUR 5.6 billion or NOK 45 billion. Two foundations reported negative foundation capital. The median foundation capital was just EUR 220 345, while the average was EUR 6.45 million, indicating that there are very many small foundations involved in the R&I field in Norway. Figure 1 shows that the 20th percentile is just EUR 56 817, the 40th EUR 146 835, the 60th EUR 339 685, the 80th EUR 1 300 864, and the 90th percentile EUR 3 153 504. Then there is a very steep climb up to the top 10 foundations with a foundation capital from EUR 64 million to EUR 2.8 billion, as shown in Table 1.

Figure 1: Foundation capital
in EUR million percentile 10-90



Source: Foundation Register data 2011

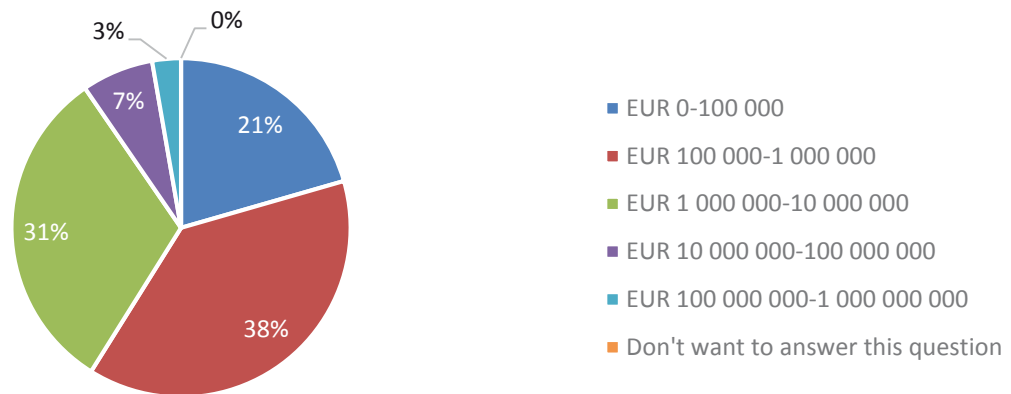
Unfortunately, the data from the EUFORI-survey on foundation capital is limited to just 74 foundations, or 8.4 % of the total sample. Furthermore, the survey data are heavily biased towards large foundations. Table 2 shows that in the EUFORI survey the average foundation capital is EUR 9 444 000, whereas in the Foundation Register data it is just EUR 6 450 000. The median is EUR 544 000, whereas in the Foundation Register data it is just EUR 222 000. For every 10th percentile, the EUFORI survey data show much higher values than the Foundation Register data. This means that the survey data are not representative for the R&I foundations in Norway. It is also a very small sample, which means that the unsystematic self-recruitment of cases could have very large impact on the results. The responding organisations may have a particularly positive motivation for participating in the inquiry, and/or have more resources in terms of management or administrative personnel, and therefore the capacity to respond to a questionnaire. In both cases, this limits the representativeness of the survey data. In the following, the analysis will be based on data from the survey of the Norwegian Foundation Authority from 2012, when data were available. The data presented from the small number of respondents to the EUFORI survey are not representative for the population of R&I foundations in Norway.

Table 2: Foundation capital in

	Foundation Register data 2011	EUFORI survey 2012
10 th percentile	27	49
20 th percentile	57	94
30 th percentile	97	178
40 th percentile	147	302
50 th percentile	222	544
60 th percentile	340	989
70 th percentile	618	1 994
80 th percentile	1 301	5 331
90 th percentile	3 154	8 900
Mean	6 450	9 444
N	867	74

Figure 1 shows that in the EUFORI survey 21 %, or 15 of the foundations report an income of up to EUR 100 000; 38 %, or 28 foundations up to EUR 1 million; 31 %, or 23 foundations up to EUR 10 million; 7 % or 5 foundations up to EUR 100 million; and 3 percent, or 2 foundations up to EUR 1 billion.

Figure 1: Total assets by categories in Euros, 2012
As a percentage of total number of foundations (N=73)



Source: EUFORI survey 2012

Financial results

In 2011, 326 foundations had positive financial results, 542 foundations had negative financial results, while we lack data for 11 foundations. The total of the negative financial results was EUR -112 million, and the average was EUR 207 000, while the total of the positive financial results was EUR 327 million and the average was EUR 1 million. Table 3 shows that for the foundations that do not make grants, the average positive financial results were just EUR 243,000 for 80 foundations, and the average negative results was

EUR -108,000 for 63 foundations. For the grantmaking foundations, the average of the negative results was EUR -220,000 for 479 foundations and the average of the positive results was EUR 1.2 million for 246 foundations. Negative financial results can mean many things for a foundation. It can be a result of high expenses or investments in a single year, or that the level of grantmaking is maintained despite low income and return on capital, and that the process will be reversed in better times. However, it can also mean that the foundation capital is intended to be gradually spent down. A majority of the foundations that do not make grants had positive financial results, while the two thirds of the grantmaking foundations had negative financial results. This indicates that grantmaking is part of the reason for negative results.

Table 3: Average financial results for foundations according to type

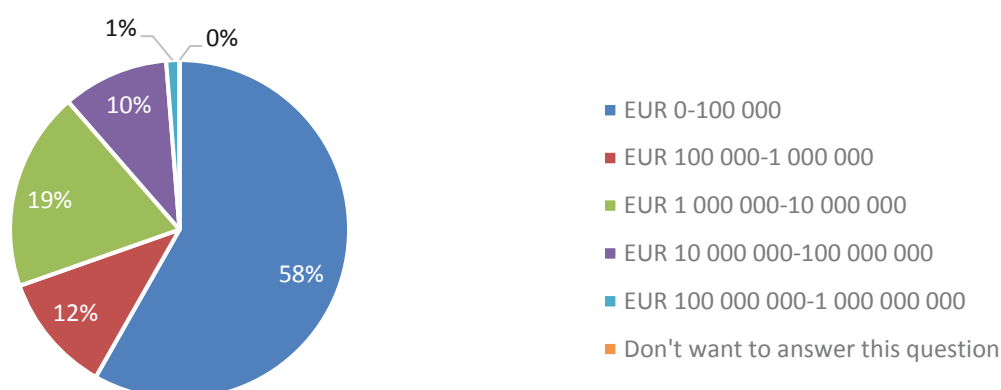
Type foundation	Number of foundations	Average financial results
Grantmaking, positive results	246	1 200 000
Grantmaking, negative results	479	-220 000
Not grantmaking, positive results	80	243 000
Not grantmaking, negative results	63	-108 000

Source: Foundation Register data 2011

3.2.2 Income

The income distribution among the 79 foundations in the EUFORI sample that reported their annual income is skewed to the right. Figure 2 shows that 58 %, or 46 of the foundations, report an income of up to EUR 100,000; 12 %, or 9 foundations up to EUR 1 million; 19 % or 14 foundations up to EUR 10 million; and 10 % or 8 foundations up to EUR 100 million. Only one foundation, SINTEF, has an income of EUR 100 million or more. This foundation represents an outlier in the data. When this case is excluded, the average income of the foundations is EUR 3 188 145, while the median income is EUR 46 132.

Figure 2: Total income by categories in Euros, 2012
As a percentage of total number of foundations (N=79)



Source: EUFORI survey 2012

Table 4 shows that most of the foundations receive their income from Interests, dividends and gains on endowment. This makes it the most common source of income, but it is also the least substantial. On average, the income from endowment is only € 207,052. For the greater share of the foundations, the endow-

ment was a donation from the initial founder. Income from government, on the other hand, at the local, regional, or national level, or the EU, is less prevalent but more substantial. 25 % of the foundations receive their income from this source. The average income is € 4,722,394. Within this group, 17 foundations have government representatives in their governing board, while only 2 have government representatives on their supervisory board. A majority of the foundations report that government influence on decision-making about allocation of funds for R&I is relatively small.

Table 4: Sources of income

Sources of income	Number of foundations	Percentage of foundations	Average income €
Endowment	45	59 %	207,052
Donations from individuals	8	11 %	1,711,053
Donations from corporations	5	7 %	1,981,108
Donations from non-profits	6	8 %	2,582,076
Income from government	19	25 %	4,722,394
Service fees, sales	12	16 %	3,499,766
Other	17	22 %	3,461,448

Source: EUFORI survey 2012 N = 76

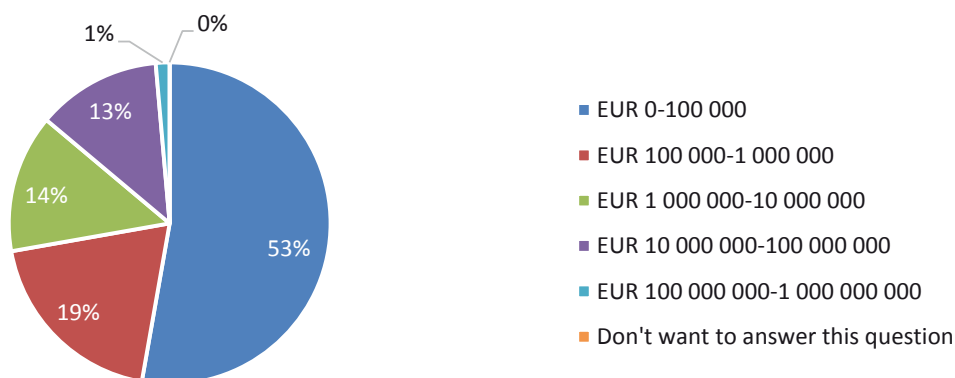
3.3 Expenditures

3.3.1 Total expenditures

Total expenditures are reported by 72 foundations in the EUFORI-sample. As in the case of income, the distribution is right-skewed. Figure 3 shows that 53 % or 38 foundations reports total expenditures of up to € 100,000, 19 % or 14 foundations up to € 1 million, 14 % or 10 foundations up to € 10 million, and 13 % or 9 foundations up to € 100 million. Again, only one foundation, SINTEF, has an income of € 100 million or more. When this outlier is excluded, the average total expenditures are € 3,684,937, while the median total expenditures are € 98,113.

Figure 3: Total expenditures by categories in Euros, 2012

As a percentage of total number of foundations (N=73)



Source: EUFORI survey 2012

3.3.2 Expenditure on research and innovation

Nearly all of the foundations fund/operate applied research, while only half fund/operate basic research. There is a difference of EUR 1 million in the average of total expenditure on these two types of research; on average, EUR 2 276 191 is spent on applied research, while EUR 1 254 894 is spent on basic research. This division is also reflected in the fact that the former receives 77 % of the total expenditure, and the latter 50 %.

Table 5: Expenditure on basic and applied research

Type of research	Number of foundations	Percentage of foundations	Average expenditures EUR*	Average % of total expenditures
Basic research	31	44 %	1 254 894	50 %
Applied research	64	91 %	2 276 191	77 %

Source: EUFORI survey 2012. N= 70, * Not including SINTEF

On average, two thirds of the total expenditure of the foundations in the sample go to research. Innovation, on the other hand, is only a very minor part of the expenditure. In total, EUR 317 508 820 is distributed to research, EUR 29 935 253 to innovation and EUR 91 953 556 to other purposes. It should be noted that SINTEF is responsible for a major share of the funds distributed to R&I in the EUFORI sample, and is excluded in the calculation of average expenditure. The average foundation spends EUR 1.3 million on direct research, while research-related activities receive an average of EUR 476 123.

Table 6: Expenditures on research and innovation

Category of expenditure	Sum of total expenditure EUR	Average expenditure EUR*	Average % of total expenditure
Research	317 508 280	2 174 688	66 %
Direct Research	229 404 756	1 352 257	58 %
Research-related activities	64 544 398	476 123	34 %
Innovation	29 935 253	109 281	7 %
Other purposes	91 953 556	1 142 920	19 %
N	61	60	66

Source: EUFORI survey 2012 * Not including SINTEF

3.4 Focus of support

3.4.1 Beneficiaries

Individuals are the main beneficiaries of the 54 foundations in the EUFORI-sample that answered this question. As shown in Table 7, 61 % of the total expenditure on R&I are on average spent in support of this category of beneficiary. Other kinds of beneficiaries receive markedly fewer benefits. Public higher education institutions and research institutes on average receive the most support in terms of total expenditure on R&I to the remaining categories.

Table 7: Beneficiaries of support

Category of beneficiary	Number of foundations	Percentage of foundations	Average % of total expenditure on R&I
Individuals	37	69 %	61 %
Public HEIs	11	20 %	14 %
Private HEIs	2	4 %	1 %
Research institutes	8	15 %	10 %
Government sector	5	9 %	4 %
Business sector	3	6 %	5 %
Non-Profit sector	6	11 %	5 %

Source: EUFORI survey 2012. N = 54

3.4.2 Research areas

A majority, 42 out of 75 foundations in the EUFORI-sample reporting on the research areas supported, answered that they support medical science. One third supports social and behavioural science, making it the second-most supported research field. There is considerably less support directed at the humanities and natural science. Very few support agricultural science and engineering and technology.

Table 8: Research areas supported

Research field	Number of foundations	Share of foundations
Medical science	42	56 %
Social and behavioral science	24	32 %
The humanities	13	17 %
Natural science	11	15 %
Agricultural science	7	9 %
Other	6	8 %
Engineering and technology	5	7 %

Source: EUFORI survey 2012. N = 75

3.4.3 Research-related activities

Communication is a valued research-related activity among the foundations in the EUFORI sample. The dissemination of research is supported by a majority of the foundations. 68 % report that they fund or operate this activity. Relatively speaking, considerable science communication/education is also given considerable support. 32 % of the foundations answered that they fund or operate this activity. In addition, research mobility and career development is a prioritised activity, supported by over one third of the foundations.

Table 9: Research-related activities supported

Research-related activities	Number of foundations	Percentage of foundations
Research mobility and career development	14	38 %
Technology transfer	3	8 %
Infrastructure and equipment	9	24 %
Dissemination of research	25	68 %
Science communication/education	12	32 %
Civic mobilisation/advocacy	6	16 %
Other	3	8 %

Source: EUFORI survey 2012. N = 37

3.5 Geographical dimensions of activities

Geographical location of foundations

We have the postal address for all the 876 R&I-foundations in Norway. The foundations are sorted according to their post codes. The business address is different for a few of the foundation, but we do not have the business address for all of the foundations. This is why we use the postal address for all of them. In almost all cases, the business address and the postal address are in the same region, if not the same city or municipality.

Region	Number of foundations	Average foundation capital €
Oslo*	467	2 467 000
Eastern Norway	98	1 995 105
Western Norway	212	4 223 000
Central Norway (Trønderland)	52	8 468 000
Northern Norway	47	2 169 000

Source: Foundation Register data 2011. *Not including the Gjensidige Foundation

The largest number of foundations (467) are located in the Norwegian capital Oslo. 212 are located in Western Norway, which includes the old Hansa-town Bergen with the second largest university and the reputable Norwegian School of Economics (NHH). A strong merchant class and a high prevalence of ship-owners are also among the reasons for a high number of foundations in Western Norway. In Eastern, Northern and Central Norway there are much fewer foundations. However, the largest average foundation capital can be found in Central Norway (Trønderland) with EUR 8.5 million. An important reason for this is SINTEF, the large operative research foundation established by the Norwegian University for Science and Technology (NUST) in Trondheim. In Western Norway the average foundation capital is EUR 4.2 million and in Oslo just EUR 2.5 million, excluding the Gjensidige Foundation with EUR 2.8 million in booked capital, an outlier that otherwise would completely distort the picture. In Northern and Eastern Norway the average foundation capital is almost as large, around EUR 2 million.

However, 222 of the foundations in Oslo are connected to UNIFOR, the foundation administration at the University of Oslo. Most of them are quite small, and the average foundation capital is just EUR 628 000. For the other 241 R&I foundations in Oslo the average is EUR 4.2 million. Similarly, in Western Norway, we find the second largest Norwegian university in Bergen, which has a foundation administration of 38 of the 212 R&I-foundations. They have an average foundation capital of EUR 367 000. In addition, 32 foundations have their address at the Norwegian School of Economics (NHH) with an average of EUR 335 000. The other R&I foundations in Western Norway have an average of as much as EUR 6.2 million. This shows that there are a large number of small and often old grantmaking R&I-foundations connected to the traditional universities, which is one of the explanations for the high prevalence of small R&I-foundations in Norway.

3.5.1 Geographical focus

The foundations in the EUFORI sample focus their R&I funding/operations on the local/regional and national geographical level. On average, 40 % and 48 % of the total expenditure on R&I are distributed to these two areas, respectively. There is a difference in the average expenditure when measured in Euros. While an average of EUR 3.8 million is spent at the national level, only an average of EUR 506,151 is spent at the local/regional level.

A minority of the foundations distribute fund/operate R&I in Europe and on the international level. In both these areas, the average of total expenditure distributed on R&I is 6 %. The average sum spent at the European level is, however, not markedly lower than that spent at the local/regional level

Table 10: Geographical distribution of support

Geographical area	Number of foundations	Percentage of foundations	Average expenditures to R&I EUR	Average % of total expenditures to R&I
Local/Regional	37	47 %	559 708	40 %
National	47	59 %	3 816 923	48 %
Europe	18	23 %	506 151	6 %
International	15	19 %	297 580	6 %

Source: EUFORI survey 2012. N = 79

3.6 Foundations' operations and practices

3.6.1 Management of foundation

About one third of the foundations in the EUFORI-sample, 33 out of 91, have a professional paid staff. The average FTEs working for these foundations is 661.4, and in total, 19 566.6 FTEs.

A governing board defines the annual strategy in the majority of 95 foundations that reported on this question. One half of the foundations have governing boards with appointed members, while the other half have governing boards with elected members. 4 of the foundations have a mixed governing board with both appointed and elected members. On average, the governing board consists of 5.2 members. In a very minor share of the foundations does the original founder define the annual strategy.

Table 11: Definition of annual strategy

Defines annual strategy	Number of foundations	Percentage of foundations
Original founder	10	11 %
Governing board with appointed members	45	47 %
Governing board with elected members	46	48 %
Other	5	5 %

Source: EUFORI survey 2012. N = 95

3.6.3 Engagement in partnerships

26 out of 73 foundations in the EUFORI sample develop joint research activities in partnership with others in the R&I field. The majority of these foundations, more than two thirds, collaborate with universities and research institutes. Over one third participate in joint activities with governments and companies, as well as foundations and nonprofits. 27 % engage in partnerships with hospitals.

Table 12: Partnerships

Category of partners	Number of foundations	Percentage of foundations
Universities	20	77 %
Research institutes	17	65 %
Governments	10	38 %
Companies	10	38 %
Foundations	9	35 %
Nonprofits	9	35 %
Hospitals	7	27 %
Other	1	4 %

Source: EUFORI survey 2012. N=26

3.7 Roles and motivations

3.7.1 Roles

The foundations in the EUFORI sample primarily see themselves as complementing public and other support in relation to R&I. A majority answer that they would describe their role as often or always complementary. There is, on the other hand, also a moderate a tendency for the foundations to view themselves as a substitute for public and other support.

The foundations would to a lesser degree describe themselves as initiating projects, expecting that others will take them over. More than half would never describe themselves as initiators. As for the competitive role, it is embraced by only very few of the foundations.

4. Innovative Examples

In the EUFORI survey, only 8 foundations reported a total of 15 examples of innovative projects they supported or operated. Most of them were minor technological innovations, like detectors, measurement devices, software for modelling and establishing a database with open access. Other examples were programs for treatment and training for people with disabilities, or for the mapping of the need for the competence development for sailors.

Several foundations we have been in contact with underlined the importance of making a difference. They would like to support the establishment of new activities or institutions, and not just pay for normal operations. They want to contribute to development and innovations. For example, the Freedom of Expression Foundation collaborated with the Sparebankstiftelsen DnB in supporting Store Norske Leksikon, a comprehensive contemporary Norwegian language online encyclopaedia, in addition to a medical encyclopaedia and a biographic encyclopaedia. They wanted to cut the support after a number of years. The Ministry of Culture had to come up with support over the state-budget for net-based encyclopaedias. A similar situation came about when The Freedom of Expression Foundation wanted to pull out of the House of Literature in Oslo, which has become a very important arena for cultural events and discussions. On the state budget for 2015, the Government had to come up with EUR 1 million in support for the House of Literature in Oslo, Bergen and Fredrikstad to help out.

The Extra-foundation also supports projects of a maximum of 3 years duration, with a few exceptions. This means that the voluntary organisations and the researchers or professionals continuously have to come up with new project ideas that are good enough to get support. In particular in research, there is very fierce competition and only 13 % of the projects that applied for research funding were successful in getting grants. The organisations that receive support get a very short planning horizon and limited possibilities to build permanent employment and institutions based on this kind of support alone.

The Gjensidige Foundation supports the establishment of certain exhibitions at knowledge centres, not normal operations. Furthermore, the exhibitions have to be about topics that are related to the The Gjensidige Foundation's fundamental values, which are: 'Preventive – Developing – Activity creating – Society building'. In line with this, they have chosen to support health and safety-related exhibitions that disseminate research, such as 'Mind and Body' and a program with education and dramatisation for secondary school pupils to foster attitudes against 'Alcohol, Narcotics and Tobacco (ANT)'.

The focus on supporting innovations and the establishment of new institutions, and not normal operations, that we found in all three case-foundations, must be understood in terms of the background of a history where the State has been the prime mover and funder in very many kinds of activities. However, when the innovations and new institutions resulting from foundation support are collective goods that

are not able to sustain themselves economically, they have to turn elsewhere for support. The solution is often the public sector, since there are few private sources that have the financial capacity.

5 Conclusions

5.1 Main conclusions

Several aspects of Norwegian history have prevented philanthropy from emerging as a significant force in society. The country historically has had a rather poor and equal population, with no self-confident upper class that saw itself as capable of helping the deserving poor. As such, the State was the most promising source of funding for expanding welfare society. Similar to the other Nordic countries, Norwegian social security focuses on self-help through work and public welfare rather than philanthropy, as donations would not amount to much income (Kuhnle, 1981; Stenius, 2010). Volunteering, on the other hand, has been used extensively by national voluntary associations. Moreover, social democratic policies have not supported philanthropy, based on the assumption that the result would be disguised rather than reduced social inequality. This means that Norway would grow to be a very rich but not very generous society, as it would appear from the level of monetary donations. However, volunteering and non-market transactions are much more important sources of income for the voluntary organizations.

Historically, there are a few large Norwegian foundations accumulated from a large number of donors or from larger private fortunes. Older foundations often have a small capital basis and distribute grants for local purposes (Backe and Krøvel, 1940; Nicolaysen, 1858-1894). Håkon Lorentzen finds that during the 19th century a large number of small foundations were established to provide economic support for vulnerable groups or education for individuals, often limited to inhabitants in a local community or parish (Lorentzen, 2004). A large share of the foundations still has written in their statutes that they operate in Norway or a region or smaller part of Norway. This limits the potential for interaction on the EU-level, in particular since Norway is not a member of the EU. However, Norway is part of the European Research Area (ERA) and can apply for research funding from the Frame Programs and Horizon 2020. This distance from the EU is also reflected in the small sample of the EUFORI survey, in which only 6 % of the total R&I expenditure were distributed to the EU and 6 % were spent at the international level.

According to the survey conducted by the Foundation Authority in 2012, the 876 R&I foundations in Norway, 46 percent gave a grant in 2011 to R&I or some other purpose (Lotteri og stiftelsestilsynet, 2012). The total amount of the grants was € 137 million (NOK 1.1 billion), and the foundations that made the grants had a booked equity of € 4.7 billion (NOK 38 billion), which means the grants represented 2.9 % of the equity. Many organisations had a negative financial result in 2011, possibly due to low return on capital in the economic slowdown. Still, the total financial result was EUR 2.11 million (NOK 1.7 billion) for all the R&I-foundations that gave grants in 2011, or 4.5 % of booked equity.

In 2011, 210 R&I-foundations reported giving grants only to research and no other purposes. 117 of these foundations did in fact give a grant in 2011. The total sum of these grants was EUR 21 million, or an average of EUR 180,000. This can with certainty be said to go to R&I-activities. If we look at all the R&I-related

foundations in Norway, the total grants for all kinds of purposes were EUR 143 million. However, this includes grants for social purposes, culture, education, sports, religion and other purposes, in addition to research. The data-structure does not make it possible to determine the share of these grants given to R&I-activities. However, the total is probably much larger than the EUR 21 million given by foundations that support only research.

In the EUFORI survey, the foundations reported the size of the share of their operating expenditure that was used for R&I. However, only 61 foundations responded to this part of the survey. Among these foundations, EUR 318 million or 66 % is distributed to research, and EUR 30 million or 7 % to innovation. SINTEF alone accounted for EUR 187 million, or more than 50 % of the total research spending and EUR 23 million, or 70 % of the total innovation spending.

Among the 10 largest R&I foundations in terms of booked equity reported to the Foundation Register, there is one operative foundation that does not give any grants: SINTEF, which is a research foundation established by the Norwegian University for Science and Technology (NUST). The three largest grantmaking foundations are The Gjensidige Foundation (EUR 2.8 billion), the Freedom of Expression Foundation (EUR 325 million), the Cultiva foundation (EUR 169 million). Next on the list are some foundations that were established by ship or business owners. The total adjusted equity for all the R&I-foundations is EUR 5.6 billion, or NOK 45 billion. The median foundation capital is just EUR 220 345, while the average is EUR 6.45 million, indicating that there are very many small foundations involved in the R&I field in Norway. The largest number of R&I-foundations (467) is located in the Norwegian capital Oslo. 212 are located in Western Norway, which includes the old Hansa-town Bergen with the second largest university and the reputable Norwegian School of Economics (NHH). A strong merchant class and a high prevalence of ship-owners may be one of the reasons. In Eastern, Northern and Central Norway there are much fewer foundations. However, there are a large number of small and often old grantmaking R&I-foundations connected to the traditional universities in Oslo, Bergen and Trondheim, which is one of the explanations for the high prevalence of small R&I-foundations in Norway.

5.2 Strengths and weakness of the R&I foundation sector in Norway

The conversion of SNF and Det Norske Veritas from operative foundations to foundations owning parts of operative research organisations highlights the limitations of foundations in processes of mergers and capital increases. The same applies to the Gjensidige Foundation and Sparebank Stiftelsen. The Freedom of Expression Foundation share of the ownership of the Narvesen Kiosk Company was gradually reduced to a blocking minority position with the Reitan-group as a majority-owner, a situation where the Freedom of Expression Foundation decided to sell out completely and put all its capital into securities. A foundation cannot just issue more stocks or obligations to extend the capital as a limited company can, since a foundation has to remain self-owning. The only alternatives are the conversion of the foundation, which is a complicated legal process, or transforming the foundation from an operative foundation to a shareholding foundation. This is a weakness of foundations as a form of ownership in a dynamic market economy. Foundations need to be able to use financial instruments that make it possible to scale up operations rapidly.

However, this seems to be difficult, either because it is not part of normal behaviour for foundations, or because of barriers in the legal environment

Since the seventies an increasing number of operative foundations have been established by the public authorities to strengthen accountability and limit the direct political control of research, cultural and welfare institutions (Lorentzen, 2001). This Norwegian orientation towards the public sector as a first mover has created a grey area between the public sector and civil society, where ownership often is unclear, resources from different sources are entangled, and it is difficult to see where the influence of the public sector ends and the legally required independence of the foundations begins. For example, there are several research institutes established as foundations in Norway supported, and in many cases initiated, by the ministries, directorates, regional university colleges and research councils. In general the business sector in Norway is less active in R&I than in the other Scandinavian countries. The primary sources of funding for research and innovation in Norway is the Research Council of Norway, government ministries and directorates, and regional health authorities. In contrast, foundations established by private entrepreneurs therefore focus on backing activities, ideas, arrangements and projects that have failed to attract sufficient public support, such as the preservation of cultural memorials, the restoration of ancient buildings, economic support for festivals, musical instruments, cultural activities, a particular service of a public institution, communal volunteer centers, self-help groups or support for extraordinary purposes at public welfare institutions are examples of this. In the R&I field, foundations established by private donations tend to support medicine, and in some cases natural science, often trying to reach out to high prestige projects.

Since 2000, a number of large foundations by Norwegian standards have emerged, and this has become a very important feature in the present R&I-foundation landscape. This is a result of the public sector giving foundations access to capital, such as income from the privatisation of hydroelectric power companies (the Cultiva Foundation, the Competence Development Fund of Southern Norway), or proceeds from a state lottery (The Extra-foundation). Some new large foundations have also emerged as a result of the conversion of mutual insurance companies or savings banks to limited companies in order to have more flexibility when it comes to capital increases or mergers with other limited companies (the Gjensidige Foundation, the UNI Foundation, Sparebankstiftelsen DnB and several smaller foundations). In addition, a few philanthropists have established R&I-oriented foundations. Private donations funding research and innovation in Norway tend to focus on the short-term support of new activities or projects. However, foundations with the financial capacity to give long-term support would be important for building more self-sufficient R&I institutions in Norway.

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