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慈善蓝皮书[®]

LUE BOOK OF PHILANTHROPY

中国慈善发展报告 (2014)

ANNUAL REPORT ON CHINA'S PHILANTHROPY
DEVELOPMENT (2014)

主 编 / 杨 团



社会科学文献出版社
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摘 要

2013 年是中国的公益组织转型年，自上而下的社会组织改革政策与自下而上的民间慈善公益事业的转型实践终于在 2013 年交织在一起，汇聚成推动中国公益慈善新时代到来的强劲动力。

第一，对于中国公益慈善事业来说，2013 年最具深远意义的改革莫过于社会组织注册登记制度改革。年初，国家发展与改革委员会推出了允许公益慈善组织直接登记注册的改革政策，并在十八届三中全会上得到全面肯定，入列《中共中央关于全面深化改革的若干重大问题的决定》。尽管以往广东、深圳等地对于公益慈善组织直接登记制度进行了多年的改革探索，不过，各种软硬门槛一直限制着民间公益组织获得合法性，注册登记的限制是扼制中国民间公益组织发展的最主要的瓶颈。2013 年突破瓶颈的改革，是现行体制对公益慈善组织全面接纳的信号，从而带来促进中国公益慈善组织发展的热潮。

截至 2013 年年底，全国共有社会组织 54.1 万个，比 2012 年的 49.9 万个增长了 8.4%。社会团体 28.6 万个，比 2012 年的 27.1 万个增长了 5.5%。基金会 3496 个，比 2012 年的 3029 个增长了 15.4%。民办非企业单位 25.1 万个，比 2012 年的 22.5 万个增长了 11.56%。另据测算，2013 年度，纳入正式统计的志愿者总量约为 7345 万人，占全国 13 亿人口总数的 5.65%，志愿服务约 8.3 亿小时，折算价值 83 亿元。另有未纳入正式统计、参与草根民间组织志愿服务活动的 3000 多万名志愿者，其志愿服务约 3 亿小时，折算价值 30 亿元。合计全国志愿者捐赠总价值约为 113 亿元。

第二，政府购买社会组织服务已经成为一项重要政策。它既推动了政府职能的转变，又为社会组织开辟了重要的资金来源。缘起于沪、京、津、冀、浙等地政府购买社会组织服务的政策在 2012 年升格为国家政策。继 2012 年拨款 2 亿元购买社会组织服务后，在 2013 年，中央财政再次拨款 2 亿元购买社会



组织服务。

据不完全统计和测算，2013 年政府购买社会组织服务的资金总量约为 150 亿元。

第三，社会组织的改革表现在募捐市场中国家与社会的关系正在发生深刻改变。在芦山抗震救灾启动时，2011 年才注册的民间公募基金会——深圳壹基金公益基金会一日募捐总额远超中国红十字总会。截至 2013 年 9 月 30 日，超过 600 万人次向深圳壹基金公益基金会定向捐赠雅安救灾款物高达 3.5 亿元。民间组织领跑中国公募市场，“国退民进”的迹象首次显现，这在中国公益慈善史上很可能成为一个重要的分界线，对未来产生广泛而深远的社会影响。这一行动也得到民政部的肯定，表现出鼓励民间公益组织在社会市场中成长的开放态度。2013 年，也是广州公募权开放一周年，广州的实验说明，公募权开放并没有带来募捐市场的混乱。2013 年 7 月，云南宣布，云南省政府全面退出公益募捐市场，除发生重大灾害外，云南省政府不再参与募捐。这在全国尚属首例。

2012 年，全国实际接收现金及物资捐赠量为 889 亿元。其中，货币及有价证券捐赠 685 亿元，物资捐赠折价 203 亿元。889 亿元社会捐赠总额中，基金会、慈善会、民政三个接受捐赠最多的系统分别接受了 376 亿元、268.65 亿元和 132.99 亿元。

2013 年，预计社会捐赠总量将突破 1100 亿元。这是继 2008 年 1070 亿元和 2010 年 1032 亿元之后第三次突破千亿大关且比 2012 年有大幅度增长。其中，基金会系统接受的捐赠总额预估为 390 亿元；慈善会系统的捐赠款物预估为 370 亿元；民政系统接受的社会捐赠款物实有 226.16 亿元，慈善会和民政系统的捐赠均比 2012 年有大幅度增长。加上政府购买社会组织服务的资金和全国志愿服务小时折算价值，2013 年的各类捐赠总价值预计超过 1363 亿元。

2013 年，股权捐赠成为新亮点。海航工会将其所持价值约 80 亿元的股权捐赠给慈航基金会，使得慈航基金会成为海航集团控股股东。这是中国目前最大一笔捐赠，同时也是国内最大一笔股权捐赠。

第四，一直困扰公益慈善界的老大难问题——社会组织的税收制度也在 2013 年开启了改革之门。中共中央在关于全面深化改革的决定中明确提出要

“完善慈善税收减免制度”。这是启动慈善税收改革的信号，尤其对大额股权捐赠的税收政策改革更是利好消息。2013年年底，深圳开始实验公益信托公司。

2013年，中国民间公益慈善事业自身的迅速变化更加震撼人心。自2008年汶川地震救灾开始，中国公益慈善事业就进入加速转型的进程。转型呈现出民间化、问责化和专业化三大潮流。这三股潮流又与互联网思维、市场经济改革以及公民运动相映生辉。在2013年，中国的民间公益慈善事业见证了公民公益新时代的到来。一年间，计划慈善的体制受到前所未有的强烈冲击，自由而多元的公民慈善展现出强大的生命力。

首先，互联网思维颠覆了计划慈善的传统思维方式。互联网不再只是公益慈善组织用来筹款或者传播的工具，而成为公益慈善事业不可缺少的生态条件，从而改变了公益慈善界以往的思维模式。网络、枢纽、去中心化、平台、众包、众筹、公益APP等方式在一年间席卷了整个公益慈善界，多年辛苦在社区经营的慈善组织难以得到的捐款，年轻公益人凭借创新的互联网公益就可轻易得到大量捐款和微信公益红包。创新的真实发生见证了新时代的到来。2013年，在慈善界大放光彩的不再是明星汇集的芭莎晚宴，抑或民政部的慈善大会，而是腾讯微信、阿里巴巴的淘宝、新浪微博。它们的真正力量不在于自己做了公益，而是成千上万的人用它们做了公益，这就是互联网公益。

其次，以市场为基础的跨界公益激发了多态化生存的公益组织的活力，而将那些封闭的慈善圈子边缘化了。跨界的合作模糊了商业和慈善的界限，也模糊了政府、市场与社会的界限。2013年年初，马云在亚布力论坛上的讲话几乎成为企业家参与公益的宣言，更多社会问题的爆发和复杂交织的态势促使马云、王石、冯仑等企业家集聚起来进入公益慈善圈。不仅企业家，慈航基金会控股海航集团、前总理朱镕基成立的实事助学基金会等都展示了跨界合作的新气象。市场思维与公（益）商（业）结盟的逻辑颠覆了传统公益慈善行业，国内第一支以社会价值为导向的股权投资基金——社会价值投资基金的设立让影响力创投和公益投资人成为公益慈善界的新时尚，也让社会企业在2013年登堂入室。

再次，公益慈善不再仅仅是社区渐进型的服务机构，而是开始具备了社会



运动的基本形式，各阶层都被动员起来参与公益政策的改变。媒体人邓飞等在2012年发动的“免费午餐”行动，在2013年转化为“让候鸟飞”、大病救助等多种新方式的公益行动。这类与传统的规范、专业和组织很不相同的集体行动已经呈现出以往公益服务从未有过的社会效果和影响力。而在这类公益性社会运动中，2013年的昆明反PX事件无疑是最为引人注目的事件。公益维权的集体行动对政策产生了越来越明显的社会影响力。

这些颠覆性转型的后果，使得中国的公益慈善事业在一年之内就向着民间化、问责化和专业化快速推进。它与雅安地震的突发事件互为因果，在抗震救灾这个大平台上，呈现出公益界前所未有的理性、有序和有效工作的局面。来自灾区和全国各地的草根组织、行动网络、公募和非公募基金会、大学乃至中国红十字会，第一次实现了各种层级、各类领域的联合作战。

总之，2013年是中国社会各类公益慈善组织和各类公益人充满动力、快速发展的一年，是国家政策改革和公益慈善事业转型交相辉映的一年，是民间化、问责化和专业化初见成效的一年，是抛弃计划慈善的旧思维，让公民公益进入社会主流的一年。显然，在中国全面深化改革开放的历史阶段，激发市场活力和内生动力，推动经济和社会转型，都需要公民公益的长足发展。

Abstract

2013 was a transformative year for Chinese charitable organizations as top-down reform of social organization policy finally intersected with evolving bottom-up philanthropic activities and energized a new era of Chinese philanthropy.

Reform of the registration system for social organizations was the most significant change affecting Chinese philanthropy in 2013. In early 2013, the National Development and Reform Commission released a reform policy to permit direct registration of philanthropic organizations. This received full endorsement from the Third Plenum of the 18th Central Committee of the Communist Party of China (CPC) and was encapsulated in its *Decisions on Some Major Issues Concerning Comprehensively Deepening the Reform*. Shenzhen, and Guangdong Province more widely, had experimented with reform of direct registration for charitable organizations over many years. However, a range of soft and hard thresholds had blocked popular charitable organizations from attaining legal status. Registration restrictions continued to be the biggest impediment to popular charitable organization development. The 2013 breakthrough signaled that the current system fully accepted popular charitable organizations and this stimulated their development.

By year-end 2013, there were 541000 social organizations nationwide, an increase of 8.4 per cent over the 499000 in 2012. This included 286000 membership-based social organizations, an increase of 5.5 percent over the 271000 in 2012, and 3496 foundations, an increase of 15.4 per cent over the 3029 in 2012. There were 251000 private non-enterprise entities, an 11.56 per cent increase from the 225000 in 2012. The Ministry of Civil Affairs estimated that around 80 million Chinese volunteers, or roughly seven per cent of the total population, had engaged in various types of voluntary service, with an imputed value of CNY 1.1 billion.

Social organization reform was also evident in the profound changes to state-society relations in the philanthropic donations market. Shenzhen One Foundation



had registered as a public foundation in late 2012, just prior to the Lushan Earthquake^①. It subsequently received significantly more disaster relief donations in a single day than the China Red Cross Society. By 30 September 2013, Shenzhen One Foundation had received and directed over six million donations of cash or goods valued at CNY 350 million to the earthquake relief effort in Ya'an City. The preeminent position of social organizations in the China donation market gave the first sign of "State Retraction and Social Advance." This is likely to become a watershed event in the history of Chinese philanthropy, with profound and far-reaching social significance. The Ministry of Civil Affairs affirmed this and government departments have indicated full support to the growth of popular charitable organizations in social markets. 2013 also marked the first anniversary of government-approved public fundraising in Guangzhou and demonstrated that it did not destabilize the donation market. In July 2013, Yunnan provincial government announced its full retraction from the philanthropic donations market and participation in donation work, other than for major natural disasters. This was a national precedent.

Social donations will exceed CNY 110 billion in 2013, and top the CNY 100 billion mark for the third time, after reaching CNY 107 billion in 2008 and 103.2 billion in 2010. The 2013 figure is also anticipated to exceed the 2012 social donations of CNY 88.2 billion by 24.7 per cent. The 2013 figure includes donations from the foundation system, estimated at over CNY 40 billion; an estimated CNY 37.7 billion from the charity system; and CNY 22.616 billion in charitable donations to the civil affairs administration. Both charity and civil affairs donations increased significantly over the 2012 figure. Moreover, total donations for 2013 could exceed CNY 136.3 billion if government procurement of social organization service payments and the imputed value of hours worked by volunteers are included.

Equity donations became a new highlight in 2013. The Hainan Airlines Trade Union transferred equity valued at around CNY 8 billion to the Hainan Airlines Foundation, making it controlling shareholder in the Hainan Airlines Group. This is the largest single donation and largest equity donation in China to date.

Furthermore, 2013 saw a glimmer of reform in that chronic problem of the

① Lushan is a county under Ya'an City, Sichuan Province. The Lushan Earthquake occurred on 20 April 2013 and so is often abbreviated as 420.

philanthropic sector—the tax system for social organizations. The CPC Central Committee *Decisions on Some Major Issues Concerning Comprehensively Deepening the Reform* stated explicitly that “We will improve the tax reduction and exemption system for charitable donations”. This signaled the start of tax reform for philanthropy and is particularly good news for large equity donations. In late 2013, Shenzhen began experimenting with a Charitable Trust Company.

These rapid changes in Chinese grassroots philanthropy in 2013 were deeply moving.

Grassroots Chinese philanthropy experienced an accelerated transformation after the 2008 Wenchuan Earthquake Disaster Relief effort. This was evidenced in three major trends; grassroots orientation, accountability, and professionalization. These three trends also intersected with, and were mutually reflected in the internet, market economic reforms and citizen movements. Grassroots philanthropy in 2013 witnessed the start of a new era—the advent of citizen charity. Within one year, the planned philanthropy system experienced an unprecedented shock and free and diverse citizen philanthropy emerged with huge vitality.

First, internet thinking overturned the traditional thinking of planned philanthropy and became the mainstream approach. The internet was no longer just a tool for philanthropic organization fund-raising or communication but became an essential operating environment. It was this specific environmental aspect that changed the mode of charity sector thinking. Within the year, networks, hubs, decentralization, platforms, crowdsourcing, group funding, philanthropic App’s (computer applications) etc. captivated youth in the charity sector. The internet age enabled those young people who had just created internet based charities to garner ‘red envelope’ donations through We Chat. Conversely, philanthropic groups which had labored in community level operations for years were unlikely to receive any funds. In 2013, the shining lights of charity were no longer star-studded Bazaar banquets or the Ministry of Civil Affairs China Charity Conference, but Tencent’s We Chat, Alibaba’s *Taobao* e-commerce and Sina *Weibomicro* blogs. Their strength was not asphilanthropists themselves, but to provide a powerful way for hundreds of thousands of others to engage in charity—this was internet philanthropy.

Secondly, market-based, cross-cutting modes of social organization were energized and closed philanthropic circles marginalized. Cross-cutting cooperation



blurred boundaries between business and charity and also between government, market and society. In early 2013, Ma Yun's speech at the Yabuli Forum appeared like a declaration of entrepreneur engagement in philanthropic activities as the eruption of even more interconnected and complex social problems prompted Ma Yun, Wang Shi, Feng Lun and other entrepreneurs to take collective charitable action.

In addition to these entrepreneurs, the new phenomenon of cross-cutting cooperation was evident in Hainan Liberation Commonweal Foundation taking hold of Hainan Airlines Group equity and past Premier Zhu Rongji establishing the Practical Education Foundation. This market mood and rationale for philanthropic-commercial alliance radically transformed the philanthropic sector. Establishment of the first social value-oriented equity investment fund, The Impact Fund, in China brought impact venture capital and philanthropic investors together to create a new fashion in charity and to permit social enterprises to make a formal appearance in 2013.

Thirdly, philanthropy was no longer just about progressive community service organizations. It had begun to develop basic features of a social movement with all levels energized to engage in public policy change. Print media personality Deng Fei and others had launched the "Free Lunch" campaign in 2012, and this sort of activity transformed into "Let the Migrant Birds Fly," a wild bird protection activity, to charitable support for serious illnesses and other new style philanthropic activities in 2013. The professional structure and organizational form of these collective actions differed from the traditional mode, but proved highly effective. 2013 opposition to the Kunming PX plant was undoubtedly the most evident example of this sort of public interest social movement and collective action to defend public interest had an increasing influence on policy.

These radical changes during 2013 resulted in Chinese philanthropy moving rapidly toward a grassroots orientation, accountability and professionalism. Moreover, these changes and the Lushan Earthquake became mutually reinforcing as philanthropic organizations were able to display new levels of reasoning, order and efficiency during disaster relief work. It was also the first time for groups from different levels and fields to unite and tackle the shared challenge. This included grassroots organizations from the affected area and across the nation, action networks, public and private foundations, universities and even the Red Cross Society of

China.

Overall, 2013 saw rapid development in the power of diverse philanthropic organizations and individuals within Chinese society. National policy reform and the transformation of philanthropic endeavor reinforced each other, and a grassroots orientation, accountability and professionalism began to take effect. Old-style thinking on planned philanthropy was abandoned and citizen charity began to enter the mainstream. Clearly, in this historical stage of comprehensively deepening reform and opening in China, the stimulation of market vitality, internal dynamism, social and economic transformation all require significant development of citizen charity.

目 录



Ⅱ I 综 论

- Ⅱ.1 从计划慈善走向公民公益
——2013 中国慈善事业发展综述 朱健刚 / 001
- Ⅱ.2 2012 年度和 2013 年度慈善捐赠分析报告 宋宗合 / 012
- Ⅱ.3 2013 年度关乎慈善的法律政策盘点与透视 冬子津 / 032

Ⅱ II 年度领域成长报告篇

- Ⅱ.4 2013 基金会发展报告 马 昕 / 049
- Ⅱ.5 2013 中国慈善会成长报告 杨 刚 成易蔓 / 061
- Ⅱ.6 2013 企业社会责任发展报告 段德峰 / 074
- Ⅱ.7 2013 中国志愿者捐赠价值报告 翟 雁 / 092
- Ⅱ.8 2013 中国宗教慈善报告 郑筱筠 / 113
- Ⅱ.9 2013 媒体生态变局与媒体人的自我救赎 师曾志 杨 睿 / 132
- Ⅱ.10 2013 全民问诊环境治理的制度障碍
..... 李 波 霍伟亚 杨方义 / 149

Ⅱ III 年度专题报告篇

- Ⅱ.11 2013 中国大额捐赠发展报告 张其伟 章高荣 / 164
- Ⅱ.12 灾害应对中的社会组织参与
——从 2008 年汶川地震到 2013 年芦山地震的演进 张 强 / 174



- B.13** 联合行动、平等合作：4·20 芦山地震紧急
灾难救援中的社会参与 郭 虹 / 192

B IV 年度十大热点事件篇

- B.14** 4·20 芦山抗震 促进民间应急与联合机制成型 / 208
- B.15** 袁厉害事件 折射儿童福利困境 / 213
- B.16** 昆明反 PX 事件 民间组织联合行动开辟公众
环保监督新途径 / 218
- B.17** 百家 NGO 评价基金会 以榜单促平等互信 / 225
- B.18** 救助公益人马克 公益界成立首个自救基金 / 229
- B.19** 首个社团法人业委会成立 推进社区自治探索 / 234
- B.20** 民间公益组织基础数据库面世 促进公益资源对接 / 239
- B.21** 首支社会价值投资基金设立 金融助力公益 / 243
- B.22** 新媒体筹款全面开花 激活公众参与 / 248
- B.23** 主流媒体报道公益 公益成主流话语 / 253

B V 境外慈善篇

- B.24** 英国社会企业的制度框架 黄西谊 / 258

B VI 附录

- B.25** 2013 年公益慈善年度大事记 / 273
- B.26** 2013 年公益慈善政策法规摘要 / 285
- B.27** 后 记 杨 团 / 293

CONTENTS



Ⅰ Overview

- Ⅰ.1 From Planned Philanthropy Toward Citizen Charity:
Philanthropic Development in China in 2013 *Zhu Jiangang / 001*
- Ⅰ.2 Annual Analysis of Charitable Donations in 2012 and 2013 *Song Zongbe / 012*
- Ⅰ.3 Taking Stock of Philanthropy-related Laws
and Policies in 2013 *Dong Zijin / 032*

Ⅱ Report on Annual Sector Growth

- Ⅱ.4 2013 Annual Analysis of Foundation Development *Ma Xin / 049*
- Ⅱ.5 2013 Annual Report on China Charity Federation
Growth *Yang Gang, Cheng Yiman / 061*
- Ⅱ.6 2013 Annual Report on Development of Corporate
Social Responsibility *Duan Defeng / 074*
- Ⅱ.7 2013 Report on the Value of Volunteering *Zhai Yan / 092*
- Ⅱ.8 2013 Annual Report on Religious Charity *Zheng Xiaoyun / 113*
- Ⅱ.9 2013 Decline of Traditional Media and the
Self-salvation of Journalists *Shi Zengzhi, Yang Rui / 132*