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慈善蓝皮书

BLUE BOOK OF PHILANTHROPY

中国慈善发展报告

(2015)

主编/杨团

ANNUAL REPORT ON CHINA'S
PHILANTHROPY DEVELOPMENT (2015)



社会科学文献出版社
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摘 要

2014 年是中国慈善公益事业在“依法治国”战略下走上新起点的一年。

2014 年是政府各部门努力落实党的十八届三中全会精神，在全面深化改革中推动社会改革的一年，是在经济新常态下动员社会力量和社会组织，尤其是公益慈善组织参与扶贫开发、社会服务、社会治理的一年，是中央和地方政府更加重视以慈善公益组织推动慈善公益事业发展的一年。

2014 年，国家颁发的《环境保护法》修订版首次认定了社会组织的环保公益诉讼主体资格。据最新统计，我国目前符合环保公益诉讼主体资格的社会组织数量约为 300 家。国务院下发了《国务院关于促进慈善事业健康发展的指导意见》，首次提出探索捐赠知识产权收益、技术、股权、有价证券等新型捐赠方式，鼓励设立慈善信托。民政部印发《中国社会服务志愿者队伍建设指导纲要（2013～2020 年）》。中央精神文明建设指导委员会出台了《关于推进志愿服务制度化的意见》。各地政府大胆创新、先行先试，北京市、湖南省、广东省（含广州市、深圳市）、上海市、福建省、海南省、浙江省杭州市等多地政府都在 2014 年制定了鼓励公益慈善组织发展的相关法规与政策。

2014 年慈善公益事业取得丰硕成果。截至 2014 年年底，全国共有正式登记的社会组织 60 万个，比 2013 年度增长 9.7%，且全国直接登记的社会组织超过 3 万个。社会团体 30.7 万个，民办非企业单位 28.9 万个，基金会 4044 个，分别比 2013 年增长了 6.2%、13.3% 和 13.9%。

为全面反映我国公众自组织的现状，本卷蓝皮书首次对非法人社团进行统计和预估，总量约 2630 万个。其中，备案的社区社会组织有 20 万～30 万个，挂靠在基金会下的项目办或公益基金 1.5 万个，未注册备案的社会自组织体有 600 万个，网络社团有 2000 万个。

另据统计和测算，2014 年度登记与未登记的志愿服务组织约 220.3 万家，登记志愿者为 6710 万人，未登记志愿者 4200 万人。其中，参与志愿活动的



1.091 亿人，占全国人口总数的 8%，志愿服务约 14.82 亿小时，折算价值 535.9 亿元。

2013 年，全国实际接受现金及物资的社会捐赠总量为 954 亿元。其中，货币及有价证券捐赠 750.87 亿元，物资捐赠折价 203 亿元。另有彩票公益金社会公益使用量为 118 亿元，当年志愿服务捐赠折算价值约 412 亿元。全核算社会捐赠总量为 1484 亿元。

2014 年，预期社会捐赠总量将达到 1046 亿元。其中，基金会系统接受的捐赠总额预估为 420 亿元；慈善会系统的捐赠款物预估为 426 亿元；民政系统接受的社会捐赠款物 82.26 亿元，红十字会系统 26.43 亿元，其他机构 91.7 亿元。慈善会系统的捐赠较 2013 年有较大增长。加上全国志愿服务小时折算价值 535.9 亿元和预估彩票公益金社会公益使用量 399 亿元，全核算社会捐赠总价值预计将达到 1981 亿元，较 2013 年增长 33.5%。

2014 年是开门立法打开公共空间的一年。自年初至年尾，全国人大内务司法委员会牵头主导《慈善法》立法草案起草工作，社会组织界和学界广泛参与，协同立法，以多场次、多议题、多形式、多主体、多版本等方式进行慈善立法讨论，反映民意，与立法者充分沟通，展现了国家与社会良性互动的效果和价值，为中国慈善史记下重要一页。

2014 年是互联网慈善、营销慈善、快乐慈善的一年。当年 8 月，从美国传入中国的“冰桶挑战”通过微博、微信等新媒体的传播，在短短一周内阅读人次达 45 亿，捐款达 800 多万元，渐冻人这个特殊罕见病一夜之间世人皆知。这场没有灾难动员，并非政府推动，也不是公益机构主动出击，而是由公众自发参与的史无前例的大规模公益活动，给予中国公益界一次风暴式的洗礼，同时也检阅了中国互联网公益发展的最新高度。它以互联网化、社交性、娱乐性等创新特征，使公益刻板传统面貌一扫而空。还有中国扶贫基金会发起的“饥饿 24 小时全民公益活动”，阿里巴巴和腾讯网发起的公益众筹都在 2014 年展示了新媒体、新公益所能带来的新能量和新希望。“冰桶挑战”从而成为中国公益史上一个重要节点，成为做公益的方式行进到 2.0 时代的标志。

2014 年又是公益要不要市场化大讨论的一年。尽管未能达成共识，但民间社会的讨论与争论给公益界带来的民主和自由的氛围却前所未有。越来越多的人认可大慈善属于民间公益，不应受政府控制和行政干预，市场机制在慈善

公益资源的供给与配置方面应该和可以发挥重要作用，同时，也要运用社会市场机制培养与动员公民参与慈善公益的意识，这将关乎中国慈善事业发展的根本动力。

2014 年还是多个慈善组织集中受到社会公众的质疑质询和慈善界内部冲突诉诸法律的一年。嫣然天使专项基金和嫣然天使儿童医院、深圳壹基金、中华医学会、中国红十字会、浙江施乐会等著名或知名公益机构应公众和政府的要求对其运作和项目做出说明。上海浦东一个民办非企业单位状告万科公益基金会侵犯其公益产品《全民植物地图》著作权，成为中国公益组织知识产权维权第一案。这些事件大都被选入本书年度慈善热点事件记录和分析，既是我国慈善事业制度环境滞后的反映，也是全民慈善增进社会活跃度的表现。向着广度和深度进军的中国慈善事业迫切需要厘清规范与自由、规制与激励的界限，并呼唤《慈善法》出台，以实现依法作为和依法行为。

2014 年还是中国彩票公益金首次过千亿大关的一年。中国福利彩票和体育彩票总销量达 3823.68 亿元，当年筹集彩票公益金 1040 亿元。这意味着 2014 年由彩票发行筹集、间接来自公众的公益金与直接来自公众的社会捐赠总额对等，各为 1000 亿。那么，彩票公益金使用主体、分配方式和效果监督将成为慈善公益研究的重要命题。

近年来，中国慈善组织开始走出国门，登上世界慈善公益舞台。尤其一批勇于创新的基金会，走入非洲、亚洲直接开展适应当地民众需要的慈善项目。在 2014 年，中国基金会“走出去”的理念和行动都随着中国国际地位的上升而更加明确，这不仅是中国慈善发展的新动向，而且是中国民间社会有意愿参与全球治理的一个标志。

Abstract

China's philanthropy reached a new juncture under "rule by law" in 2014.

It was a year in which all government departments strove to implement the spirit of the Third Plenum of the 18th Central Committee of the Communist Party of China and to promote social reform within an overall deepening of comprehensive reforms. It was a year marked by mobilization of social forces and social organizations under the economic New Normal [of a slowing and rebalancing economy] to participate in social services, social governance and particularly for charitable organizations to join in poverty reduction and development. It was also a year in which national and local governments attached greater importance to the promotion of charitable endeavor by philanthropic organizations.

In 2014, the revised *Environmental Protection Law* recognized, for the first time, the qualifications of social organizations to bring an environmental class action. Latest statistics indicate that about 300 social organizations are eligible to initiate environmental public interest litigation. In another first, the *Guiding Opinions of the State Council on Promoting the Healthy Development of Charity Undertakings* called for exploring new ways to donate income derived from intellectual property, technology, shares and securities to encourage the formation of charitable trusts. The Ministry of Civil Affairs issued the *Guiding Outline for Building the Regiment of Social Service Volunteers in China (2013 – 2020)* and the Central Spiritual Civilization Construction Steering Committee released *Opinions on Advancing the Institutionalization of a Volunteer Service Mechanism*. In 2014, local governments created relevant policies and legislation to encourage the development of philanthropic organizations and boldly initiated innovative pilots in Beijing Municipality, Hunan and Guangdong Provinces (including the cities of Guangzhou and Shenzhen), Shanghai, and the provinces of Fujian, Hainan and Zhejiang (including Hangzhou City).

2014 was a fruitful year for philanthropy. By year-end, there were 600, 000 officially registered social organizations nationwide, an increase of 9.7% over 2013,

with over 30000 directly registered [rather than under an intermediary organization]. There were 307000 membership-based organizations, an increase of 6.2% over 2013; 289, 000 private non-enterprise entities (a 13.3% increase), and 4044 foundations (a 13.9% increase).

The *Blue Book* made a first statistical compilation of public self-organization, and estimated the number of unincorporated membership-based organizations at around 26.3million. This included 200000 – 300000 documented community-based social organizations; 15000 foundation linked project offices or charitable funds; six million unregistered and unrecorded self-initiated social organizations and 20 million internet communities.

Statistics and estimates indicated roughly 2.203million registered and unregistered volunteer services organizations in 2014, with 67.1million registered volunteers and a further42 million unregistered. These volunteers included 109.1million participants in volunteer activities, or 8% of China's population, and contributed 1.482 billion hours of volunteer service with an imputed value of CNY 53.59billion.

Donations from society in the form of cash and goods reached CNY 95.4 billion in 2013, with CNY 75.087 billion in cash and securities and CNY 20.3 billion in goods. The social welfare lottery fund added a further CNY 11.8 billion and the value of in-year volunteer services equated to roughly CNY 41.2billion. Together, these totaled CNY148.4billion in social donations.

Social donations are anticipated at CNY 104.6billion in 2014 with donations received by the foundation system potentially reaching CNY 42 billion; charity system cash and goods CNY 42.6 billion; donations of cash and goods to the Ministry of Civil Affairs system CNY 8.226 billion; the Red Cross System CNY2.643 billion; and CNY 9.17 billion to other organizations. Donations to charities and the Red Cross system have increased quite markedly over 2013 figures. Adding the imputed value of volunteer hours of service nationwide (CNY 53.59billion) and an estimated CNY 39.9 billion from the social welfare lottery fund yields a total value of CNY 198.1 billion donations, or an 33.5% increase over 2013.

2014 was a year in which the preparation of new legislation opened public space. Throughout the year, the internal Legislative Affairs Committee of the National People's Congress shepherded drafting of the "Charity Law." This involved broad



participation from social organizations and research groups through multiple meetings, issues, formats, topics, and versions to discuss the draft law, reflect public opinion, fully connect with legislators and to realize the effectiveness and value of state-society interaction. It marked an important new page in the history of China's philanthropy.

2014 was the year of internet charity, charity marketing and joyful charity. In August, "Ice Bucket Challenge" arrived from the US and attracted 4.5 billion reader-hits in a week through micro blogs, We-chat and other forms of new media. Donations exceeded CNY 800 million and the rare disease of ALS [amyotrophic lateral sclerosis] became widely known. This activity was not disaster-driven, government promoted or led by charitable organizations. Instead, it arose through unprecedented, large scale and spontaneous public participation. It gave China's philanthropy a drenching baptism, marking its new magnitude and innovations in internet connectivity, social exchange and joyfulness. 2014 also saw the new energy and hope that new media and new philanthropy could bring through activities like the China Fund for Poverty Alleviation's "24 Hour Famine" and Alibaba and Tencent's internet charitable donation events. "Ice Bucket Challenge" became a new benchmark for charity in China and a hallmark of its entering the 2.0 era.

2014 was also a year of great debate on whether philanthropy should become market driven. No consensus was reached, but these popular discussions and debates gave the philanthropy field an unprecedented atmosphere of democracy and freedom. It is increasingly recognized that Big Charity is a type of popular philanthropy that does not require government control or administrative intervention. The market mechanism can, and should, play an important role in provision and distribution of charitable resources. Social marketing mechanisms can also cultivate and activate citizen awareness to participate in philanthropy – the basic driving force for charity development in China.

2014 was also a year in which multiple charitable organizations were publicly questioned and internal conflicts arose over access to justice. The public and government called on Sweet Angel special fund and Sweet Angel Children's Hospital, Shenzhen One Foundation, the Chinese Medical Association, the Chinese Red Cross, Zhejiang Oxfam and other famous or well-known public institutions to clarify their actions and projects. A private non-enterprise entity in Pudong, Shanghai sued Vanke Foundation for infringing copyright to its public good product, the *People's*

Plant Map. This became the first case of intellectual property right protection for a PRC philanthropic organization. Most of these events are recorded and analyzed in the annual Hot Topics section of this book. They reflect the stagnant state of China's charitable activity system and the increasing activity of popular philanthropy. As they move toward greater breadth and depth, China's philanthropic endeavors sorely need clarity of norms and freedom, boundaries for regulation and incentives, and passage of a *Charity Law* to realize law-led actions and behavior.

2014 was also the first year that the China Welfare Lottery broke through the CNY 100 billion mark. Total sales from the China Welfare Lottery and Sports Lottery reached CNY 382.368 billion and in-year transactions CNY 104 billion. This indicated that funds raised from the lottery in 2014, those coming indirectly from public welfare funds and directly from social donation each amounted to CNY one billion. On this basis, the main beneficiaries of the Welfare Lottery, its method of distribution and monitoring of effects will be critical issues for philanthropy research.

In recent years, China's charitable organizations have begun to go abroad and engage in international philanthropy. In particular, a group of brave and innovative foundations has directly launched charitable projects suited to local people's needs in parts of Africa and Asia. In 2014, the thinking and actions of Chinese foundations "going abroad" became clearer in parallel with China's own rising international status. This is a new direction in the development of China's philanthropy and an indicator of civil society desire to participate in global governance.

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