

转变、回应和重塑

——新冠肺炎疫情防控
常态化下的基金会工作

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Transformation, Response and Reshaping

- Works of Foundations in the Context
of Normalized Pandemic Prevention
and Control

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This report is produced by Beijing Jiye Evergreen Social Organization Service Center (China Foundation Forum)

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前言

2020年初新型冠状病毒肺炎疫情（以下简称“新冠疫情”或“疫情”）在武汉爆发，和以往发生灾难时基金会的普遍做法一样，在最初的几个星期内，基金会快速响应了武汉的防疫需求，在物资捐赠、资源对接、伙伴协调和信息梳理方面都发挥了灵活而迅捷的行业活力。但在短暂的紧急救援工作之后，基金会和其他行业一样，都不得不面对一个疫情防控常态化的社会现实，这使实务工作者不得不重新调整并思考其未来的工作。

这份报告是北京基业长青社会组织服务中心（中国基金会发展论坛秘书处）委托北京沃启公益基金会研究团队完成的一项调查研究成果，旨在探寻基金会在参与紧急救助之后的疫情防控常态化这一社会背景下实务工作的变化。我们着重关注的问题是：基金会对一线公益组织的资助工作发生了哪些新的转变？基金会是否对疫情导致的新社会问题有所回应以及如何回应？这一过程是否以及如何重塑与一线公益组织间的伙伴关系？

作为致力于推动社会公平的重要参与者，全球公益慈善行业正在面临着新冠疫情对社会发展和平等进程带来的毁灭性破坏。联合国2021年“可持续发展高级别政治论坛”发布的《联合国秘书长可持续发展目标进展报告》宣称，新冠疫情抹去了全世界数十年的发展成果。该报告的研究数据显示：疫情发生以来，全球陷入极端贫困的人口数量已经增加了1.19至1.24亿；流失了2.55亿个全职工作岗位；未能达到最低阅读熟练水平的儿童和青少年人数增加了1.01亿人，使最近20年教育领域的发展成果付诸东流；危机正在急速加剧着现有的不平等，威胁着16亿非正规经济领域劳动者的生计，衡量收入不平等的基尼指数在大多数国家显著上升；女性和女童面临的家庭暴力在疫情期间激增；大流行期间的经济放缓对减缓气候危机几乎没有起到作用。报告的最终结

论指出，新冠疫情使全球经济经历了90年以来最严重的衰退，而最脆弱的人群在疫情大流行中受到了最大影响。在全球经济方面，据联合国社会经济事务部2021年1月发布的《世界经济形势与展望》报告显示，受新冠肺炎疫情影响，2020年全球经济萎缩4.3%，萎缩幅度是2009年金融危机时期的2.5倍以上。

在中国，根据国家统计局公布的数据，与2019年同期相比，2020年上半年城镇新增就业岗位同比减少了173万，外出务工劳动力减少496万^①。教育部发布的数据显示，疫情爆发的前5个月，约1.8亿中小学生因疫情隔离在家接受线上教育^②。

在这样的危机下，全球基金会实务面临着双重挑战：一方面，疫情及其导致的社会隔离、经济衰退、失业、技术依赖等都在进一步加剧着社会不平等，这使得脆弱性群体的社会需求随之急剧增加，另一方面，全球经济衰退又将依赖捐赠的基金会工作置于资金不确定的高风险中。

我们正是在这样的危机和挑战背景下开展了这项针对中国基金会受疫情影响的研究。截至我们这项报告完成之时，距新冠疫情爆发已经过去了2年多时间，新冠疫情流行的涟漪效应已经逐渐显现，这恰好给了我们一个较长的窗口期去观察和了解新冠疫情给基金会行业带来的影响。

① 国家统计局，2021。“2020年农民工监测调查报告”。2021年4月30日。http://www.stats.gov.cn/tjsj/zxfb./202104/t20210430_1816933.html。

② 中华人民共和国中央人民政府，2020。“教育部介绍疫情期间大中小学在线教育有关情况和下一步工作考虑”。2020年5月15日。http://www.gov.cn/xinwen/2020-05/15/content_5511824.htm

我们发现：

- 疫情防控常态化下，基金会面临着捐赠减少和社会需求增多的双重挑战。疫情带来的涟漪效应已经使基金会，尤其是企业基金会正在或潜在面临着捐赠减少风险，基金会认为，这将对整个公益生态带来持续性影响；
- 疫情防控常态化下的社区封控政策促使基金会在对一线公益组织的资助工作中采用了更加灵活、简洁和快速的资助方式，也加速了基金会工作的数字化变革。但由于法律限制、基金会内部的决策机制和对一线公益组织能力不足的评估结论，这种灵活快速的资助方式并没有一直持续；
- 基金会在原有资助战略下，对聚焦人群和资助议题下产生的新问题进行了调研和回应，但总体来说基金会行业没有就疫情影响下工作议题中的新问题进行系统性的影响评估；
- 基于疫情防控常态化进程的影响，基金会和一线公益组织之间的伙伴关系有积极的改变，数字化工具的应用不但提升了彼此的沟通频率，也加深了对社会议题的共同理解，更多的聆听和协作在伙伴关系中得以发生；
- 疫情带来的危机使基金会对社区工作以及社区伙伴能力的重要性认知得到进一步提升，一些基金会的经验表明，信任的伙伴关系能促进基金会更加快速并高效地进行资助决策，且能降低灵活快速资助的风险；
- 基金会都强调了疫情防控常态化下协作网络对知识共享和资源协调的重要性，但松散的网络伙伴关系如何在保持独立性和相互支持间达成平衡、如何在共识层面上既能贡献资源又能共享资源是协作网络一直以来面临的挑战。

参与到我们这项研究中的公益实务工作者，不论是基金会从业者还是一线公益组织的行动者，都反复提到这样的一个观点：新冠疫情大流行正在使中国的公益生态发生着变化，大家渴望看到对这一特殊时期实践经验的梳理和反思，并对自身未来的行动提供借鉴和指导。我们希望

这项研究，为基金会的实践工作者提供基于实证数据的经验洞察，并进一步促进同行对未来行动的反思和对话。

鸣谢：

任何一项工作的开展都离不开合作伙伴的支持和帮助，在本研究中，我们要特别感谢填写了调查问卷的 119 家基金会、参与深度访谈的 15 家基金会和 11 家一线公益组织（名单附后），如果没有他们的慷慨分享，我们将不可能完成这个研究。另外我们还要感谢正荣公益基金会、万科公益基金会、南都公益基金会、北京险峰公益基金会等为我们推荐了他们的一线公益组织合作伙伴接受深度访谈，北京师范大学社会发展与公共政策学院陶传进教授也为我们推荐了受访的基金会。

这份报告的参与者包括北京沃启公益基金会研究团队的周鹏、付涛、吴伟明，以及中国基金会发展论坛秘书处的任梦洁。周鹏完成了数据收集的设计、深度访谈和数据分析工作，并主笔撰写了本研究报告，吴伟明和任梦洁完成了数据收集阶段的协调和联络工作并在问卷阶段提供了建议，付涛为本研究提供了全程的咨询建议并进行了报告的文本编辑工作。

本报告将包含七部分的内容。在第一部分研究背景中，主要介绍了研究目的、数据来源和研究方法，第二部分简要梳理了各家基金会对中国基金会发展论坛《基金会行业面对疫情防控常态化共同倡议》的回应情况，第三部分主要分析了疫情防控常态化对基金会工作的影响，第四、五、六部分主要结合我们收集的定量和访谈数据，就基金会在疫情防控常态化下资助政策的转变、对新问题的回应和与一线公益组织间的伙伴关系重塑做了结论性的呈现，最后一部分归纳总结了这一时期基金会学习到的经验和面临的挑战。

第一部分 研究背景

1.1 研究目的

2020年4月22日，在武汉爆发疫情2个月之后，中国基金会发展论坛发布了《基金会行业面对疫情防控常态化共同倡议》（以下简称“倡议”），号召基金会行业积极面对疫情防控常态化下的挑战，并以此为契机做出转变。此后有233家基金会签署了该协议并承诺响应倡议内容。这份倡议包含了6条内容，内容涵盖使命坚守、法律落实、风险管理、伙伴关系、政府合作以及媒体公众互动。正如中国基金会发展论坛在其公众号文章中对倡议所做的阐释，倡议具有强自发性、资源性和自主性，其目的主要是推动行业共同行动，呼吁基金会在签署倡议之后，结合自身的愿景、资源和能力做出调整以应对疫情防控常态化下的挑战。

2021年10月本研究启动。需要说明的是，这项研究的目的并不是针对上述基金会进行的倡议行动进行回访调查，而是以该倡议作为调查和研究框架，利用签署倡议的基金会数据库，详细探究疫情防控常态化这一社会背景下，基金会实务工作发生的具体转变，我们希望通过这些承诺做出转变的基金会，以更加开放的视野来观察和分析疫情防控常态化这一背景下基金会工作的变化趋势及其经验和挑战。

中国基金会行业应对疫情防控常态化共同倡议

面对突如其来的新冠肺炎疫情，作为公益慈善力量的重要组成部分，中国基金会行业主动担当，迅速行动，为国内疫情防控取得阶段性重要成果做出了积极贡献。与此同时，受疫情冲击，基金会行业发展环境的不确定性与日俱增，面临的挑战正在加大。

为了贯彻落实党中央、国务院决策部署，深刻把握国内外疫情防控和经济形势发生的新的重大变化，有效应对疫情的负面影响，发挥社会组织在推进国家治理体系和治理能力现代化中的重要作用，作为中国基金会行业负责任的成员，我们发出以下倡议：

- 1. 坚守初心，练好内功。明晰基金会自身定位和使命，做好内部建设，找准愿景、能力和资源的交集点，善用新技术，学习国内外先进经验，专业高效地开展工作。
 - 2. 落实《中华人民共和国慈善法》及配套规定。履行法定义务，争取合法权益，提高依法行善能力。
 - 3. 重视风险管理，做好应对预案。面对疫情可能造成的困难，做好充分准备，提升应对突发事件的能力，降低机构可持续发展风险。
 - 4. 成为有温度的合作者。倾听合作伙伴的声音，及时回应疫情防控常态化下的新需求，在合法合规的前提下，提高项目弹性和灵活性，构建良好的合作伙伴关系。
 - 5. 加强与政府部门的沟通和协作。参与行业调研，反映行业诉求，推动更多社会组织发展扶持政策的出台，增强社会组织发展信心。
 - 6. 加强与公众和媒体的互动交流。善款善用，公开透明，赢得捐赠人的信任和支持，增进公众对公益慈善的理解，提升基金会行业公信力。
- 我们期待更多基金会响应以上倡议，共同担当，用实际行动，共建更加美好的社会。

1.2 数据来源和研究方法

本研究使用了中国基金会发展论坛《基金会行业面对疫情防控常态化共同倡议》的签署数据库。该数据库包含了 233 家基金会。我们采用了定量问卷调查和定性深度访谈结合的混合型研究方法开展这项调查性研究。

2021 年 11 月至 2022 年 3 月间，研究团队对上述 233 家基金会发放了一份包含 35 个问题的调查问卷，通过网络渠道最终回收有效问卷 119 份，回收率为 51%。其后，我们对问卷进行了统计学意义上的分析。

表 1：参与问卷调查的基金会基本情况（N=119）

| 工作区域 | 成立年限 | 工作议题 | 原始资金来源 | 工作定位 |
|-----------------------------------|----------------|-----------|-------------|------------|
| 全国（55.5%） | 6-10 年（38.7%） | 教育（69.7%） | 个人捐助（40.3%） | 混合型（62.2%） |
| 广东（5.9%） | 1-5 年（32.8%） | 减贫（35.3%） | 企业捐助（38.7%） | 运作型（22.7%） |
| 湖南 / 四川 / 贵州（5.0%） | 11-15 年（18.5%） | 社区（30.3%） | 政府出资（6.7%） | 资助型（15.1%） |
| 北京 / 湖北 / 浙江（4.2%） | 16 年 +（10.1%） | 助老（27.7%） | 公众募款（6.7%） | |
| 安徽 / 江西 / 云南 / 甘肃 / 青海（3.4%） | | 环境（27.7%） | 其他（7.5%） | |
| 河北 / 内蒙 / 福建 / 山东 / 河南 / 广西（2.5%） | | 助残（24.4%） | | |
| 山西 / 辽宁 / 上海 / 江苏 / 宁夏 / 新疆（1.7%） | | 公卫（20.2%） | | |
| 重庆 / 西藏 / 陕西（0.8%） | | 性别（2.5%） | | |
| 天津 / 吉林 / 黑龙江 / 海南（0） | | | | |

2022 年 4-6 月间，我们以资金来源、资助议题和地域多样化的抽样原则，选择了 15 家基金会开展了半结构化的深度访谈，每个访谈包含了 12 个问题，持续时间 60-90 分钟，接受访问的是基金会的秘书长或其他高级管理人员。因为基金会的工作与其合作伙伴紧密相关，为了使调查数据更具客观性和公正性，我们也邀请了 11 家一线公益组织进行了深度访谈，其中上述接受深度访谈的基金会推荐了与他们合作的 7 家一线公益组织伙伴，另有 4 家由研究团队自行选择，我们也基于地域、议题、工作方式的多样性选择了这些访谈伙伴。每个访谈包含了 10 个问题，持续时间 60-90 分钟，接受访问的都是该组织的负责人。我们根据研究问题框架采用了编码分析方法对深度访谈的数据进行了分析。

表 2：参与深度访谈的基金会和一线公益组织伙伴基本情况

| 组织类型 | 议题领域 | 工作定位 | 资金来源 | 工作地域 |
|---------------|------------|--------------|--------------|---------|
| 基金会 (N=15) | 行业支持 (4) | 资助型 (7) | 企业 (7) | 全国 (12) |
| | 社区发展 (3) | 操作型 (7) | 公众募集 (2) | 广东省 (2) |
| | 教育 (3) | 混合型 (1) | 个人 (4) | 上海市 (1) |
| | 泛议题资助 (2) | | 多元捐赠 (2) | |
| | 医疗卫生 (1) | | | |
| | 环境 (1) | | | |
| | 救灾 (1) | | | |
| 一线公益组织 (N=11) | 地区枢纽 (4) | 社工机构枢纽 (2) | 政府 + 基金会 (6) | 湖北 (4) |
| | 城市社区发展 (3) | 社会服务组织枢纽 (2) | 个人 (1) | 广东 (3) |
| | 农村社区发展 (1) | 社会服务组织 (7) | 基金会 (4) | 甘肃 (1) |
| | 社会性别 (1) | | | 云南 (1) |
| | 残障 (1) | | | 四川 (1) |
| | 青年教育 (1) | | | 吉林 (1) |

1.3 对数据分析的说明

在接受我们调查的 119 家基金会中，有 84.9% 的基金会在武汉爆发疫情时进行了紧急援助，时间多集中于疫情爆发后的 1-2 周，援助活动大都是急需物资的捐赠、运输以及信息协调。而本研究将问题集中在紧急援助后的疫情防控常态化阶段，在问卷设计中，我们用“疫情应急阶段的紧急援助阶段”和“加

入倡议后”作为时间点进行了工作的区分，分别收集了这两个阶段的数据。我们收集基金会紧急援助阶段的数据是为了更好地把握基金会的工作状态，但在基金会工作的转变、伙伴关系重塑和对新问题回应等方面，我们基本是针对基金会常态化下的工作进行分析并形成结论，接受访谈的基金会都认为，紧急救援是基金会在非常态时期下的工作变化。

在本研究中，我们试图考察和了解疫情防控常态化下基金会对一线公益组织资助工作及其伙伴关系的变化，在问卷调查和深度访谈阶段都强调了基金会和一线公益组织之间的资助关系，并以此为目的收集数据，进行结论分析。

我们需要提醒的是，由于中国基金会的资助实务工作非常多元，基金会对“资助”有不同的理解，这或许会出现由于概念理解不同而导致的结论偏差。为了弥补这种偏差，我们在调查问卷中用了更加清晰的表述，并在访谈中进一步澄清了本研究中的资助概念，以收集更加准确的数据。

第二部分 基金会对倡议的行动回应

2.1 概况

我们首先考察了 119 家基金会对 6 条倡议的行动回应，有 117 家基金会（98.3%）表示其在签署倡议的 2 年中有行动层面的回应（图 1）。



图 1 基金会对倡议内容的回应情况

我们在深度访谈中就基金会签署和回应倡议的原因进行了探究，绝大部分基金会表示之所以签署倡议，是因为在如此重大的公共卫生危机中，

通过倡议集体发声是基金会行业和公众进行对话的一个重要机会。接受深度访谈的 15 家基金会都表示，疫情防控常态化情况下，基金会工作转变的原因有主动也有被动，被动情况是疫情导致的社区封控政策使基金会资助或合作的项目无法按照计划开展，执行和预算方案都不得不做出调整，而主动情况要么是对疫情影响进行风险评估后做出的长期调整，要么是基金会内部领导人的变化或周期性的战略调整。虽然这些行动变化不能说是由签署倡议导致的，但加入倡议是一种态度，表明其参与行业发声并共同开展联合行动的意愿。

另有 2 家基金会没有对倡议进行行动层面的回应，其原因是基金会回应疫情下社会问题的空间有限，行动倡议的内容不够具体无法做出回应。其中 1 家基金会表示，倡议内容中的行动在疫情前就是基金会工作的常态，因此没有特别做出回应（图 2）。我们在深度访谈中也发现类似的经验，那就是在疫情前，资助过程已经比较灵活、和一线公益组织间更具有信任度的基金会，在疫情防控常态化下对资助政策的灵活度和简化度调整得更少。

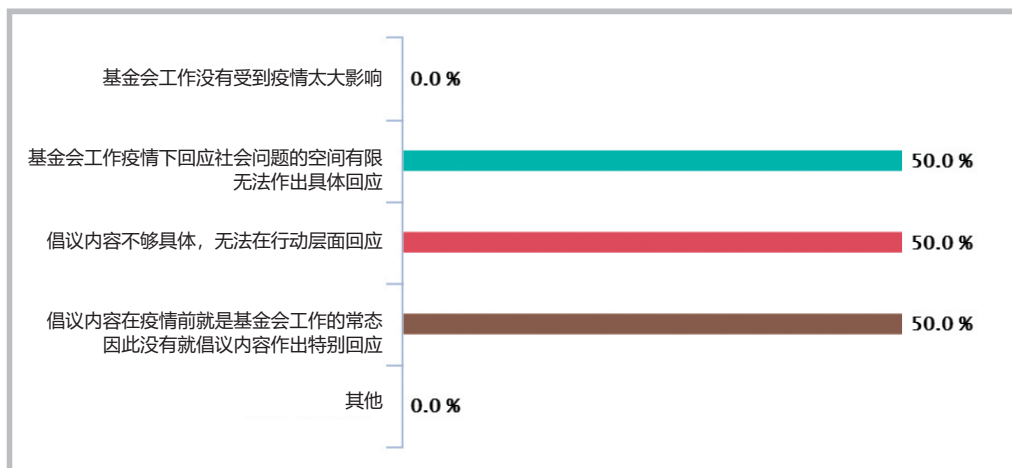


图 2 基金会没有回应倡议行动的原因

2.2 基金会对倡议的具体行动回应

在针对 6 条倡议的具体行动回应方面，119 家基金会对“落实慈善法及其配套规定”的回应度最高，有 101 家（86.3%），这与我们深度访谈

的结论相似。究其原因，主要是疫情防控常态化时期，基金会工作面临了更多的不确定性，绝大部分基金会的资助和拨款工作流程都在一个特定时段内发生了变化，普遍采取了灵活快速的非常规拨款做法，因此基金会在这一过程中更加谨慎对待法律边界，在合法合规的前提下提升资助工作的透明、规范和高效，成为这一不确定时期基金会工作的重中之重。

有 99 家（84.6%）基金会表示回应了倡议行动中的“坚守初心、练好内功”。根据中国基金会发展论坛秘书处对发起倡议的原因阐释，该条倡议主要是在疫情防控常态化影响下，希望基金会能够坚守自身章程中的定位使命，能对其工作进行行动反思。虽然我们无法一一了解上述 117 家基金会是如何对这一务虚行动具体回应的做法，但在对 15 家基金会的深度访谈中发现，几乎所有基金会都在疫情防控常态化带来的不确定中，不得不重新审视自身的愿景、使命以及战略计划，并做出相应的调整 and 变化，以适应特殊时期自身工作发挥作用的空间和机会（图 3）。

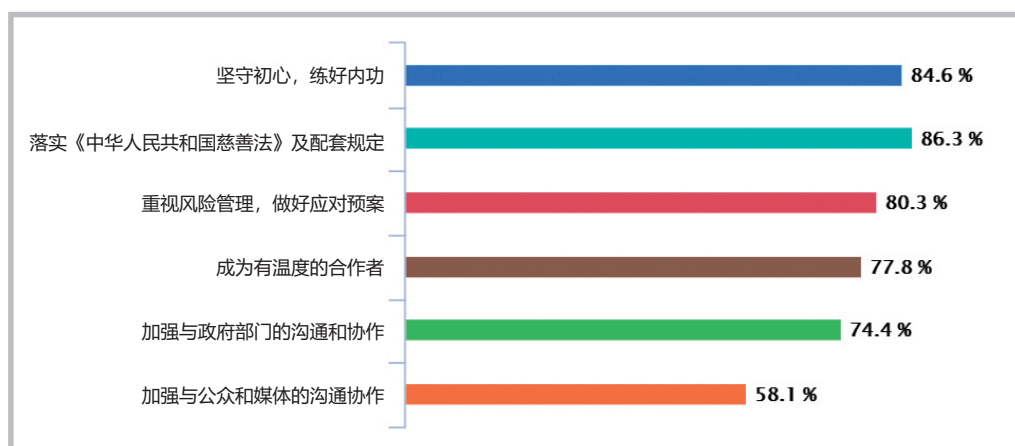


图 3 基金会对倡议的具体行动回应

94 家（80.3%）基金会在疫情初期就对其工作进行了风险评估并制定了应对方案。调查结果显示，在疫情发生的前几个月内，基金会对风险的评估以及应对方案主要集中在项目执行层面，因为疫情带来的社区封控使基金会不得不灵活处理不确定情境下的资助工作，随着时间的推移，基金会在项目执行和推进层面学习到了更多应对经验，并将一些临时措施纳入到项目的常规化管理中。

在我们收集数据的 2022 年 5-6 月间，疫情引发的一系列社会问题已经开始逐渐凸显，尤其是宏观经济衰退使基金会正在或潜在面临捐赠减少的风险，大部分基金会在这时期已经将风险评估和应对方案上升至战略和财务的可持续发展层面。

虽然疫情防控常态化下的社区隔离和对旅行的限制减少了基金会资助官员和一线公益组织的线下工作机会，但这却大大提升了彼此间远程沟通和协作的频率。91 家（77.8%）基金会表示比起疫情前，其对一线公益组织的实地工作有了更多了解，也会花费更多时间聆听一线公益组织的声音，在这一互动过程中使其与一线公益组织之间的关系变得更加友好。

和政府部门之间的沟通与合作一直是中国基金会重视的工作之一，在疫情防控常态化下，87 家（74.4%）基金会表示其进一步加强了和政府部门之间的沟通和协作，具体表现为呼吁政府关注疫情给公益行业带来的困境、呼吁政府增加政府购买社会组织的资金预算支持其工作，以及呼吁政府出台相应的扶持政策帮助社会组织度过疫情下的难关。

虽然只有 68 家（58.1%）基金会对加强和媒体与公众的互动这一倡议做出回应，但根据我们的访谈结论，这与新媒体环境相关：虽然部分基金会接受了媒体的访问并开展了与公众或捐赠人互动的工作，但基金会更加愿意通过实时更新自媒体的方式与公众或媒介互动，其中基金会参与抗疫的捐赠数额、开展的项目及其成效是基金会与外界互动中最常见的内容。

第三部分 疫情防控常态化对基金会工作的影响

在本部分，我们主要考察了疫情防控常态化对基金会资助工作的影响。

需要说明的是，参与问卷调查的 119 家基金会中，有 18 家（15.1%）基金会自我定位为资助型基金会，另有 74 家（62.2%）基金会自我定位为混合型基金基金会，意味着接受我们调查的基金会中，有 77.3% 的基金会在实务工作中包含了资助工作，这远远高于过往基金会实务届的研究和观察结论。在深度访谈中我们发现，出现这样的数据差异是由于中国基金会的资金流向非常多元，既包括对研究中心、大学、其他基金会等组织的资助^③，也包括为委托其他公益组织开展项目而支付的运作资金，还有托管资金等其他情况，其对资助的理解并不仅仅局限于对一线公益组织的资助。另外根据调查数据，由于疫情防控常态化带来的不确定性，基金会工作在这一特殊阶段也会基于需求进行调整，突破自身的定位框架，即定位为资助型的基金会直接执行实地项目，定位为操作型的基金会也开展了部分资助工作。当然，为了我们的问题在这一维度下更加聚焦，不论在问卷调查还是深度访谈阶段，我们都强调了该研究中的“资助”是基金会对一线公益组织开展的资助工作。

3.1 疫情导致的经济衰退使基金会正在或潜在地面对捐赠减少的风险，同时疫情加剧的社会不平等导致脆弱性人群的社会需求增加，基金会正在面临着疫情下的双重困境。

我们发现，在疫情爆发初期对风险进行评估时，52.1% 的基金会认为受宏观经济影响导致基金会的收入减少是即将面对的风险，另外 50.4% 的基金会认为风险是疫情导致的社区新需求使其需要增加年度预算外的资助额度，这两项

^③ 根据 Bridge Consulting 2021 年出版的报告《PANDEMIC PHILANTHROPY EXPLORING CHINESE DONORS' EMBRACE OF COVID-19 R&D FUNDING》结论显示，新冠疫情中，包括基金会在内的中国私人捐赠中，有 5%-10% 的捐赠目标是疫苗开发、抗病毒药物等研发工作。

在基金会的风险评估占比最高，从这些数据中可以看出，过半的基金会在疫情发生初期已经预期到这一公共卫生危机带来的长期挑战。在我们的调查中也发现，在疫情发生后的2年中，基金会在疫情防控常态化时期遇到的挑战和其预测的风险基本相符（图4）。

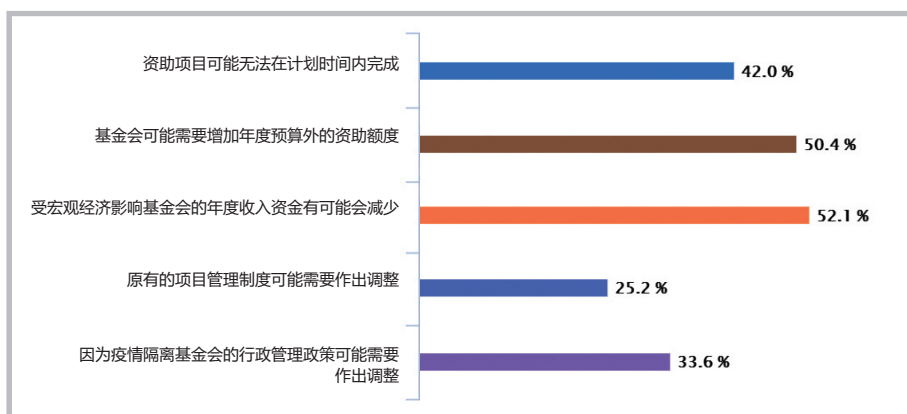


图4 基金会在疫情应急阶段就疫情带来的不确定性所做的评估结果

3.2 基金会资助工作受到的影响在疫情发生之后的不同阶段呈现不同特点

基金会的资助工作在疫情发生的不同阶段呈现出不同特点：

- 第一阶段是在疫情发生之初，大部分基金会投入到紧急救援工作中，其工作主要是通过筹措资金、运送物资，物流协调，信息对接等应对武汉时期的抗疫物资需求。根据学者的研究^④，这一阶段工作从2020年1月23日武汉封城开始，在1月25-27日达到基金会响应高峰，在2月底88%的组织均已积极介入。在本项研究的访谈数据中，大部分基金会也都认为这一时期是其参与危机救援时的一个非常态化的短期工作阶段。新冠疫情作为公共卫生危机，基金会直接参与紧急救援的难度更大，但其提供资助的做法和其他自然灾害发生时的物资和资金援助工作并没有太大差异；
- 第二阶段是基金会进入到一个疫情防控常态化时期的过渡期，虽然动态清零使每个基金会都需要即时应对各地发生的不同紧急状况，但总体来

^④ 叶士华，朱健刚，《变局和挑战，基金会的应变与协作——基金会参与新冠抗疫调查报告》，《中国慈善蓝发展报告2021》，社会科学文献出版社。

说，基金会在这一时期受社区封控政策的影响开始着手调整阶段性的工作方法，应用更加灵活、简化和快速资助的政策确保资助工作在疫情防控常态化时期尽可能地向前推进。随着经验的累积，大部分基金会应用数字化工具和远程工作的方式尝试使基金会的资助政策回到原有的资助框架中，灵活、简化和快速的资助政策逐渐开始向线上常规化的方式转变。随着2021-2022年疫情对社会经济影响的涟漪效应开始凸显，一些基金会开始对疫情影响的风险作长期应对的准备，包括重新调整资助战略、重新调整资助预算、重新评估疫情带来的新的社会问题等。

3.3 社区封控对基金会资助工作的影响

根据问卷调查的结论，有42%的基金会在疫情紧急救援之后就开始担心原有的资助项目无法按期完成，另有38.7%的基金会认为社区封控政策会使基金会重新思考资助项目的推进计划，需要在合法合规的前提下调整项目预算和执行周期。深度访谈数据表明，基金会资助一线公益组织的项目无法进入社区或学校开展是在防控常态化时期非常常见的现象，另外社区封控也导致在一段时期内老年人、残障人士、无法及时求医的病人、线上学习的儿童青少年、医务工作人员、流动和留守儿童等群体都出现了急迫的社会需求，这使基金会必须采取远程并且更加灵活、快速和便捷的资助工具或方法推进其工作。

另外从问卷数据的分析可以看出，在进入疫情防控常态化的初期，只有25.2%的基金会认为其可能要对项目管理制度做出调整，这意味着其余绝大部分的基金会认为原有的项目管理制度可以应对疫情下的不确定性情况以及紧急的社区需求。在后续的深度访谈中我们发现，这种评估结果与基金会自身的资助政策条款相关，因为其原有政策都包含了紧急或特殊情况下对资助进行短期调整的条款，基金会认为在原有的政策框架内可以应对疫情带来的不确定性和新的社会需求。

3.4 疫情对基金会捐赠收入的影响

虽然在 119 家基金会的问卷调查数据中，有 80 家（67.2%）基金会表示其 2020 年度的捐赠支出相比 2019 年有所增加，但其中 55 家（68.8%）基金会表示其增加的支出主要用于自行开展的疫情新项目，11 家（13.8%）基金会表示其增加支出是由于基金会自身因疫情新增加了人力资源和项目管理成本，另有 20 家（25%）基金会表示其增加的支出与疫情没有关系（图 5，图 6）。

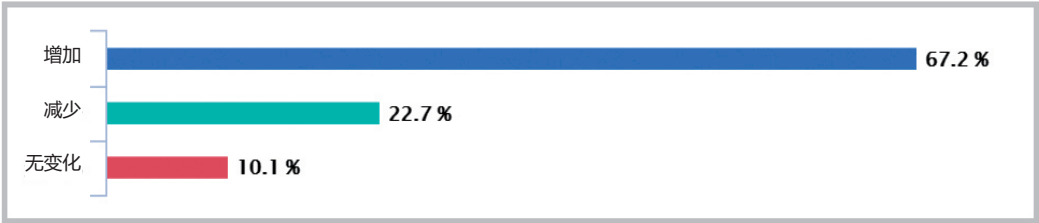


图 5 2020 年度基金会的捐赠支出与上年度对比情况

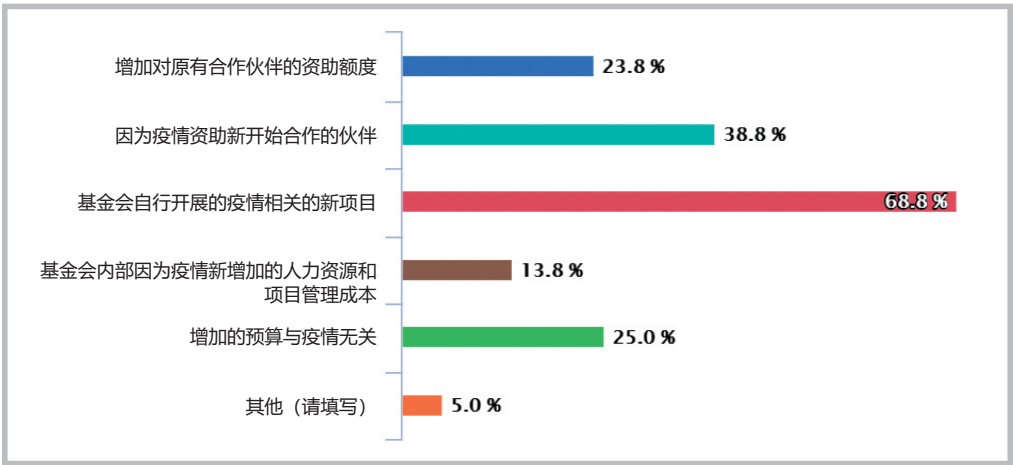


图 6 2020 年度增加的捐赠支出主要流向

在接受深度访谈的 15 家基金会中，这样的调查结果也得到进一步印证，其中 10 家基金会 2020 年度的捐赠支出比上年有所增加，但他们都表示这并不意味着基金会常态化下的实际捐赠收入比上年有所增加，原因主要是武汉紧急救援时期社会各界的物资和资金捐助急剧增多，这一时期企业捐赠多会通过基

基金会进行应急捐赠^⑤。一些个人或团体也愿意通过熟识的基金会进行物资捐赠，而这些特殊时期的捐赠金额都会会计入到基金会的年度捐赠统计中，这是基金会认为其 2020 年比上年度捐赠支出上升的原因。

在 119 家基金会中，有 27 家（22.7%）的基金会表示相比 2019 年，其 2020 年的捐赠支出有所减少，其中 15 家（55.6%）基金会支出减少是由于年度捐赠收入受疫情影响减少而导致的结果，有 7 家（25.9%）基金会终止了对疫情前伙伴的资助而使支出有所减少（图 5，图 7）。

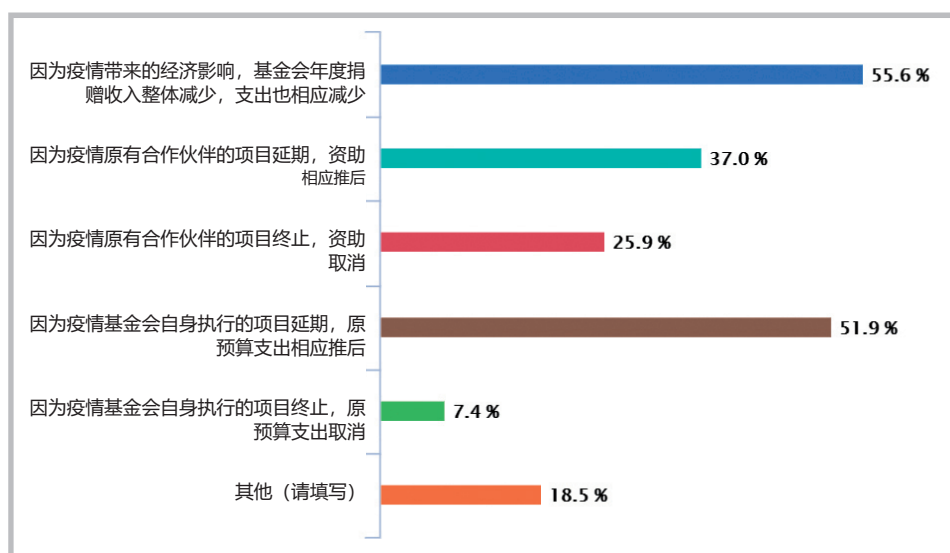


图 7 基金会支出减少的原因

虽然在本研究进展之时，我们还无法获取宏观层面 2021 年度基金会捐赠支出的数据以供对比，但接受访谈的 15 家基金会表示都正在或潜在地面对捐赠减少的风险，他们大都认为，宏观经济衰退导致的捐赠减少风险将是基金会在未来一个较长时间段内面临的共同挑战，其带来的连锁反应也会对中国的公益生态产生根本性影响。

在 15 家接受深度访谈的基金会中，有 14 家确保了 2020 年度预算没有

^⑤ 根据界面新闻 2020 年 3 月 10 日发布的《中国抗击新冠肺炎疫情企业捐赠报告》，在新冠疫情在武汉爆发期间，1774 家企业通过社会基金会捐赠的占比为 45.19%，通过自己的基金会捐赠的占比为 13.77%，直接捐赠给受助方的占比为 37.86%。

减少，并基于合规性，在法律框架内对其资助的项目进行了资金或执行方面的调整。但 2021 年他们都对其筹资工作重新做了风险评估，其中 4 家基金会已经对战略进行了调整，以应对捐赠减少带来的风险。具体做法包括减少对一线公益组织的资助额度，减少资助渠道中枢纽组织的参与程度、减少资助组织的数量、终止资助或内部裁员等。通过分析各基金会对筹资风险的评估，我们发现，8 家资金来源于企业的基金会对捐赠减少的风险评估要高于资金来源是个人或公众的基金会。

通过上述分析，我们得知基金会在 2021 年正在或潜在地面临着捐赠收入减少的风险，加上基金会对未来疫情影响捐赠的风险评估，这都促使部分基金会对自身的资助战略或政策进行了调整，其中一位企业基金会的秘书长建议，当下一线公益组织应该对基金会资金减少的风险有所预判，及时调整自身的筹款战略，增加更加多元的筹款渠道，避免单一依赖基金会资助带来的财务风险。

3.5 疫情防控常态化时期的基金会战略调整

这项发现主要是通过深度访谈数据得出的结论，一些基金会认为，虽然疫情是一项重大的影响因素，但是并不能将基金会当下的挑战全部归因于疫情影响，更加准确的描述应该是疫情使基金会存在的问题更加明显地暴露出来，比如资助流程中的繁琐程式、基金会对一线社区的忽视、做出资助决策的能力以及对一线公益组织的能力建设等问题，这些都不是基金会行业的新问题，但疫情的发生使其更加显化，迫使基金会在疫情防控常态化时期必须面对这些暴露出来的问题。

接受访谈的 15 家基金会中，13 家基金会认为疫情的确给基金会的工作带来了极大挑战，但这也是基金会进行工作反思和重新评估自身资助工作能力的契机。其中有 6 家基金会在疫情防控常态化时期对其工作战略进行了调整，原因是基金会到了一个战略调整周期或其核心管理层发生了变化，但在战略调整过程中已充分考虑到疫情对未来资助工作的影响。

另外，有 3 家基金会也提及宏观政策对基金会资助工作带来的变化，其中 2 家教育议题基金会表示自 2021 年以来，教育部双减政策迫使基金会不得不对自身的资助战略计划进行调整，另有 1 家基金会将自身的工作置于共同富裕的国家政策框架下进行了调整。

第四部分 疫情防控常态化下基金会资助工作的转变

4.1 基金会工作的具体转变

总体来看，疫情防控常态化下大部分基金会对其资助政策都进行了更加灵活或简化的调整，力求帮助一线组织尽快获取资金支持以应对社区需求。但灵活和简化的调整是阶段性的，大部分基金会的调整周期在 6-12 个月之间，个别基金会最长的政策灵活调整持续了 2 年。

4.1.1 过半的基金会都对现有资助进行了更灵活的调整以应对疫情防控常态化下的不确定性

有 66 家（55.5%）基金会表示其在基金会本身的资助政策框架内，对现有的资助进行了更加灵活的调整。除 18 家（15.1%）没有开展资助工作的基金会外，有 13 家（10.9%）基金会没有对其资助政策进行灵活调整（图 8）。

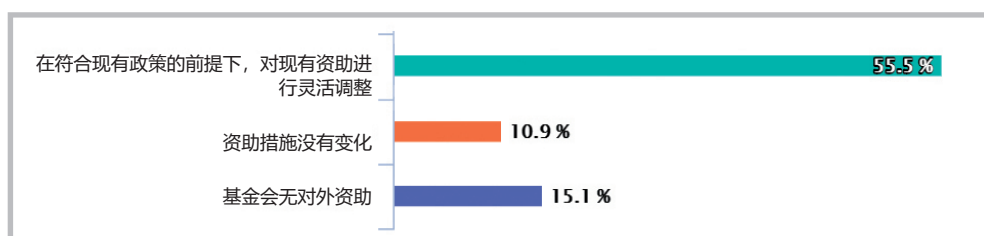


图 8 基金会对资助政策的灵活调整情况

我们也考察了 119 家基金会在疫情防控常态化时期政策灵活调整的总体情况，这里的政策包含了基金会的资助、与其他组织的合作以及自行开展项目的政策。

基金会呈现出的普遍做法是（图 9）：

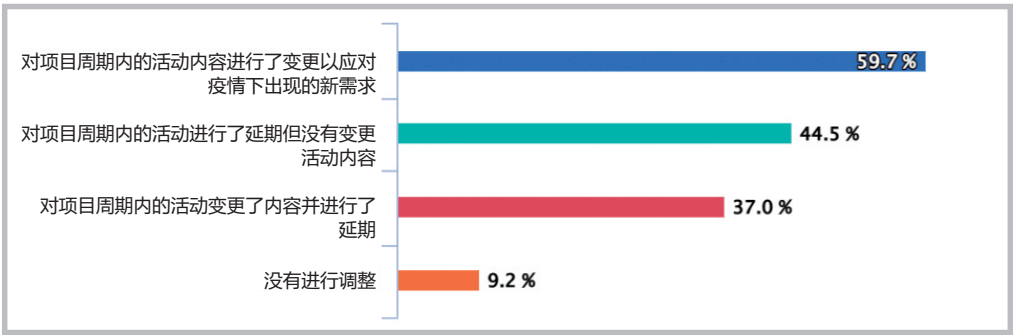


图 9 基金会对资助政策灵活调整的具体表现

1. 对项目周期内的活动进行变更以应对社区新的需求（59.7%）
2. 对项目周期内的活动进行变更但没有进行延期（44.5%）
3. 对项目周期内的活动进行变更同时进行延期（37%）

总体看来，在疫情防控常态化时期，基金会更加倾向于对项目内容进行变更。在深度访谈中，基金会表达了对这一普遍做法的思考：通常情况下，基金会如果对资助预算进行变化，其决策程序会更加复杂和繁琐，而在预算框架内对内容进行变更会使决策过程更加快速和简洁，为了尽快推进工作进程，大部分基金会都采取了保持预算不变而变更项目活动的做法。

对活动内容进行延期也是基金会灵活调整资助政策的一个做法。我们发现，基金会的活动延期大都在原有的政策框架中进行，根据基金会的资助政策，延期时间每次在 2-3 个月期间，大部分基金会采取的方式是合作伙伴可以在不确定情况下申请连续延期，但每次延期时间到期后还需再次提交相关材料，但材料要求比疫情前要更加简化。另有 11 家（9.2%）基金会的资助政策没有进行灵活调整。

相比活动调整和延期的灵活调整，疫情防控常态化下，基金会对项目周期预算的灵活调整更少，119 家基金会中，增加了预算的有 15 家（12.6%），另有 11 家（9.2%）减少了预算（图 10）。

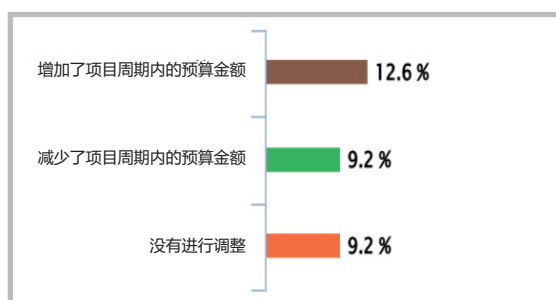


图 10 疫情防控常态化下基金会项目的预算调整

4.1.2 大部分基金会简化了与一线公益组织资助合作过程中的过程性文本内容要求、或推迟了相关报告提交的时间

根据数据分析，基金会与一线公益组织的资助合作管理流程中的简化内容主要包括简化过程性的文本要求和时间推迟两个方面。

在文本要求方面，有 39 家（32.8%）基金会简化了项目申请起始的文本内容要求，22 家（18.5%）基金会简化了对一线公益组织资助过程中的文本内容要求，有 19 家（16%）基金会减少了文本数量要求，有 47 家（39.5%）没有对其管理流程进行简化。

在时间方面，有 32 家（26.9%）基金会推迟了一线公益组织提交过程性报告的时间，有 25 家（21%）基金会推迟或减少了项目监测的时间和频率。另有 16 家（13.4%）基金会简化了其项目终期评估的指标数量（图 11）。

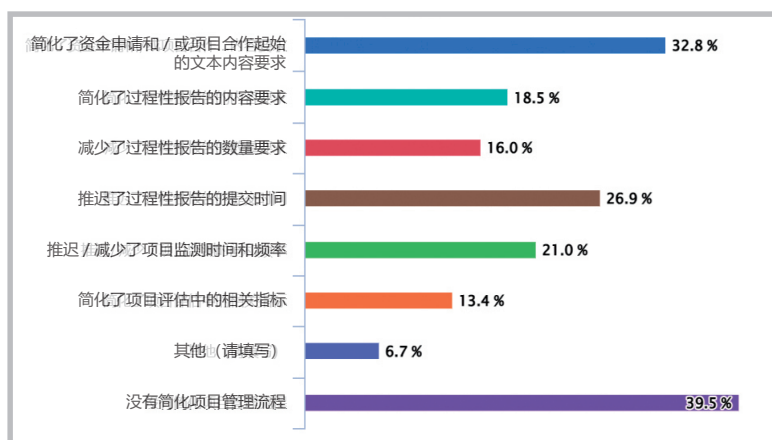


图 11 基金会对资助项目管理流程的简化情况

在深度访谈中，我们也就基金会没有进行资助政策简化的原因进行了调查，通过对访谈数据的分析，我们发现这与基金会对疫情影响所持的观念、基金会内部的决策机制以及对一线公益组织的能力评估结果相关。一些基金会认为，疫情对社会的各行各业造成巨大影响，也带来新的社会问题，但基金会参与其中的空间和机会有限，另外疫情对基金会的影响主要是资助项目无法进入社区落地造成的延期和活动变更，随着社区开放和线上工作经验的增加，这些问题并不会一直持续，因此没有必要调整资助管理政策。还有一些基金会认为其内部决策过程的复杂性导致没有简化项目管理流程的内容要求，因为基金会的资助管理政策与捐赠人和理事会的决策、资助官员的授权权限都有密切关系，对资助政策的调整需要一个复杂的决策机制，并且现有政策也可以满足常态化下的灵活调整需求，因此并没有对政策本身做出调整。

在 15 家受访基金会中，有 11 家都表示了对一线公益组织灵活处理资助资金能力和财务管理能力不足的担心，他们担心过于灵活和宽松的政策会导致资金滥用，因此没有简化项目管理中的文本和内容要求。

“疫情常态化下，基金会重新调整了资助模版，只保留了最简洁和最关键性的 5 个问题，这不仅加速了对一线公益组织的资助过程，更重要的是基金会的资助官员也减少了花费在官僚化文档处理上的精力和时间，从而使基金会得以将更多的人力资源和时间投入到更重要的工作中。”

—— 一家受访基金会的秘书长

但 2 家秉持“以社区为中心”资助理念的基金会在疫情防控常态化期间做了更加灵活和简化的资助调整，首先他们在资助过程中以迅速满足社区需求为优先目标；其次他们都采用了设立专项资金的方式，与基金会常态化下的资助政策进行了区分，专项资金资助工具力求简洁、灵活和快速地资助一线伙伴，以满足疫情下多样性的社区需求。截至 2022 年 6 月，其中一家基金会对全国 10 个省份的 30 多家一线公益组织和 11 个社区小组进行了 4 期专项资金支持，其中第 1 期定向资助湖北的公益组织，他们要求一线公益组织只提交基本的信

息文本内容，并且在基金会内部只进行一轮决策，然后对决定资助的组织迅速拨款。

“在疫情常态化期间，基金会对一线公益组织进行灵活、简化的拨款决策首先是出于基金会的使命，我们一直重视基层公益伙伴和社区自组织发挥的作用，希望能够第一时间将资金拨付给他们快速满足社区需求，我们秉持了小额灵活的资助理念。在疫情带来的不确定情况下，基金会应该将资助风险放在自己身上，而不会让一线公益组织自己证明自己有多优秀或运营效率有多高。最终我们评估了这 30 多家灵活简化资助的公益伙伴，他们都很好地根据社区需求设计和执行了项目，没有出现意外情况。”

—— 一家企业基金会的高级管理人员

“作为一家社区基金会，在疫情期间尝试进行了 2 次更加灵活和简化的专项资助之后，我们正在过往的经验基础上讨论对合作社区自组织或居民小组的资助进行更加简化的处理，一种希望尝试的新做法是，提前与社区签署合作协议，在应急状况下省略资金审批环节，直接对社区进行小额资助，使社区居民能够第一时间获取资金应对社区需求。”

—— 一家社区基金会的秘书长

4.1.3 持有“以社区为中心”等类似资助理念的基金会普遍加速了资金审批过程和拨款速度，这得益于基金会内部的快速决策机制和合理授权制度

这项发现来自深度访谈的数据分析，在 15 家基金会中，所有的基金会在疫情应急阶段都提升了资金审批和拨款速度，其中一半基金会在疫情防控常态化时期阶段性地延续了这种加速的拨款方式。我们分析发现，这些基金会大多持有“以社区为中心”等类似的资助理念，这些快速拨款中，最短的 24 小时就可以拨付给一线公益伙伴，最慢的也不会超过一周，希望一线公益组织能在第一时间回应社区需求，而他们在疫情前的决策和拨款过程大都为期 1-3 个月。

这些基金会之所以打破疫情前多轮审批的常规资助方式，是基金会秘书处

学习和汲取了紧急状况下快速决策和拨款的经验，既帮助资助官员识别出以往资助过程中非必须的流程性工作，也促进秘书处和理事会之间建立了更加信任的关系，从而使基金会内部做出快速有效的资助决策成为可能。还有一些基金会的快速拨款受益于其内部管理中的授权机制，秘书处和资助官员在一定资助额度范围内被授权进行紧急决策，这一授权大大提升了拨款速度。

4.1.4 在基金会面临资金压力的情况下，依旧有少数基金会对一线公益组织增加了新的非限定性资助额度

虽然在深度访谈中，大部分基金会都表示疫情发生后，其正在或潜在地面临捐赠减少的风险，但根据问卷调查数据分析，依旧有 28 家（23.5%）基金会对一线公益组织增加了新的非限定性资助，另有 9 家（7.6%）基金会增加了一线公益组织人力资源支出的资助额度。我们无法借助这些数据就基金会对一线公益组织进行非限定性资助或人力资源资助进行趋势分析，但我们在调查中发现，开展非限资助的基金会非常少，在 15 家接受深度访谈的基金会中，只有 2 家基金会正在开展非限定资助，他们都将非限定性资助作为自己的资助战略，但这 2 家企业基金会都表示，受疫情影响，基金会获取的捐赠金额已经在减少，这也会导致未来会调整对一线公益组织的非限定性资助金额（图 12）。

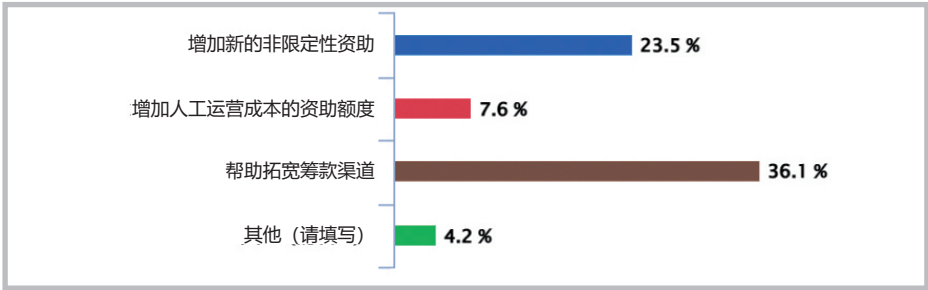


图 12 基金会所采用的灵活资助形式

除了增加非限定资助和人力资源的资助额度外，基金会在疫情防控常态化下也尝试了更多元的资助方法帮助一线公益组织度过难关。在问卷调查中，有 43 家（36.1%）基金会在疫情防控常态化下帮助一线组织拓宽筹资渠道以渡过运营难关。在深度访谈的 15 家基金会中，有 2 家基金会已经尝试用联合募

款的方式与一线组织一起开展劝募活动，也有 3 家基金会通过提升一线公益组织的社区月捐能力与他们合作应对疫情防控常态化下的财务风险，还有 2 家基金会因自身资金不足终止了对过往合作伙伴的资助，但在决定终止资助之前的 6-12 个月，他们都提前与伙伴进行了协商并介绍其他基金会的资源，帮助伙伴获取资金支持。

4.1.5 疫情防控常态化下基金会提升了数字化变革速度，这不仅促进了基金会和一线公益组织间的远程协作，也提升了基金会快速灵活拨款的效率

基金会工作在疫情常态化下的一个显著的变化是加速了数字化变革。虽然多年来基金会行业一直提到数字化转型，但一直无法确定它的准确含义。如今面对疫情常态化，基金会的数字化转型明显获得了进一步发展的动力。一些基金会已经对资助管理进行了数字化开发并投入应用，还有一些基金会正在合作开发更多的线上课程，旨在通过在线教育的方式提升一线组织的能力。数字化转型还加速了基金会和一线公益组织的沟通与合作，部分公益组织已经开始和基金会合作，通过互联网进行联合募捐，以应对经济衰退带来的筹资压力。在深度访谈的 15 家基金会中有 9 家基金会表示数字化变革是他们在疫情防控常态化时期能够与资助伙伴进行及时沟通协作并灵活快速资助的重要原因。

两位基金会的领导人也分享了基金会行业数字化过程中面临的挑战，其中一位基金会的秘书长表示，面对疫情下不得不进行远程工作的现实，他们第一时间就希望能够联合其他基金会合作开发数字化资助工具和系统，但后来发现基金会的资助理念和方法非常多元，这就导致基金会行业无法合作开发一个共享的数字化资助管理平台，最终她领导的基金会不得不和技术人员合作开发了一套适用于本机构资助管理的系统。还有一家基金会的高级管理人员强调了公益领域能力建设教育系统的特性在数字化变革过程中的重要作用：公益能力建设的培训需要更注重互动和参与，并强调一系列人文价值，线上培训的方式势必会削弱参与式培训中最关键的互动机会。他所在的基金会正在将公益领域不可或缺的人文价值纳入数字化变革的框架，和一些技术人员合作开发更加适合

公益组织能力建设的数字化工具。

4.1.6 基金会对一线公益组织资助的灵活、简化和快速拨款的工作转变没有得到延续，这和法律风险、内部决策机制以及对一线公益组织的机构能力评价相关。

根据上述数据分析，基金会对一线公益组织资助中灵活、简化和快速拨款的政策转变并未持续。在我们收集数据的 2022 年 4-6 月间，接受访问的 15 家基金会中，绝大部分都表示其对资助政策进行的简化和灵活调整大都已经停止，调整时间最长的 1 家基金会是 2 年，最短的 2 家基金会是 3 个月。在国际和国内环境中，漫长和繁琐的基金会资金审批和拨付过程一直广受批评，在深度访谈中，大多数基金会认为，简化和灵活的资助政策之所以不能持续是和法律风险、内部决策机制以及对一线公益组织的机构能力评价相关。

大部分基金会认为，政策的灵活性会提升基金会资金使用的法律风险，而减少资助过程中的文本内容要求会增加项目监测以及成效管理的风险。随着基金会对不确定性的应对经验增多和项目活动的线上化调整，大部分基金会再次回到常规的资助政策框架中进行资助项目的管理。

还有一些基金会也表示，内部决策机制是灵活性政策无法持续下去的一个很重要的因素，虽然基金会的理事会或捐赠人都愿意在紧急救援阶段进行大额捐赠并扩大灵活度，但在疫情防控常态化下，为防止资金滥用和保证管理规范，周期性的项目设计和对投入产出比的量化分析思维都使基金会更加灵活简化的资助政策无法持续。

有过半的基金会表示，疫情防控常态化下的灵活简化政策转变没有得以持续的原因还包括对一线公益组织能力的担心，这种担心普遍被描述为项目执行能力不足，与当地政府和社区无法建立持续的合作关系、财务管理能力和传播能力的欠缺等等。但当与基金会讨论如何提升一线公益组织的能力时，只有少数基金会愿意在能力建设领域持续投入资金，在被问及不愿意在公益组织的能

力建设中投入资金的原因时，大部分基金会的回答是资金缺乏、不在基金会的工作战略中，以及能力建设无法量化产出等。

4.2 从基金会工作转变中学习到的经验

4.2.1 基金会政策的简化和灵活性变化与基金会和一线公益组织之间的信任度密切相关

虽然基金会在灵活和简化政策调整方面的做法有所不同，但在深度访谈中，几乎所有的基金会都表示，其政策的灵活性和简化性与一线公益组织伙伴的信任关系紧密相关。一些基金会在疫情防控常态化时期的做法是，对信任程度更高的伙伴采用更加灵活的和简化的资助模版和管理政策，而对刚刚开始合作或者信任关系还没有完全建立起来的伙伴，则采取更加严格和常规化的管理政策。还有一些基金会更加倾向于选择熟悉和合作关系更加长久的一线公益组织开展合作，以规避不确定情况下的风险。

基金会之所以将与一线公益组织的信任度作为资助政策灵活性和简化调整的评估标准，有两个方面的原因：一是在疫情防控常态化下采取更加灵活和简化的资助调整时，需要对法律合规性的边界更加谨慎，二是基金会在资助政策灵活简化的调整时期内，普遍将风险控制工作的优先级进行了提升，与一线公益组织的信任度成为控制风险的一个指标。

一些基金会强调，这一时期基金会对资助风险的评估促使基金会反思持续性合作伙伴的重要性，他们的经验表明：基金会与一线公益组织间更加频繁的互动交流、小额和短周期的资助计划以及以社区为中心的资助理念既可以培育与一线伙伴之间的信任关系，还能降低灵活简化的资助政策带来的潜在风险，同时也能提升资助成效。

4.2.2 疫情前资助合作政策更加灵活的基金会，在疫情防控常态化下的政策变化更少

虽然我们在研究中重点关注了疫情防控常态化下基金会的工作变化，但一

个有趣的发现是，那些在疫情前资助政策更加灵活的基金会，其资助政策并没有发生太大的变化，这并非基金会不愿意做出改变，而是在其以往的资助工作中，灵活性和简化要求已经是主要的资助理念和原则，因此不需要在疫情防控常态化下特意做出调整，接受这些基金会资助的一线公益组织在访谈中也印证了上述观点。

我们在调查中也发现，那些疫情前管理政策更加僵化的基金会，在疫情防控常态化下其资助政策发生的转变更多，但这种转变大多是被动的，因为在面临不确定情景时，更加严格和僵化的资助政策往往会给合作关系以及项目开展带来更大的挑战。一位基金会领导人谈到：“僵化的管理政策主要和基金会资助官员的经验、理事会对资金的控制权限以及资助合作管理制度相关，但是疫情防控常态化迫使基金会不得不面对这种不确定性的工作情境，对那些疫情前政策更加僵化的基金会来说，这种不确定带来了管理方面的失控，面对着更大挑战。

一些富有经验的一线公益组织也通过基金会资助政策的灵活性来评估在疫情防控常态化带来的不确定情境下是否与基金会开展合作。一位有12年社区工作经验的公益组织负责人表示，基金会对一线工作的理解程度、不确定性情况下能否通过磋商进行合理性调整，是决定其与基金会开展合作的重要因素。

4.2.3 合法合规是基金会进行灵活快速资助政策调整的前提

在疫情防控常态化的一个阶段，几乎所有的基金会都通过采用线上电子作业、标准化流程、先拨款然后补交合同手续等形式进行灵活快速拨款的资助管理，这也是基金会在应对突发灾难或事件时的一种紧急处理资金的常规做法。虽然所有基金会都强调这种做法很好地提升了资助效率，基金会事后也及时进行资助复盘，检查法律要求的材料，但基金会的确面临了合法合规的风险。有基金会提出，如果这是一种灾难和危机时期基金会处理资助的普遍性经验，那么行业就应当对这一做法进行经验梳理，邀请相关的法律人士对风险进行分析并对可行性的政策倡导提供咨询建议，如果能在经验基础上进行行业政策倡导，那么未来基金会就能更加灵活和快速地回应社会问题并进行更高效率的资助。

第五部分 疫情防控常态化下基金会对新问题的回应

新冠疫情爆发，极大地影响了每个人的生活。随着疫情在全球蔓延，许多国家与社会都经历了封城、失业、经济与教育的动荡以及挚爱亲朋离世的境况。在中国，自疫情在武汉爆发至今，全国人民都经历了前所未有的社交与出行限制，国家至今都在争分夺秒地努力控制疫情。从各项曲线起伏的宏观数据中，我们看到国家在公共卫生防控、社会保障、就业、保持经济持续增长等方面作出的努力和应对的挑战。与此同时，社会、组织和个人在疫情防控常态化期间也展现出了韧性、创新和协作能力，力争建设一个更完善的疫情防控体系并尽快使社会恢复常态。

虽然我们应当对生活恢复常态化保持乐观的心态，但我们也不得不承认疫情大流行带来的社会、经济和政治影响是长久且深远的。我们从各项公开的国际和国内数据结论中发现，疫情防控的常态化引发了人们对公共健康、公共道德、邻里互助、社会治理以及经济、教育、环境、失业、性别等问题的深刻关注，也让技术更加广泛而深入地进入人们的工作和生活。虽然疫情给人类社会带来的全部影响还不甚清晰，但诸多研究结论已经表明，新冠疫情正在急剧加速全球的社会不平等，尤其对低收入人群及其社区造成了巨大影响。作为致力于推动社会公平的基金会行业，在这一危机中识别出了什么新的社会问题并做出了什么回应，是我们在这一部分将要呈现的内容。

包括基金会在内的非营利部门对社会问题的识别一直是一个难题，因为这不仅需要严谨的方法，对社会系统的理解，还需要开放的数据支持。虽然对社会议题保持敏感度的基金会亲历着疫情对人们生活带来的严重破坏，但在我们的深度访谈调查中，基金会对新问题的识别大多是建立在实务工作以及观察经验基础上，一些一线公益组织在疫情防控常态化下在自身开展工作的区域做过

一些社会调查和分析，试图对聚焦人群面临的困境有更多了解，但其调查结论并不具有普遍意义。不论是基金会还是一线公益组织，都呼吁更多的研究人员能够合作参与，使非营利部门对新冠疫情给社会带来的巨大影响获得更多的包括基于数据的科学认知。

5.1 基金会是否识别并回应新的社会问题？

我们在问卷调查中就基金会是否识别出并回应了疫情防控常态化下的新问题进行了考察。

在接受问卷调查的 119 家基金会中，有 67 家（56.3%）基金会表示在疫情防控常态化期间识别出新的社会问题并对其有所回应。有 33 家（27.7%）基金会表示识别出新的问题但没有进行回应，另有 19 家（16%）基金会表示没有识别出新的社会问题（图 13）。

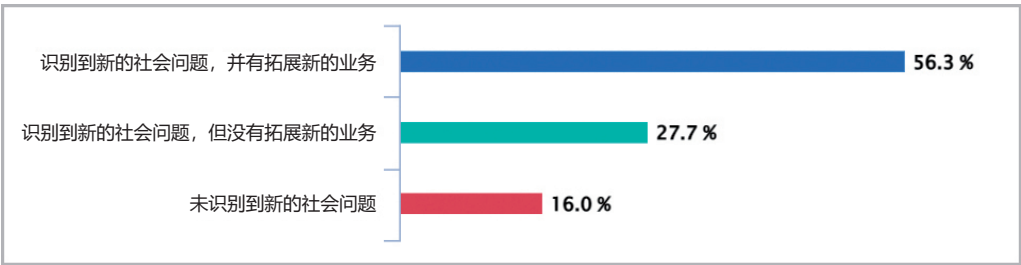


图 13 疫情防控常态化下，基金会对新问题的识别和回应

上述填写识别到新的问题但没有进行回应的 33 家基金会表示，其没有回应问题的原因主要是识别的问题不在基金会的工作议题中（66.7%），基金会资金不充裕（24.2%），以及识别出的社会问题已经超出公益组织的执行能力（21.2%）。接受深度访谈的部分基金会认为，疫情带来的社会问题是系统性的，现在比以往任何时候都可以清楚地观察到，从单一组织角度看待社会变革是不够的，需要将跨部门协作提高到一个新的高度，但当下行业内缺乏良好的合作机制是阻碍社会组织有效回应社会问题的主要原因（图 14）。

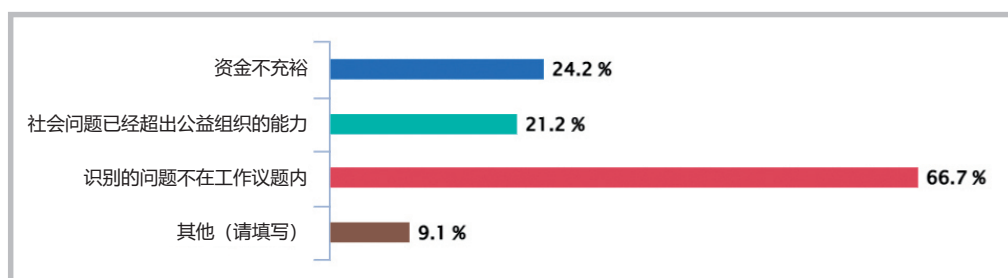


图 14 基金会识别出新问题但没有拓展新业务的原因

5.2 基金会识别出什么新的社会问题？

我们通过对新冠疫情带来的新问题所聚焦的人群调查了基金会对问题的识别。问卷调查显示，在 119 家基金会中，有 40.3% 的基金会认为新冠疫情带来的新问题集中在医务工作人员身上，是占比最高的选项。其次分别是留守儿童（38.8%）、老年人（34.3%）、流动儿童（23.9%）、残障人士（23.9%）、农村女性（13.4%）、流动工人（7.5%）和城市女性（6.0%），其他还包括中小学教师、慢性病患者、无法定期获得医疗服务的病人、性少数群体以及艾滋病感染者等（图 15）。

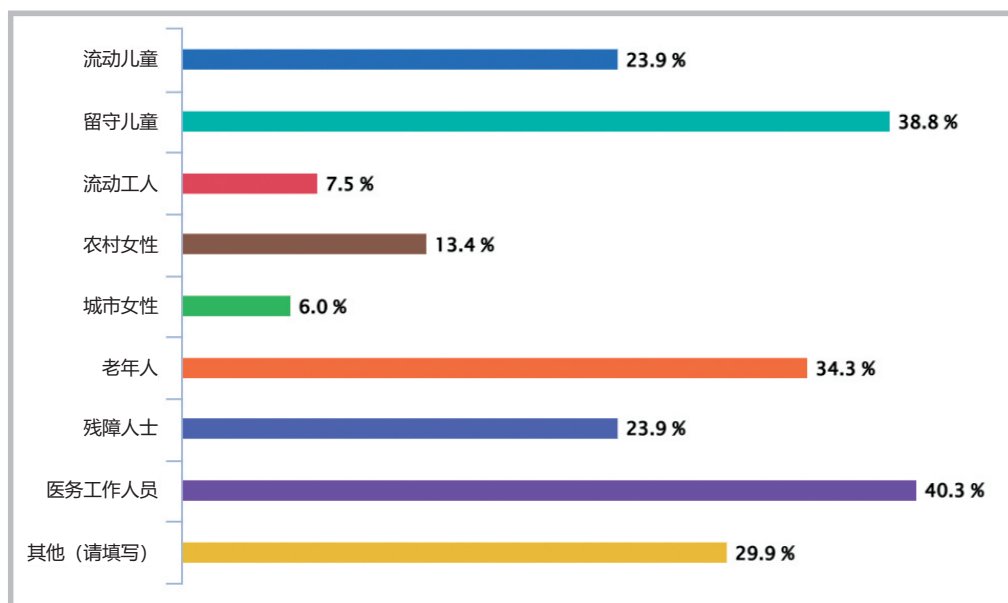


图 15 新的社会问题聚焦的人群

基金会对医务工作者的关注，毫无疑问与新冠疫情是一场公共卫生危机相关，尤其是疫情在武汉爆发初期，媒体对医务工作者困境的报道加剧了包括基金会在内的全社会对这一群体的特殊关注。基金会认为，新冠疫情大流行期间，医护人员奋战在最危险的一线，在病毒未知状况下，他们缺乏足够的防护物资，是生命安全受到最大威胁的群体。但在危机时刻医务工作者面临防护物资匮乏之外，随着时间的推移，基金会也发现，城市大面积封控时医务工作者必须工作但缺乏公共交通工具、封控期间社区拒绝医务工作者回家、宾馆拒绝医务工作者入住、长时间无法和家人见面、身心健康恶化以及性别视角下女性医务工作者的困境等都成为疫情防控常态化下医务工作者面临的新问题。

另外，一些资助乡村教育议题的基金会发现，学校封锁下对家庭网络和电子设备的需求急剧增大，充分暴露出乡村和城市之间的教育鸿沟。他们也表示这种情况会给乡村教育质量带来持续的负面影响。这些基金会和服务留守儿童教育议题的一线公益组织表示，疫情刚好发生在2020年春节，阻碍了农民工返乡，留守儿童因为社区封控长时间无法和自己的父母见面，自我照料时间增多，无人看管下使用电子产品的时间急剧增多，导致部分留守儿童表现出易怒、攻击性强、因为无法外出玩耍而感到焦虑的心理问题。

在流动儿童社区开展服务的一线公益组织表示，流动儿童在城市封控期间更被社会孤立，并且由于父母停工后收入大幅下降，对家庭经济 and 儿童养育带来了长期而严重的影响，而学校和幼儿园间歇性地关闭也使一些流动工人不得不停止工作照顾孩子。新冠疫情流行同时急剧增加了父母在家养育孩子时的压力，这使父母用更加严厉的方式对待子女。接受我们调查的基金会和一线公益组织在实务工作中都观察到，新冠疫情给劳动力市场带来巨大冲击，封控政策下大量工厂工地停工，流动工人失去收入，这给他们的家庭带来难以言喻的经济和生活危机。

一些关注老年人群体的基金会和一线公益组织表示，由于社区隔离，老年

人成为疫情防控常态化下中最脆弱的人群。在城市，每当社区封控时，尤其是独居老人无法熟练的使用远程购物软件，也无法及时到达医院，其用药需求和突发状况的风险都大大提升。一项中国政府和联合国针对 5 个贫困地区的农村老年人受疫情影响的评估报告^⑥ 结论显示，在 2020 年 1-5 月期间，在 872 名 60 岁以上的老年人中，有近 1/5 的人在社区封控期间遇到困难，包括缺乏日常生活照料、赡养费用、情感陪伴等困难，其中有近 1/5 无法获得所需的帮助，从村庄和社区层面来看，仅有 1/3 的农村和城镇社区可以为老人提供所需服务。

关注残障人士的一线公益组织发现，视障或听障人士无法及时了解封控措施和使用电子设备，疫情使他们的生活更加封闭和慌乱，身体不便的残障人士无法在社区封控的第一时间获取食物和日常必需品，使他们的生活陷入到常人无法感知到的绝望之中。另外在疫情防控常态化期间，残障人士因为生活需求无法与他人保持一定的社交距离，导致他们遭遇到更多的社会排斥^⑦。

根据世界卫生组织 2021 年的研究报告，在包括疫情在内的各种突发事件期间，对妇女的暴力行为往往会增加。在新冠疫情大流行期间，暴力侵害妇女行为成为全球公共卫生和妇女健康的主要威胁之一。《联合国秘书长可持续发展目标进展报告 2021》显示，自 2019 新冠疫情在全球暴发以来，家庭暴力案件有所增加。一些在珠三角和长三角关注流动社区的基金会也注意到这一点，他们观察到，焦虑情绪和不稳定的经济情况助长了流动社区家暴事件的攀升，而绝大多数受害人是女性和儿童。

我们也通过对 11 家一线公益组织的深度访谈，进一步了解了疫情对他们服务的人群带来的新的困境。这些一线公益组织聚焦于城乡社区发展、残障人士、性少数人群、青年人等群体，通过他们的观察，我们可以看到疫情对更加具体的群体带来的影响：农村社区封控和物流停运造成农产品无法外销，农户的生计大面积受损；城市社区，尤其是流动性更大和更贫困的社区出现大量失业人员；企业裁员时以委婉的方式优先将属于性少数群体的职员解雇。我们还

⑥ 中国国际经济技术交流中心、联合国开发计划署、联合国儿童基金会、联合国人口基金、联合国驻华协调员办公室，《中国五贫困县（区）新冠肺炎疫情社会经济影响评估报告》，2021。

⑦ 世界卫生组织微信公众号，《疫情期间和之后，残疾人都需要更多的照料》，2020 年 4 月 20 日。

了解到，大面积的封控政策在不同城市发生时，医护人员被社区拒之门外无法回家，卡车司机被封闭在高速公路上，长时间无法获取食物和使用洗手间；感染过新冠的人们受到就业和社区歧视，使他们陷入无尽的绝望。这些在疫情防控期间的实地观察，让我们进一步深入了解到社会的各个角落所发生的新的社会问题以及带来的挑战。

另外，在深度访谈中，绝大部分基金会在实务工作中都观察到新冠疫情大流行给社会心理带来的严重冲击，而且更脆弱的人群受到的冲击更大。因为隔离封控，人们感到强烈的孤立感和孤独感，因收入缩水和工作不保而在经济上备受打击，或因家庭暴力或无法体面送别逝去亲人而在精神上饱受折磨。联合国驻华系统的一份针对中国的研究报告结论显示^⑧，新冠疫情防控导致的心理健康服务需求率处于前所未有的高水平。

5.3 基金会如何回应新的问题？

5.3.1 概况

识别到新问题并进行回应的 67 家（56.3%）基金会中，49 家（73.1%）基金会和一线公益组织开展项目合作对新问题进行了回应，有 36 家（53.7%）基金会自行开展了项目应对新的社会问题，还有 28 家（41.8%）基金会资助一线公益组织对新问题进行了应对（图 16）。

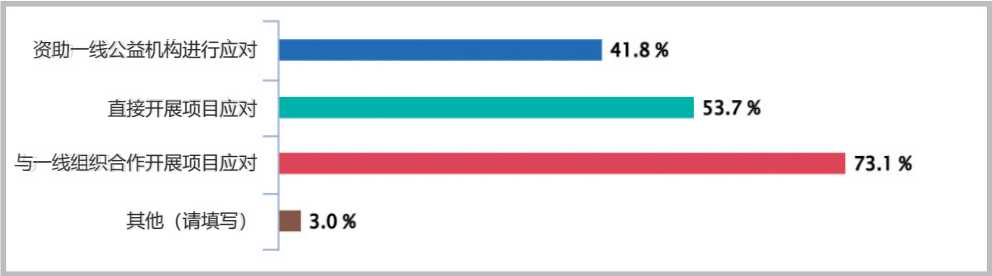


图 16 基金会对新问题的应对方式

这项数据反映出，基金会更优先与一线组织合作开展项目应对社会问题，其次是自行开展项目应对，而资助一线组织开展项目的基金会最少，这和基金

⑧ 联合国驻华系统，《联合国在一起：携手共建更加美好的未来——了解一场疫情给中国人民带来的影响》，2021。

会与一线公益组织实务工作的观察经验相符。

5.3.2 通过资助进行问题回应

上述 67 家回应了社会问题的基金会中，有 48 家（71.6%）增加了资助额度，有 13 家（19.4%）基金会没有提升资助额度，另有 6 家（9%）基金会没有进行对外资助（图 17）。

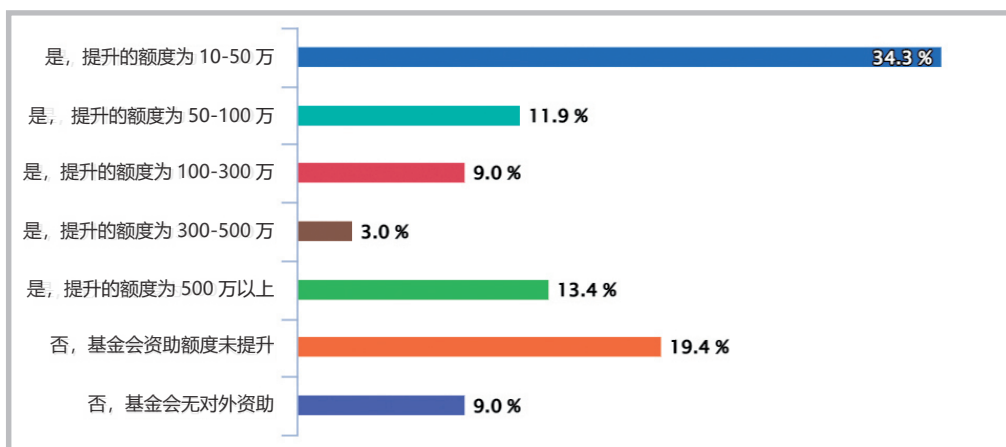


图 17 与回应新的社会问题相关的资助额度变化情况

我们发现，61 家提供了在疫情防控常态化时期提供了对外资助的基金会中，提升额度在 10-50 万区间的最多，有 23 家（34.3%）；其次提升额度 500 万以上的基金会数量次之，有 9 家（13.4%）；另外，提升额度在 50-100 万的有 8 家（11.9%），100-300 万的有 6 家（9%），还有 2 家（3%）基金会的提升额度在 300-500 万之间（图 17）。

需要澄清的是，上述问卷调查数据呈现的基金会资助额度的提升，并不意味着该项增加额度必然是流向一线组织。通过深度访谈，我们也发现回应问题的基金会并不仅仅是针对一线公益组织提供资助，在 15 家受访基金会中，有 5 家基金会的资助流向大学研究机构、研究型基金会、街道以及大型的地区枢纽组织，或者参与或支持协作网络搭建，另有 10 家基金会在提供前述资助的同时资助一线公益组织。

在对 15 家基金会进行的深度访谈中，我们着重调查了基金会向一线公益组织开展的资助，发现其资助方式很多元：有的基金会多年来一直致力于培育一线公益人及其组织的能力，在疫情常态化中，他们在一个互信的合作网络中及时了解社区需求并资助一线组织做出回应；有的基金会与具备丰富在地经验的枢纽组织开展合作，资助湖北和其他地区的一线公益组织发现社区问题并第一时间回应；还有基金会分批开展了专项基金的小额资助，他们用更加灵活和简洁的资助工具第一时间将资金拨付到社区及时回应问题。一个普遍性经验是，基金会对一线公益组织提供的大多是小额、周期性的议题项目资助。

其中比较特殊的是，有 2 家基金会对一线公益组织一直提供非限定性资助，另有 2 家基金会对大学研究所和进行科学研究的基金会提供了超过 500 万的资助金额，这都和基金会既有的资助战略相关。

5.3.3 基金会以行业视角回应疫情带来的新问题

我们也考察了基金会为应对新的社会而开展的活动类型，在 67 家回应了问题的基金会中，有 43 家（64.2%）针对问题提供了服务，这既包括了资助服务，也包括了基金会自行开展服务活动以应对其应对的新的问题（图 18）。

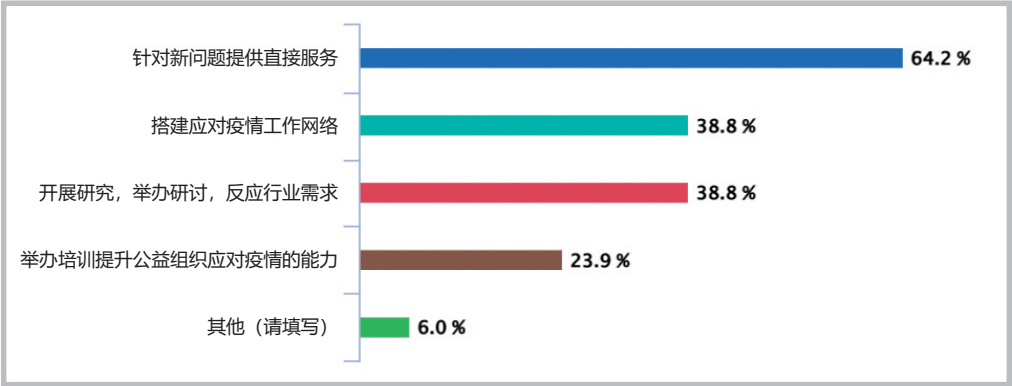


图 18 基金会为应对新问题开展的活动类型

还有一些基金会以行业发展的视角进行了行动层面的回应，有 26 家（38.8%）基金会搭建了应对疫情的工作网络，还有 26 家（38.8%）基金会在疫情防控常态化期间开展了研究、举办研讨并通过各种渠道反映行业需求，有

16家（23.9%）基金会在此期间举办了培训以提升一线组织应对疫情的能力（图18）。

5.3.4 基金会在回应新问题中学习到的经验和挑战

我们在深度访谈中和受访的15家基金会探讨了其在回应新问题中学习到的经验，总体来说，在疫情防控常态化期间，基金会对社会问题的应对在以下两个方面经验和挑战并存，那就是社区视角的重要性和协作网络的重要性。

社区视角对基金会资助工作的重要性

虽然基金会一直强调社区视角的重要性，这也是影响基金会高效资助的一个重要因素。没有与在地组织的合作以及通畅的社区渠道，基金会的资助工作不可能取得显著成效。但在基金会实务工作中，正是对效率的强调，使基金会无法花费更多时间、资源和耐心培育社区组织，但疫情防控常态化使这一挑战再次放大并引发基金会更多的反思。在深度访谈阶段，有一半的基金会希望在资助工作中进一步加强社区视角，呼吁基金会能够更加重视对基层社区组织和居民自组织的培育和资助。

“疫情防控常态化下，县域公益组织甚至都算不上一线组织，还要下沉再下沉，那些最急需的需求都出现在人际互动范围最小的社区中，这次我们看到在这一层级的社区自组织和自发的志愿者组织发挥着巨大的作用，基金会应该意识到这些基层机制的重要性并开展资助合作。”

—— 一位基金会的高级管理人员

“基金会一直都在强调社区和社区组织的重要性，这不是一个新的话题，但疫情防控常态化让基金会再次看到，如果没有社区的最后一公里机制，整个公益的生态系统就会形成肠梗阻，导致的结果就是，基金会要么自己下场干，要么大量捐赠流向官办机构。对基层社区组织和自组织的能力建设、资金持续投入、观念转变和耐心陪伴都是未来基金会以及公益组织拓宽社会行动空间的关键。”

—— 一位社区基金会的秘书长

在深度访谈中，我们也欣喜地看到，一些资助额度更大的基金会，疫情前更倾向于资助其他基金会，但在疫情防控中看到了其资助的困境，他们开始思考社区的重要性。一位基金会的高级项目官员表示：过往他们的资助方式是将大额资金捐助到一些地区的基金会，再由基金会向下资助和执行，但这次疫情使他们对一线公益组织和资助渠道的理解发生了些许改变，如何能够将资金直接触达社区而非像以前一样层层分拨和外包，是基金会正在思考与尝试的新方向。

基金会协作网络的重要性

所有接受访谈的基金会都强调了基金会行业协作网络的重要性，他们认为，不管是应急状况下的物资援助，还是常态化下面对全新的社会问题，基金会行业内部的知识经验平台都还没有搭建起来，这造成了行业内严重的知识壁垒，从而导致基金会无法共享经验，及时提供物资救援，也无法更好地进行信息互享，造成重复性工作甚至资源浪费。也有基金会的领导人表示，每次灾难来临时，基金会都会发起协作网络开展合作，但经验表明，这样的协作平台是不可持续的，大多都不了了之。究其原因，一位基金会的领导人表示，这和协作平台的运作机制相关，谁来协调？谁来出钱？持续性的工作内容是什么？产出是什么？但这些问题在过往的平台搭建经验中都没有得到很好的学习。

基金会需要重新评估资助议题框架下的社会问题

在深度访谈中，部分基金会也呼吁基金会行业需要重视疫情以及社会经济政治因素对基金会行业整体的影响。我们根据数据分析发现，接受访谈的基金会更多将疫情防控常态化带来的影响看作是阶段性，认为通过线上工作以及技术化的解决方案可以应对疫情给资助执行工作带来的挑战。但是根据国内外文献，诸多权威性的研究机构都认为新冠疫情流行给全球带来的影响是深远的，近一年来大部分科学研究都指向疫情加剧的社会不平等及其给脆弱性人群带来的社会问题。但我们发现，基金会目前的常规做法是在原有的议题和社会问题评估框架内开展资助，没有基金会表示在疫情防控常态化后对自身资助的问题进行系统性的评估，以在更宏观层面了解新冠疫情给聚焦人群带来的普遍性

影响。

“基金会当下对的社会问题的评估是严重不足的，疫情可以被看作是一个触发因素，将基金会内部的一些老问题再次暴露出来，这意味着基金会行业在过往并没有有效地讨论并对行业问题提出应对方案。”

—— 一位基金会的秘书长

但一些基金会表示，基金会对社会问题的系统性评估一直是行业难题，其原因主要是数据匮乏、研究能力薄弱，和研究机构的合作不足等，另外社会问题的复杂度也使大部分基金会将分析视野集中在更具体的行动层面而忽略对结构性问题的理解。

“疫情虽然带来巨大挑战，但也是一个促使基金会能够进行深刻反思社会问题的契机，希望这样的困境和挑战能促进基金会行业的行动研究和认知能力的提升。”

—— 一位基金会的秘书长

第六部分 疫情防控常态化下基金会和一线公益组织关系的重塑

我们从基金会对一线公益组织受疫情影响的评估、基金会对与一线公益组织伙伴关系的评价和一线公益组织对与基金会伙伴关系的评价三个维度分析了疫情防控常态化下资助关系的变化和重塑。

总体看来，基金会对一线公益组织受疫情影响的评估处于中等，不管是基金会还是一线组织都认为疫情导致了工作中诸多的不确定性，而恰恰是这种不确定使双方的沟通频率增多并拥有了更多合作解决问题的机会，这一互动进程提升了彼此之间的信任程度并使伙伴关系变得更有温度。我们发现，那些合作时间更长并对一线公益组织的机构能力更加重视的基金会，其合作关系中的信

任度和友好度要优于没有这些特点的基金会，在疫情防控常态化期间，基金会也更加愿意以灵活、简洁和快速的资助方式帮助信任度更好的一线公益组织度过难关。

6.1 基金会对一线公益组织受疫情影响的评估

2021 年 4 月，一项针对 339 家中小型执行型公益组织的调查结论显示^⑨，有 49.4% 的组织认为疫情给工作带来的影响为中等，另有 14.8% 的组织认为疫情带来巨大影响，机构难以为继。这些一线公益组织希望基金会等资助机构能在 4 个方面提供支持和便利：1）在资金使用方面给予更多的灵活性；2）在资助项目类型方面有更多的灵活性；3）提供更多的运作或纾困资金；4）对原定项目内容的调整给予更多的灵活性。

我们在问卷调查中收集了基金会对一线公益组织受疫情影响的评估数据并进行了分析，有 44.5% 的基金会认为一线组织受到的影响中等，和上述公益组织的自评结果基本持平（图 19）。

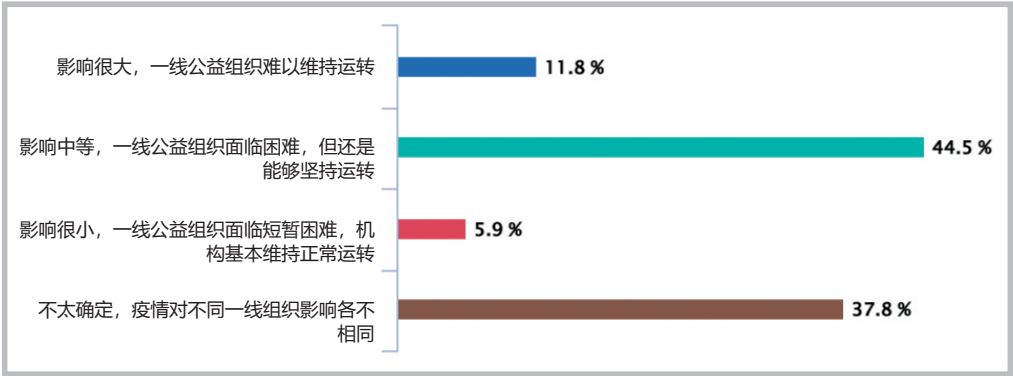


图 19 基金会对新冠疫情带给一线公益组织影响的评价

接受深度访谈的 15 家基金会都表示，与自己开展合作的一线公益组织没有因为疫情关停或解雇职员，他们对疫情对一线公益组织影响的评估都处于中等。大多数基金会都对其资助伙伴面临的行政和人力资源的困境进行了了解和

^⑨ 中国发展简报，北京益行信息交流服务中心，《疫情下公益组织的挑战与需求调查报告》，2021 年 4 月。

评估，并如前述采取了更加灵活快速的资助、增加非限资金以及人力资源支出资金、调整项目活动或延期等方式帮助一线公益组织应对疫情带来的负面影响。

一些基金会认为，不同的一线公益组织受到疫情影响的程度有所不同，相比受基金会资助的一线公益组织，在疫情期间受影响最严重的是执行政府购买服务项目的社工机构。由于这类项目严格甚至僵化的管理制度，使社工组织无法在疫情冲击下申请进行调整资金，因此受到很大影响，而基金会的资助则显示出更加灵活快速的特点，可以在第一时间应对一线组织面临的困境。

我们访谈了 2 家申请政府购买服务项目的地区枢纽组织的管理者，他们的经历印证了上述观点。疫情发生后，其中一家组织的资金来源绝大多数是来自政府，和基金会的合作很少。在与政府的合作中，2020-2021 年间，项目延后发包或推迟回款的现象比之前都有所增加。另一家组织分析了机构 2020 年和 2021 年的捐赠收入对比，其 2021 年政府购买服务的资金比上年度减少了 18.36%。上述两家枢纽组织都认为，他们这类组织在筹资方面受到的疫情影响最为严重，根据他们的观察，受疫情影响，基金会在资源有限的情况下，更倾向于帮助更小的、资源更少的公益组织渡过难关。

6.2 基金会对伙伴关系变化的评价

我们通过基金会对和一线公益组织的沟通模式的变化来观察伙伴关系的变化。在参与问卷调查的 119 家基金会中，有 97 家（81.5%）基金会表示疫情防控常态化期间与一线公益组织之间的沟通有所变化，有 22 家（18.5%）基金会没有发生沟通方式的变化（图 20）。

在沟通发生变化的 97 家基金会中，有 51 家（42.9%）基金会认为疫情防控常态化期间基金会和一线公益组织主动沟通以了解疫情带来的困境。和疫情前的沟通模式作对比后，有 42 家（35.3%）基金会认为疫情防控常态化下基金会工作人员与一线公益组织的沟通会更加主动；有 34 家（28.6%）基金会反馈其开放了更多的沟通渠道主动去了解一线公益组织的困境；有 33 家（27.7%）

基金会认为基金会工作人员更加愿意倾听一线公益组织的声音；有 25 家（21%）基金会认为其工作人员花费了更多的时间沟通疫情下一线公益组织的困境和解决方案（图 20）。

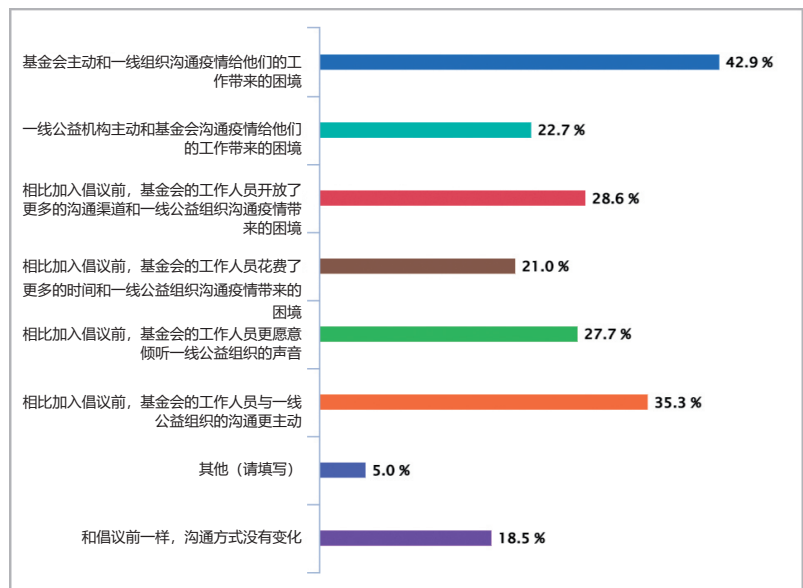


图 20 疫情防控常态化下，基金会与一线公益组织的沟通方式变化

受访的 15 家基金会都表示，在疫情防控常态化下更加理解一线公益伙伴面临的困境，力所能及在合规性的前提下对他们提出的需求提供帮助。在这一合作过程中，因为疫情带来的诸多变化，基金会的资助官员主动与一线伙伴进行了更多的沟通与合作，也更多倾听一线伙伴带来的在地视角下的观察和应对方案，这样的倾听在疫情常态化期间促进了基金会对一线工作的理解并提升了对本土知识的尊重。也正是在这样的倾听和频繁互动中，基金会和一线伙伴之间建立了更加信任和友好的关系。

“基金会与一线公益组织之间一直存在着关系不平等的现象，不管是显性还是隐形的，这都非常普遍。原先在一起合作推动社会问题解决的伙伴，因为诸多事务性问题，使权力不平等问题在资助合作关系中不断被放大。但疫情中双方更多的合作和沟通正在减弱这种不平等的关系模式。”

—— 一位基金会的高级项目官员

6.3 一线公益组织对伙伴关系变化的评价

总体来说，参与我们调查的 11 家一线公益组织，都对疫情常态化下的资助关系变化做出了积极的评价。他们都认为，疫情使他们与基金会之间的沟通变得更多，基金会能够理解他们疫情中的困境，在资助合作的灵活性方面尽量满足他们的需求，这些都在促进他们和基金会之间创建更加信任和友好的关系。我们通过数据分析发现：规模更小，资源更少的组织对疫情防控常态化下的资助关系变化评价更积极。

1 家位于湖北武汉的基层社区组织创办人表示，在疫情常态化期间，一位基金会的资助官员不仅在业务层面给了很多专业性的帮助，指导她如何写项目建议书、如何做正规的财务报告等，作为一个从社区志愿者团队发展而来的公益组织，从未有人这么帮助过她的工作，这让她备受鼓舞。除此之外，这位资助官员还持续和她在线探讨了疫情影响下更结构化的社会问题，使她对自身的工作有了更深层次的认知理解，这些谈话记录她一直保存，并在遇到困境时用来寻找答案和力量。这位基层社区组织的创办人认为，这种沟通不仅是业务指导层面的，也是价值影响层面的，对她理解公益工作产生了深远的影响。

另有 2 家一线公益组织表示，对他们进行资助的基金会由于遇到筹款挑战或进行了战略调整，在疫情防控常态化期间终止了对他们的资助，但这些基金会提前和他们进行了沟通协商并在他们寻找新的资助者期间提供了过渡时期的资助，同时为他们介绍了新的资助伙伴并帮助他们制定新的筹资方案，这个过渡期持续了 6 个月，使他们有充分的时间对筹资工作进行准备。这些都是疫情前没有发生过的。现在虽然资助关系停止了，但他们依旧能够感受到这份工作关系中的温暖。

有 3 家一线公益组织在深度访谈中表达了与基金会联合应对困境的观点：在疫情常态化期间，基金会和公益组织面临着同样的挑战，这都促使基金会、枢纽组织、一线公益组织以及基层社区组织之间建立更加紧密的合作伙伴关系，不同类型的社会组织都无法单独应对疫情，在这种极端状况下，创建一种迅速

将彼此联合起来的合作方式就显得非常重要，不管在联合劝募、共同识别和理解社会问题还是在共同行动层面，都需要寻找创新的解决方案，显然疫情使政府和企业都受到了严重的冲击，公益组织正在受其涟漪效应的影响，公益部门必须重塑不同类型组织之间的伙伴关系，联合起来开展行动。

在参与深度访谈的4家地区枢纽组织中，有2家表示虽然在疫情防控常态化下和基金会伙伴之间的沟通增多了，合作政策的灵活度也有所提升，但整体来讲，资助关系和以前相比并没有明显的变化。他们认为这与枢纽机构在公益生态中所处的位置相关，他们和基金会之间的工作关系更多是委托或联合，机构自身也更加成熟，对基金会的业务指导依赖较少，因此没有感受到明显的合作关系变化。

第七部分 疫情防控常态化下基金会学习到的经验和面临的挑战

在前述的分析中，我们主要从疫情防控常态化下基金会受到的影响和其作出的行动应对方面分析了这一时期基金会的工作转变、对新问题的回应以及和一线公益组织的伙伴关系重塑。在本部分，我们将作一个综合性的总结，希望从基金会在这段时期的行动中归纳出经验和挑战，以便为未来的行动提供相应的经验知识。

从疫情常态化期间基金会工作转变分析中，我们归纳出以下行动经验：

- 对基金会来说，迅速做出资助决策并进行拨款是可能的，这也促使基金会反思了多轮审批和层级决策的资助过程带来的官僚化作风。大多数基金会的经验表明，秘书处团队基于经验知识的资助评估能加速理事会的决策过程，同时理事会对秘书处的合理授权也是加速拨款的关键要素。
- 基金会简化资助流程是可能的，这也促使基金会反思在资助决策和资助管

理过程中获取那些最有必要的决策信息。疫情防控常态化下的快速资助经验表明：基金会对一线组织只要求了最重要的信息，这不仅可以使基金会更加聚焦资助工作中的关键信息，还可以使双方将更多时间分配到更核心的工作中。

- 疫情防控常态化下基金会加速拨款的一个普遍做法是，先迅速拨款再补交相关发票和合同凭证，这也是基金会在应对突发灾难或事件时一种紧急处理资金的常规做法。基金会认为，如果这是一种普遍性和持续性的经验，基金会行业就应当进行经验行动总结并开展政策倡导，争取法律政策空间，确保基金会更加灵活而快速地进行资助。
- 这一时期的行动经验使基金会充分认知到对基层社区组织进行资助和能力培育的重要性。行动经验表明：疫情防控常态化下，一些基金会对基层社区组织或居民自治组织的小额资助获得令人瞩目的成效，这类组织的灵活性和非等级化的运作方式，使他们能够在不确定情况下在社区层面做出迅速反应，并利用本土经验进行社区动员回应问题。如果基金会忽视基层的社区组织培育和社区的重要性，即使是简单的物资援助和分发，也会遇到极大挑战，其结果是公益捐赠自然会流向渠道更加畅通的官办或社会组织进行自上而下的分配。
- 面对疫情防控常态化，基金会的数字化转型明显获得了进一步发展的动力。一些基金会已经对资助管理进行了数字化开发并投入应用，还有一些基金会正在合作开发更适合公益工作的线上课程，旨在通过在线教育的方式提升一线公益组织的能力。数字化转型还加速了基金会和一线公益组织的沟通与合作，使彼此之间获取了更多的沟通互动机会，这潜在地促进了彼此间的信任关系。部分公益组织已经开始和基金会合作，通过互联网进行联合募捐，以应对筹资压力。

疫情防控常态化下基金会面临的挑战：

- 疫情常态化下，大部分基金会没有延续自身在灵活简洁和快速资助方面的创新和积极转变，其受到两方面原因的制约：其一是灵活创新的资助做法受到监管机构对基金会的评级指标和相关法律法规制约；其二是基金会所持的观念，追求量化效益、不信任一线公益组织能力并缺乏培育意识，以及不平等的资助合作理念，都阻碍着创新积极的资助变革；
- 新冠疫情带来的经济衰退已经开始影响到基金会行业，尤其是企业基金会。虽然基金会目前无法准确预测疫情给捐赠收入带来的影响，但 2021 年部分基金会的捐赠收入已经开始下降。不论是基金会还是一线公益组织，大家都认为这将对整个公益生态带来影响；
- 我们研究发现，虽然基金会都意识到新冠疫情带来的长期影响，但在实务工作中只重点关注了短期影响，并主要进行了由此而来的事务性工作调整，基金会没有就疫情带来的系统性和结构性的问题进行重新评估。这一直是公益行业面临的挑战之一，但疫情使这一挑战更为凸显。基金会认为造成这一挑战的原因包括：公益行业一直缺乏系统性问题认知的视角、文献和数据的缺乏以及基金会自身研究能力的欠缺；
- 疫情以及常态化的防控使基金会的计划和战略变得不确定，这给基金会持续推进自己的使命、战略目标以及稳定的合作关系都带来挑战；
- 协作网络依旧是一个老生常谈的挑战，但其核心问题不是“需不需要”而是“如何持续”。虽然大多数基金会都强调了协作网络中经验共享和资源协调的重要作用，但就松散的网络伙伴关系而言，如何在独立性和相互支持间达成平衡、如何在共识层面上既能贡献资源又能共享资源是协作网络一直面临的挑战。

结 语

自疫情爆发2年多以来，不论是病毒大流行还是防控政策，都给我们生活的社会带来巨大而深远的影响。对中国基金会而言，在面对捐赠减少的风险和疫情导致的社会需求增多的双重挑战之外，还要在制度空间中审视基金会在社会发展中扮演的角色以及开展行动的社会空间。这对基金会行业来说都是异常艰巨的，但我们依旧可以看到危机中基金会所做的努力：尽可能灵活高效地进行资助与合作，尽力帮助一线公益组织应对危机带来的困境，致力于促进更加平等和相互尊重的伙伴关系，并在捐赠减少的风险中依旧力所能及地通过资助和捐赠参与到社会问题的解决进程中。通过这项研究，我们希望能够提供一些初步的经验知识，以使关注基金会价值的公益实践者和支持者对新冠疫情影响下的基金会实务工作的转变有一些了解。

疫情防控常态化不仅意味着疫情引发的危机将持续地出现在我们每个人的生活和工作中，也意味着其将结构不平等的危机推到了前台。每个基金会在应对疫情带来的艰难局面时，要追求甚至考虑更深层次的社会变革可能非常困难，但我们还是希望通过本项调查研究的发现，能让基金会实务工作者看见愿景中的光明并持续推进可能的行动。

参与深度访谈的 15 家基金会（排名不分先后）

阿里巴巴公益基金会
北京白求恩公益基金会
北京市银杏公益基金会
北京险峰公益基金会
广东省麦田教育基金会
广东省千禾社区基金会
广东省与人公益基金会
南都公益基金会
上海联劝公益基金会
上海紫江公益基金会
万科公益基金会
深圳壹基金公益基金会
浙江敦和慈善基金会
福建省正荣公益基金会
招商局慈善基金会

参与深度访谈的 11 家一线公益组织（排名不分先后）

长春市南关区益行公益事业发展中心
成都市爱有戏社区发展中心
甘肃一山一水环境与社会发展中心
广州从化区深耕社会工作服务中心
广州市合木残障公益创新中心
广州微辣青年
武汉市江汉区花仙子社区公益服务中心
武汉市武昌区首义路街创益无限志愿者服务中心
武汉市武昌区为先社会工作服务中心（武汉同志中心）
武汉市武昌区乐仁乐助公益发展与社会创新中心
云南连心社区照顾服务中心

This paper makes an Abstract of the report "Transformation, Response and Reshaping - Works of Foundations in the Context of Normalized Pandemic Prevention and Control". Limited space, however, cuts mass of data, many citation sources, charts, cases and analysis processes listed in the original report, and reveals only the core content and viewpoints. For more details, please refer to the original report .

Foreword

In the wake of Corona Virus Disease 2019 (hereinafter referred to as the "COVID-19") wreaked havoc on Wuhan, a central city in central China, in early 2020, foundations took routine procedure in terms of disaster relief, and, in the first few weeks, responded to the city's pandemic prevention requirements fast and flexibly in terms of materials donation, resource docking, partners coordination and information sorting. Soon after the brief rescue operation, however, with no difference from other industries, foundations had to face the wide-spread reality of normalized pandemic prevention and control that has urged practitioners to readdress and reflect on their works in years to come.

This Report, of research findings by the research group of Beijing Woqi Public Welfare Foundation commissioned by Beijing Jiye Evergreen Social Organization Service Center (China Foundation Forum), probed into changes to foundations' practical works driven by the said social norm after the emergency relief. What have changed in foundations' aid to front-line non-profit organizations? Have they answered to new social issues that resulted from the pandemic and how? Will it and how will it reshape their partnership with front-line non-profit organizations? These questions have been jostling for our attention.

The global charity industry, a key player in pushing social justice, is exposed to catastrophic collapse to social development and the quest of equity amid the now-and-again pandemic attack, putting the Global Foundation to the dual test and challenge. On the one hand, demands of vulnerable groups for the society soared as the pandemic and the accompanying social isolation, economic recession, unemployment, technological dependence, etc. are further exacerbating social inequality; on the other hand, economic downturn reported worldwide has put endowment-dependent work at high risk of financial uncertainty.

From that, we initiated this research on impacts of the pandemic on Chinese foundations. As of

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the completion of this Report, over two years since the disease outbreak, the ripple effect of the COVID-19 has gradually showed up, which, opportunely, left us the time to observe and figure out strikes of the pandemic on the industry of foundation.

We've noticed:

- Foundations, in the context of normalized pandemic prevention and control, have received less donations but flooding-in social needs. The fallout from the public health crisis has caused foundations, especially corporate foundations, to face or potentially face the risk of decreasing give-away. That will impact the entire public welfare ecosystem in the long-term run, reckons foundations.
- As policies of locking down communities were rolled out to aid the regular pandemic prevention and control, foundations turned to more flexible, concise and fast approaches in subsidizing front-line commonweal organizations, which, in turn, sped up their digital transformation. Legal restrictions, internal decision-making mechanism, and poor capacity of front-line public service organizations, however, ended such flexible and fast funding methods;
- Foundations, given the original funding strategy, located and responded to new troubles arising from the focus groups and funding issues, but, generally speaking, failed to conduct a systematic assessment on emerging issues hampering works affected by the pandemic;
- On account of the normalized pandemic prevention and control, foundations and front-line public welfare partners have helped each other forward. Digital tools has not only enhanced and streamline mutual communication, but deepened shared understanding of social issues, enabling more exchanges and collaboration;

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- The resulted crisis has further dawned foundations on the significance of community works and capabilities of community partners. Trustworthy partnerships shine on facilitating foundations to make funding decisions more quickly and efficiently, and lowers risks therefrom, suggested practices of some foundations.
- Collaborative networks are of great significance for knowledge sharing and resource coordination under the normalization of pandemic prevention and control, stressed foundations. But how should inattentive network partnerships achieve a balance under the premise of maintaining independence and mutual support, and how can they contribute and share resources at the consensus level has always been a challenge faced by collaborative networks.

Part I Research Background

1.1 Research Purpose

"Joint Initiative of China Foundation Industry on Response to the Normalization of Pandemic Prevention and Control"(hereinafter referred to as the "Initiative") unveiled by China Foundation Forum on April 22, 2020, two months after the outbreak in Wuhan, called on the foundation industry to take the initiative to tackle challenges of the accompanying normalized pandemic prevention and control, and seize the opportunity to make changes in a good way. 233 foundations signed the agreement and pledged to answer the call. Six clauses on sticking to the mission, legal implementation, risk management, partnership, government cooperation, and media and public interaction were expounded in the Initiative. This spontaneous, resource-oriented and autonomous Initiative, as interpreted by the China Foundation Forum in its official account, was to promote joint action, so that all contracting parties could deal with challenges or normalized pandemic prevention and control ground on their specific vision, resources, and capabilities.

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This research, launched in October 2021, rather than surveying the aforementioned Initiative, which should be pointed out, was designed to probing into specific changes of foundations' practices at length under the new social norm taking the Initiative as an investigation and research framework, and making use of the database of the foundations that signed the initiative. We hope, by accessing to these responders, to observe and dissect the changing trends, experiences accumulated and stones wiped out during foundations' works under the background of the normalization of pandemic prevention and control from a more open perspective.

1.2 Data Sources and Research Methods

This research invoked the database formed by call-answering units of the China Foundation Forum's "Joint Initiative of China Foundation Industry on Response to the Normalization of Pandemic Prevention and Control", of 233 foundations, and adopted a mixed research method integrating quantitative questionnaires and qualitative in-depth interviews.

The research team, between November 2021 and March 2022, distributed a 35-question questionnaires to the above 233 foundations, and recovered 51% valid questionnaires from online channels, of 119, for statistical analysis.

From April to June 2022, we threw semi-structured in-depth interviews to 15 foundations sampled according to principles of funding sources, funding topics and geographic diversity. In 60-90 minutes of each interview, we asked our respondents, the secretary general or other senior management of the foundation, 12 questions. Meanwhile, we also invited 11 first-line non-profit organizations, 7 recommended by the said foundations and 4 picked up by the research team combining with their places of running, topics, and diverse working modes, to join the interview to secure objective and fair data, as the foundations are bound up with their partners in fulfilling their duties. For them, we prepared 10 questions for the head of such units in the 60-90 minutes, and applied the coded analysis method to interpret data gleaned therefrom according to the research question framework.

1.3 Statement on data analysis

Of the 119 foundations, 84.9% offered emergency assistance, mostly donation and transportation of badly needed materials, and information reconciliation, to aid the pandemic outbreak in Wuhan, especially in the first two weeks. This research, however, valued the later normalized pandemic prevention and control. Specifically, we categorized their works into the "emergency assistance stage" and "after joining the initiative", and gathered data for both phases. The data on emergency assistance phase is meant to better grasp foundations' work status. But in terms of their work transformation, partnership remodeling, and response to new issues, we basically analyzed and concluded their practices under normalization. Emergency relief indeed marked a change during abnormal times, said the respondents.

We also attempted to examine and learn about changes to their funding and partnerships with front-line non-profit organizations under the normalization of pandemic prevention and control. From this, we stressed their funding correlation in both the questionnaire and in-depth interviews to collect data for conclusive analysis.

We have to declare that our conclusion may be biased due to varying conceptual understanding of "funding" as Chinese foundations fund in very diverse fields. So that we stated clearly in the questionnaire, and clarified the funding concept in this research during interviews to collect more accurate data to compensate for this bias.

Part II Foundations' Response to the Initiative

First and foremost, we looked up actions of 119 foundations to the six initiatives. 117 (98.3%) indicated that they had an action-level response within 2 years of signing the initiative.

Studies on causes driving their signing and responds to the initiative revealed that the vast majority considered a collective voice through the initiative as an important opportunity for dialogue between the foundation industry and the public in a public health crisis. The 15 foundations interviewed all expressed that they made both reactive and proactive changes under the normalization of pandemic prevention and control. For instance, they had to hold back plans of funding and cooperation as communities were locked out. As a result, both the execution and the budget plan had to be adjusted. While the proactive wishes were either a long-term adjustment made after a risk assessment, or a change in foundations' internal leadership or periodic strategy. It may lack of support to call these changes in action results of signing up to the initiative, but joining the initiative was an attitude that showed their willingness to voice and work together in joint action.

Another 2 foundations (1.7%) that had no responds to the initiative at the action level was because they believed that foundation have limited space to respond to social problems under the pandemic, and the initiative was far from specific. One stated that the actions called were already the norm of foundations before the pandemic, so it did not respond in particular. We also sensed similar situation in in-depth interviews. That is, those with more flexible funding processes and trustworthy collaboration build with front-line non-profit organizations before the pandemic registered less adjustment in the flexibility and simplification of funding policies in the new norm.

Part III Impact of the Normalized Pandemic Prevention and Control on the Foundations' Works

In this section, we mainly examined the impact of the normalization of pandemic prevention and control on the foundations' funding. It is worth noting that among the 119 respondents, 18 (15.1%) call themselves as grant-making foundations, and 74 (62.2%) as hybrid foundations. In other words, 77.3% surveyed made fundings in their practice, which was much higher than research conclusions of the Chinese foundation industry and the observation of practitioners. The cause was revealed in later in-depth interviews, Chinese foundations have varying understandings of funding, which includes giving grants to research centers, universities, other foundations and organizations, as well as entrusting other non-profit organizations to carry out projects. Their understanding of funding is wider than funding grassroots non-profit organizations, which also corroborates with the above-mentioned practical research conclusions. Affected by the uncertainty by the normalization of pandemic prevention and control, they re-structured their works based on needs at this special stage, breaking through their specific positioning framework, according to the survey data. That is to say, foundations positioned as grant-making types could directly execute field projects, and some operating foundations would make grants to grassroots organizations. To make our research more focused, both in the questionnaire survey and in-depth interviews, we have emphasized that in this research "funding" refers to funding for grassroots non-profit organizations.

3.1 Pandemic-driven economic downturn has exposed foundations to an ongoing or potential risk of a reduction in donations. In the meantime, social inequality exacerbated accordingly has led to the growing social needs of vulnerable groups, putting foundations into a dual dilemma in the face of the pandemic.

We found more than half of foundations anticipated the long-term challenges of this public health crisis during the early outbreak. Challenges encountered during the normalization of pandemic prevention and control in the two years since the outbreak basically matched their predictions.

3.2 Impact on foundations' funding showed unlike characteristics at different stages after the outbreak

Foundation's funding presented different characteristics at different stages:

- At the beginning, most joined the army of emergency relief work and responded to the needs of anti-pandemic materials in Wuhan by raising funds, delivering materials, logistics coordination, and information docking in most cases. Most foundations regarded it as an abnormal short-term work phase in disaster relief. As a public health crisis, it was more difficult for them to directly participate in emergency relief. However, their actions of material and financial assistance were not much different from those for other natural disasters;
- Then there followed the transition period for them to enter a period of normalization of pandemic prevention and control. Although the static reset policy required each foundation to respond to different emergencies in various places, in general, they started to adjust their working methods in stages due to the impact of the community closure and control policy, and applied more flexible simplified and rapid policies to ensure that their funding worked and advanced as much as possible during the normalization of epidemic prevention and control. With the accumulation of experience, most foundations turned to digital tools and remote work to try to restore their funding policy. Flexible, simplified and fast funding policies gradually made an online routine. As the rippling effects of the 2021-2022 pandemic on the socio-economic showed up, some began to prepare for long-term responses, including readjusting their funding strategies and budgets, and reassessing new social issues brought about by the pandemic, etc.

3.3 Impact of community blockade on foundations' funding

42% of respondents started worrying that their original funded projects may not be advanced as scheduled since the emergency rescue, and another 38.7% believed that community closure

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and control policy would drive them to rethink the funded projects. To advance the plan, it is necessary to adjust the project budget and execution cycle under the premise of legal compliance. Data from in-depth interviews show that it is a very common phenomenon that the projects funded by the foundations of front-line non-profit organizations cannot enter the community or schools. In addition, the closure of the community has also led to the elderly, the disabled, and the inability to seek timely assistance for a period of time. Groups such as medical patients, children and adolescents, medical staff, migrant and left-behind children all have urgent social needs, which makes the foundation must adopt remote and more flexible, fast and convenient funding tools or methods to promote its work.

In the early stage of normalization of pandemic prevention and control, only 25.2% believed that they may need to make adjustments to the project management system, showed data collected from the questionnaire. Simply put, most of the remaining foundations were confident to cope with the uncertainty of the pandemic and urgent community needs with established management systems. In the follow-up in-depth interviews, we found it was related to their own funding policy terms, which already contained provisions for short-term adjustments to funding in emergency or special circumstances. And again, they were sure of catering to new social needs brought about by the pandemic and the accompanying uncertainty.

3.4 Impact of the pandemic on donation income

Although 80 (67.2%) of the 119 foundations recorded increase in their donation spending in 2020 compared to 2019, of which 55 (68.8%) answered that the increased donations were mainly used for new pandemic prevention projects carried out by themselves, 11 (13.8%) spent on resources and project management costs due to the pandemic, and another 20 (25%) said their extra spending had nothing to do with the pandemic. And 15 foundations interviewed backed the findings. 10 of them in 2020 spent more compared with the previous year, but they all said that it did not suggest that the actual donation income under the normality of the foundation has increased year on year. The main reason was that material and financial donations from all walks of life in Wuhan increased sharply during the emergency rescue period. During this

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period, corporate donations mostly made emergency donations through foundations, and some individuals or groups were also willing to make material donations through familiar foundations. All donations will be included in the foundation's annual donation statistics, which explained why the foundation believes that its donation spending in 2020 has increased compared to the previous year.

Among the 119 foundations, 27 (22.7%) reported that their endowment expenditures in 2020 decreased compared to 2019, of which 15 (55.6%) decreased their expenditures due to the decrease in annual endowment income. As a result of the reduction in the impact of the pandemic, 7 (25.9%) have terminated funding to pre-pandemic partners, resulting in a reduction in spending. Although at the time of this research, we were unable to obtain macro-level data on foundation giving expenditure in 2021 for comparison, the 15 foundations interviewed indicated that they are all facing or potentially facing the risk of giving decline, and most of them believe that , the risk of donation reduction caused by macroeconomic recession will be a common challenge faced by foundations for a long period of time in the future, and the chain reaction it would bring would also fundamentally impact on China's public welfare ecology.

The above analysis said that foundations were facing or potentially facing the risk of a reduction in donation income in 2021, coupled with their risk assessment of the impact of the future pandemic on donations, it prompted some to adjust their funding strategies or policies.

3.5 Foundation's Strategic Adjustment During the Period of Normalization of pandemic Prevention and Control

This finding was mainly drawn from in-depth interview data. Some reckoned that although the pandemic is a major influencing factor, it is not possible to attribute all the current challenges of the foundation to the impact of the pandemic. A more accurate description should be that the pandemic has exposed the problems of the foundation more clearly, such as the cumbersome procedures in the funding process, their neglect of grassroots communities, the ability to make funding decisions and build grassroots nonprofit organizations, etc. These are not new problems in the field of the foundation, but the outbreak of the epidemic has made it more obvious, forcing

the foundation to face these exposed problems during the normalization of epidemic prevention and control.

Part IV: Changes in the Funding Work under the Normalization of pandemic Prevention and Control

4.1 Specific changes

In general, under the normalized pandemic prevention and control, most have made more flexible or simplified adjustments to their funding policies, striving to help front-line organizations obtain financial support as soon as possible to meet community needs. However, these changes were provisional, the adjustment period of most foundations lasted between 6-12 months, and at most for 2 years in specific cases.

4.1.1 More than half have made more flexible adjustments to existing funding to cope with the uncertainty under the normalization of pandemic prevention and control

Overall, foundations were more inclined to changes of project contents in the period of normalization of pandemic prevention and control. They expressed their thinking behind this common practice during the interview: under normal circumstances, changes to the funding budget and decision-making process were more complex and cumbersome. While changes to program activities within the budget framework seemed to be more faster and simpler. To move the work forward as quickly as possible, most have adopted the practice of changing project activities while maintaining the same budget.

4.1.2 Most simplified the procedural requirements in the process of funding and cooperation with front-line nonprofit organizations or delayed the submission of relevant reports

In the in-depth interviews, we also surveyed for the reasons for no policy simplification. Dissecting the interview data revealed that it was related to their concept of the impact of the

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pandemic, their internal decision-making mechanism, and the ability evaluation results of front-line non-profit organizations. Some believed that the pandemic has had a huge impact on all walks of life in society, and also brought new social problems, but the space and opportunities for foundations to participate in it were limited. In addition, the impact of the pandemic on the foundation was mainly due to delays and changes in activities caused by the inability of funded projects to enter the community. As the community opens up and online work experience increases, these problems will be addressed soon, so there is no need to adjust grant management policies. Some believed that the complexity of their internal decision-making process has resulted in difficulties to simplify the project management process, as their grant management policy is closely related to the decisions of the donor and the board of directors, and the authorization authority of the grant officer. The adjustment of the funding policy requires a complex decision-making mechanism, and the existing policy can also meet the needs of flexible adjustment under normalization, so the policy itself has not been adjusted.

4.1.3 "Community-centered" foundations or those with similar funding concepts generally sped up the funding approval process and appropriation, thanks to the rapid decision-making mechanism and reasonable authorization system within the foundation

This finding came from the data analysis of in-depth interviews. Among the 15 foundations, all have sped up fund approval and appropriation during the pandemic emergency phase, and half have continued the period during the normalization period of pandemic prevention and control. This accelerated funding approach. Most of these foundations held similar funding concepts such as "community-centered". The reason why they broke the conventional funding method of multiple rounds of approval before the pandemic is that the foundation secretariat learned from the experience of rapid decision-making and funding in emergency situations, that is, helping funding officials identify unnecessary processes in the previous funding process. The work has also established a more trusting relationship between the Secretariat and the Board, which makes it possible to make fast and efficient funding decisions within the Foundation. There were also some foundations whose rapid grants benefit from the authorization mechanism in their internal management. The secretariat and funding officers are authorized to make emergency decisions

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within a certain funding limit, which greatly streamlined grants.

4.1.4 Under the funding pressure, more than 20% still opened up new unrestricted funding quotas for first-line non-profit organizations

Although in the in-depth interviews, most of the foundations stated that after the outbreak of the pandemic, they are currently or potentially facing the risk of reducing donations. Analysis of the questionnaire survey data, however, showed that 28 foundations (23.5%) increased donations to front-line charitable organizations. Another 9 (7.6%) increased the funding amount for the human resources expenditure of front-line non-profit organizations. We cannot use these data to analyze the trend of foundations' unrestricted grants or human resources grants to front-line non-profit organizations, but very few foundations conducted unrestricted grants. Of the 15 foundations interviewed, only 2 (13.3%) were conducting unrestricted grants. Both of them listed non-restricted funding as their funding strategy, but both corporate foundations said that due to the impact of the pandemic, the amount of corporate donations obtained has been decreasing, which would also lead to the adjustment of the unrestricted amount of funding for front-line non-profit organizations in the future.

A further 43 (36.1%) foundations helped front-line organizations to expand funding channels and overcome operational difficulties under the normalization of the pandemic. In the in-depth interviews, 2 (13.3%) have tried to use joint fundraising methods to carry out fundraising activities with front-line organizations, and 3 (20%) improved the community monthly donation capabilities of front-line charitable organizations. They cooperated to deal with financial risks under the normalization of pandemic prevention and control. 2 foundations (13.3%), due to insufficient funds of their own, 6-12 months before deciding to terminate funding for front-line charitable organizations, negotiated with their partners in advance and built other foundation resources to help their partners overcome the pandemic.

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4.1.5 Under the normalization of pandemic prevention and control, foundations have greatly accelerated the speed of digital transformation, which not only promoted the collaboration between foundations and front-line non-profit organizations, but also streamlined funding through the application of digital tools

A notable change in the work of foundations was mirrored in the accelerated digital transformation. Despite digital transformation has been mentioned in the foundation industry for years, it has not been possible to pinpoint exactly what it means. Today, in the face of the normalization of the pandemic, their digital transformation has obviously gained momentum for further development. Some have digitally developed and put into use grant management, and others are cooperating to develop more online courses aimed at enhancing the capabilities of front-line organizations through online education. Digital transformation has also accelerated the communication and cooperation between foundations and front-line non-profit organizations. Some welfare organizations have begun to cooperate with foundations to conduct joint fundraising through the Internet to cope with the financing pressure brought by the economic recession.

4.1.6 Transformation of foundations' flexible, simplified and fast funding to front-line non-profit organizations has not been continued, which was related to their legal risks, internal decision-making mechanisms, and institutional capacity evaluation.

Foundations' policy change in the funding of front-line non-profit organizations in terms of flexibility, simplification, and rapid funding ended, data revealed. From April to June 2022, most of the 15 foundations interviewed stated that most of the simplification and flexible adjustments to their funding policies had stopped. While 1 foundation took the longest adjustment time, of 2 years, and 2 spent the shortest of 3 months. While lengthy and cumbersome foundation funding approval and disbursement processes have been widely criticized in both international and domestic settings, most believed that simplified and flexible funding policies were unsustainable because of legal risks, the internal decision-making mechanism, and the institutional capacity evaluation of front-line non-profit organizations.

4.2 Lessons learned from work transitions

4.2.1 Simplification and flexibility of policies were related to the trust relationship between foundations and front-line public welfare organizations

Although foundations differed in their approach to flexibility and simplification of policy adjustments, in the in-depth interviews, almost all foundations said that the flexibility and simplicity of their policies are related to the trusting relationship with front-line NGO partners. Two reasons explained why they applied trust with front-line non-profit organizations as an evaluation criterion for the flexibility and simplified adjustment of funding policies. It is necessary to be more cautious about the boundaries of legal compliance. Second, during the adjustment period of flexible and simplified funding policies, foundations have generally raised the priority of risk control work, and trust with front-line non-profit organizations made an indicator of risk control.

4.2.2 Foundations with more flexible funding and cooperation policies before the pandemic have fewer policy changes under the normalization of pandemic prevention and control

Those foundations with more flexible funding policies before the epidemic did not change their funding policies much. It was not because they were unwilling to make changes, but in its past funding work, flexibility and simplification requirements have been the main funding concepts and principles. Therefore, there was no need to make special adjustments under the normalization of epidemic prevention and control. The first-line public welfare organizations receiving funding from these foundations also confirmed the above point of view in interviews.

The survey also revealed that foundations with more rigid management policies before the epidemic experienced more changes in their funding policies under the normalization of pandemic prevention and control. But it was mostly reactive, as tighter and more rigid funding policies tend to create greater challenges for partnerships and projects when faced with uncertain scenarios.

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4.2.3 Legal compliance made the prerequisite for foundations to adjust their funding policy flexibly and quickly

In a stage of normalization of pandemic prevention and control, almost all initiated flexible and rapid funding management by adopting online electronic operations, standardized procedures, first appropriation and then making up the contract procedures, a routine practice for emergency handling of funds in the event of a disaster or event. Although all foundations have emphasized that this approach has greatly improved the efficiency of funding, and the foundations have also reviewed the funding in a timely manner and checked the materials required by law, the foundations do face legal compliance risks.

Part V: Foundations' Response to New Issues under the Normalization of pandemic Prevention and Control

Although figuring out specific impacts of the pandemic on human society demands further efforts, many research conclusions have shown that COVID-19 is dramatically accelerating social inequality around the world, especially for low-income people and their communities. As a foundation industry committed to promoting social justice, what new social problems have been identified and what have been responded to in this crisis is what we will present in this section.

Identification of social issues in the nonprofit sector, including foundations, has been a difficult problem, as it requires not only rigorous methodologies, an understanding of social systems, but open data support. Although foundations sensitive to social issues have experienced the severe damage to people's lives brought about by the pandemic, in our in-depth interviews and investigations, their identification of new issues was mostly based on practical work and observational experience. Under the normalization of pandemic prevention and control, some front-line non-profit organizations have done some social surveys and analyses in the areas where they work, trying to learn more about the plight of the focus groups, but their findings are not

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universal. Both foundations and front-line non-profit organizations call for more researchers to cooperate and participate, so that the non-profit sector can gain a data-based and more scientific understanding of the huge impact of COVID-19 on society.

5.1 Have them identified and responded to new social issues?

In the questionnaire, we examined whether they have identified and responded to new problems under the normalization of pandemic prevention and control. Among the 119 foundations surveyed, 67 (56.3%) said they had identified new social issues and responded to them during the normalization of pandemic prevention and control. 33 (27.7%) expressed they identified new issues but did not respond, and 19 (16%) had identified no new social issues.

The above 33 foundations that identified new problems but did not respond said that the main reason for their failure to respond was that the identified problems were not in their work agenda (66.7%) and they were not sufficiently funded (24.2%), and the identified social problems have exceeded the execution capacity of non-profit organizations (21.2%). Some interviewed believed that social problems brought about by the pandemic were systemic, and it now becomes more clearly observed than ever that looking at social change from the perspective of a single organization is not enough, and cross-sectoral collaboration needs to be improved. However, the lack of a good cooperation mechanism in the current industry is the main reason preventing social organizations from effectively responding to social problems.

5.2 What new social issues has them identified?

We surveyed their identification of problems by focusing on the populations that were brought into focus by the new problems posed by COVID-19. We found that among the 119 foundations, 40.3% believed that the new problems were concentrated on medical staff, making the option with the highest proportion, followed by left-behind children (38.8%), the elderly (34.3%), migrant children (23.9%), the disabled (23.9%), rural women (13.4%), migrant workers (7.5%) and urban women (6.0%) , and others include primary and secondary school teachers, chronically ill patients, patients without regular access to medical services, gender minorities, and people living

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with HIV.

We also conducted in-depth interviews with 11 first-line non-profit organizations that cast spotlight on urban and rural community development, the disabled, gender minorities, young people and other groups to further understand the new plight of the people they serve. We saw impact of the pandemic on more specific groups: the closure and control of rural communities and the outage of logistics have resulted in the dead stock of agricultural products, greatly damaging the livelihood of farmers; mass unemployment was recorded in urban communities, especially in poorer and migrant workers ; when companies lay off employees, they would first layoff sexual minority employees. We also learned that when large-scale lockdown policies occurred in different cities, medical staff were shut out of the community and could not go home, truck drivers were blocked on highways, unable to obtain food and use toilets for a long time; people infected with COVID-19 are discriminated against in employment and in the community, driving them into endless despair. These field observations during the pandemic prevention and control period have allowed us to further understand the new social problems and challenges that have occurred in all corners of society.

In addition, in the in-depth interviews, the vast majority of foundations observed the severe impact of the pandemic on the social psychology in their practical work, and the more vulnerable groups were hit harder. Because of the quarantine, people feel a strong sense of isolation and loneliness, they are hit financially by shrinking incomes and job security, or they are mentally tortured by domestic violence or the inability to say goodbye to a lost loved one.

5.3 How have they responded to new issues?

5.3.1 Overview

Among the 67 (56.3%) foundations that identified and responded to new problems, 49 (73.1%) cooperated with front-line non-profit organizations, 36 (53.7%) launched their own projects to deal with new social problems, and 28 (41.8%) funded front-line non-profit organizations to deal with new problems.

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Foundations gave priority to cooperating with front-line organizations to carry out projects to deal with social problems, followed by carrying out projects on their own, while a smaller group of foundations funded front-line organizations to carry out projects, in line with the observation of the foundations and front-line non-profit organizations themselves.

5.3.2 Response through funding

Among the above 67 foundations that responded to social issues, 48 (71.6%) increased their funding amount, 13 (19.4%) did not increase their funding amount, and 6 (9%) reported no external funding.

It needs to be clarified that the increase in the amount of foundation funding presented by the above-mentioned questionnaire data does not mean that the increased amount flowed into front-line organizations. Through in-depth interviews, we also found that the foundations that responded to the question did not only provide funding to front-line charitable organizations. Among the 15 surveyed, 5 (33.3%) foundations' funding went to university research institutions, research-oriented foundations, subdistrict offices, and large regional hub organizations, some also participated in or supported the establishment of collaborative networks, and 10 (66.7%) provided the aforementioned funding as well as support first-line non-profit organizations.

In our in-depth interviews with 15 foundations, we focused on investigating the funding provided by foundations to front-line charitable organizations, and found that their funding methods are very diverse: some foundations have been committed to cultivating front-line practitioners and organizations for many years. In the normalization of the pandemic, they were in a mutual trust cooperation network to understand community needs in a timely manner and fund front-line organizations to respond; some foundations cooperate with hub organizations with rich local experience to fund Hubei and other regions. Front-line non-profit organizations find special funds, and responded immediately. Some carried out small grants from special funds in batches, and they use more flexible and concise funding tools to allocate funds to the community at the first time to respond to problems in a timely manner. A common experience was that most of the foundations provided small and periodic project funding to front-line non-profit organizations.

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It is worth mentioning that 2 foundations have been providing unrestricted funding to first-line non-profit organizations, and another 2 have provided more than 5 million grants to university research and research foundations, which is in line with their existing strategies.

5.3.3 They responded to the new issues caused by the pandemic from an industry perspective

We also looked at the types of activities that foundations were undertaking in response to new social problems. Of the 67 foundations that responded to the question, 43 (64.2%) provided services to address new issues, including both funding service organizations and providing their own services.

Some responded at the action level from the perspective of industry development. 26 (38.8%) established a work network to deal with the pandemic, and another 26 (38.8%), conducted researches, seminars during the period. 16 (23.9%) held training during this period to improve the ability of front-line organizations to respond to the pandemic.

5.3.4 Experiences and challenges learned in responding to new issues

In our in-depth interviews, we discussed with the 15 interviewed foundations the experiences they have learned in responding to new issues. Generally, during the normalization of pandemic prevention and control, foundations have responded to social issues in various ways and the following two aspects are worth mentioning: the importance of a community perspective and the importance of collaborative networks.

In the in-depth interview, some also called on the industry to pay attention to the impact of the pandemic and socio-economic and political factors on the foundation industry as a whole. Based on data analysis, we found that those interviewed regarded the impact of the normalization of pandemic prevention and control as a phase, and believed that online work and technical solutions could help deal with the impact of the pandemic on the implementation of funding.

However, according to domestic and foreign literature, many authoritative research institutions believe that the impact of the COVID-19 pandemic on the world is far-reaching. In the past year,

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most scientific studies have pointed to the social inequality exacerbated by the pandemic and its effects on vulnerable groups. However, we found that the current routine practice of foundations was to carry out funding within the original assessment framework of social issues. Some said that the systematic evaluation of social issues by foundations has always been a problem in the industry, mainly due to lack of data, weak research capabilities, and insufficient cooperation with research institutions. In addition, the complexity of social issues also made most focus their analysis on more specific action levels and ignore the understanding of structural issues.

Part VI Reshaping the relationship between foundations and front-line public welfare organizations under the normalization of pandemic prevention and control

We dissected the funding relationship under the normalization of pandemic prevention and control from three dimensions: the foundation's assessment of the impact of the pandemic on front-line non-profit organizations, the foundation's evaluation of the partnership with the front-line nonprofit organization, and the front-line non-profit organization's assessment of the partnership with foundations.

Overall, foundation's assessment of the impact of the pandemic on front-line non-profit organizations is in the middle. Both foundations and front-line organizations believed that the pandemic had caused many uncertainties in their work, and it was precisely this uncertainty enhanced the communication between the two parties, opened up more opportunities for collaborative problem-solving, and increased mutual trust and warmed the partnership. We found that foundations that had cooperated for a longer period of time and paid more attention to the institutional capabilities of front-line non-profit organizations had better trust and friendliness in their partnership than foundations without these characteristics. During the normalization of pandemic prevention and control, they were more willing to work with front-line non-profit

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organizations with better credibility by using more flexible, concise and fast funding methods.

6.1 Foundation's assessment of the impact of the pandemic on front-line non-profit organizations

49.4% of the organizations believed that the impact of the pandemic on work was moderate, and another 14.8% insisted that the pandemic had a huge impact, making it hard to sustain business, revealed a survey of 339 small and medium-sized executive nonprofit organizations in April 2021.

In the questionnaire survey, we collected and analyzed the evaluation data of the foundations on the impact of the pandemic on the front-line non-profit organizations. 44.5% of the foundations believed that the front-line organizations were moderately affected, which is basically the same as the self-assessment results of the above-mentioned non-profit organizations.

The 15 foundations that received in-depth interviews all said that the front-line charitable organizations they cooperated with did not shut down or lay off staff due to the pandemic, and their assessment of the impact of the pandemic on front-line charitable organizations was in the middle. Most of them also evaluated the administrative and human resource difficulties faced by their funding partners. As mentioned above, they have adopted more flexible and fast funding, increased unrestricted funds and human resources expenditure funds, adjusted project activities or postponed, etc. to help front-line non-profit organizations deal with the negative impact of the pandemic.

Some believed that different front-line charitable organizations were affected to different degrees by the pandemic. Compared with front-line charitable organizations funded by foundations, the most severely affected during the pandemic were social work organizations that implemented government-purchased service projects. Due to the strict and even rigid management system of such projects, social work organizations couldn't apply for adjustment funds under the impact of the pandemic.

Foundations' funding were more flexible and fast, and could respond to the difficulties faced by

front-line organizations in the first time.

6.2 Foundation's evaluation of partnership changes

We observed changes in partnerships through changes in the way foundations communicated with front-line nonprofit organizations. Among the 119 foundations, 97 (81.5%) indicated that the communication with front-line non-profit organizations during the normalization of pandemic prevention and control had improved, while 22 (18.5%) reported no changes in communication styles.

The 15 foundations interviewed all said that during pandemic prevention and control period, they better understood the difficulties faced by front-line public welfare partners, and did their best to provide assistance to their needs under the premise of compliance. During this process of cooperation, due to the many changes brought about by the pandemic, the funding officials took the initiative to conduct more communication and cooperation with front-line partners, and listened more to the observations and responses from the local perspective brought by frontline partners. That has promoted the foundation's understanding of frontline work and increased respect for indigenous knowledge during the normalization of the pandemic. It is also through such listening and frequent interactions that a more trusting and friendly relationship has been established between foundations and front-line partners..

6.3 Evaluation of first-line non-profit organizations on changes in partnership

In general, the 11 first-line non-profit organizations that participated made positive comments on the changes in the funding relationship during this period. They all believed that the pandemic has made more communication between them and the foundation, who understood their plight in the pandemic, and tried to meet their needs in terms of flexibility in funding cooperation, which promoted the foundation's understanding of frontline work and increased respect for indigenous knowledge. It was also through such listening and frequent interactions that a more trusting and friendly relationship has been established.

Part VII Experiences learned and challenges faced by foundations under the normalization of pandemic prevention and control

In the aforementioned analysis, we mainly dissected work changes, responses to new issues, partnerships with front-line non-profit organizations, and relationship remodeling during this period from the perspective of the impact of the normalization of pandemic prevention and control on the foundation and its response. In this section, we made a comprehensive summary, hoping to summarize the experience and challenges from the foundation's actions, so as to provide the corresponding empirical knowledge for future actions.

We concluded the following lessons from the analysis of the foundations' work transformation during the normalization of the pandemic:

- Foundations could make funding decisions and give grants quickly, which has also prompted them to reflect on the bureaucracy brought about by the granting process of multiple rounds of approvals and hierarchical decision-making. The experience of most foundations shows that the secretariat team's practical grant evaluation could speed up the decision-making process of the board, and the board's reasonable delegation of powers to the secretariat makes a key element in accelerating grants.
- Simplify the funding process is likely, which also prompts foundations to rethink obtaining necessary and key information in the funding decision-making and grant management process. The rapid funding experience under the normalization of pandemic prevention and control shows that foundations only require the most important information from front-line organizations, which not only allows the foundation to focus more on the key information in the funding work, but enables both parties to allocate more time to core work

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- A common practice for foundations to speed up funding under normalized pandemic prevention and control is to first allocate funds quickly and then submit relevant invoices and contract vouchers. Foundations believe that if this is a universal and continuous experience, the industry should summarize experience and conduct policy advocacy, strive for legal and policy space, and ensure that foundations can fund more flexibly and quickly.
- The experience during this period made the foundations fully aware of the importance of funding and capacity building for grass-roots community organizations. Operational experience shows that: under the normalization of pandemic prevention and control, some have achieved remarkable results in small-scale funding to grass-roots community organizations or self-governing mass organizations. The flexibility and non-hierarchical operation of such organizations enable them to respond quickly at the community level in uncertain situations and use indigenous experiences to mobilize communities to respond to issues. Ignoring the importance of the cultivation of community organizations at the grassroots level and the community, even simple material assistance and distribution will bring forth great challenges. As a result, public welfare donations will naturally flow to government-run social organizations with smoother channels.
- Faced with the normalization of pandemic prevention and control, foundations' digital transformation has obviously gained momentum for further development. Some have digitally developed and applied funding management, and some foundations are cooperating to develop online courses more suitable for public welfare work, aiming to improve the capabilities of front-line public welfare organizations through online education. Digital transformation has also accelerated the communication and cooperation between foundations and front-line non-profit organizations, allowing them to gain more opportunities for communication and interaction, which potentially promotes mutual trust. Some non-profit organizations have begun to cooperate with

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foundations to conduct joint fundraising through the Internet to cope with the pressure of fundraising.

Challenges faced by foundations under the normalization of pandemic prevention and control:

- Under the normalization of the pandemic control, most foundations did continued including excessive pursuit of quantitative benefits, their innovation and positive transformation in flexible, concise and rapid funding, as constrained by two reasons: one is that flexible and innovative funding practices are constrained by the regulatory agencies' rating indicators for foundations and relevant laws and regulations; the other is the conventional ideas held by foundations, including excessive pursuit of quantitative benefits, distrust of the capabilities of front-line public welfare organizations, as well as unequal funding and cooperation relationships, all hinder innovative and positive funding changes;
- The economic recession brought about by the pandemic has begun to affect the foundation industry, especially corporate foundations. Although foundations cannot currently accurately predict the impact of the pandemic on donation income, the donation income of some foundations in 2021 has already begun to decline. Whether it is a foundation or a first-line public welfare organization, everyone believes that it will have an impact on the entire public welfare ecosystem;
- Although foundations were aware of the long-term impact of the pandemic, they only valued the short-term impact in its practical work, and mainly made adjustments to its transactional work, and did not re-evaluate the systemic and structural changes in the issues brought about by the pandemic. This has always been one of the challenges facing the non-profit industry, but the pandemic has made it even more prominent. Lack of systemic thinking, shortage of literature and data, and poor research capabilities were the main causes for those challenges considered by the foundations ;

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- The pandemic and normalized prevention and control have shaken foundations' plans and strategies. That surely brought challenges to the continuous advancement of their mission, strategic goals, and stable cooperative relations;
- The problem of collaborative network, a long-lasting challenge, lies in "how to sustain" rather than "needing or not". Most foundations underlined the essential role of experience sharing and resource coordination in collaborative networks, but in terms of loose network partnerships, how to achieve a balance between independence and mutual support, and contribute resources and share resources at the consensus level are the real challenges faced.

Conclusion

Both the virus and prevention and control policies have had a far-reaching impact on the public, over the past two years. Exposed to the dual challenges of reduced donations and increased social needs, Chinese foundations should examine their role in social development and the social space they carry out actions. The task is formidable, but we still see their efforts in the crisis: they endeavored to provide funding and cooperation as flexibly and efficiently as possible, lent a hand to front-line non-profit organizations to cope with the difficulties, were committed to promoting more equitable and respectful partnerships, and joined the army of addressing social problems through grants and donations within their means, despite the risk of donation reduction. With this research, we hope to provide some preliminary and basic knowledge, so that non-profit practitioners and supporters can learn about the transformation of foundation practice amid the pandemic.

Normalized pandemic prevention and control implies that the crisis by the pandemic will continue

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to disturb our lives and work, and pushes the crisis of structural inequality to the forefront. It may be hard for each foundation to pursue or even consider deeper social changes in dealing with the difficult situation brought about by the pandemic, but we still hope that findings of this survey show them a bright future and energize them to advance possible actions.