



李良玉教授与其博士生

文丛

Liliangyu Jiaoshou Yu Qi Boshisheng Wencong

江苏当代消防事业研究

Jiangsu

Dangdai

Xiaofang

Shiye

Yanjiu

白 纯 著

合肥工业大学出版社

中国农村经济体制改革

中国农村经济体制改革研究

作者：[作者姓名] 出版社：[出版社名称]

ISBN: [ISBN号]

定价：[定价]

李良玉教授与其博士生文丛

江苏当代消防事业研究

Jiangsu Dangdai Xiaofang Shiye Yanjiu

白 纯 著

合肥工业大学出版社

图书在版编目（CIP）数据

江苏当代消防事业研究/白纯著. —合肥：合肥工业大学出版社，2007.9

(李良玉教授与其博士生文丛)

ISBN 978-7-81093-612-5

I. 江… II. 白… III. 消防—工作—研究—江苏省 IV. D631.6

中国版本图书馆 CIP 数据核字（2007）第 141784 号

江苏当代消防事业研究

白 纯 著

责任编辑 朱移山

出 版	合肥工业大学出版社	版 次	2007 年 9 月第 1 版
地 址	合肥市屯溪路 193 号	印 次	2007 年 9 月第 1 次印刷
邮 编	230009	开 本	710 × 1000 1/16
电 话	总编室：0551-2903038 发行部：0551-2903198	印 张	20
网 址	www.hfutpress.com.cn	字 数	380 千字
E-mail	press@hfutpress.com.cn	发 行	全国新华书店
		印 刷	合肥现代印务有限公司

ISBN 978-7-81093-612-5 定价：26.00 元

如果有影响阅读的印装质量问题，请与出版社发行部联系调换



白纯,女,1969年6月生,浙江海宁人。1991年毕业于南京大学历史系,2007年获南京大学历史学博士学位,现为南京市消防支队中校参谋。主要研究方向为中国当代史、社会史。在《民国档案》、《江苏大学学报》等刊物发表《苏南土改中的划分阶级成分和反封建问题》等多篇学术论文。

第一批书目：

李良玉历史研究与教育文选	李良玉
20世纪中国婚姻制度研究	肖爱树
当代中国博士生教育研究	徐希元
中国农业合作化运动研究	叶扬兵
当代中国人口政策研究	汤兆云
大跃进时期乡村政治的典型	
——河南嵖岈山卫星人民公社研究	贾艳敏
当代中国宪法论	李 宁

第二批书目：

苏南土地改革研究	莫宏伟
《红楼梦》的当代命运	陈 辉
孙中山与吕运亨比较研究	(韩国)李京来
壮族地区土司制度与改土归流研究	黄家信
现代知识群体的话语转型(1949~1959)	
	李 刚

思想、制度与社会转轨

——中国当代史新论

李良玉主编

第三批书目：

广西新民团研究(1930—1940)	刘文俊
集体化与东邵瞳村经济社会变迁	钟 霞
扬州文化与旅游研究	陈肖静
李良玉史学文选	李良玉
◆江苏当代消防事业研究	白 纯

总 序

“李良玉教授及其博士生学术文丛”原由知识产权出版社出版。从现在起，这套文集将由合肥工业大学出版社陆续出版。为了既体现丛书的连续性，又显示新一家出版社的气象，丛书改名为“李良玉教授与其博士生文丛”。

2005年8月至2006年8月，在知识产权出版社领导的大力支持下，特别是在副总编辑王润阁先生和编辑牛洁颖女士的直接主持下，共有《李良玉历史研究与教育文选》和我的5位学生的博士论文出版，还有一位学生的博士论文目前已经修改完毕，即将交付审阅。我衷心感谢所有关心和参与这套丛书的朋友们的远见卓识和辛勤劳动，也特别珍惜和他们相处过程中所获得的真诚。记得我在给牛洁颖的一封电子邮件中说过：“人文社会科学的东西，仁者见仁、智者见智而已。我很欢迎和你推心置腹地讨论问题，目标是一致的，就是把书出好；立场是一致的，就是以诚相见；我想效果自然也是可以预见的，就是互相更加信任，友谊愈笃。”这段文字代表了我们的共识。

1999年，南京大学通过有关程序确认我具备博士生导师资格，次年一起我开始招收学生。假如按今天官本位条件下博导的实际社会地位、声誉及其所承担的职责等多项指标来衡量，成为博士生导师或许并非幸事。然而，我仍然感谢学校领导、研究生院和所有参加评审工作的校内校外专家，他们给了我一份可能，如同我在第一届学生答辩的时候所说：“使我有机会获得培养青年、提携才俊的创造性工作的快乐”。它来源于教育的诚实、神奇和自我满足。

把我指导的学生的论文结集出版博士论文丛书，是我招收博士生伊始就定下来的努力方向，也是一开始就向同学们提出来的目标。这是一个艰难的目标。现在，这套丛书已经拥有13种著作，预计今后一两年内将达到20多种的规模。假如有人问我，丛书的价值何在？我依然回答：任何著作一经出版，对它的评判权从来就不属于作者。只有读者和时间的检验，才能最终决定其命运。

除了我的书以外，这套丛书的著作，多是我的学生的博士论文。读他们的书，能读到一些锐气，自然也会有一些幼稚。同学们努力学习的风范是值



得夸奖的，从这个角度上说，丛书为了解当前博士生教育提供了一例个案，不论这一个案有没有价值。

回顾招收博士生以来的教书生活，我从内心深处感激我的学生。无论来自何方、年龄大小、从事过什么工作，他们为了读书求知的共同目标走到一起来了。我们坦诚相处，教学相长，虽然也会有艰难或者隔阂，但毕竟能够获得一些理解与成长的经验。我始终认为，生活的本质在于真实。基于这样的理念，我曾对同学说过，追求真实而不追求虚伪，追求幸福而不追求痛苦，追求理解而不追求怨恨。博士生的学习生活是一种知识、道德和能力的全面提高过程，它既是学生的提高过程，也是老师的提高过程。对于我们每个人来说，都是由日常生活的点点滴滴所积累起来的进步。

在同学们的身上，我们能够感受到新时代学术的朝气。尽管他们各自人生阅历、知识背景、生活目标不尽相同，但是读书生活却给了他们以同样的学术传统、学术理念、学术规范与方法的熏陶。在这里，我个人的能量是有限的。不过，我们拥有传统人文的深厚资源、外来学术的精彩信息和百年老校的丰富积淀。它们浩如大海，蔚为壮观。也许，现代与传统的衔接，师道与学统的交汇，个人与时代的融合，才是他们不断自我觉悟，自我更新，自我发展的内在精神动力。

博士论文，是博士生学习的主要成果，也是当代学术进步的重要标志之一。引导同学完成博士论文的过程，是师生之间知识交流、思想交流、情感交流的完整过程。对老师来说，同学的敏锐、勤奋与活力，是那么的宝贵；对于同学来说，每一类学术题材的发现，每一种学术思路的开拓，每一个细节问题的解决，都会带来学问启蒙和心灵震撼的作用，甚至包括对人生意义的新认识。近20多年来，有相当多的博士论文开辟了各自学术领域的新境界。它告诉我们，博士论文质量的根本标志，是按照学术规范研究解决问题所达到的水平，或者说，是解决问题的难度及其所包含的开拓性成就。有鉴于此，我们才应该把博士论文看作是一种文化创造，一种当下社会和时代应当能够留下来的精神产品。要求所有博士论文都达到这样的水平也许很难，但是，提出这样的要求是必要的，鼓励每一位博士生向这样的目标努力前进也是有意义的。

是为序。

李良玉

2007年1月23日于南京大学港龙园



摘 要

消防事业涉及一个国家的公共安全问题,是保障国家社会安全稳定的重要条件,当前学术界还缺乏对该领域的系统研究。本论文以当代江苏消防事业为题,通过一个地域性的个案研究,叙述其在几十年现代化及城市化过程中的发展脉络,剖析经济社会发展对消防事业的合理需要及消防事业的重要作用,揭示消防运作过程中国家与社会的各自角色与其互动关系,第一次从学术的角度对该领域进行了探索。论文充分利用第一手的消防档案资料,力图能够科学准确地总结江苏消防事业多年的经验,尽量为当代江苏消防事业的未来发展提供一些借鉴与对策。

论文共分9章,论文的前两章是全篇的铺垫。第一章简要阐述了中国传统社会的防灾理念。在人类社会初期,火灾所造成的危害使人们恐惧火灾,崇拜火神,并把火灾的发生原因归结于“天”,出现了灾害天谴论。认为在天灾发生的背后,必有人事的失常才使得上天震怒,因而,历朝历代的皇帝在火灾发生后纷纷颁发“罪己诏”自谴以告天下。随着科学技术的进步,人们逐渐认识到火灾是可以预防的,也是可以扑救的,因而古代很早就出现了一些预防火灾的思想与法规,并有专门管理用火的官员,灭火技术也有初步的发展。在中国古代,担任灭火工作的主要是军队,但也出现了专业的灭火队伍,如宋代在“军巡铺”基础上诞生的专业城市消防队以及后来的“潜火军”、清朝的“八旗火班”等都是官方的消防组织,同时也出现了一些民间救火组织,如水铺、冷铺、水社、潜火义社、救火会、救火局等。

第二章重点介绍了民国时期江苏的消防组织。民国时期江苏官办消防组织与民办消防组织并存,官办消防组织称消防警察,隶属于警察厅,已初步形成了一定管理程序。但民国时期官办消防组织经费紧张,装备落后,无法满足救火需要,因而民间消防组织发展较快,而且相对于官办消防组织而言,经费较为充足,装备也较为先进,对江苏的消防事业作出了较大的贡献。

论文从第三章开始对江苏当代消防事业进行了详细的分析研究。

第三章概述了江苏当代消防事业的历程。从1950年至1965年为江苏消防事业的起步阶段,这一阶段在消防机构建立、消防管理、城市消防规划等方面都取得了一些成绩。但“文革”期间,江苏消防事业受到了极大的冲击,基本处于瘫痪状态,到“文革”后期才逐步得到恢复。十一届三中全会以后,随着经济的发展,江苏消防事业也得到了快速发展,并逐步走上了规范化、现代化、法制化的轨道。但是与经济发展速度相比,消防事业的发展明显



滞后。

第四章至第九章分别对当代江苏的消防组织、消防队伍、消防法制、消防监督管理、消防产品装备及经费来源等方面进行了具体的考察。

江苏消防体制包括由公安消防、专职消防和群众性义务消防队伍组成。公安消防组织经过组建时期、职业制发展时期、兵役制时期和现役制时期的发展,已形成了一支机构完善、管理严格、装备较为先进、防灾能力较强的队伍。但是随着全省经济社会发展的迅速,对付各种火灾事故的应急能力已处于“超负荷”运行状态。在这种形势下,义务消防队、专职消防队等群众性消防组织发展较快,尤其是苏南等经济较为发达的地区,在地方经济和社会各界的扶持下,乡镇专职消防组织得到了飞速的发展,走在了全国前列。这些地方消防组织成为公安消防队伍的有力补充。

改革开放以后,中国经济呈现飞速增长的趋势,特别是近十几年的经济建设,中国的国力得到了大幅度增强,而江苏省更是走在全国经济发展的前列。与此同时,随着改革的不断深入,企业的经营机制和政府的职能都发生了很大的变化,如何加强消防法制建设,把全社会的消防行为纳入法制的轨道,成为一项重要工作。针对江苏省的特殊情况,1995年,江苏省政府制定颁布了《江苏省消防条例》。该条例的颁布施行,不仅使江苏省在《中华人民共和国消防法》出台前的3年中有法可依,而且也成为《消防法》出台后的重要补充。《条例》颁布以后,地方各级政府对消防工作更加重视,社会消防守法意识也得到提高。《条例》还规范了消防执法人员的执法行为,加大了对违法行为的处罚力度,使火灾事故的处理能力也得到加强。

提高一个地区的消防水平,消防监督管理是否到位非常重要。消防监督管理分为防火检查、消防宣传教育、建筑审核与验收、火灾的调查与处理等工作。在消防工作上,江苏省南北及城乡差异较大,根据各地区和城乡之间的不同特点,消防监督管理工作也有不同侧重点。在城市中主要对高层建筑、地下建筑、古建筑、公众聚集场所、老城区等重点区域加强消防监督管理,而在农村主要加强对乡镇企业的监督管理,针对苏南小城镇迅速发展的趋势,加强村镇消防基础设施的建设,并利用地方力量,提高农村自救能力。

消防产品装备是消防现代化的关键,而是否有充足的经费又是关键所在。经过几十年的发展,江苏消防产品装备有了较大改进,有了各类先进的消防车辆、防护装备,消防总队及各个支队也设置了先进的通信装备,消防能力明显提高。但是,由于经费的限制,消防产品装备与经济发展仍有不协调之处。

以上六章重点提出了以下四个问题:

一、继续大力发展民间消防组织。目前我国的消防安全保障体系,主要由公安消防队伍、专职消防队伍和群众性义务消防队伍组成,并以公安消防



队伍为主，专职消防队伍为骨干，群众性义务消防队伍为基础。这三支队伍的紧密结合，形成了具有中国特色的消防体系。随着经济建设的发展，消防保卫任务越来越繁重，而目前国家又不可能拿出更多的经费和编制来增加公安消防队伍，因而应该大力发展民间消防组织。

二、继续完善消防法制建设。由于消防法制建设起步较晚，存在着法制意识淡薄、执法程序不规范等问题。公安消防机构不可避免地存在着某些腐败因素，因而应通过制定完备的规章制度，制约腐败的发生。

三、进一步提高群众的消防意识。经过几十年的努力，江苏消防管理初步形成了制度，但是存在着南北差异与城乡差别，消防宣传还有走过场的现象，群众消防意识仍然淡薄，各类火灾隐患还在威胁着社会的安全。

四、继续加大消防经费投入，改进消防设备。随着江苏经济的飞速发展，江苏省政府对消防工作越来越重视，消防经费逐年增多、消防装备逐步先进，但是从总体来看，经费仍然不足，消防装备不能满足救灾需要，消防人员仍然不足，这些都有待于继续努力。

关键词：江苏 当代 消防



ABSTRACT

Fire protection cause involves public security of a country and is essential to security and social stability of a country. At present, academic circle fails to make a systematic research on fire protection cause. With modern fire protection cause of Jiangsu province as the subject and by making a case study, this dissertation narrates development history of fire protection cause during the process of modernization and urbanization, analyses reasonable need of economic and social development for fire protection cause as well as important role played by fire protection cause, unfolds role played by a country and society in developing fire protection cause and their interaction relations, and explores fire protection cause from an academic angle for the first time. This dissertation takes full advantage of the first - hand fire protection information in an attempt to summarize fire protection experience of Jiangsu province in a scientific and accurate manner, and provide some reference and measures for future development of fire protection cause of Jiangsu province.

This dissertation is divided into nine chapters. The first two chapters lay a foundation for the whole dissertation. Chapter One expounds disaster - prevention ideas in Chinese traditional society. In the early days of human society, damage caused by fire hazard made people fear fire hazard, worship god of fire and attribute cause for fire hazard to "heaven's warning"; theory of heaven's warning of disaster appeared; people believe that heaven was furious about human crimes and warned human beings with natural disasters. Therefore, emperors in almost every dynasty would lay the blame on themselves by publishing imperial rescript on emperor's own blame after fire hazard took place. With the progress in science and technology, people are becoming aware that fire can be controlled and people can rush to save life and property from fire. Some ideas and laws and regulations on fire control formed in ancient times; professional fire management officials were available and fire - fighting technology developed in those days. Military troops were responsible for fire fighting in ancient times, but profession fire brigade was also available. For example, professional urban fire brigade was founded on the basis of "military patrol team" in the Song Dynasty; later on, fire control troop was founded. "Eight - Banners Fire brigade" founded in the Qing Dynasty was an official fire brigade; in those days, civilian - run fire brigades were also founded, such as water shop, cold shop, water agency, fire - fighting agency, fire - fighting committee and fire - fighting bureau.



Chapter Two introduces fire brigades during the period of Republic of China. Government – run and civilian – run fire brigades coexisted during the period of Republic of China. Government – run fire brigade was called fire – fighting police and affiliated to Police Department; in those days, fire – fighting management procedure had been formulated. However, government – run fire brigade fell short of capital and was poorly equipped, and therefore couldn't meet fire – fighting need. Civilian – run fire brigades developed quickly in those days. Civilian – run fire brigades had more adequate capital, more advanced equipment and contributed more to fire protection cause of Jiangsu province than government – run fire brigades did in those days.

Chapter three and the following chapters make a systematic research on modern fire protection cause of Jiangsu province.

Chapter Three summarizes history of fire protection cause of Jiangsu province. 1950 to 1965 is the start – up stage for fire protection cause of Jiangsu province, during which Jiangsu province has achieved a lot in founding fire protection departments, managing fire protection cause and planning urban fire protection cause. However, during the Cultural Revolution, fire protection cause of Jiangsu province had been greatly impacted and was put in a state of paralysis. During later period of Cultural Revolution, fire protection cause of Jiangsu province was recovered. Since the Third Session of the Eleventh Central Committee of the Communist Party of China, with economic development, fire protection cause of Jiangsu province has developed rapidly and gradually been on track to become standardized, modernized and legalized. However, development of fire protection cause still lags behind economic development.

Chapter Four to Chapter Nine review fire protection departments, fire protection team, fire protection mechanism, fire protection supervision and management, fire fighting apparatus and source of fire protection expenditure of Jiangsu province.

Fire brigades of Jiangsu province is composed of public security fire brigade, professional fire brigade and voluntary fire brigade. Having experienced development during founding period, occupational system period, military service system period and active service period, a fire brigade with improved organization, strict management, advanced equipment and stronger fighting strength has taken shape. However, as far as social development of Jiangsu province is concerned, fighting strength is still far from enough and public security fire brigade has been overloaded to react in fire hazard emergency. Under this situation, civilian – run fire brigades including voluntary fire brigade and professional fire brigade develops quickly, especially those in such developed areas as southern Jiangsu province. With the support of local economy, professional fire brigades in towns have achieved rapid development; these



towns have taken the lead in founding civilian – run fire brigades; these civilian – run fire brigades have become important supplement of public security fire brigades of Jiangsu province.

China's economy had been growing fast since the reform and opening up. After decades of economic construction, China's national power has been increasing, especially economic strength of Jiangsu province. Meantime, with the deepening of the reform, great change in business mechanism of enterprises and functions of governments has taken place. It is an important task to study how to enhance construction of legal system on fire protection and bring social fire protection conduct within the orbit of legal system. According to its characteristics, Jiangsu province has formulated Fire Control Regulation of Jiangsu Province in 1995, which makes fire protection cause have regulation to go by during three years before Fire Control Law of the People's Republic of China was promulgated, and has become a powerful supplement of Fire Control Law of the People's Republic of China. After the Regulation was promulgated, local governments are attaching greater importance to fire protection cause and people's law – abiding awareness of fire control are being intensified. The Regulation also specifies law execution conduct of fire brigade and increases penalty for conducts that violate laws and regulations on fire control. Handling ability of fire hazard is thus enhanced.

To ensure fire control security of a region, it is quite important to supervise and manage fire control of the region. Supervision and management of fire control include fire control inspection, fire control publicity and education, building auditing and inspection, and investigation and handling of fire hazard. There is a big difference between South China and North China, and between urban and rural area; there is a different emphasis on supervision and management of fire control as urban and rural area has different characteristics. For urban area, supervision and management emphasis of fire control should be placed on key places including high – rise buildings, underground buildings, ancient buildings, public meeting places and old urban areas; for rural area, supervision and management emphasis of fire control should be placed on township enterprises. As small towns of Southern Jiangsu province develop quickly, so efforts should be made to enhance construction of fire fighting infrastructure in towns, and make use of local strength to enhance self – fire – fighting ability of rural areas.

Fire fighting apparatus is the key to modernization of fire control while sufficient expenditure on fire control is the key to fire fighting apparatus. After decades of development, fire fighting apparatus of Jiangsu province has improved. There are various kinds of advanced fire fighting vehicles and fire protection equipment. Fire Bri-



gade of Jiangsu Province has been equipped with advanced communication equipment and its fire fighting strength has increased greatly. However, as fire brigade still falls short of expenditure on fire control, so fire fighting apparatus is far from meeting the need for economic development.

Chapter Four to Chapter Nine mainly puts forwards four problems:

I. Great efforts should be made to found civilian - run fire brigades. At present, fire - fighting security assurance system is mainly composed of public security fire brigade, professional fire brigade and voluntary fire brigade, with public security fire brigade as the main force, professional fire brigade as the backbone, and voluntary fire brigade as the basis. Close combination of these three fire brigades has formed fire - fighting security assurance system with Chinese characteristics. With the development of economic construction, fire - fighting task is becoming heavier and heavier while it is impossible for our country to spend more money in staffing more fire brigades, so public security fire brigade has been overloaded to react in fire hazard emergency. Therefore, great efforts should be made to found civilian - run fire brigades.

II. Construction of laws and regulations on fire protection needs enhancing. As laws and regulations on fire protection were formulated quite late, there are problems with fire protection including weak awareness of legal system and unregulated legal procedure. Power corruption phenomenon exists in public security fire - fighting departments as administrative departments. Therefore, great efforts should be made to formulate perfect laws and regulations on fire protection so as to prevent corruption from happening.

III. People's awareness of fire protection needs intensifying. After several decades of efforts, a set of standardized procedure for supervision and management of fire protection has formed, but there is a difference between South China and North China, and between urban and rural area; sometimes a gesture is made to give the impression of publicizing fire protection; people have a weak awareness of fire protection; various kinds of hidden fire hazards are posing a danger to social security.

IV. Expenditure on fire protection needs increasing and fire - fighting apparatus need improving. With rapid economic development of Jiangsu province, people's government of Jiangsu province is attaching greater importance to fire protection, and increasing expenditure on fire protection and improving fire fighting apparatus. On the whole, we still fall short of expenditure on fire protection; fire fighting apparatus can't meet the need for fire fighting; number of fire fighters is severely insufficient; great efforts should be made to solve these problems.

Key words: Jiangsu province, modern, fire protection





目 录

总 序	1
导 言	1
第一章 传统时代的防灾理念与防火措施	8
一、防灾理念	8
二、防火措施	11
第二章 民国时期消防事业回顾	25
一、官办消防组织	25
二、民办消防组织	29
三、抗战后的南京救火会	35
第三章 当代消防事业历程	48
一、消防事业的起步	48
二、“文革”的冲击及“文革”后的恢复	53
三、20 世纪 80 年代的逐步规范化	61
四、20 世纪 90 年代以来的全面发展	69
第四章 消防组织	78
一、公安消防	78
二、地方义务和专职消防	84
三、消防协会	108
四、其他消防组织	111



第五章 消防队伍建设	119
一、干部来源	119
二、管理	123
三、训练	134
四、教育培训	146
五、工资待遇	151
第六章 消防法制建设	156
一、国家消防条例的贯彻	156
二、《江苏省消防条例》的制定	159
三、对《江苏省消防条例》的贯彻	169
四、消防执法	172
第七章 消防监督实施方法	179
一、防火检查	179
二、消防宣传教育	197
三、火灾调查统计与处理	205
第八章 城乡消防管理	211
一、对城市的消防监督管理	211
二、对农村的消防监督管理	231
第九章 消防产品装备与经费	242
一、消防产品	242
二、消防装备	250
三、消防经费	274
结论：当前江苏省消防事业面临的问题与解决方法	290
参考文献	297
后 记	307

