

## SOCIOEDUCATIONAL NEEDS FOR CHILDREN IN BILBAO: A CROSS LOOK FROM THE TERRITORY

### NECESIDADES SOCIOEDUCATIVAS DE LA INFANCIA EN BILBAO: UNA MIRADA TRANSVERSAL DESDE EL TERRITORIO NECESSIDADES SOCIO-EDUCATIVAS DA INFÂNCIA EM BILBAO: UMA MIRADA TRANSVERSAL DESDE O TERRITÓRIO

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<p><b>KEYWORDS:</b> Children and families at risk and vulnerability mapping socio-educational intervention network work</p>	<p><b>ABSTRACT:</b> The presented paper is part of a larger project that has developed three studies on the situation of the program Caixa ProChildhood - CPI in the ten territories where it was implemented: the first on child poverty mapping in each of the cities or territories, its relationship with public resources as well as the presence and intensity of CPI; the second about the perception of the CPI impact on families, children and professionals' programs; and the third, 3 depth cases of study at every city on the program perception and impact. This paper's main goal is to present the process of research carried out in the first mapping study of child poverty in Bilbao which starting from the analysis of the demographic and social data of the city, proposes the application of the principles set out in international and regional policies adjusting them to the local situation. The study is developed using a quantitative methodology based on secondary sources, with the aim of developing a descriptive report of CPI programme entities situation in Bilbao, contextualizing its work to the social situation of the city and in relation to the services offered by the public administration, and mainly by the City Council of Bilbao. The district is used as a territorial unit of analysis and subsequent intervention, in order to assess the risk level. In addition, it progresses in the subsequent decisions based on this analysis of reality, creating a selection criteria or ranking of priority territories and launching collaborative community work and network-based pilot projects. It is concluded improvement and innovation processes in this field necessarily require a systematic and contextual evaluation with greater participation and networking.</p>
<p><b>PALABRAS CLAVE:</b> infancia y familia en riesgo y vulnerabilidad mapeo intervención socioeducativa trabajo en red</p>	<p><b>RESUMEN:</b> El estudio que se presenta forma parte de un proyecto más amplio que cuenta con tres estudios desarrollados sobre la situación del programa Caixa ProInfancia (CPI) en los diez territorios donde se encuentra implantado: el primero sobre el mapeo de la pobreza infantil en cada una de las ciudades o territorios, su relación con los recursos públicos así como la presencia e intensidad de CPI; el segundo, de percepción de impacto del Programa CPI por familias, menores y profesionales; y el tercero, sobre el estudio de 3 casos en profundidad por cada ciudad sobre la percepción y el impacto del Programa. El objetivo principal de este artículo es presentar el proceso de investigación realizado en el</p>

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	<p>primer estudio de mapeo de la pobreza infantil en una de las ciudades o territorios, Bilbao, en donde a partir del análisis de los datos demográficos y sociales de la ciudad, se propone la aplicación de los principios señalados en las políticas internacionales y regionales ajustándolos a la situación local. El estudio se desarrolla utilizando una metodología cuantitativa basada en fuentes secundarias, con el objetivo de elaborar un informe descriptivo de la situación de la red de entidades del programa CPI en la ciudad de Bilbao, contextualizando su labor a la situación social de la ciudad y presentándola en diálogo con la red de servicios ofrecidos por la administración pública, y más específicamente, por el Ayuntamiento de Bilbao. El barrio es utilizado como unidad territorial de análisis y de posterior intervención, realizándose valoraciones del nivel de riesgo. Además, avanza en la toma de decisiones posteriores a partir de este análisis de la realidad, con el establecimiento de unos criterios de selección o jerarquización de territorios prioritarios y la puesta en marcha de proyectos pilotos basados en el trabajo colaborativo, comunitario y en red. Se concluye que los procesos de mejora e innovación en esta materia requieren, necesariamente, de una evaluación sistemática y contextualizada con una mayor participación y trabajo en red.</p>
<p><b>PALAVRAS-CHAVE:</b> Infancia e família em risco e vulnerabilidade mapeio intervenção socioeducativa trabalho em rede</p>	<p><b>RESUMO:</b> O presente estudo forma parte de um projeto mais amplo que conta com três estudos desenvolvidos sobre a situação do programa Caixa ProInfância (CPI) nos dez territórios onde se encontra implantado: o primeiro sobre o mapa da pobreza infantil em cada uma das cidades ou territórios, sua relação com os recursos públicos assim como a presença e intensidade do CPI; o segundo, da percepção de impacto do Programa CPI por famílias, menores e profissionais; e o terceiro, sobre o estudo de 3 casos em profundidade por cada cidade sobre a percepção e o impacto do Programa. O objetivo principal deste artigo é apresentar o processo de pesquisa realizado no primeiro estudo de mapeio da pobreza infantil em uma das cidades ou territórios, Bilbao, onde a partir da análise dos dados demográficos e sociais da cidade, se propõe a aplicação dos princípios identificados nas políticas internacionais e regionais ajustando a situação local. O estudo se desenvolve utilizando uma metodologia quantitativa baseada em fontes secundárias, com o objetivo de elaborar um informe descriptivo da situação da rede de entidades do programa CPI na cidade de Bilbao, contextualizando seu labor a situação social da cidade e apresentando-a em diálogo com a rede de serviços oferecidos pela administração pública, e mais especificamente, pela prefeitura de Bilbao. O bairro é utilizado como unidade territorial de análise e de posterior intervenção, realizando avaliações do nível de risco. Ademais, avança na tomada de decisões posteriores a partir desta análise da realidade, com o estabelecimento de uns critérios de seleção, hierarquia de territórios prioritários e a posta em marcha de projetos pilotos baseados no trabalho colaborativo, comunitário e em rede. Se conclui que os processos de melhoria e inovação nesta matéria requerem, necessariamente, de uma avaliação sistemática e contextualizada com uma maior participação e trabalho em rede.</p>

## 1 Introduction

In recent decades, the study of vulnerability and risk of poverty among the general population and specifically among children has evolved into the macro-social using primarily quantitative methodologies. A huge increase in comparative studies at international and European level developed by agencies such as Eurostat, OECD, UNDP or UNESCO and also by non-governmental organizations of recognized prestige such as ICRC, Oxfam, Save the Children or Unicef is shown. In addition, there is a greater consensus on the definition and measurement of the phenomenon, with indicators that allow us an approach to the status of the issue in several countries. Starting from there, some political lines and strategic action plans of the matter can be developed. Given its socio-educational intervention in the field and professionals that develop it, these global studies constitute the fundamental basis of their work but also require a contextualization in the area where the action will take place. As to say, along with the general marco vision, an “in cascade” vision approaching the mi-

cro is essential and also where research methodologies are gradually adapting to these contexts. In many cases, it begins with quantitative studies, and as they approach to closest contexts, qualitative and participatory methods come along at the point where the investigation becomes a citizenship tool with equity and social inclusion (Cabrera, 2010; Melendro, 2014; Santibáñez, Fonseca, González de Audikana & Fernández de Liger, 2013).

Children protection is an unquestionable value in today's societies. It is within the framework of values and the social ideology of welfare, ensuring the full development of Human Rights and Children's Rights. No fully democratic and advanced society can allow within its society any inequality situations with more vulnerable and dependent persons. Due to rights and values reasons, but also because any inequality that occurs at the beginning of life affect it drastically, the individual possibilities of developing their potential is decreased. Moreover, it is a social loss which will then require to be restored with a much higher personal and social cost. From the educational field we can not abandon the research as a tool that should facilitate the prior

knowledge of the reality; the decision taking and social intervention, contributing ultimately to change and social transformation.

This paper is part of an agreement for research and advisory at national level, where 10 Spanish cities with the CPI Program-Caixa ProChildhood implanted participate. This agreement is led by the research team PSITIC - *Social pedagogy and communication and the information technologies* of the Ramon Llull University and for Bilbao, it is developed by the INTERVENTION research team: *Life quality and social inclusion* at the University of Deusto. The main objective of this agreement is the realization of a research in different regions presenting the situation of the CPI program. For this purpose, three consecutive studies were developed:

- Study 1 (2012/13): Mapping of child poverty in Bilbao and its relationship with public resources as well as the presence and intensity of the Caixa ProChildhood Program.
- Studio 2 (2013/14): Perception of impact of the CPI program according to beneficiary families, professionals and other agents of the community environment.
- Study 3 (2014/15): Study of 3 cases in depth by city CPI, on perception and the impact of the CPI program, according to all family members as well as model professional for social action.

This paper's main goal is to present the full research process carried out in the first mapping study of child poverty in the city, from 2011 data. From the analysis of the microsocial reality, it proposes the application of the principles established in international and regional policies adjusting them to the local situation. The identification of territorial zones with higher incidence or risk of poverty and child vulnerability, has led to the launching of pilot projects where collaboration between agents and networking are key elements for the improvement of the socio-educational intervention. The paper has four different sections leading to explain the research process in a city of Bilbao and the importance of considering the territory/district as a unit of analysis and work.

## 2 Theoretical foundation

Despite the difficulties in the consensus on the concept of poverty or exclusion, leading studies in this field say that the poverty risk for Spanish population is situated between 22% and 27%, representing between 10 and 12 million people at risk of poverty or exclusion (EAPN, 2015; FOESSA, 2013; Eurostat, 2011; Malgesini, 2011; Social Observatory of Spain, 2011).

When the analysis is focused on the childhood, this percentage rises. Thus the risk of poverty, according to AROPE rate, is increased up to 30% in children. According to Ayala and Cantó (2009, p. 19), "child poverty rate, whatever the threshold is, the scale of equivalence or the used source, it is greater than those of the population average", and this share has grown since the beginning of the crisis, being in all EU countries children situation more negative. In the case of the Spanish State, the difference is even greater (Adamson, 2012; Caritas, 2011; Cantó et al., 2012; González-Bueno, Bello & Arias, 2012; Ikuspegiak, 2013; Social Observatory of Spain, 2011). Comparatively, Spain is situated in one of the last positions among European countries in the poverty ranking, in the position 31 out of 35 countries for child poverty<sup>1</sup>. The impact of the crisis increases the percentages even more and places children from southern European countries (Spain, Greece and Italy) as the hardest in the increase in child poverty (Unicef, 2014: p.9).

However, the CAV- Basque Autonomous Community, is one of the autonomous communities with a more advantageous situation with regard to the risk of poverty, both among the general and in the child population. It follows the same trend that Spain and other European countries, having a higher incidence of risk when referring to child poverty instead of that of the general population, but manages to reduce the percentage of risk, from 20% to 15% among the general population, and 25% to 20% when it concerns children. The study developed by García Herrero and Ramírez Navarro (2012) located the CAV in second place for social services in the ranking of Spanish communities behind Castilla - Leon. In the latest edition of this index, the CAV reaches the first position with a score of 7.5 (García-Herrero, Barriga, Ramírez & Santos, 2014).

Despite this, the report of the Children and adolescents Observatory (Ikuspegiak, 2013) identifies that there are 33.864 children in situation of risk of poverty of maintenance under 14 years living in the Basque country, as to say, 11.8% of the population. Around thirty thousand minors, representing 10,5% are in a situation of absence of well-being, so what the percentage of poor children or with absence of welfare reaches 22.3%. That situation affects approximately 64,000 boys and girls of the CAV. The remaining 77.7% lives in a situation of well-being (Ikuspegiak, 2013).

According to those data, it is essential to approach other factors as demographic, social, family, educational, employment and integration. regarding the demographic indicators (Ikuspegiak, 2011: p.11-23), in CAV in 2010 there were 339.048 persons aged under 18 years (15.56%). The girls represent 48,53% which means a similar distribution

than the national one. The percentage of foreign population has increased in recent years, from 5.51% in 2007 to 7.40% in 2010.

In relation to family status (Ikuspegiak, 2011b, 2011c: p. 24-18), in 2008 there were 127.895 households with children under 16 years, which represents 16% of households in the community. A 40% of them (26.264) are single-parent families (3% of Basque households).

On educational indicators, during the 2009/10, the rate of schooling of the CAV in the first cycle of pre-school (under 3 years) is much higher than the Spanish average (50,20% in the CAV compared with 26% in Spain). 84,30% of Basque Youth ended the ESO (GCSE levels) in the academic year 2008/09 and 6/10 of Basque students completed high school. 14.70% of Basque students prematurely quitted their studies. As to say, the dropout rate is much lower than in Spain and it is similar to the EU average (Ikuspegiak, 2011:p.92-126). The unemployment rate has been increasing in recent years, being the youth population those in a worse situation given their significant difficulties to enter the labor market for the first time. During 2009, the unemployment rate of the active population from 16-19 years stood at 42%, so that 4/10 of young people were unemployed. At a national level, 5 out of 10 young people aged 16 to 19 are unemployed, 13 percentage points higher than in the Basque country.

Even though indicators shown a slightly better situation than in Spain, it should be noted that 5.35% of the Basque households with dependent children finds serious difficulties for covering of basic needs and it has nearly doubled from 2004, according to the same data source. 14% of the general Basque population is at risk of absence of well-being, so the impact on the child population is higher. This sets up a population that 21.41% of Basque households with children needs help from basic social services, a very similar rate to those of the general Basque households. In 2009, among the different social services specialized of the three provincial councils associated with the area, around 2,000 minors were attended. Nearly half were cases in Bizkaia (specifically, 47% in Bizkaia, 15% in Álava and 38% in Gipuzkoa) (Ikuspegiak, 2011, p.156-185).

Each autonomy configures the social policies responding to this situation. In the CAV, the Act 12/2008, of 5 December, of social services, is the third passed law in this matter and defends a community approach and the universality principle. Regarding minors, there is Act 3/2005, 18 February, Children and adolescents care and protection, that developed at regional level. In relation to the situation of children and adolescents, the incidence of relative poverty as greater or lesser risk is not both analyzed by instrument BALORA, approved

in Decree 230/2011, 8 November. All cases are diagnosed on the basis of these concepts and will provide for interventions on the basis of the initial assessment: without risk, vulnerability, mild risk, moderate, grave and helplessness (Arruabarrena & Paúl, 2011). For the last two cases, the territorial governments articulated programs, services, and social support services for children. Municipalities are competent and responsible for the cases of moderate and minor risk, as the City Council of Bilbao.

### 3 Methodology of research

The presented study is developed by a quantitative methodology based on secondary sources, with the aim of developing a descriptive report of the situation of the CPI program network entities in Bilbao, contextualizing their work for the social situation of the city and presenting it along with the services offered by the public administration network, mainly by the City Council of Bilbao. The design of research, proposed by the PSITIC team of the Ramon Llull University, is divided into four stages systematically applied to all cities with the CPI program (table 1); contextualization, description of needs, inventory of public resources and the program Caixa ProChildhood. Each of these stages includes a number of tasks, and they will be an organizing criteria for the results presentation.

Quantitative data are, as shown in table 2, both from the city of Bilbao and from the Caixa ProChildhood own's database using the year 2011 as a temporary unit of analysis. In order to develop its four stages, it starts by the conducted study of the Urban Observatory of the city. The second is based on the detailed analysis of the Annual Report for Social Action of the City Council (2011). Finally, the third and fourth stages are developed by relating these data on public resources provided by the data base of the CPI program.

The main studied data according to the above mentioned stages are:

- Stage 1. Social perception of Bilbao's districts.
- Stage 2. Volume of general population and records of children / families served by basic social services, educational and psychological support teams.
- Stage 3. Social public services offered in Bilbao.
- Stage 4. CPI program and Bilbao offered services' portfolio.

The information analysis process had two paths. First, all data referred to both population and use of services have been unbundled for each of the city districts with basic social service, in absolute

**Table 1. Research stages and tasks**

RESEARCH STAGES	TASKS TO PERFORM
1) CONTEXTUALIZATION	- Existing literature and studies review; Social services analysis; Key actors identification
2) DESCRIPTION OF children needs and their distribution in the city	-Description of the territory; Delimitation of territory needs
3) PUBLIC RESOURCES for children in poverty situation	-Delimitation of territory resources
4) CPI PROGRAM RESOURCES	-Services and CPI programs map

and percentage numbers in relation to the general population and of children (aged 0-19).

Secondly, details were sequenced progressively, growing from the basic social services data identification by the general population and those more specific as PISECOS (Socio-educative and community intervention programmes) both for children and for adults in families and the SAT services (Psychosocial and technical support service). After table

5 completion with all those data, a social risk conduct an assessment was developed so that those areas or districts situated above the average utilization data will be valued as higher risk and those below as lower risk areas. In order to have a visual code of risk the traffic light's symbolism was applied: Red means danger, yellow/orange means caution and green means no problems. Finally, the city map was covered with the most relevant informa-

**Table 2. Analyzed sources of data and variables**

	SOURCE	DOCUMENT	VARIABLES AND SUB-VARIABLES
1	Bilbao City Council	Bilbao Urban Observatory III Report March-April 2012	DISTRICT 'S SOCIAL PERCEPTION 1. Degree of satisfaction with the district's facilities 2. Urban malaise and ranking of districts according to the Risk index . Evolution of the risk index for districts. 3. Assessment of the district's life quality. Evolution. 4. Assessment of the coexistence ambiance and relations in the district between the native and foreign populations 5. Assessment of Bilbao's life quality
		Annual Report 2011 Social Action Area.	POPULATION ATTENDED BY SOCIAL SERVICES AND RECORDS 1. Bilbao general population data 2. Inhabitants per district and Basic Social Service (SSB) 3. Human resources for Social Action Area 4. Active cases/dossiers 5. Minors at risk (by SSB) PUBLIC NETWORK RESOURCES 6. Socio-educational and community intervention programs (PISECO) 7. Psychosocial care and technical support service (SAT) 8. Activity report by centers / programs
2	Platform CPI database City of Bilbao	Caritas (Kometa network) Gazteleku network Year 2010-11 Calendar year 2011	CPI RESOURCES 1. Economic data 2. Activity data 3. Beneficiaries (minors and families) 4. Beneficiaries socio-demographic profile

tion both in the representation of major utilities and CPI and both colors representing the early stages of social mapping described by Herrera (2008). It was selected the software MapInfo Professional 11.5 (2012) in order to clarify those moving estimations of the risk of children and their families in the city maps as well as public services and resources of the CPI program.

## 4 Results

The results are presented according to the previously established and presented four methodological work stages.

### Stage 1: Social description of Bilbao

Bilbao's 8 districts: Deusto, Uribarri, Otxarkoaga - Txurdinaga, Begoña, Ibaiondo - Casco Viejo, Abando, Rekalde and Basurto - Zorroza. At the population level, and according to the Social Action Report of the City Council of Bilbao (2011),

there are 353.256 inhabitants with a certain over-representation of women (almost 53%) compared to men (47%). In terms of age distribution, nearly 16% are under 19. Finally, 8.5% of the population are foreigners. It also has a large network of sports, social care, cultural, educational and other equipments, collected and mapped by the official website of the City Council of Bilbao<sup>2</sup>.

From a social approach, and according to the study conducted by the Urban Observatory of Bilbao (Leonardo & Martín, 2012), based on its inhabitants' perceptions, the city enjoys a high quality of life, with a 7.36 /10. This perception is shared by all respondents, regardless of their place of residence. Regarding satisfaction with municipal facilities, Abando, Begoña and Deusto are the best; while Uribarri, Basurto - Zorroza, Ibaiondo and Rekalde are the worst ones. Although Bilbao does not maintained an intense neighborhood life, it enjoys a positive coexistence. When people are specifically asked for the coexistence with people of foreign origin, the responses are quite good, with an aver-

Table 3. Social perception of Bilbao (source: Based a` Leonardo and Martín, 2012) <sup>3</sup>		
Inhabitants (%)	SOCIAL PERCEPTION	
	Average quality of life = 7.36 Average satisfaction = 69% Average danger = 6%	
1 DEUSTO	Life quality	7.72
	Satisfaction	87.7%
	Danger	5%
2 URIBARRI	Life quality	7.01
	Satisfaction	46%
	Danger	1.5%
3 OTXARKOAGA - TXURDINAGA	Life quality	7.7
	Satisfaction	67.4%
	Danger	10.5%
4. BEGOÑA	Life quality	6.9
	Satisfaction	82.4%
	Danger	1.3%
5 IBAOIONDO	Life quality	7.19
	Satisfaction	59.8%
	Danger	6.9%
6 ABANDO	Life quality	7.7
	Satisfaction	88.5%
	Danger	3.4%
7. REKALDE	Life quality	7.73
	Satisfaction	53.3%
	Danger	14.9%
8. BASURTO - ZORROZA	Life quality	6.81
	Satisfaction	59.6%
	Danger	4.4%



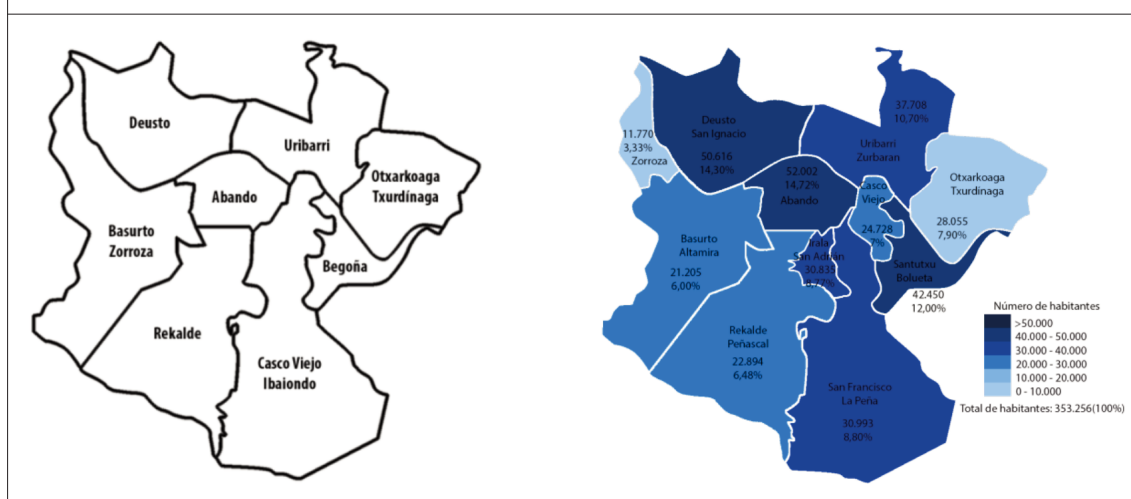
age of 6.26 out of 10 rating. Finally, the perception of danger has hardly changed, and only 6% of respondents, says that their district is dangerous. Table 3 represents and reflects this study data.

### Stage 2. Vulnerable children in Bilbao's needs

When we refer to the city from a social perspective, the number of districts grows up to 11.

The Social Action Report of the City Council of Bilbao, referred to the year 2011, picks up the percentage of the population that used Basic Social Services - SSB, and each district representation with respect to the total population and the districts. Table 5 shows that at city level 25.10% of the population uses the SSB, but there is not a similar district distribution. Following the traffic lights sym-

Table 4: Maps of districts and Basic Units with population distribution

Table 5: Population using SSB. Educational and therapeutic services. Invested resources.  
(Source: Based on Social Action Report. City Council of Bilbao. 2011)

SOCIAL DISTRICTS POPULATION - % CITY POPULATION 0-19 - % CITY	NEEDS - BENEFICIARIES					INVESTED RESOURCES		
	TOTAL SSB	CHILDREN 0-18	PISECOS		SAT	SOCIAL WORKERS DEFICIT	EDUCATORS DEFICIT	SPECIFIC PROGRAMS
	% DISTRICT	% DISTRICT	CHILDREN % DISTRICT	ADULTS % DISTRICT	CASES % DISTRICT			
<b>1. DEUSTO – SAN IGNACIO</b>								
50.616 (14,33%)	9.827	1.276	88	70	4	6	8	
7.761 (13,80%)	19,41%	16,44%	1,13%	0,14%	0,01%	-4,1	-2,12	
<b>2. URIBARRI – ZURBARAN</b>								
37.708 (10,67%)	9.879	1.231	60	57	11	5	6	
5.225 (9,29%)	26,20%	23,56%	1,15%	0,15%	0,03%	-2,5	-1,54	
<b>3. OTXARKOAGA-TXURDINAGA</b>								
28.055 (7,94%)	9.267	1.723	125	145	14	6	8	PISEKALÓ
5.221 (9,29%)	33,03%	33,0%	2,39%	0,52%	0,05%	0,4	2,3	
<b>4. SANTUTXU – BOLIETA</b>								
42.450 (12,02%)	11.146	1.578	54	72	13	6	6	
5.850 (10,40%)	26,26%	26,97%	0,92%	0,17%	0,03%	-2,5	2,49	
<b>5. CASCO VIEJO</b>								
24.728 (7,00%)	6.737	996	44	45	17	4	6	c.i. iñurri
3.914 (6,96%)	27,24%	25,45%	1,12%	0,18%	0,07%	-0,9	1,05	
<b>6. SAN FRANCISCO – LA PEÑA</b>								
30.993 (8,77%)	9.678	1.688	75	89	9	8	10	c.i. iñurri
5.712 (10,16%)	31,23%	29,55%	1,31%	0,29%	0,03%	1,8	3,8	
<b>7- IRLA – SAN ADRIAN</b>								
30.835 (8,73%)	8.264	1.320	110	121	13	4	7	C.D.ZIRKILU
5.187 (9,23%)	26,80%	25,45%	2,12%	0,39%	0,04%	-2,2	0,83	KALI-KALO
<b>8 – REKALDE – PEÑASKAL</b>								
22.894 (6,48%)	8.502	1.258	96	103	15	5	6	C.D.ZIRKILU
3.779 (6,72%)	37,14%	33,29%	2,54%	0,45%	0,07%	0,4	1,42	KALI-KALO
<b>9 – ABANDO</b>								
52.002 (14,72%)	7.380	627	54	62	4	5	5	
8.349 (14,85%)	14,19%	7,51%	0,65%	0,12%	0,01%	-5,4	-5,4	
<b>10 – ZORROZA</b>								
11.770 (3,33%)	3.288	699	59	73	0	2	7	
1.952 (3,47%)	27,94%	35,81%	3,02%	0,62%	0%	-0,4	4,65	
<b>11- BASURTO</b>								
21.205 (6,00%)	4.757	616	66	56	12	4	5	
3.275 (5,82%)	22,43%	18,81%	2,02%	0,26%	0,06%	-0,2	0,76	
<b>TOTALES</b>	<b>353.256 (100%)</b>	<b>88.725</b>	<b>13.012</b>	<b>831</b>	<b>893</b>	<b>112 exp.</b>	<b>74</b>	
<b>56.225 (100%)</b>	<b>25,10%</b>	<b>23,10%</b>	<b>1,48%</b>	<b>0,25%</b>	<b>0,03%</b>		<b>11 EISES</b>	

\* The provided information by the SAT by districts, refers to records/cases.

\*\* Deficit calculated by 1TS/5000 inhabitants and 1 ES/5000 inhabitants.

bolism, and to represent different intensities of risk or danger, there are 3 red districts those that significantly exceeded the average percentage, two greenones with much lower percentages, and some yellow/orange ones.

From the numerical and graphic description of children and adolescents at risk situation in Bilbao as well as the public resources invested which are presented in tables 5 and 6, it can be stated for 2011 that:

- Basic social services attended 88.725 people, representing 25.10% of the population of Bilbao (353.256 inhabitants) and a total of 13.012 children from 0 to 18 years, which represents a 23.10% (56.226 inhabitants). The most relevant data can be seen in the beneficiaries column with the percentage referred to the district, so Otxarkoaga - Txurdínaga, San Francisco - La Peña and Rekalde - Peñaskal not only exceed the average attention percentages on SSB among the general public but also among the minor's population. In addition, those three districts join Zorroza in attention to minors.
- A total of 831 minors and 893 adults benefited from the PISECOs\*, highlighting the districts of Otxarkoaga - Txurdínaga, Irala - San Adrián, Rekalde - Peñaskal, San Francisco - La Peña, Zorroza and Basurto. SAT\* attended 112 cases and carried out 220 interventions, a total of 278 children and 205 adults benefited from its services.
- When the analysis is performed on the basis of resources (represented in the last three columns), coloured map is reversed. It is observed that those districts with greatest need (red) have a greater amount of resources invested (green), while those of lower risk (green)

receive fewer resources and are its largest deficit in this aspect (red).

### Stages 3 and 4. Public resources and the CPI program in Bilbao

In these sections we present together the public initiative represented sources along with its parallels of CPI in Bilbao.

The municipal intervention in the field of children and adolescents is based on the principles of personalization and community intervention. It is composed by programs and services, beginning with a service of social action to detect situations of risk and its subsequent derivation, and if necessary, both socio-educational and community intervention teams (PISECOs) and the psychosocial and technical support service (SAT). These services are offered to the whole population that by a decentralization principle maximize its approach (table 7). A second block, includes more specific programs as *Zirkilu Day Center*, *Iñurri Child Center*, the *PISEKALÓ program*, the *Program for Young People in Social Disadvantage of the 7th District (Hirikoi and Kalí-Kaló)* and *Municipal Hygiene School Program*.

On the other hand, the presence of CPI in Bilbao is developed with its Services portfolio: AT - Personal and family psychotherapeutic care, RE - educational reinforcement, TL - Non-Formal education and free time, AF - family support and PS - health promotion, through 23 centres, belonging to 9 entities organized in two networks: Gazteleku network-coordinated by Gazteleku just with this entity and Kometa network - coordinated by Caritas Diocesana, composed by 8 entities. All boast a consolidated history in the area and therefore are not only specialized in intervention with children and family but that they also possess a deep knowledge of the environment and context in which they operate. Table 8 are described by districts, institutions that offer such programs/services as well as the number of centers.

In map 1, we can find the basic social services and all the dependents of the Council with the same symbol but different colour. All services dependent on the Social Action Area of the City Council of Bilbao are placed in "dialogue" with the facilities and services of the two networks that developed the CPI program in Bilbao. Symbols code at table 9.

**Table 6. Representation of the risk**



\*PISECOs: socio-educational and community intervention teams  
SAT: The psychosocial and technical support service









**Table 7. Managing entities PISECOs, SAT and specific programs.**  
(Source: personal compilation from Social Action Report of the City Council of Bilbao, 2011)

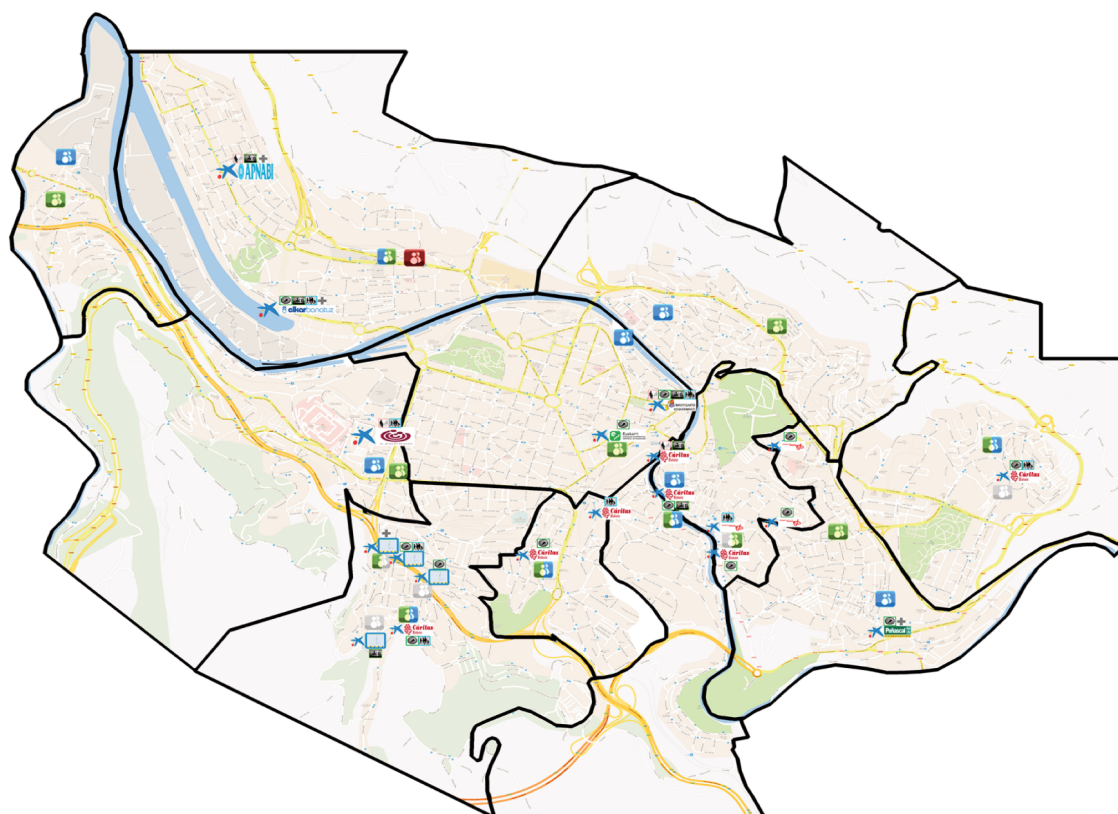
SOCIAL DISTRICTS - SSB	MANAGING ENTITY PISECOs/EISECOs	MANAGING ENTITY SAT	SPECIFIC PROGRAMS	MANAGING ENTITY SPECIFIC PROGRAMS
01-Deusto-San Ignacio	Aldaika	Agintzari		
02-Urribarri-Zurbaran	Agintzari			
03-Otxarkoaga-Txurdínaga	IRSE		PISEKALÓ	NEVIPEN
04-Santutxu-Bolueta	Agintzari			
05-Casco Viejo	Bidegintza		C.I. Iñurri	Bidegintza
06. San Francisco -La Peña	Cruz Roja		C.I. Iñurri	Bidegintza
07-Irala-San Adrian	Agintzari		C.D. Zirkilu J.D. HIRIKOI KALI-KALO	Gazteleku Gazteleku Gazteleku
08-Rekalde-Peñaskal	Gazteleku		C.D. Zirkilu PISEKALÓ J.D. HIRIKOI KALI-KALO	Gazteleku NEVIPEN Gazteleku Gazteleku
09-Abando	Agintzari			
10-Zorroza	IRSE			
11-Basurto-Altamira	Agintzari			

**Table 8. Managing institutions of various programmes from the portfolio of services of CPI in Bilbao**

SOCIAL DISTRICTS - SSB	MANAGING ENTITY	CPI PROGRAMS	CENTERS
01-Deusto-San Ignacio	Apnabi	AT - TL - PS	1
	Elkarbanatuz	RE - TL - AF - PS	1
02-Urribarri-Zurbaran			
03-Otxarkoaga-Txurdínaga	Caritas	RE - AF	2
04-Santutxu-Bolueta	Bidegintza	RE	2
	Fundación Peñaskal	RE - PS	1
05-Casco Viejo	Bidegintza	AF	1
	Caritas	AT - RE - TL	3
06. San Francisco -La Peña	Caritas	AF	1
07-Irala-San Adrian	Caritas	RE	1
08-Rekalde-Peñaskal	Caritas	RE - AF	2
	Gazteleku	RE - TL - AF - PS	4
09-Abando	Euskarri	RE	1
	Margotu	AT - RE - TL - AF	1
10-Zorroza			
11-Basurto-Altamira	Lagungo	AT - AF	1
	Margotu	RE - AF	1

**Table 9. List of used symbols**

BILBAO CITY COUNCIL		CAIXA PRO5: ;>6: AA 6 - CPI	
	Basic social services		AF - Family Support
	EISECO / PISECOs		RE - Educational Reinforcement TL - Non-Formal Education and Free Time
	SAT		AT -Personal and Family Psychotherapeutic care
	Other services and programs		PS - Health Promotion



**Map 1: Map of Social Resources of Bilbao City Council and Caixa Pro5Z[VZaaV program**

Table 10 will show the active cases results for the 2011 calendar year. The application of CPI is sorted by municipal districts, and therefore, we do not have information on the social bases.

According to table 10 and sorting by districts the children and families' intervention is highlighted in: Rekalde, Casco Viejo - Ibaiondo and Deusto. In terms of programs, the Educational Reinforcement program is the most widely used with 700 aid both in goods (498) and services (202). It is followed by Health Promotion (404 only goods) and non-Formal education and leisure time (397 services). Finally, the Personal and family psy-

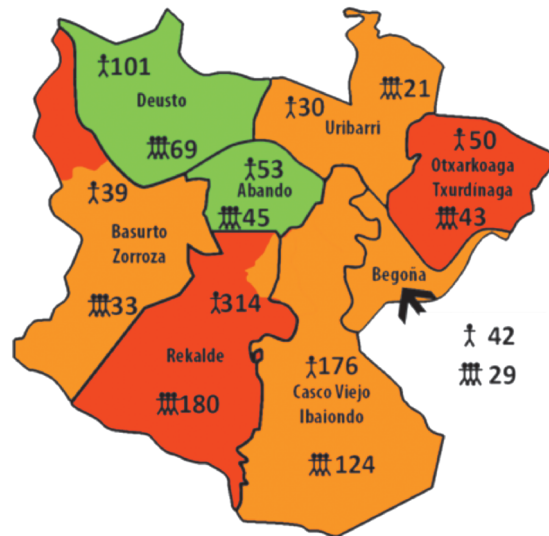
chotherapeutic care is at the bottom with 119 aid of services. Family support program data are not taken into account.

At table 11 we can see the centers with CPI presence, as well as the symbol of the offered services and programs.

This table suggests that with regard to the distribution of centres by social and municipal districts, those of Rekalde, Ibaiondo and Begoña stand out.

**Table 10: Active Park CPI - 2011 Bilbao  
by Municipal Districts**

? G@;5;B3> DISTRICTS	ACTIVE PARK 2011	
	CHILDREN	FAMILIES
Deusto	101	69
Uríbarri	30	21
Otxarkoaga - Txurdínaga	50	43
Begoña	42	29
Casco Viejo - Ibaiondo	176	124
Abando	53	45
Rekalde	314	180
Basurto - Zorroza	39	33
<b>Total</b>	<b>805</b>	<b>544</b>

**Table 11: Portfolio of CPI programs - Bilbao 2011  
by municipal districts.**

SOCIAL DISTRICTS	MUNICIPAL DISTRICTS
Deusto - 2	Deusto - 2
Uríbarri - 0	Uríbarri - 0
Otxarkoaga - Txurdínaga - 2	Otxarkoaga - Txurdínaga - 2
Santutxu - Bolueta - 3	Begoña - 3
Casco Viejo - 4	Ibaiondo - 6
San Francisco - La Peña - 1	
San Adrian - Irala - 1	
Rekalde - Peñaskal - 6	Rekalde - 6
Abando - 2	Abando - 2
Zorroza - 0	Zorroza - Basurto - 1
Basurto - 1	



## 5 Limitations, discussion and conclusions of Bilbao's mapping

Before moving on to the discussion it is important to note the two difficulties or major limitations found when preparing this report. The first relates to the various concepts and indicators used to its elaboration. Even though several studies and the CPI are based on the relative poverty in order to establish the services access criteria, the data from Social Action Report is based on cases diagnosed by the official tool on risk detection for the CAV-BALORA. Relative poverty and risk are close terms, but can not be considered to be neither synonymous nor interchangeable. Secondly, the years and temporary reference periods: The application and operation system of Caixa Pro-Childhood uses the

scholar year as a temporary unit of measurement. So, although you can extract data considering another time period, reading them can be confusing since the beneficiaries are "scattered" in two scholar years. On the other hand, municipal reports are presented considering the calendar year.

Passing to the synthesis of the most relevant data for discussion and final decision making, we highlight the following:

- In 2011, the basic social services of Bilbao attended 25.10% of the general population and 23.10% of the child and adolescent population. The districts with greater use and perhaps, therefore, most in need of services have been those of Otxarkoaga - Txurdínaga, San Francisco - La Peña, Rekalde - Peñaskal and Zorroza. These neighborhoods have not only over-

come the average percentages attention on SSB among the general public but also among the population of children. When the analysis is carried out based on resources, it shows that those districts with the greatest needs, have greater amount of resources invested, while those who are at a lower risk, also receive fewer resources.

- In 2011, 831 minors and 893 adults have benefited from the Community and Socio-educational intervention teams, where the districts of Otxarkoaga - Txurdínaga, Irala - San Adrián, Rekalde - Peñaskal, San Francisco - La Peña and Zorroza stand out. The SAT attended 112 cases, 278 children and 205 adults.
- Taking as reference the beneficiaries, 1.228 minors and 1.187 adults benefited from some social service as well as the SSB, PISECOs, SAT, or any of the specific programmes. In relation to the CPI program in Bilbao, 805 minors and 544 families have benefited from the program in 2011. The beneficiaries are the districts of Rekalde, Ibaiondo and Deusto. The more used CPI programs in Bilbao are Educational Reinforcement, Health Promotion, non-Formal Education and Free Time.

After the mapping results, the elements for the debate and future collaborations between the public administration and the CPI- Caixa Pro-Childhood programme are:

1. *Caixa Pro-childhood* attends economic vulnerable beneficiaries that coincide with a neighborhood of high risk persons and people from a neighborhood of moderate and lower risk. The presence of CPI in the city of Bilbao, by districts, shows that Caixa Pro-childhood attends, preferentially children and families from a neighborhood of very high risk (Rekalde) also offering their services significantly to Casco Viejo - Ibaiondo inhabitants (moderate risk) and one of the districts with lower risk (Deusto). Logically, regardless the source, all the users or beneficiaries must meet the requirements of the CPI program access.

2. *Unequal presence of CPI programmes in Bilbao*: per programme it predominates the use of those of educational character: Educational Reinforcement, non-Formal Education and Free Time, followed by the Health Promotion and Psychosocial care. The first conclusion that seems to be derived from these data, both at the city and the metropolitan area, is that intervention with minors, is more accessible than the intervention with families. It is possible that they are not only personally more accessible but also have more available

time while families should not only decide on a voluntary basis to participate but also rely on the availability of working time and family conciliation with these other tasks. The psychosocial intervention can be developed with children or couples or adult reference, aspect that requires this personal availability and time. On the contrary, economic aid or goods are of fast management and require a lower "commitment" by them.

3. *Accessibility of resources*: To be able to refer to trends in terms of the accessibility of resources, it is of great interest to analyze data by comparing, the districts of origin of the beneficiaries (active park) Rekalde, Ibaiondo and Deusto, the location of the main entities in the CPI program (Rekalde, Ibaiondo and Begoña) and the type of program developed. Even though Bilbao is a small town with a great network of public transport, it would be logical to think that most of the beneficiaries will be relatively close to where a service is offered. In this way, CPI entities are located in the districts of Rekalde (Gazteleku), Casco Viejo - Ibaiondo (Bidegintza and Caritas) and Begoña (Peñaskal and Bidegintza). In addition, the type of intervention can be conditioned by the major or minor presence of other programs in the districts. As to say, the Health Promotion Program only requires of a meeting for its management, while other programs involve a greater presence. In these cases, movements mediate or modulate the possibility of participation. If we add the age factor and taking into consideration that children have less autonomy for displacements, we can understand that greater deployment of this program. The emerging conclusion is that CPI attends to the group of vulnerable children and adolescents, but fails to be equal in all districts. Its incidence changes depending on the available entities and centers' location as well as the offered type of program.

These three reflections can serve as an initial element for the debate and dialogue with the public administration and also to create the foundations for a collaborative way of caring the more vulnerable children and adolescents. In this sense, CPI has decided to delve deeper into an implemented intervention in preferred or most in need territories. In this way, the territory serve as a unit for community work and network, recognized as innovative and strategies are recommended for the advance in this collective intervention (Melendro, 2014; Santibáñez, Fonseca, Audikana Gonzalez & Fernández de Liger, 2013).

After the mapping, the first decision taking with the city of Bilbao is to start with the pilot work in two high risk territories: Rekalde and Zorroza. It can

be argue that the two territories are of different profiles regarding action and social initiative; at the same time there is a historic community movement strengthened in Rekalde, Zorroza meets a level of tight resources and social participation.

During year 2013/14, was employed for the pilot organization and the creation of the first selected territory network: Rekalde and year 2014/15 for its implementation. The main objective of the pilots is to increase the educational opportunities for social inclusion of vulnerable children and adolescents at risk, deepening in the integral action model and based on the work of coordination and network in the territories. After the signing of a collaboration agreement with the City Council of Bilbao, four officers were called: Social services, education, health and Third Sector. The main advances of this organization are: the creation of a memorandum of Association, where the objectives and commitments are set to work, as well as the establishment of three working structures with different functions: the Strategic Board,

the Operating Committee and the Work Commissions. Finally, the document establishes the commitments in data protection as well as the document of informed consent for the participation of the families. Along the course 2014/15 is underway Rekalde with monthly meetings Operating Committee, where all the agents summoned in order to work around a more comprehensive and efficient intervention with children and their families of the CPI program. After a year of operation, the strategic table will carry out a systematic review of progress with the work methodology.

In conclusion, we can say that the socio-educational intervention with children and families in situation of risk and vulnerability is a priority issue in our environment. Processes of improvement and innovation need a systematic evaluation processes contextualized and adjusted to the specific reality and a greater participation and networking. This study aims to contribute to enriching experiences in this process of constant improvement in which intervention professionals are committed.

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## Notes

- <sup>1</sup> Percentage of children between 0-17 years in relative poverty situation or part of a family which incomes are under 40%, 50% or 60% of the average national income. For this study, the reference is 60%.
- <sup>2</sup> <https://maps.google.es/maps/ms?hl=es&mpa=O&ctz=-120&mpf=O&ie=UTF8&msa=O&msid=215491625492798514754.0004ac437f69b0752ebf8&t=p&vpsrc=6&ll=43.276081,-2.954593&spn=0.020309,0.029569&z=15&source=embed>.
- <sup>3</sup> Traffic light symbology: red: danger; yellow/orange; attention; Green; safe.

## HOW TO CITE THE ARTICLE

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